

Validated Terminal Review of the UNEP/GEF Project
Strengthening climate services and early warning
systems in the Gambia for climate resilient development
and adaptation to climate change (GEF ID 5071)
2017 – 2022



CLIMATE CHANGE DIVISION
Validation date: October 2025



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Strengthening Climate Services and Early Warning Systems in the Gambia for Climate Resilient
Development and Adaptation to Climate Change – 2nd Phase of the GOTG/GEF/UNEP LDCF
NAPA Early Warning Project

GEF ID 5071

Date 06/24

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ACRONYMS

CCEWS	Climate Change Early Warning System
COP	Conference of Parties
CSO	Civil society organizations
DWR	Department of Water Resources
EWS	Early Warning System
FGD	Focus Group Discussion
GEAP	Gambian Environmental Action Plan
GEF	Global Environment Facility
GIS	Geographic Information Systems
GRTS	National Broadcasting Services
KII	Key Informant Interview
KSQ	Key Strategic Questions
LDCF	Least Developed Countries Fund
MDFT	Multidisciplinary Facilitation Team
MoE	Ministry of Environment, Climate change, Water and Wildlife
MTR	Midterm Review
MTS	Medium-Term Strategy
M&E	Monitoring and Evaluation
NAPA	National Adaptation Programmes of Action
NCSA	National Capacity Self-Assessment
NDMA	National Disaster Management Agency
NDP	National Development Plan
NEA	National Environmental Agency
NMS	National Meteorological Services
PAGE	Programme for Accelerated Growth and Employment
PIR	Project Implementation Report
PM	Project Manager
PMU	Project Management Unit
PoW	Programme of Work
ProDoc	Project Document
PRS	Poverty Reduction Strategy
PSC	Project Steering Committee
SDG	Sustainable Development Goal
SP	Strategic Plan
TM	Task Manager
ToC	Theory of Change
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
WMO	World Meteorological Organization

PROJECT IDENTIFICATION TABLE

Project Title:	Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change – 2nd Phase of the GOTG/GEF/UNEP LDCF NAPA Early Warning Project		
Executing Agency:	Department of Water Resources, Ministry of Environment, Climate Change and Natural Resources.		
Project partners:	Ministry of Environment, Climate Change, and Natural Resources Department of Agriculture Ministry of Fisheries and Water Resources Ministry of Agriculture Ministry of Information and Communication Infrastructure Ministry of Finance and Economic Affairs Ministry of Health and Social Welfare Ministry of Local Government Gambia Chamber of Commerce and Industry Women's Bureau Personnel Management Office University of The Gambia National Disaster Management Authority National Environment Agency Department of Forestry Department of Parks and Wildlife Management The Gambia Association of Non-Government Organizations Gambia Radio and Television Services Local Government Authorities Community Radios		
Geographical Scope:	National		
Participating Countries:	The Gambia		
GEF project ID:	5071	Umoja number*:	S1-32LDL-000041/P1-33LDL-000034 / SB-000698.24.01
Focal Area(s):	Climate Change	GEF OP #:	
GEF Strategic Priority/Objective:	Climate Change	GEF approval date*:	08 July 2014
UNEP approval date:		Date of first disbursement*:	17 th February 2015
Actual start date:	August 2015	Planned duration:	4 years
Intended completion date*:	May 2019	Actual or Expected completion date:	December 2022
Project Type:	FSP	GEF Allocation*:	UNEP: USD 5,000,000 UNDP: USD 3,000,000
PPG GEF cost*:		PPG co-financing*:	
Expected FSP Co-financing*:	USD 21,500,00	Total Cost*:	

Mid-term review/eval. (planned date):	2018	Terminal Evaluation (actual date):	December 2023
Mid-term review/eval. (actual date):	December 2019	No. of revisions*:	
Date of last Steering Committee meeting:	June 2022	Date of last Revision*:	
Disbursement as of 30 June 2022*:	USD 7,654,253	Date of financial closure*:	December 2022
Date of Completion*:		Actual expenditures reported as of 30 June 2022:	USD 7,654,253
Total co-financing realized as of 31 December 2021:	USD 21,500,000	Actual expenditures entered in IMIS as of 31 December 2021*:	
Leveraged financing:			

EXECUTIVE SUMMARY

1. The terminal review of the project “Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change” was conducted from February 2023 to January 2024. The review considered all project activities from its operational start in August 2015 until its technical completion in June 2023 while also considering the relation of the project with its predecessor. The project was funded by the Least Developed Countries Fund through a USD 8 000 000 grant and co-financing of USD 23 660 000 was planned. The implementing agencies were the United Nations Environment Programme and United Nations Development Programme and the executing agency was the Department of Water Resources under the Ministry of Environment, Climate Change and Natural Resources of The Gambia.
2. The terminal review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned. The aim is therefore to understand if the implementation of activities and progress in delivering outputs has led to achievements of outcomes and secure long-term impacts. The formative purpose is to encourage reflection and learning by the project task manager and project management unit as well as share lessons with key project stakeholders.
3. The overall project performance rating of the project is “Moderately Satisfactory” (see Table 15). The project’s objective to increase climate resilience by strengthening climate services and early warning systems is highly relevant in The Gambia, a country vulnerable to the impacts of climate change and characterized by a limited climate change adaptation capacity (Strategic relevance: *satisfactory*). Through investments in climate service-related infrastructure combined with the provision of training on forecasting and advanced meteorology and hydrology, the project addressed all actors and managed to strengthen the entire flow of information. Such was done by making use of existing structures and channels and with adequate efforts to implement gender-responsive measures (Cost-effectiveness: *satisfactory*; Gender and human rights: *satisfactory*). However, by addressing the whole climate service ‘supply’ chain, from data collection to the distribution of forecasts or early warnings to end users, the project also faced its own budgetary and time-related limits: maintenance of equipment and infrastructure became an issue during project implementation and the entire plan of consecutive training rounds and education programs was not realized. Moreover, the project greatly underestimated the efforts needed for an institutional reform of the Gambian climate services, to be kickstarted by the approval of the Water Reform Bill, and as a result the transition to independent and financially sound climate services in The Gambia has yet to start, despite a decade of efforts to get the Bill on the parliamentary agenda (Sustainability: *unlikely*). Nevertheless, the project managed to have an impact on the human and technical capacity of the Department of Water Resources and expanded and sustained the radio broadcasting of weather forecasts throughout The Gambia.
4. The project “Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change” was very relevant at donor level, at the level of the implementing agencies, regarding the national priorities of the Gambia, related to both development and climate change adaptation in particular. Moreover, the project was very relevant for the Gambia to comply with its obligations under the Minamata Convention on Mercury, namely by replacing of climate service equipment using mercury. The project design was comprehensive but overly ambitious, setting high objectives while strongly underestimating its risks.

5. The project faced an unfavorable external context, having to face a political impasse in The Gambia in 2016-2017 and the Covid-19 pandemic. Therefore, despite progress being made regarding several aspects, many project results have remained unfinished and ended up in an environment which cannot sustain, let alone complete them. Such was the case for outcomes 1, 2 and 3. Under outcome 1, a business plan was developed for the Gambian meteorological and hydrological services, but it cannot be executed as long as the Water Reform Bill is not approved, as currently the services do not manage their own budget and cannot act (legally) as a separate entity. Under outcome 2, fifteen meteorological stations were built or upgraded, of which nine operate automatically, a headquarter was built for the hydrological services and construction works started for a headquarter for the meteorological services. However, weather stations and forecast services are experiencing internet problems, hindering or even stopping the flow of information, the hydrological headquarters was deteriorating and works on the meteorological headquarters completely halted. Under Outcome 3 many training courses were organized and the Department of Water Resources managed to recruit some trainees, however not up to the targets set. Furthermore, the Gambian climate services still face a lack of sufficient and skilled human resources, both regarding its technicians and its staff. The fourth outcome on climate information dissemination and integration was achieved as the project managed to greatly increase the access to early warnings and climate information, strengthening and sustaining the whole flow of information during project implementation.

6. Financial management practices of the project were adequate. The total actual expenditure is slightly below the total planned expenditure of the Project document. That said, heavy modifications were made to the budget in terms of actual expenditure per year and actual expenditure per outcome. Changes over time were mostly due to the many delays faced because of the slow upstart of the project, the political impasse, the lengthy construction works and time-consuming procurement processes. A shift took place from expenditure for infrastructure, equipment and information dissemination (outcomes 2 and 4) to training and support for the structural transition of the hydro-meteorological services (outcomes 1 and 3). The shift is hard to explain as construction works were in general more expensive than planned and training plans were not executed as planned. A potential explanation can be found in the savings made regarding consultancies (mostly outcome 4) and the two project activities relating to marine climate services and local development plans (under outcome 2 and 4) which were dropped.

7. The many changes regarding the position of the Task manager at the United Nations Environment Programme resulted in weak support from the implementing agency to the executing agency, the Department of Water Resources. This was compounded by the weak communication between the two implementing agencies, being the United Nations Environment Programme and United Nations Development programme, leading to delays in the procurement processes. The Project Management Unit however managed to reach out and engage many stakeholders along the climate service information chain in The Gambia. The original planned timeline of 48 months was largely extended to a final lifetime of 89 months while two activities, being the installation of the pilot sonde system and balloon equipment, and the final procurement of equipment for the headquarters of the meteorological services, still remain in the pipeline to be finished, even after the technical completion in June 2023 and this terminal review in December 2023. Despite external factors such as the political impasse and covid-19 pandemic hindering the project's progress, the timeliness was also affected by a very slow upstart due to slow communication between the executing agency and the United Nations Environment Programme, the main implementing agency. In turn, the project was cost-effective in its general set-up as it made full use of and further strengthened existing channels and structures of the climate services and the community radios.

8. A set of gender-responsive measures were also planned and implemented. The Women's Bureau was a permanent member of the Project Steering Committee, ensuring women and vulnerable groups were taken into account in the decision-making. Most trainings also achieved a 30% female participation rate, for which often efforts were undertaken to increase female participation. Furthermore, the project relied on traditional female communicators, Kanyaleng women groups, which were supported in their task. Overall, the objective of disseminating forecasts and early warnings also benefited women who are mostly active in small-scale agricultural activities.

9. A monitoring plan with six pillars was developed. The budget of the plan is assessed as low and might have been a cause of the absence of an end-of-project survey which was vital to assess the project results achieved. The project did not comply with its reporting requirements, failing to provide qualitative reports on time. The quality of reporting was also substandard.

10. A sustainability strategy was developed for the project. Despite the fact that the strategy indicates several adequate measures to be undertaken the measures do rely on a supportive environment to ensure sustainability of results. The Gambian environment however did not appear supportive (see paragraph 5). As a consequence, the implementation of the identified measures is mostly offset by the serious sustainability issues faced. The most important sustainability issues are the lack of resources for basic commodities, difficulties concerning maintenance of equipment and infrastructure and the non-approval of the bill. Therefore, the sustainability of most project results seems unlikely. The fact that hydrological and meteorological services are deemed as important and beneficial by the Gambian population do provide some hold for the project results. Furthermore, the efforts to materialize GCF funding and have a follow-up GCF project might provide the much-needed resources. The approval process is however lengthy and the approval itself uncertain.

11. Important lessons can be drawn from the project. As a starting point, development projects need to be realistic, and commensurate to the budget and time available (see paragraph 7). This implies focusing on the most strategic changes and partnering with other projects to address other aspects, a difficult balancing act in countries where needs are high. Furthermore, risk should be properly estimated, with direct mitigation measures proposed where possible. Often legal and regulatory aspects are key barriers for climate change adaptation. Changes in this front cannot be taken for granted and may require active and tailored advocacy from the project team, with support from other stakeholders.

12. It is important but not sufficient for a development project to be complementary to other initiatives. Pro-active coordination and collaboration are required to create synergies and avoid duplications. Another key feature of strategic project development is promoting innovations that can foster the desired paradigm shift. However, the identification of innovations to be promoted needs to assess their short-, medium- and long-term feasibility. There is no point in promoting innovative equipment, software or systems if the beneficiary does not have the technical, physical, institutional or financial resources to maintain them (e.g., automatic weather stations or the GIS platform).

13. It is critical to identify and prevent potential unintended negative impacts. Among other aspects, retainment mechanisms should be considered for trainees supported by development projects, especially regarding international training and national return. When on the other hand, capacity building programs are not executed as planned, it is important to consult stakeholders regarding the premature ending and discuss sustainability of project results (to the extent possible).

14. A central element of adaptive management is learning from experience, including on timelines. If work plans demonstrate to be over-optimistic a few times, their ambition should be reviewed in the following planning cycles. In addition, adequate project management requires timely and qualitative monitoring and reporting. Data collection needs to be conducted using the established verification methods and sources both at the beginning and closure of a project, and reports need to provide details to contextualize and understand the progress made. For this to happen, monitoring activities have to be adequately funded.

15. It is fundamental the project design includes a sound sustainability strategy and that this is implemented, monitored and adjusted as relevant during project implementation. The strategy should be comprehensive and avoid over-optimistic assumptions. In the climate information services domain, in LDCs, it should consider the challenges of both public and private end-users to pay for hydro-meteorological services.

16. The table below summarizes the recommendations.

Table 1. Summary of recommendations

No	Recommendation	Type	Responsible party	Priority	Timeframe
1	Prepare a strategy to push for the approval of the bill	Project level	UNEP	High	3 months
2	Accelerate the development of the GCF project that could support the sustainability of the EWS II project's results	Project level	UNEP	High	9 months
3	Use the remaining funds to finalize the two activities that had not been completed by December 2023, and conduct refreshment trainings	Project level	UNEP	High	3 months
4	Look into an MoU partnership agreement in order to keep the momentum up	Partner level	University of the Gambia and University of the Nairobi	Medium	6 months
5	Consider the lessons of this project in the design of future projects ¹	Program me level	UNEP	Medium	12 months
6	Ensure feedback mechanisms are put in place during project oversight	Program me level	UNEP	Medium	12 months

Validation

The report has been subject to an independent validation exercise performed by UNEP's Evaluation Office. The performance ratings for the UNEP/UNDP/GEF Project 'Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change' (GEF ID 5071), set out in the [Summary of project findings and ratings](#) section have not been adjusted as a result. The overall project performance is validated at the **Moderately Satisfactory** level. Moreover, the Evaluation Office has found the overall quality of the report to be 'Satisfactory' (see [Annex 8](#)). *While the report structure does not fully conform to the Evaluation Office's templates, the validation confirms that all necessary topics are covered adequately and the overall performance rating is consistent with other UNEP terminal evaluations/management led terminal reviews.*

¹ Section 0 highlights six lessons.

1. INTRODUCTION

1.1. OVERVIEW

17. The project “Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change” (CCEWS phase II project) was funded by the Least Developed Countries Fund (LDCF) through a USD 8 000 000 grant, with a planned co-financing of USD 23 660 000. The implementing agencies were the United Nations Environment Programme (UNEP) and United Nations Development Programme (UNDP). The project was launched in August 2015, for an initial duration of 48 months. The project was extended three times, postponing the technical completion of the project to June 2023.

1.2. SCOPE AND OBJECTIVES OF THE REVIEW

18. The report presents the terminal review of the CCEWS phase II project. The review covers the project implementation period, from its inception in April 2015 to its (financial) closure in June 2023, assessing as well as its design, which took place during 2014-2015. A mid-term review was conducted and completed in December 2019.

19. The objective of this assignment is to conduct the terminal review of the above-mentioned LDCF project. The terminal review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned. The aim is therefore to understand if the implementation of activities and progress in delivering outputs has led to achievements of outcomes and secure long-term impacts. The formative purpose is to encourage reflection and learning by UNEP and UNDP staff and key project stakeholders.

20. This review has been carried out in accordance with the ToR presented in Annex 7: Terms of Reference of the Final evaluation, the UNEP Evaluation Policy and the UNEP Programme Manual. The primary audience for this review is UNEP staff, the UNDP staff and the Department of Water Resources (DWR) under the Ministry of Environment, Climate Change and Natural Resources (MECCNAR) of the Gambia (see also section 3.3). The review should also be useful for institutions and organizations planning future Early Warning Systems (EWS) in the Gambia or in Africa.

2. REVIEW METHODS

2.1. MAIN REVIEW CRITERIA AND QUESTIONS

21. The review assesses project performance in terms of relevance, quality of project design, nature of external context, effectiveness, financial management, efficiency and monitoring and reporting, and determine actual and potential outcomes and impacts stemming from the project, including their sustainability. It also integrates the five key strategic questions defined in the Terms of Reference (ToR) and provides specific answers to these.

22. It is structured around an review matrix that covers the nine review criteria to be evaluated, namely: i) strategic relevance; ii) quality of project design; iii) nature of external context; iv) effectiveness, comprising assessment of the achievement of outputs, outcomes, and likelihood of impact; v) financial management; vi) efficiency; vii) monitoring and reporting; viii) sustainability; and ix) factors affecting project performance.

23. In addition to the nine review criteria mentioned above, the review also aims to answer the five key strategic questions (KSQ) provided in the ToR, namely:

- KSQ1: What was the performance at the project's completion against **Core Indicator Targets**?
- KSQ2: What were the progress, challenges and outcomes regarding **engagement of stakeholders** in the project/program as evolved from the time of the MTR?
- KSQ3: What were the **completed gender-responsive measures** and, if applicable, actual gender result areas?
- KSQ4: What was the progress made in the implementation of the management measures against the **Safeguards Plan** submitted at CEO Approval?
- KSQ5: What were the challenges and outcomes regarding the project's completed **Knowledge Management Approach**, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions?

24. These key strategic questions are integrated in the review matrix either as standalone questions or as indicators for a broader question (indicated in the matrix by their acronym KSQ1, KSQ2...). For each criterium, the matrix identifies review criteria and sub-criteria, review questions, indicators, means of verification and sources of information. This matrix has been the backbone of the review, from the documentation review to the analysis and report writing and is presented in Annex 1: Response to stakeholder comments

Table 16: Responses to stakeholder comments received but not (fully) accepted by the reviewers, where appropriate

Page Ref	Stakeholder comment	Reviewer Response
75	The stakeholders are of the view that this is not the major issue. The major issue delaying the passing of the bills is the frequent changing of ministers and Permanent Secretaries .	The review team has added the reason provided that both reasons, meaning a lack of political will makers, should be considered as major issues.
79	In the view of the stakeholders, co financing was highly achieved as explained earlier.	The review team assessed both proof of co-financed projects and their relation with the CC otherwise, as is explained for each co-financing

25. Annex 2: Review Matrix.

26. When compared to the Terms of Reference, it can be noted that the sub-criteria under the Sustainability criteria have changed. This approach allows for a more targeted review focusing on enabling and hindering factors. On the other hand, the content has not changed as the sub-criteria of the ToR, being socio-political, financial and institutional sustainability and capacities, are integrated within the indicators.

27. The terminal review of the CCEWS phase II project has been conducted using the best practices in review. It has sought to be independent, impartial, and useful. The review has used a mixed methods approach and both secondary and primary data, which has been triangulated to come up with an evidence-based assessment. The approach has been participatory in that it has sought to engage a broad range of stakeholders during the process for transparency and credibility.

2.2. METHODS

28. The review started with an inception phase, which involved a kick-off meeting with the UNEP Task Manager and the project coordinator (on February 15, 2023), a preliminary documentation review and preparing a draft inception report, which was submitted on March 17, 2023. Comments received were addressed and the final inception report was approved in April 7, 2023. The inception report defined the review methodology.

29. On that basis, the review team proceeded to data collection. This involved an in-depth review of all relevant documents, including project design documents, baseline report, final monitoring report, annual work plans, budgets and cash advances, progress reports (including PIRs, half-yearly reports and financial reports), PSC meeting minutes, the MTR, and the activity reports, technical studies and deliverables produced by the project as well as relevant background and context information. The list of the reviewed documents is presented Annex 3: Key consulted documents. In addition, data collection comprised a visit to the Gambia (May 1 - 5, 2023) to conduct key informant interviews (KIIs) and focus group discussions (FGDs) and conduct direct observation. In total, 21 KIIs and 2 FGDs were undertaken with 44 people, and 14 sites were visited. A sampling exercise to select project site was not necessary as the member of the review team was able to visit all seven regions of the Gambia during the in-country mission. The mission agenda is presented in Annex 6: Mission agenda. Moreover, the review team conducted remote interviews with key stakeholders. The list of interviewees is provided in Annex 4: Interview list. KIIs and FGDs were carried out using semi-structured interview protocols (Annex 5: Interview protocols). All the information collected was compiled in a data collection matrix.

30. The review team has carefully reviewed, triangulated and analyzed all data collected to generate evidence-based answers to the review questions. The review team has ensured validation and triangulation of data and findings to have robust, credible and useful conclusions, lessons and recommendations. When writing the review report, the review team has followed the report template provided in the ToR.

31. The review team has prepared this draft review report to be shared with the UNEP Task Manager and the Project Coordinator. The review team will then review and address comments received before finalizing the report. The executive summary will be provided with the final version of the report.

2.3. LIMITATIONS

32. This terminal review has not been affected by major limitations. The available documentation had some gaps, especially related to the Projects Steering Committee (PSC) minutes. The review team was able to interview most relevant stakeholders, except for the monitoring officer, the climate change development expert, the National Environmental Agency (NEA) and the Global Environmental Facility (GEF) focal point.² Indeed, while most reviews need to define a sampling strategy regarding site visits, in this review the review team was able to visit project sites in all regions of the country. Data has been robustly triangulated.

3. THE PROJECT

3.1. CONTEXT

33. The Gambia is severely sensitive to climate variability and change. The country has been experiencing temperature increase, rainfall variability, droughts, heavy rains, windstorms, sea-level rise and gradual increments in coastal erosion rates at strategic locations of the Gambian coastline. Rural areas are highly dependent on agriculture, which makes large segments of the population extremely vulnerable to erratic rainfall and other climate-induced events. Tourism has increasingly become a significant part of the economy, but it is also highly vulnerable to weather-related events. The long-term systemic change triggered by climate change could likely further erode the Gambia's economic development opportunities and livelihoods.

34. The capacity of the country to adapt to these climatic changes is low. Among other aspects, this is greatly due to inadequacies in hydrometeorological data collection, processing, analysis, dissemination and integration. More specifically this refers to i) the absence of an adequate institutional organization; ii) the limited number and quality of hydrometeorological equipment, tools and data processing hardware and software to collect and analyze climate information; iii) the shortage of qualified personnel that can analyze data and transform processed information into weather advisories and early warnings; iv) the limited dissemination of the data to end-users through the use of appropriately selected communication media, messaging and language and v) limited capacity at the local level for uptake of climate-related messaging and integrate it into their own development planning.

3.2. RESULTS FRAMEWORK

35. In this context, the Government of The Gambia (GOTG) identified the strengthening of climate services and early warning systems as one of its ten adaptation priorities. The project "Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change" (CCEWS phase II) had as objective to construct an effective early warning system, along with development planning processes that are based on accurate and reliable climate and hydrological services. Table 1 presents its outcomes and outputs.

Table 2. Project planned objective, outcomes and outputs

² These four stakeholders are relevant but not essential. Efforts were done to schedule interviews with NEA and GEF focal point but the agendas of the respective persons were very occupied.

Outcome	Output	Supported by
Project Objective: To strengthen the climate monitoring capabilities, early warning systems and available information for responding to climate shocks and planning adaptation to climate change in Gambia.		
Outcome 1: The Gambia National Meteorological Services is supported in its transition to becoming a financially sustainable Meteorological Agency	<u>Output 1.1.</u> A comprehensive business plan for deployment of effective hydro-met service is established	UNEP
Outcome 2: Hydro-meteorological infrastructure is upgraded / installed and maintained that will cover the full needs for 'optimal performance of EWS' as identified by recent needs assessment reports in the Gambia	<u>Output 2.1.</u> Effective, timely and accurate flood warnings issued.	UNDP
	<u>Output 2.2.</u> Increased availability of real time climate data.	
	<u>Output 2.3.</u> A marine meteorological station network is operational.	
	<u>Output 2.4.</u> The water quality monitoring system is upgraded.	
	<u>Output 2.5.</u> A comprehensive database and data management system is established and centralized.	
Outcome 3: A critical mass of skilled human resources is able to operate the Gambia Early Warning System and perform medium and long-term adaptation planning beyond the project	<u>Output 3.1.</u> A cadre of certified maintenance and repair technicians exists within the National Hydrological and Meteorological Services (NHMS)	UNEP
	<u>Output 3.2.</u> A recruitment and retention strategy is developed.	
	<u>Output 3.3.</u> A cadre of certified hydro-meteorological professionals is established	
Outcome 4: Efficient and effective use of hydro-meteorological and environmental information for making early warnings and long-term development plans	<u>Output 4.1.</u> Targeted climate products are produced for sectoral institutional partners.	UNEP
	<u>Output 4.2.</u> Early warnings and climate change risk information in 14 sites disseminated and taken up.	
	<u>Output 4.3.</u> Underserved communities receive early warning messages.	
	<u>Output 4.4.</u> Climate change issues are integrated into local development plans in 14 sites.	
	<u>Output 4.5.</u> Knowledge, data and information on climate impacts on local biodiversity is available.	
	<u>Output 4.6.</u> Knowledge management structures for effective feedback and incorporation of lessons learned are created	

Source: UNEP Project Implementation Report (PIR) 2021

36. The project is the second phase of an Early Warning Programme. While the second phase has national focus, the first phase had a regional focus, working in four regions of the country: the North Bank, Banjul, Kanifing and West Coast.

3.3. STAKEHOLDERS

37. The main stakeholders of the project are UNEP, UNDP and *the* DWR under the MECCNAR of the Gambia. Other important stakeholders include the National Environmental Agency (NEA), the National Disaster Management Agency (NDMA), the Ministry of Finance and Economic Affairs (MFEA), the Ministry of Agriculture (MOA), the Department of Parks and Wildlife, the University of the Gambia and the Gambia Radio and Television Services and Community Radios. Other relevant stakeholders are the Department of Forestry, the Ministry of Trade, Industry, Regional Integration and Employment (MOTIE), Ministry of Information and Communication Infrastructure, Ministry of Health and Social Welfare, Ministry of Local Governments, as well as the Local Government Authorities, the Gambia Chamber of Commerce and Industry, the Women's bureau and the Gambia Association of Non-Government Organizations.

3.4. PROJECT IMPLEMENTATION STRUCTURE AND PARTNERS

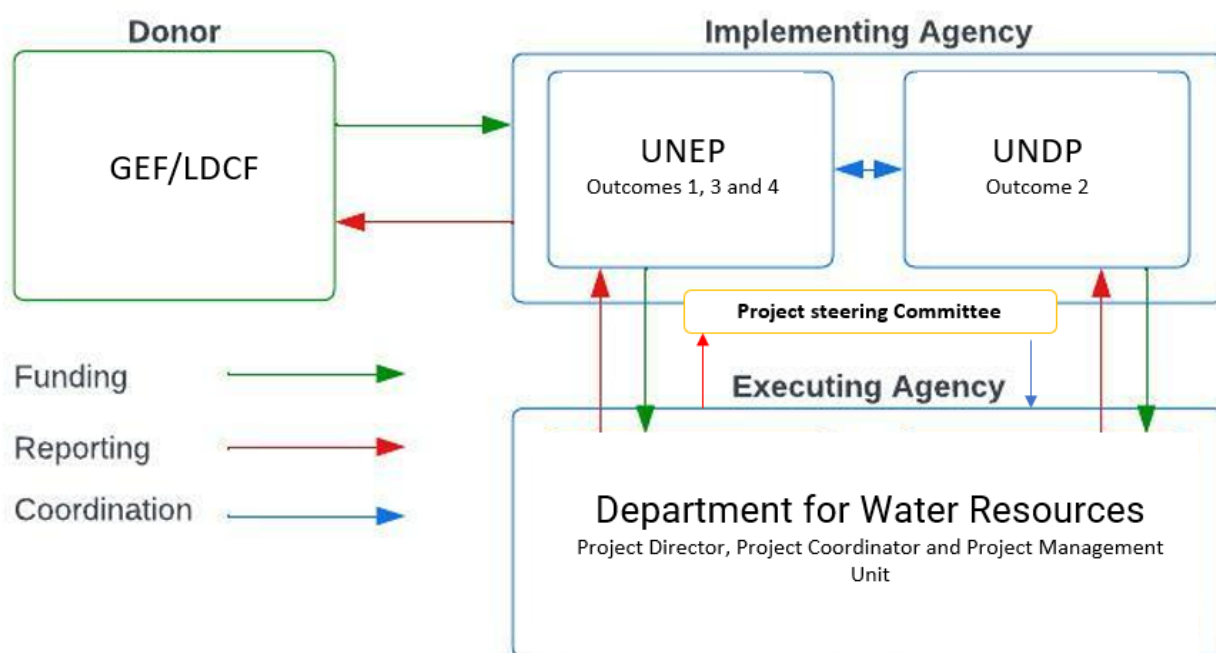
38. The project was implemented by UNEP together with UNDP. UNEP had responsibility over outcomes 1, 3 and 4, while UNDP had responsibility on outcome 2 which focuses more on the upgrading, installing and maintenance of infrastructure. The project was executed by the Department of Water Resources (DWR) under the Ministry of Environment, Climate Change and Natural Resources of the Gambia.

39. According to project documents, the management structure of the LDCF-financed project comprised:

- A Project Director from the executing agency (DWR)
- A Project Management Unit (PMU), who is responsible for running the Project on a day-to-day basis and consists of a multi-disciplinary team.
- A Project Coordinator (PC), who is responsible for the day-to-day implementation and management, including financial management of the Project, and the preparation of all due reports. The PC has also been serving as the focal point for the expected multi-dimensional interactions between the project and various partners.
- A Chief Technical Advisory (CTA), who provided (i) quality assurance and technical review of project outputs, (e.g. studies and assessments) (ii) assistance in drafting TORs for technical consultancies and supervision of consultants work (iii) advice on best suitable approaches and methodologies for achieving project targets and objectives, (iv) technical supervisory function to the work carried out by other technical assistance consultants hired by the project; and (v) assistance in knowledge management, communications and awareness raising.
- A Project Steering Committee (PSC), in charge of providing project oversight and support, particularly through implementation of the Monitoring and Evaluation (M&E) plan, and meeting yearly. The PSC consists of representatives of government institutions and departments such as the NEA, the NDMA, the Ministries of Finance, Agriculture and Economic Planning and Industrial Development and representatives from UNEP and UNDP.

40. This structure was based on lessons from the first phase, which provided insights into the human resources necessary for a national project. The second phase used some of the existing roles and responsibilities that were designated in the first phase of the project.

Figure 1: Project and operational structure



3.5. CHANGES IN DESIGN DURING THE IMPLEMENTATION

41. Two changes were made to the project design: (i) the marine project activities under outcome 2 and (ii) the integration of climate change adaptation into local development plans were dropped. During the project development phase the marine aspect was identified as important as “there is a lack of information on how different industries (sand mining, fish landing) are impacting the coast. New equipment under EWS may provide new information on risks faced by coastal communities and industries” as stated in the Project Document. The activities were not implemented however as it was assessed that the cost of the marine stations, both regarding construction and maintenance, was very high and such stations were difficult to maintain (see section 5.2.1 Logical framework and results framework). The assessment was done in coordination with the UNDP office in Copenhagen.³ Therefore, no meteorological stations were built in the harbour. Under outcome 4, the output regarding the integration of climate change adaptation into local development plans was also dropped. First the project realized that most regions did not have a local development plan at all. Furthermore, it came to their attention that UNDP was providing support for the development of local development plans, including aspects of climate change adaptation.

3.6. PROJECT FINANCING

42. The project was funded by the Least Developed Countries Fund (LDCF) through a USD 8 000 000 grant, with a planned co-financing of USD 23 660 000. By May 2023, USD 7 654 253 was disbursed

³ The office in Copenhagen was contacted for its expertise regarding procurement of weather monitoring equipment.

(96%) and the review confirmed USD 12 530 000 of co-financing was mobilized (see Table 3 and Table 4). More details on project financing are presented in the section 5.5 Financial management.

Table 3: Project funding sources (USD)

Funding source	Planned funding	% of planned funding	Secured funding ⁴	% of secured funding
Cash				
Funds from the GEF/LDCF	8 000 000	25%	7 654 253	38%
<i>Sub-total: Cash contributions</i>	8 000 000	25%	7 654 253	38%
Co-financing				
Co-financing cash contribution	22 460 000	71%	11 830 000	57%
Co-financing in-kind contribution	1 200 000	4%	700 000	4%
<i>Sub-total: Co-financing contributions</i>	23 660 000	75%	12 530 000	62%
Total	31 660 000	100%	20 184 253	100%

Table 4: Expenditure by outcome (USD)⁵

Outcome	Estimated cost at design	Actual expenditure	Expenditure ratio (actual/planned)
Outcome 1	112 200	451 220	402%
Outcome 2	3 000 000	2 654 254	88%
Outcome 3	1 571 750	1 925 899	123%
Outcome 4	3 011 200	2 379 296	79%
Project management	304 850	243 584	80%
Total	8 000 000	7 654 253	96%

⁴ Secured funding refers to received funds and does not include funding commitments not yet realised. The secured funding is an estimate by the review team.

⁵ From UNEP records, there is 90,000 USD left from UNEP activities and UNDP are yet to charge their overheads.

4. THEORY OF CHANGE AT REVIEW

4.1. OVERVIEW

43. The ProDoc did not include a Theory of Change (ToC), yet two subsections were devoted respectively to the intervention logic and the key assumptions. Furthermore, the ProDoc also detailed the barriers as well as proposed solutions. The review team developed a reconstructed ToC during the inception phase, which was included in the inception report.

4.2. THE CAUSAL LOGIC FROM OUTPUTS TO OUTCOME

44. The Theory of Change constructed for this terminal review includes six interventions:

1. Development of business plans for deployment of hydro-meteorological services
2. Upgrade and invest in infrastructure and equipment
3. Recruitment for national meteorological services
4. Certification of hydro-meteorology professionals
5. Facilitate the exchange of knowledge and lessons learned
6. Fostering use of climate information for early warning messages and development processes

45. These interventions would allow the achievement of four possible outcomes:

1. The Gambia National Meteorological Services is a financially sustainable meteorological agency
2. Hydro-meteorological infrastructure covers the needs for optimal performance of EWS
3. A critical mass of skilled persons able to operate the EWS and perform long-term adaptation planning
4. Use of hydro-meteorological and environmental information to develop an early warnings and long-term development plans

46. In turn these four outcomes addressed five barriers, which are adopted from the Project Document.

1. The lack of a central, legally and financially autonomous meteorological services' institution
2. Inadequate or insufficient infrastructure, technologies and equipment
3. A shortage of skilled hydrometeorological staff
4. Ineffective communication of climate information at all levels
5. Inability to integrate climate information into development planning

47. In order for the interventions to overcome the barriers and the project to achieve its outcomes, several drivers need to be in place. Regarding outcome 1, progress has to be made in the approval process of the proposed bill, resulting in the establishment of two independent agencies, respectively the Meteorological and Hydrological agencies. The approval by the Gambian Assembly should be realized during the project's lifetime or within a foreseeable period thereafter to allow interested (private) organizations to consider their engagement with the new agencies. Moreover, another important driver is the presence of certain organizations which have the resources to pay for certain services that will be offered by the meteorological or hydrological agencies. Regarding outcome 2, a driver is the effective use of newly built infrastructure and acquired equipment, to be understood in connection with outcome

3 which is aimed to build a critical mass of staff for the meteorological and hydrological services. In turn, outcome 3 has as a driver that trained technicians and staff will remain at the meteorological and hydrological services which will allow the services to institutionalize the newly acquired skills. Outcome 4 has as a driver that local communities are offered accurate, tailored climate information with short term benefits which they will listen to and use as presented to them.

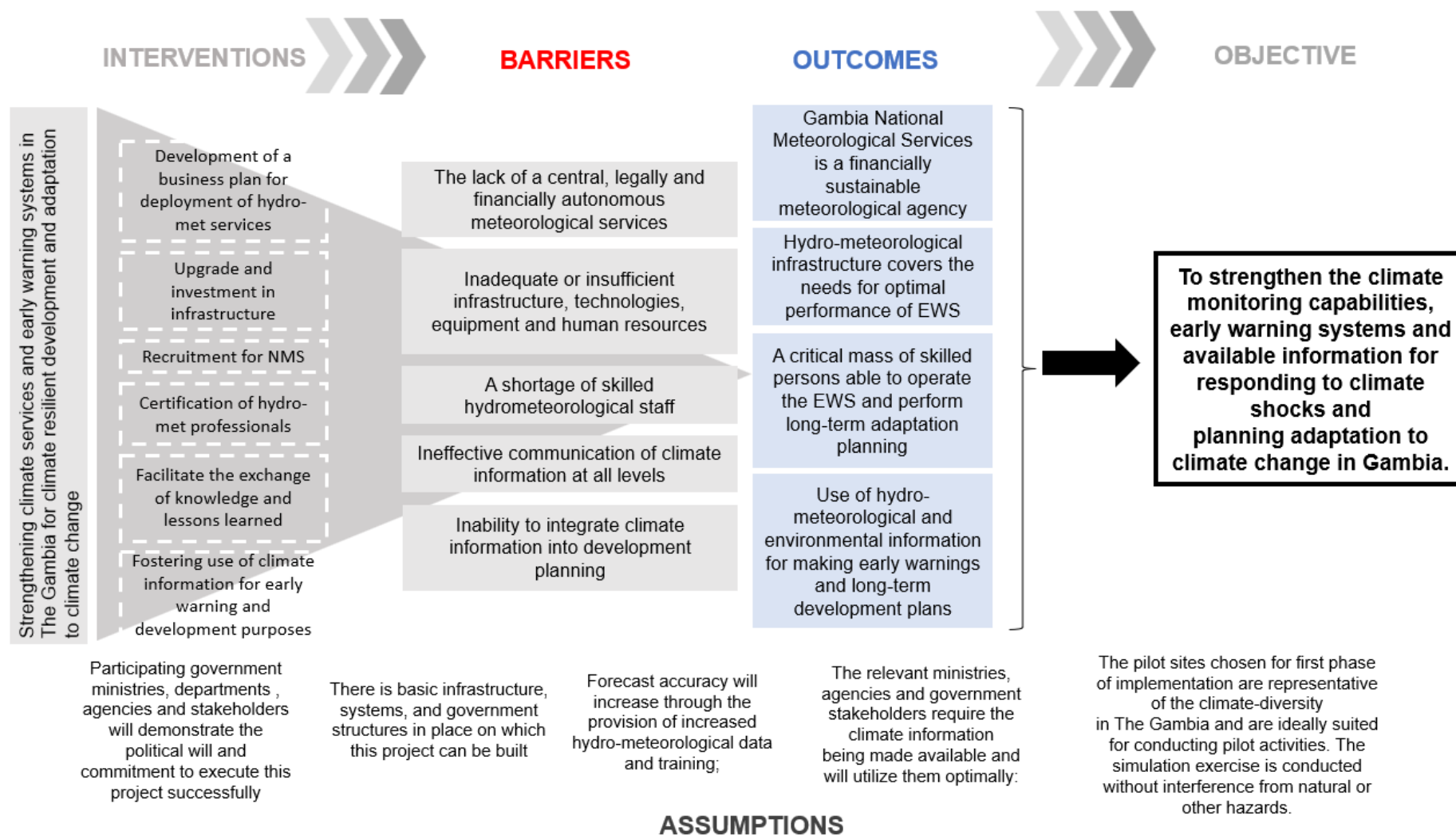
4.3. THE PATHWAY FROM OUTCOME TO IMPACT

48. When successfully implemented, the interventions should feed into the four outcomes on the condition that the drivers described above are in place. In turn, the achievement of the outcomes will contribute to the overarching objective of the programme which is:

“To strengthen the climate monitoring capabilities, early warning systems and available information for responding to climate shocks and planning adaptation to climate change in Gambia.”

49. The whole result chain is grounded on five assumptions which, despite not being fully under the direct control of the programme, are crucial if the programme is to achieve its objective. The programme assumes that participating government actors will demonstrate political will and commitment to execute this project. A second assumption concerns the fact that basic infrastructure, systems, and government structures are in place on which this project can be built. Furthermore, the assumption that forecast accuracy will increase through the provision of increased hydro-meteorological data and training. The climate information will also be made available and will be used in an optimal manner. Lastly, the pilot sites chosen for the first phase of implementation are representative of the climate-diversity in The Gambia and are ideally suited for conducting pilot activities. The simulation exercise is conducted without interference from natural or other hazards.

Figure 2. Theory of Change of the project



5. REVIEW FINDINGS⁶

5.1. STRATEGIC RELEVANCE

5.1.1. ALIGNMENT WITH GLOBAL PRIORITIES

To what extent was the project aligned with the Paris Agreement, Agenda 2030 (Sustainable Development Goals - SDGs) and the 27th meeting of the Conference of Parties (COP27)?

50. The support of the project for the strengthening of Gambia's climate information services and early warning system is strongly aligned with the global priorities as mentioned in the Paris Agreement, the Agenda 2030 and COP27. Moreover, the project also enabled Gambia to comply with its obligations under the Minamata Convention on Mercury.

51. When looking at the Paris Agreement the notion of climate information services and early warning systems appears twice, in articles 7 and 8. Especially article 7 is relevant as the subject of the article is climate change adaptation, while article 8 is on loss and damages. Article 7 entails a soft obligation for Parties to strengthen their cooperation related to, among others, scientific knowledge on climate, including research, systematic observation of the climate system and early warning systems, in a manner that informs climate services and supports decision-making. Thereby, article 7 indicates the support as provided by this project as one of the priorities of climate change adaptation. Therefore, the project was very much aligned to the objective as laid out in the Paris Agreement.

52. The same holds true for Agenda 2030. Table 5 summarizes three relevant SDGs and elaborates to which targets the project has contributed (and how that was done). These are SDG 2, 6 and 13.

Table 5: Sustainable Development Goals relevant for the project

SDG	Target	Project
SDG 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture	2.4. By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality	Strengthened the capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters by providing farmers and fishermen with (better) weather forecasts and early warning messages.
SDG 6. Ensure availability and sustainable management of water and sanitation for all	6.1 By 2030, achieve universal and equitable access to safe and affordable drinking water for all	Maintained and strengthened the water quality monitoring services of the Gambia to achieve 75% coverage of the nation's land area.
SDG 13. Take urgent action to combat climate change and its impacts	13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	Maintained and strengthened the Gambian meteorological services to enhance uptake of climate data. Supported the National Disaster Management Agency in setting up a call centre which is used during disasters.

⁶ Factors affecting performance and cross-cutting issues are integrated into the other evaluation criteria.

SDG	Target	Project
	13.2 Integrate climate change measures into national policies, strategies and planning	Support to local government authorities in the Gambia to enable them to develop a local development plan in which climate change adaptation is taken into account.

53. Furthermore, the COP27 also reiterated the importance of early warning systems and climate information services in general, confirming the relevance of the project regarding the global priorities as set in the UNFCCC. This can, among others, be read in the Sharm El-Sheikh [Implementation Plan](#):

“26. Emphasizes the need to address existing gaps in the global climate observing system, particularly in developing countries, and recognizes that one third of the world, including sixty per cent of Africa, does not have access to early warning and climate information services, as well as the need to enhance coordination of activities by the systematic observation community and the ability to provide useful and actionable climate information for mitigation, adaptation and early warning systems, as well as information to enable understanding of adaptation limits and of attribution of extreme events;

27. Welcomes and reiterates the United Nations Secretary-General’s call made on World Meteorological Day on 23 March 2022 to protect everyone on Earth through universal coverage of early warning systems against extreme weather and climate change within the next five years and invites development partners, international financial institutions and the operating entities of the Financial Mechanism to provide support for implementation of the Early Warnings for All initiative,”⁷

54. Besides the strong prioritization of early warning systems and climate information services, the Implementation Plan also notes the needs (of Africa) regarding such systems and services. These needs are also confirmed by the LDC Expert Group which indicated in its [Report on gaps and needs related to the NAPs](#) that both (1) the availability and accessibility of climate data as well as (2) the capacity for national, subnational and sector experts to work effectively with climate data are needs experienced by all developing countries. The LDC Expert Group also proposed activities to close this gap:

- Construct automatic weather stations
- Support for climate information services and early warning systems projects

Both activities were included in the results framework of this project.

55. Besides the general international agreements on climate change, the project is also relevant for an international treaty which addressed one specific problem, namely the Minamata Convention on Mercury. The Convention required countries to take appropriate measures to phase out, by 2020, the import, export and manufacture of specific types of products that contain mercury. As this project supported the renovation of weather stations and provided the funding to replace equipment containing mercury by more up to date conventional equipment, the project was also very relevant for the Gambia to comply with its obligations under the Minamata Convention on Mercury.

⁷ Underlined by Baastel.

5.1.2. ALIGNMENT WITH GEF/LDCF PRIORITIES

How does the project contribute to the GEF priorities?

56. The support provided by the project for climate information services and early warning systems contributed directly to one of the main GEF priorities as mentioned in its Strategies on Adaptation to Climate Change for the LDCF (and SCCF).

57. Both Programming Strategies on Adaptation to Climate Change for the LDCF and SCCF for the periods 2018 - 2022 and 2022 - 2026 clearly indicate support for climate information services and early warning systems among their main objectives. In the 2018 - 2022 Strategy, support for climate information services and early warning systems is categorized under Objective 1 'Reduce Vulnerability and Increase Resilience through Innovation and Technology Transfer for Climate Change Adaptation', which is the first of three climate change adaptation objectives of the LDCF. In the 2022 - 2026 Strategy four themes are proposed for the LDCF adaptation approach of which Theme 4 is 'Early Warning and Climate Information Systems'.

58. Moreover, the 2022 - 2026 Strategy confirms the (historic) importance of climate information services and early warning systems: *"Early warning and climate information systems have been a high priority of LDCF and SCCF programming, with programs as well as national and regional projects supporting investments and capacity in automated weather systems and their operations and maintenance; agro-hydrometeorological forecasting and information; related institutional capacity building; and 'last-mile' technologies for user groups."* The four areas mentioned here, (i) automated weather systems, (ii) agro-hydrometeorological forecasting, (iii) capacity building and (iv) last-mile technologies, were all supported by this project. Therefore, a strong link exists between the GEF (LDCF) objectives and the intervention done in the Gambia. As such, the project is also mentioned on the LDCF [website](#) as one of the examples of LDCF projects.

5.1.3. ALIGNMENT WITH UNEP AND UNDP STRATEGIC PRIORITIES

To what extent was the project aligned to the UNEP Medium Term Strategy (MTS) and Programme of Work (PoW)?

59. The project was very much aligned to the different UNEP MTS as the MTS covering the lifespan of the project, which pay much attention to needed support for foresight systems and early warning systems, especially in the 'Environment under review' and 'Science-policy' subprogrammes.

60. Consecutive UNEP Medium Terms Strategies prioritized climate data collection, foresights systems and early warning systems as areas which needed support. In the 2014 - 2017 MTS, the 'Environment under review' is indicated as a strategic focus and contains two expected accomplishments that relate directly to foresight and early warning systems, namely:

1. Early warning: Global, regional and national assessment processes and policy planning are informed by emerging environmental issues;
2. Information: The capacity of countries to generate, access, analyse, use and communicate environmental information and knowledge is enhanced

61. The MTS for 2018 - 2021 in its turn defined regional environmental priorities. For Africa, "Building the capacities of countries, subregions and regional institutions to assess and monitor environmental trends and provide credible and up-to-date scientific information and facts on trends in ecosystems services, climate change and other related environmental matters" was one of the nine

regional environmental priorities. Moreover, the ‘Environment under review’ component was also reiterated which, again, emphasized the importance of empowering governments to collect and use environmental and climate data.

62. The project also strongly aligns to thematical and foundational subprograms of the MTS 2022 – 2025. Regarding the climate action thematical subprogram, the project aligns with outcomes 1 and 2, being *“Decision makers at all levels adopt decarbonization, dematerialization and resilience pathways”* and *“Enhanced assistance to capacity building, technology, and finance in support of the Paris Agreement”*. The project aims to inform decision-makers with the latest science-based data generation and catalyses support for climate action by which it directly aligns with two direct outcomes of the Climate Action subprogram. Regarding the foundational subprogram, the project clearly aligns with the subcomponent *“Digitizing scientific knowledge and democratizing availability while anticipating emerging issues through foresight and horizon scanning”*. Again foresight systems and early warning systems are mentioned as areas of attention.

63. The importance of the topic is also translated into UNEP’s PoW. The PoW for 2022 - 2023 for example mentions in its science-policy subprogramme increased capacities regarding both foresight systems and early warning systems as indicators. Moreover, UNEP has a special Early Warning team in their science division for which the project seems specifically relevant. It is however unclear whether there are any special connections set up between the Early Warning team and the project. The limited evidence suggests this has not happened.

To what extent was the project aligned to the UNDP Strategic Plan (SP)?

64. The project is also aligned to UNDP’s Strategic Plans spanning the period of 2014 - 2017, 2018 - 2021 and 2022 - 2025 and especially to the subcomponent focusing on resilience. The 2014 - 2017 Strategic Plan’s third area of work is devoted to resilience-building and emphasizes the need for *“a much stronger ability to prepare for and deal with the consequences of natural disasters, especially as they are exacerbated by climate change.”* One way to increase the preparedness is better climate data collection and analysis in combination with an early warning system, which is exactly the objective of this project. The same emphasis on resilience-building can also be found in the Strategic Plan 2018 - 2021, in its third signature solution ‘Enhance national prevention and recovery capacities for resilient societies’ and in the Strategic Plan 2022 - 2025 where one of the ‘Directions of change’ is devoted to resilience-building and in particular *“strengthening countries and institutions to prevent, mitigate and respond to crisis, conflict, natural disasters, climate and social and economic shocks.”*

To what extent was the project aligned with the UN system priorities in the country?

65. The project was strongly aligned with the third strategical result as identified in the Gambia - United Nations Development Assistance Framework (UNDAF) 2017 - 2021. The [Gambia - UNDAF 2017 - 2021](#) lists the common UN and the Gambia priorities such as poverty eradication, human capital development, and sustainable natural resources and environment management, with good governance as an underpinning value. The list was developed through a participatory approach, with the government taking the leadership role through a multi-sectoral national task team (although currently a new president and government rule the Gambia). The project is aligned with the third strategical result identified which is ‘Sustainable Agriculture, Natural Resources, Environment and Climate Change Management’. Under this third strategical result, the document states that *“Government and the UN System under the current UNDAF will continue to provide valuable assistance to disaster management agencies on climate change, early warning and surveillance system.”* This assistance has been provided under this project and therefore, the project is strongly aligned with the UN system priorities.

5.1.4. ALIGNMENT WITH NATIONAL PRIORITIES AND NEEDS REGARDING ADAPTATION PLANNING, CLIMATE CHANGE AND SUSTAINABLE DEVELOPMENT

To what extent did the project respond to the national environmental and climate change needs and priorities?

66. The project responded directly to priorities identified in the Gambia's long-term climate-neutral development strategy for 2050 (Strategy for 2050)⁸, the National Adaptation Programme of Action (NAPA)⁹, the National Development Plan (NDP) 2018 - 2021¹⁰, the Poverty Reduction Strategy (PRS) 2007 - 2011¹¹, the integrated Programme for Accelerated Growth and Employment 2012 - 2015¹² and the Gambian Environmental Action Plan (GEAP) I¹³ and II (2010) as well as to the needs expressed in the Gambia's National Capacity Self-Assessment (NCSA)¹⁴ and as expressed by interviewees.

67. First of all, early warning and risk management systems are mentioned in Gambia's [Strategy for 2050](#) as "*obvious and efficient contributors that can facilitate adaptation to climate variability*". Moreover, the NAPA of Gambia has the following six priority actions:

1. Public awareness building on climate change, development, and livelihood issues;
2. Enhancement of technical and managerial capacities of implementing agencies, beneficiaries (artisans, technicians, civil society organisations) and extension workers;
3. Participatory planning and implementation;
4. Provision, construction and upgrading of physical assets essential to the reduction of sectoral vulnerabilities;
5. Introduction of new/alternative technologies and production methods; and
6. Institutional re-alignments and mainstreaming of adaptation

68. The CCEWS phase II project is clearly linked to actions 1, 4 and 6 and to a lesser extent to 2 and 5.¹⁵ Furthermore, the project is aligned with the National Development Plan for 2017 - 2021 and the Gambian Environmental Action Plan (GEAP) as both emphasize the importance of addressing climate change. The GEAP in particular proposes actions to deliver immediate adaptation benefits and contribute to building local and national adaptive capacities, which were the objectives of the activities proposed by the project.

69. The project also addressed one of the main issues identified in The Gambia's National Capacity Self-Assessment (NCSA) with regards to the implementation of the UNFCCC. The NCSA notes that there are inadequately developed environmental information systems, and the national meteorological and hydrological service that monitor the climate systems needed to be strengthened. The needs identified in the NCSA are similar to those addressed by the project. Interviews held confirmed this need for support for the Gambian climate information services and early warning system, especially since

⁸ The Gambia's Long-Term Climate-Neutral Development Strategy 2050, 2022, https://unfccc.int/sites/default/files/resource/Long_Term_Climate_Change_Strategy_of_The_Gambia_Final.pdf as visited on 14 June 2023.

⁹ Gambia National Adaptation Programme of Action on climate change, 2007, <https://unfccc.int/resource/docs/napa/gmb01.pdf>, as visited on 14 June 2023.

¹⁰ The Gambia National Development Plan 2018 - 2021, 2017, <https://gambia.un.org/sites/default/files/2020-10/1.-The-Gambia-National-Development-Plan-2018-2021-Full-Version.pdf> as visited on 14 June 2023.

¹¹ Poverty Reduction Strategy 2007 - 2011, 2011, <https://www.imf.org/external/pubs/ft/scr/2011/cr1127.pdf> as visited on 15 June 2023.

¹² Programme for Accelerated Growth and Employment (PAGE) 2015 - 2015, 2011, http://www ldc-climate.org/wp-content/uploads/2018/01/gambia_page-2012-2015-final-document.pdf as visited on 15 June 2023.

¹³ Gambian Environmental Action Plan, 1994.

¹⁴ Gambia National Capacity Self-Assessment, 2002.

¹⁵ The first phase of CCEWS is also mentioned in the NAPA, pages 60-61.

many of the interviewees felt climate change was causing increased climate and weather variability and more extreme weather events (increasing even more the need for climate information).

5.1.5. COMPLEMENTARITY AND COHERENCE WITH OTHER INTERVENTIONS

To what extent was the project complementary and coherent to other interventions?

70. The Project Document provides comprehensive information on ongoing projects in The Gambia which are relevant to the CCEWS phase II. The CCEWS phase I and II introduced support for early warning messages and climate information dissemination in The Gambia. They are complementary to other projects which have focused more on environmental protection and sustainable agriculture as it covers a new angle with the main objective of increasing the resilience of people and environment in The Gambia.

71. Amongst ongoing development projects in the Gambia, there are two projects of particular importance with similar objectives to the EWS II in terms of strengthening climate information services and early warning systems. These two projects are:

1. Adapting Agriculture to Climate Change by FAO. The four key components are (1) Strengthen institutional and technical capacity for adaptation to climate change in the agriculture sector; (2) Assess vulnerabilities and risks and disseminate timely climate risk information to users at all levels; (3) Promote integrated livelihood and income generation, sustainable production and management practices in agriculture and linking to value addition and marketing; (4) Enhance the resilience of rangelands by implementing improved management practice. As can be read especially component 2 on the dissemination of climate risk information has a very strong link with the CCEWS project, particularly as interviewees mentioned FAO took over the approach of working with listener groups from this project.
2. World Food Programme (WFP) in Gambia. The WFP has defined five strategic outcomes for its interventions of which the fifth is 'National and subnational institutions have strengthened capacity to meet Zero Hunger Targets'. This fifth outcome includes the following activity: *"WFP supported the Department of Water Resources by procuring and installing 40 automatic rainfall gauges to improve rainfall data collection. Additionally, WFP facilitated the training of one radio listening group comprising 14 members (ten women) on interpreting and disseminating weather information and provided the group with one motorcycle, a radio cassette player, a recorder, and protective clothing to facilitate the dissemination. The support will improve the government's capacity for early warning through real-time data collection and dissemination of weather information."*

72. As can be read, the two development cooperation interventions mentioned above are active in very similar domains to achieve a common goal, increased reliance by strengthening the Gambia's climate information services and early warning system. Both are complementary to the project as they connect the climate information with increasing food security in The Gambia. The CCEWS phase II only had an indirect impact on food security (through enhanced weather information). During implementation however evidence suggests only very little contact existed between FAO, WFP and UNEP (and UNDP) or between the respective project management units. The project management unit of the CCEWS project did provide information on its approach to FAO and WFP but no further efforts were made to avoid duplication and optimize synergies.

73. This is mostly notable between the CCEWS and WFP interventions: in all weather stations visited, WFP put billboards to mark their support, while in most cases all equipment, but the rain gauges,

were provided by the CCEWS project (see Figure 3). While this boards are per se not problematic, the frustration of the project management unit of CCEWS with the boards of WFP indicated little to no coordination between the two projects. In some cases, unfortunately the non-communication also led to duplication of efforts. WFP installed rain gauges at each of the existing weather stations (which were also supported under CCEWS). This led to the situation that in some weather stations up to five rain gauges were present, see Figure 4, which is more than is needed.

74. In another instance, the objectives of a training provided by CCEWS were thwarted by another project. CCEWS provided training on cooking stoves to pilot communities with the objective of enabling them to produce cooking stoves and sell them on local markets. Another project however provided cooking stoves to neighbouring communities, thereby reducing the income generation potential of CCEWS cooking stove training, although the projects were meant to complement each other.¹⁶

Figure 3: Billboard at Jenoi weather station



¹⁶ The community could not recall the name of the project.

Figure 4: Basse weather station with five rain gauges



75. There are furthermore indications the project did not coordinate with any of the projects of the Green Climate Fund (GCF) taking place in the Gambia. A first example is FP011 “Large-scale ecosystem-based adaptation in The Gambia”. Even though the FP011 of the GCF is led by UNEP, interviews made it clear no coordination of any sort happened despite the Project Document of FP011 mentioning: *“The project will integrate information on local climate change vulnerabilities through maintaining a close collaborative relationship with the ‘Strengthening Climate Early Warnings Systems’ project (Phase II) – implemented through DWR – to integrate up-to-date meteorological predictions into the design of EbA protocols and processes for updating these protocols.”* The FP011 was approved in June 2016 and will be completed in August 2025, meaning it still has 2 years to achieve its objective. The different objectives of the two projects partially explain this lack of coordination.

76. The same holds true for FP162 ‘The Africa Integrated Climate Risk Management Programme’ led by IFAD, which although approved (March 2021) is not yet under implementation. No evidence of any donor coordination could be found during the FP162 project design, although component 1 of the project aims to *“support the expansion and upgrade of existing early warning systems and hydromet observation networks and capacity-building to enhance data collection, interpretation, understanding and dissemination of climate data.”*

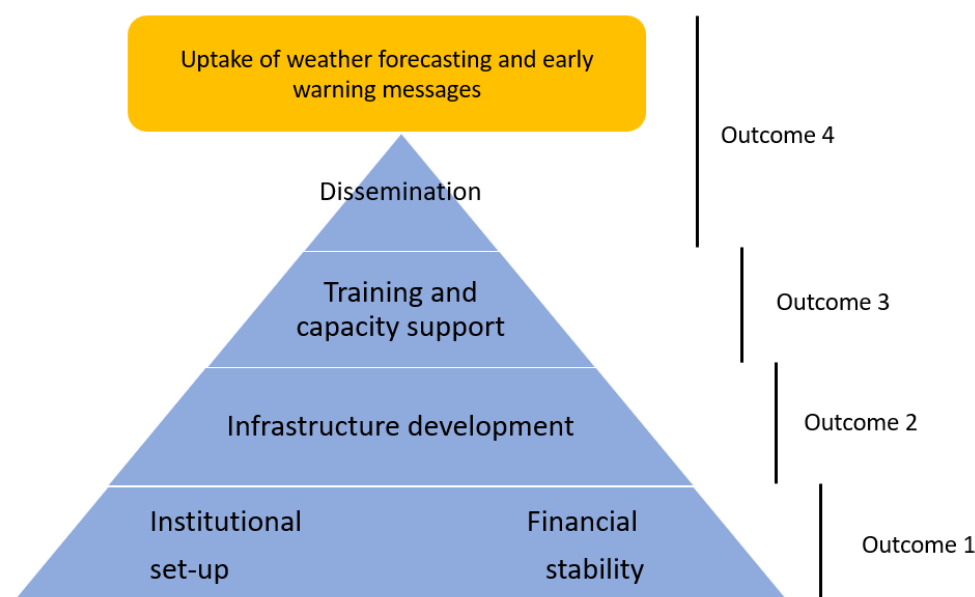
5.2. QUALITY OF PROJECT DESIGN

5.2.1. LOGICAL FRAMEWORK AND RESULTS FRAMEWORK

How clear and well-integrated were the project's objectives, outcomes, outputs and activities?

77. The project's logical framework was designed in a clear and well-integrated manner, entailing the whole monitoring, forecasting and early warning 'supply' chain. This means support was provided to the institutional and financial aspects of the Divisions of Meteorology and Hydrology (of the Department of Water Resources), to the infrastructure on the ground, the capacities of the technicians and staff members, the dissemination of the forecasts and early warning messages and the uptake of that information. The activity concerning the support provided to the turtle hatchery is an exemption from the general structure because it is not directly related to the weather forecasting or early warning supply chains.

Figure 5: Visualization of the results framework



How feasible and realistic were the project objectives, outcomes and outputs within the available budget and time frame?

78. The project was too ambitious as the project objectives were unrealistic within the available budget and time frame. The idea to support the process from data collection up to the uptake of climate information is per se a good approach. However, the objectives set by the project did not sufficiently take into account the available budget and timeframe. Indeed, several elements had to be dropped or were not achieved during implementation:

- The main objective of the partnership with the University of the Gambia was to support several students to the Post Graduate level in graduating with a master's degree in the meteorology/hydrology-related discipline. Consequently, those students would be hired by the University thereby enabling the University to set up its own Undergraduate (Bachelor) degree Program. The project only managed to organize two consecutive years of postgraduate degrees

and did not support any student up to the Master degree level. Due to lack of funding, plans to establish an Undergraduate (Bachelor) Degree Program were also put on hold.

- A similar situation can be found regarding the training scheme for the staff of the hydrometeorological services: the idea was to train staff (through the use of Nigerian professors) to a Bachelors degree level that several staff members were sufficiently trained to, themselves, continue training in the training school. The project did not achieve this.
- The initial Project Document also aimed at installing marine equipment to provide weather data. On a closer look, however, it appeared that this was very expensive and difficult to maintain and was not executed (see section 3.5).

79. Besides budgetary reasons, the initial timeline was also overly optimistic, resulting in a doubled project lifetime (see section 5.6.3 Timeliness). There were factors of external context contributing to the delays faced (see section 5.3 Nature of external context), but on the other hand a better estimate had to be made as from the project design. Too little time was estimated for:

- The process to pass the Gambian bill to establish two independent government agencies, being the Meteorological Agency and the Hydrological Agency. The achievement of outcome 1, “*The Gambia National Meteorological Services is supported in its transition to becoming a financially sustainable Meteorological Agency*”, has as condition that the bill establishing two independent agencies would be approved by the parliament. As long as the independent agencies are not established, they cannot manage their own funds, as budgets are managed on the level of the Department of Water Resources and not on the level of the subdivisions of the hydro-meteorological services. Moreover, the meteorological division cannot enter into a contract as a separate entity as long as the bill is not approved. The two elements taken together have as consequence that the two agencies still find themselves at the very starting point in their transition to become financially sustainable. Currently, a decade has passed, and the bill is not approved. This means that the work done under outcome 1, the development of a business plan for the two agencies, remains unusable for the moment. The process to support the transition had to be strategized by sensitising members of parliament about the law, and the initial timeline, being a period of 4 years, was extremely ambitious.
- The construction of the hydrological headquarters and the facility for the air balloons (shed, hydrogen generation and pilot sonde equipment). The construction of the hydrological headquarters only commenced in the fourth quarter of 2017, meaning within six months of the initial completion date. The construction works were finished in 2020, two years after the initial completion date of the project.¹⁷ The facility for the balloon system is still not finished, five years after the initial completion date.

Even though several (external) issues beyond the control of the project management hindered the progress (see Nature of external context and Timeliness), the initial timeline was overly ambitious.

Were the indicators SMART¹⁸ and consistent with the project objectives, outcomes and outputs?

80. The project document provided a results framework with indicators at both objective, outcome and output level which are, besides two exceptions, assessed as SMART. The indicator at objective level is based on the difference in capacity of the hydro-meteorological division to (i) produce information, (ii) package information, (iii) disseminate information and (iv) the capacity of legislative and governance framework. For each of the four capacities a score card was developed, containing

¹⁷ The headquarters for the meteorology division, being the responsibility of the government of Gambia, are not finished at all.

¹⁸ For specific, measurable, achievable, relevant, time-based.

respectively 13, 10, 9 and 4 sub-indicators. During the project design the capacities of the hydro-meteorological services were assessed and an end-of-project target was set. Therefore, this indicator is SMART, with the sidenote that the target was ambitious.

81. At outcome level, one indicator was developed per outcome, with the exception of outcome 1 for which two indicators were created. Overall, outcome level indicators were SMART, with the exception of one of the indicators of outcome 1 which is the indicator on the development of a business plan. This indicator was not relevant on the outcome level as support for the transition to become financially sustainable goes beyond the mere development of a business plan (which was also the output under outcome 1). The sub indicator could have focused on:

- Preparatory actions to support the approval of the bill by the Gambian parliament, a key element in the transition which is omitted by the indicators of the outcome (and whose importance was underestimated in the project design, see above and below).
- Follow-up actions based on the business plan. The indicator could have focused on Memorandums of Understandings or initial agreements reached with interested partners based on the business plan.

82. Instead, the indicator pertains more to the output level (and also was an indicator at output level, see below). The second indicator under outcome 1 relates to the allocation of a dedicated budget for the Meteorological Agency. The second indicator is assessed as SMART at outcome-level. The indicators of outcomes 2 and 3 are assessed as SMART. These indicators are respectively the percentage of national coverage by the monitoring network (of meteorological and hydrological stations) and number of skilled staff recruited and trained. The first indicator only addresses the data collection part of the chain of climate information and an indicator on dissemination could have been added. In the last indicator, the inclusion of the word 'recruited' is deemed important by the review team as this takes into account the sought internalization of skilled persons. The last outcome has as indicator the percentage of population with access to improved climate information in pilot sites. This indicator is also specific, measurable (as it concerns pilot sites), achievable (target of 75%), relevant and time-bound. However, an indicator on usage of climate information should have been added.

83. The indicators defined at output level concern the development of a business plan, number of flood warnings issued, (frequency) of climate data received, coverage of a water monitoring system, number of stakeholders retrieving and using data, number of staff and technicians trained, development of a recruitment and retention plan, number of climate products developed for sectoral partners, percentage of people receiving early warning messages, number of local development plans, number of climate and biodiversity studies, number of times positive feedbacks received on early warning messages. These were all assessed as SMART indicators. One output-level indicator, being 'Degree to which the MDFTs and extension staff understand and disseminate climate risk management information and early warnings (as per survey)', is not assessed as SMART as it is not specific and difficult to measure because of the use of 'degree to which [...] understand and disseminate...' which is too broad for an indicator at output level.

Were indicators and targets gender-responsive where relevant?

84. The indicators were not in all cases gender-responsive where this was relevant. The indicators were gender-responsive at outcome-level, which is especially true for the outcome 3 which concerns training and capacity building. The indicator on staff recruited and trained is sex-disaggregated and the two targets regarding this indicator are gender-responsive:

- The National Hydrological and Meteorological Services (NHMS) are able to recruit 15 staff per year and retain 80% of them by end of project (of which 50% are women)

- NHMS are able to recruit and retain 28 men and 4 women by midterm.

85. The indicators and targets on output level were not gender responsive. These indicators should have included targets to have at least 30% of female participants in training, according to UN standards. Such targets were however not present in the results framework of the Project Document. The indicators focusing on the recipients of climate information or early warning messages were also not gender responsive.

5.2.2. IMPLEMENTING AND EXECUTING AGENCIES

How clear was the operational structure defined?

86. The operational structure is not clearly defined in the Project Document. The Project Document defines the roles of the Project Director, the Project Coordinator, the Chief Technical Advisor, an Administrative and Financial Officer and a Development and Climate Change Expert. The roles of these key project members are clearly described.

87. Besides the roles of this staff, two key bodies are also defined, being the Project Steering Committee (PSC) and the Project Management Unit (PMU). However, the Project Document remains vague regarding the participants in these two bodies. Regarding the PSC, it is mentioned that: *"It is multi-disciplinary and multi-stakeholder in its composition includes members with disciplinary expertise required by the project and representatives of NGO, CBO, the Private Sector, the university and government institutions and departments such as the NEA, NDMA, the Ministries of Finance, Agriculture; and Economic Planning and Industrial Development, the UNCCD and the UNCBD focal points; and the media."* Many possible participants are mentioned but it is unclear who will effectively chair the PSC.

88. The same accounts for the PMU to which is referred as: *"will house the project staff, and a Multi-Disciplinary Team (MDT¹⁹) comprising of experts from meteorology, hydrology, socio economics/policy analysis, information and communication, but we propose to add experts on disaster management and response, climate change adaptation, and agriculture to the MDT."* Both the exact role of the Multi-Disciplinary Team and the exact composition of this team remain unclear.

89. This ambiguity remained for the stakeholders of the project. The key roles, such as the Project Coordinator and Project Director, were well-known. Furthermore, the list of parties to the PSC was also better defined as from the first PSC held in August 2015. Yet the exact members of the MDT remained unclear and many participants, which in theory were part of this team did work on the project, but it was not clear (for them) that they belonged to the MDT. This especially affected coordination during project implementation: the development of the GIS platform for instance could have benefited from more involvement from the MDT, enhancing most probably both its functionalities and the ownership of the platform. Another example is the income generating activity which could have been discussed among the team to ensure coherence with the CCEWS project.

¹⁹ Also called MDFT for Multidisciplinary Facilitation Team.

5.2.3. ASSUMPTIONS AND RISKS

Were the project assumptions and risks well identified in the project document?

90. The risks identified in the project document were correct and comprehensive, but the assumptions often included elements which are within the project's control. Assumptions were correctly made on the existence of political will, presence of basic infrastructure and government systems on which the project can build, that forecast accuracy will increase with increased data and training, the commitment of participating pilot communities, government capacities to take over the results at project closure, the possibility at political level to consider change in regulation and national budget, and engagement of the private sector. On the other hand, several assumptions are within the project's control sphere and are incorrectly categorized as assumptions:

- 'The identified equipment and infrastructure are best adapted to contribute to improved capacity to observe and forecast severe weather events.' The equipment and infrastructure in which investment is made should be chosen based on a Needs Assessment and what is adequate in the Gambia. The assumption could have focused on the market availability of appropriate weather measurement equipment for the climate of the Gambia.
- 'The pilot sites chosen for first phase of implementation are representative of the climate-diversity in the Gambia and are ideally suited for conducting pilot activities. The choice for pilot sites is made during the design phase and should be based on criteria which guarantee that the sites are (to a certain extent) representative of the climate diversity in the Gambia.
- 'The relevant ministries, agencies and government stakeholders require the climate information being made available and will utilize them optimally. [...]' The climate information which was gathered should be based on the needs of the government of the Gambia instead of turning round the logic and stating that the government needs the climate information that will be made available.
- 'There is and will continue to be sufficient qualified personnel within the NHMS to handle the new equipment, data transmission/storage/treatment.' The whole set-up of the project has as an objective to build this capacity and equipment and processes which should be based on an assessment of available capacity within the NHMS, otherwise such investments are not sustainable. This is not an assumption but should be addressed within the project.

91. The risks associated with the project and identified in the Project Document focused on the lack of political will, the lack of financial sustainability of the hydro-meteorological services, the lack of coordination among government stakeholders, unavailability of human resources, inability to communicate with local communities, the limited capacity to tackle all project components, telecommunication challenges and extreme climate events. All the risks identified seemed relevant and the entire list is assessed as being comprehensive.

Did the identified assumptions and risks help to determine the planned activities and outputs?

92. The assumptions and risks were in most cases addressed by planned activities and outputs but the critical risk of low political will was wrongly assessed as 'low' with major consequences. First of all, the Project Document stressed that the first phase of the CCEWS created sufficient and strong political will to continue the efforts and even "capitalize on the momentum". Therefore, no project activities were developed to support and speed up the process of approval of the bill to establish an independent meteorological (and hydrological) agency. Moreover, during the project's lifetime, the risk of lacking

political will was continuously assessed as being 'low'.²⁰ The evidence however shows that no clear progress was made in almost a decade to approve the bill establishing two independent agencies.

93. The fact that no progress was made on this behalf threatens the whole structure of the project, as component 1, focusing on financial stability and sustainability of the hydro-meteorological services, was completely based on the assumption that those would operate within an independent entity (entitled to manage its own budget and act legally as a separate entity). The budgetary means generated by component 1 should in turn be sufficient to sustain the efforts done under outcomes 2 - 4. However, and as stated above, the bill did not pass, and therefore the (long-term) effect of project results are greatly undermined (see also Sustainability).

94. Only in the Project Completion Report at the very end of the project (May 2023) this risk was acknowledged. The project completion report stated a high risk for a lack of financial sustainability for the hydro-meteorological services. The report mentions actions which were undertaken to mitigate this risk but none of them are mitigation measures:

- The development of a business plan to link climate services to the private sector is mentioned as a first action. However, to execute the business plan, the meteorological services need to operate as an independent agency, so the mitigation measure is conditional upon the bill being approved. Therefore it is not a mitigation measure regarding the approval of the bill itself.
- The resubmission of the bill in April 2021 is mentioned as second action. However, this resubmission only happened because the cabinet of the Gambian government requested it. It is not an example of a preventive measure or proactive approach as no preparatory actions were taken before the request of the cabinet.

95. The risk of the lack of political will to approve and implement the bill establishing an independent meteorological agency was greatly underestimated, which undermines the objectives of the project and poses a big risk to the sustainability of the project results.

5.2.4. LINKAGES WITH OTHER PROJECTS

Were other interventions within the sector clearly identified in the project document?

96. The Project Document contains extensive information on GEF and non-GEF interventions which were planned or under implementation at the time of the project design. For each project a summary was made and the linkage with the CCEWS were described, ranging from being executed by the same line ministry (Ministry of Environment Climate Change and Natural Resources or even Department of Water resources) to a (complementary) contribution to livelihood improvement. A separate section of the Project Document listed 11 projects with a strong link for which it was explained (in more detail) how the project would build further on or complement these projects.

Were relevant lessons learned from other projects properly incorporated into the project design?

97. The Project Document did provide a list of challenges which were identified based on the first phase of the CCEWS project. Such challenges were procurement issues, inadequate human capacities and poor infrastructure, which all in their way had hindered project results. The project put a great deal of attention towards the three issues:

²⁰ Assessed as low from 2016 - 2019 and as medium in 2020.

- UNDP became responsible for procurement as this agency was assessed to have more experience than UNEP. Procurement issues were still faced but the inclusion of UNDP was a good mitigating measure.
- Investments were made to increase human capacities and upgrade infrastructure. These investments represented a big part of the budget of the second phase. Moreover, the whole set-up of the second phase had as an objective to sustain the progress made on this behalf (as an independent meteorological agency could manage its own funds, staff and infrastructure).
- Training was also organized in a different way. While during phase I students were sent abroad to follow trainings which could not be organized in the Gambia, the second phase flew in professors from Nigeria and Kenya to conduct Training Sessions, respectively, WMO level III and II classes to the DWR staff and courses on meteorology and hydrology as part of the post graduate degree program. This approach was more cost effective compared to sending students abroad (see also sections 5.4.5 on Scaling up and replication and 5.6.6 on Cost-effectiveness).

98. In addition, as mentioned above, the governance structure was based on lessons from the first phase, which provided insights into the human resources necessary for a national project. The second phase used some of the existing roles and responsibilities that were designated in the first phase of the project. This allowed smooth flow of the information, ensured that the Steering Committee and other such parties well well-versed with EWS, and prevented new costs that come with establishing a whole new committee.

99. On the other hand, several aspects were not taken into account. The six pilot communities under the first phase are not part of the second phase and it appeared from Steering Committee minutes that no follow-up actions were taken. The follow-up on the pilot communities could have been very relevant to the project to increase understanding on the sustainability issues its project results were to face. Moreover, the warning concerning consultancies submitting reports with big delays or producing substandard reports, as mentioned in one of the Steering Committee meetings of the first phase, was not taken into account. The same issue was experienced again during the second phase, meaning no measures were incorporated to mitigate this risk.

5.3. NATURE OF EXTERNAL CONTEXT

5.3.1. EXTERNALITIES

What external factors have influenced project performance? Have the externalities that are relevant to the results been adequately taken into account?

100. The two biggest external factors which have influenced the project are (i) the political impasse from December 2016 to February 2017 and (ii) the Covid-19 pandemic starting in April 2020 in the Gambia. The political impasse in the aftermath of the presidential elections had far reaching consequences such as government activities, including the work of the Department of Water Resources, being put on hold. Little or no progress was made during this period. Furthermore, after the three months period the political impasse caused some delays as some project staff fled to neighbouring countries and returned in an untimely manner. Moreover, staff turnover in government ministries also meant some relations had to be rebuilt.

101. The Covid-19 pandemic caused delays because key procurement processes were put on hold and travel restrictions made it impossible to send out technicians overseas for training and to hire international consultants. Moreover, the pandemic caused huge uncertainty which further affected the

progress of the project. It has to be noted that while the impact of the Covid-19 pandemic has, according to all sources, had a negative impact on the progress made by the project in the 2020 - 2021 period, the financial information suggests that the actual expenditures remained in line with planned expenditures (see section 5.5 Financial management). This evidence seems to contradict the negative effects to a certain extent. As from 2021 restrictions were eased and the project could fully resume its activities.

102. Both events were difficult to foresee. Because of the pandemic, the project decided not to send its technicians to the United Kingdom for training and hired national consultants instead of international ones. This approach allowed the project to limit the delays in progress.

5.4. EFFECTIVENESS

5.4.1. DELIVERY OF OUTPUTS

Has the project successfully delivered the programmed outputs and achieved milestones as per the project design?

103. The project has fifteen outputs divided over four outcomes (see next section). For six of the fifteen outputs (or 40% of outputs), the final target has been achieved. Six more outputs (40%) partially achieved their final target. Of the three remaining outputs (20%), two outputs were dropped during the project's lifetime and the other one cannot be assessed as the necessary information is not available (see Table 7).

104. Firstly, the final target of output 4.6 concerning knowledge management structures cannot be assessed as the increase in bottom-up feedback required two surveys to be conducted while only one survey was conducted.²¹ The two project outputs which were dropped were output 2.3 concerning marine meteorological stations and output 4.4 on climate change integration into local development plans. Output 2.3 was dropped during project implementation as it was assessed that the cost of the marine stations, both regarding construction and maintenance, was very high and such stations were difficult to maintain (see section 5.2.1 Logical framework and results framework). The assessment was done in coordination with the UNDP office in Copenhagen.²² Output 4.4 was dropped as it became clear that UNDP was pursuing the same objective under another project. The Project Steering Committee decided therefore to not implement the output under this project to avoid duplication.

105. Of the 12 remaining project outputs, six (or 50%) managed to achieve their final targets and six (50%) partially achieved their target. The only output under outcome 1, concerning the development of a business plan for the hydro-met services, has been achieved. A business plan was developed by BusinessEdge Consulting. However, it is pertinent to note that the plan itself remained rather superficial. A guideline was developed for the hydro-met services to design their mission and vision instead of consulting the services and establishing a vision and mission. It seems like the prospect of the market lacked details as well: the main client for hydro-met services mentioned during the field mission (by various stakeholders) is the Civil Aviation Authority, which is only mentioned once in the whole report, being in the acronyms list. This represents the lack of details in the whole market analysis, which is the

²¹ The survey was conducted at mid-term and although recommendations included the repetition of the survey at the project closure, a second survey was not organized.

²² The office in Copenhagen was contacted for its expertise regarding procurement of weather monitoring equipment.

most important part of the plan. The market analysis should have reflected the potential to sell hydro-met services in the Gambia but does not provide the necessary details to do so.²³

106. Outcome 2 has five distinct outputs. Output 2.1, on water quantity, and output 2.4, on water quality, are strongly related as several project activities were interrelated: the construction of the hydrological headquarter, the renovation of existing and construction of new hydrological measuring stations²⁴ and the procurement of two boats all served both for the monitoring of water quantity and quality. Output 2.1 has two targets, namely (i) the number, accuracy and timeliness of flood warnings to be increased by 50% and (ii) the availability of desired climate data on an hourly basis. The first sub target cannot be assessed as it is not possible to measure the increase in flood warnings as the baseline is not known (see also 5.7 Monitoring and reporting). Output 2.4 has one target, namely a 75% coverage of water systems in The Gambia. This target is hard to measure as well: the baseline was set at 5-10%, when the hydrological services operated with 10 hydrological measuring stations.²⁵ Three new hydrological stations were built, and renovations were carried out to the existing stations. It is difficult to assess whether the current network covers 75% of Gambia's water system but the activities carried seem small to increase from 5-10% up to 75%. As the assessment of the percentage of coverage is difficult, the review team will also take into account the availability of climate data (second sub target of output 2.1) to assess output 2.4. The hydrological stations were functional at the moment of the field mission, meaning hourly data on water quality and quantity was available. On the other hand, while the two boats were procured in 2016, and equipment to measure water quality aspects (such as salinity) were acquired the following year, the UNEP PIR of 2019 mentions training is needed as, at that moment, the boats and equipment were not used. Observations during the field mission (May 2023), confirmed the boats were not being used (due to a lack of fuel) and the equipment to measure salinity was not functional anymore. Moreover, the hydrological headquarters has severe problems: the office building had no electricity and the staff blocks had cracks in the ceiling. The state of the hydrological measuring stations could not be verified. Based on the above, outputs 2.1 and 2.4 are assessed as being only partially met: data on water quantity and quality is available but processing them is difficult given the state of the headquarter (flood warnings) and it is debatable if the current network covers 75% of Gambia's water system.

107. The target of output 2.2, on the availability of real time climate data²⁶, was achieved. There are currently fifteen meteorological stations operational of which nine are automated, meaning they send data every 30 minutes to the central hub of the meteorological services. The automated stations do face serious sustainability issues: the mobile data subscription plans (used to send the data) are not always renewed due to lack of resources and poor internet access (see 5.8 Sustainability). Furthermore, the hydrogen generation and pilot sonde equipment have been procured but not yet installed. Once installed they will provide more data on, among others, atmospheric pressure. As mentioned above, output 2.3 on marine meteorological stations was dropped. The last output under outcome 2 (output 2.5) had two sub targets as well, concerning both the target to establish a central database (for climate data) and the target of five governmental institutions providing and retrieving information from the centralized database. While the hydro-met services were equipped with a software package for climate data, the interviews and observations made it clear that currently only the hydro-met services itself are providing and retrieving information. Therefore, this output was only partially achieved.

²³ It only points at potential clients and omits the most important one, being the Civil Aviation Authority.

²⁴ There are ten hydrological measuring stations in The Gambia. Seven of the ten hydrological stations measure the water levels, salinity and electrical conductivity whilst three of them measure the incoming water flow along the River Gambia.

²⁵ See footnote 24.

²⁶ Rainfall, humidity, wind pressure, ground temperature and sun hours.

Figure 6: Yallal automatic (unmanned) weather station



108. Under outcome 3, the project has three outputs. Output 3.1 concerns the technicians of the hydro-met services and, as defined by the final target, a team of 9 certified maintenance and repair technicians should be present and should have received training. This output is partially met: while technicians did receive training and spare equipment was procured, the team currently consists of four technicians. During project lifetime, the number amounted two six (still below the target) but two left. Under output 3.2, a 10-year recruitment, retention and training strategy is developed and approved by the DWR. Such plan was developed by Emanic Consulting for the period 2020 - 2029 and therefore the target was met. The third and last output under outcome 3 (3.3) concerns the staff of the hydro-met services. According to the final target, trainings had to be organized to meet the qualifications of the needs' assessment (see Figure 7).

Figure 7: Optimum and real (2018) staff competencies

METEOROLOGICAL SERVICES		HYDROLOGICAL SERVICES	
Optimum	Current Status	Optimum	Current Situation
CLASS I- Meteorologist • PhD Degree - 2 • MSc Degree - 5 • BSc Degree - 14	CLASS I- Meteorologist • PhD Degree - none • MSc Degree - 2 personnel • BSc Degree - 5 personnel	CLASS I- Hydrologist • PhD Degree - 1 • MSc Degree - 2 • BSc Degree - 2	CLASS I- Hydrologist • PhD Degree - none • MSc Degree - none • BSc Degree - 1
CLASS II- Senior Level Technician (SLT) • 12	CLASS II- Senior Level Technician (SLT) • 3 Personnel	CLASS II- Senior Level Technician (SLT) • 4	CLASS II- Senior Level Technician (SLT) • None
CLASS III- Middle Level Technician (MLT) • 20	CLASS III- Middle Level Technician (MLT) • 6 Personnel	CLASS III- Middle Level Technician (MLT) • 8	CLASS III- Middle Level Technician (MLT) • 4 Personnel
CLASS IV- Entry Level Technician (ELT) • 40	CLASS IV- Entry Level Technician (ELT) • 31 Personnel	CLASS IV-Entry Level Technician (ELT) • 15	CLASS IV-Entry Level Technician (ELT) • 11 Personnel
SUPPORT STAFF • 24	SUPPORT STAFF • 47 Personnel (without any formal training)	SUPPORT STAFF • 8	SUPPORT STAFF • 4 Personnel

109. The following trainings were organized by the project for the hydro-met staff:

- 38 students (28 males, 10 females) have completed class III Meteorologist training at the Department of Water Resources Training School in collaboration with the Nigerian Meteorological Institute which provided lecturers and give certification. Out of this number, 29 (23 male and 6 female) passed the final exams and are now certified meteorologist serving the NHMS.
- 8 students (7 male and 1 female) have also completed class II Meteorologist training at the DWR training school and are now certified weather forecasters. This is in addition to 5 staff (4 male and 1 female) who were trained to class II level in Nigeria under the project.

110. Furthermore, the following trainings were organized (post graduate program) or supported (bachelor's in environmental science) by the project:

- 35 (23 male and 12 female) have completed Post Graduate Diploma in Meteorology training at the University of The Gambia. The project facilitated this training by bringing in Lecturers from the University of Nairobi to run the course.
- 4 students (1 male, 3 female) have completed bachelor's degree training in Environmental Science at the University of The Gambia.

111. Of this second batch of trainings, it has to be noted however that the staff of the hydro-met services was not able to participate, either because they did not meet the requirements²⁷ or because they were not targeted²⁸. The objective to recruit the students after they finished the degree, either as hydro-met staff or as staff of the University of the Gambia, to further support the set-up of a master's in meteorology (see 5.2.1 Logical framework and results framework), has not played out as expected. Although no specific numbers were obtained on the current staff of the hydro-met services (to

²⁷ Holding a Bachelor's diploma for the post graduate program.

²⁸ For the Bachelor in Environmental Science.

complement Figure 7 with 2023 numbers)²⁹, interviews emphasized the fact that only few students who graduated were effectively hired by the hydro-met services or by the University of the Gambia. Therefore, while the number of class II and III staff members might have reached the optimum levels (see Figure 7), the class I level has not. Output 3.3 is consequently only partially achieved.

112. The last outcome of the project, outcome 4, has six outputs. Under output 4.1 targeted climate products are produced for sectoral partners, and the target set the creation of at least 4 bulletins³⁰ on a yearly basis. Such a bulletin includes a 10-day agro-met forecast and emphasizes on consequences for food security and the trade in agricultural goods. The forecasts were disseminated to the national broadcaster (GRTS) and the community radios and published on the project's website.³¹ On the website, the bulletins are only available for the whole rainy seasons of 2018 and 2019. For 2020 and 2021, only three bulletins were published on the website. Nevertheless, output 4.1 achieved its target as stakeholders confirmed the frequency and quality of the bulletins, and the publishing on the website was not part of the target. In addition, it has to be noticed that a GIS platform was developed by ARIA, an international consultant, which could serve to communicate climate information to sectoral partners. However, discussions with ARIA made it clear the platform only reached a beta stage and was never finalized. The GIS platform was not connected to an early warning system either.

113. Output 4.2 concerns the early warnings and climate change risk information in the 14 pilot sites.³² The output has two sub targets, being (i) the comprehension of climate risk management information by the Multidisciplinary Facilitation Team³³ (MDFT) and extension staff and (ii) the training of MDFT. The MDFT received training on disaster risk management, recovery planning and preparedness for climate risks. The content of the training was informed by a needs' assessment done earlier under the project. Observations and interviews showed a great comprehension of climate change, climate risks and climate risk management. Therefore, output 4.2 is assessed as being achieved.

114. Output 4.3 relates to output 4.2 as it concerns the undeserved communities receiving early warning messages. According to the final target, the project needs to increase the population receiving early warning messages by at least 50%. However, this 50% increase is difficult to measure, among others due to the lack of the end-of-project survey (see also 5.7 Monitoring and reporting). Nevertheless, the output can be assessed as several measures were implemented to reach undeserved communities:

- The project provided equipment to the state broadcaster (GRTS) to extend its coverage country wide.
- The project supported 7 community with extended coverage, and they managed to engage more listeners than before.
- Meteorological terms have been translated into 7 local languages because of which the weather forecast and early warning messages can be made more accessible and an untapped part of Gambia's population can be reached.
- A call centre has been established which is active during (climate) in which it can provide support to those affected and act as a coordination hub. The independent auditor did report several missing equipment when they carried out a surprise visit and call logs and response of their activities during the covid-19 pandemic could not be provided. The missing equipment (was

²⁹ Numbers to update Figure 7 were asked from the project coordinator.

³⁰ Being bulletins, crop modelling, and seasonal forecasts, food security bulletins created for institutional partners (agriculture, health, disaster management, public works and infrastructure, environment).

³¹ <http://ccews.gm/index.php/early-warning-bulletins> The hydro-met services also develops a seasonal forecast at the beginning of the rainy season (covering the whole rainy season) and daily weather forecasts.

³² Although the target refers again to both the mid-term and end of project surveys, it can be assessed as the mid-term survey has been conducted and there is no comparison needed between the mid-term and end-of-project surveys to assess the two subtargets.

³³ Consisting of a member per pilot community.

minor and) was later put available for inspection and the logbook was presented to the review team during the field mission.

115. Based on these measures taken, output 4.3 is assessed as being achieved. Output 4.4 was dropped, as discussed above. The two remaining outputs under outcome 4 concern both knowledge management.

Figure 8: Soma community radio station



116. Output 4.5 concerns knowledge, data and information on climate impacts on local biodiversity. The target set for this output is the availability of scenarios on biodiversity and climate change interaction and their integration into tourism development by midterm. The project upgraded wildlife and biodiversity monitoring sites, provided monitoring equipment (binoculars, digital cameras and a drone) and established a turtle hatchery (where monitoring can equally be done). Furthermore, a wildlife and species baseline was established with current climate scenario in 6 protected areas and 3 other biodiversity hotspots. Due to a lack of funding continuous monitoring of biodiversity is however not done, meaning scenarios on biodiversity and climate change interaction are not yet available. There were also no signs of integration of the biodiversity - climate change interaction in tourism development. Therefore, output 4.5 is assessed as being partially achieved.

117. As mentioned above, output 4.6 on feedback and incorporation of lessons learned cannot be assessed due to the lack of an end-of-project survey. It has to be noted however, that pilot communities did receive mobile phones and could provide feedback. Moreover, community radios created Whatsapp groups to collect feedback on weather forecasts and early warning messages as well. The increase in feedback can however not be measured.

118. Lastly, an activity that was not part of the outputs but organized under the project is the training provided regarding cooking stoves to the pilot communities. The initiative was based on feedback from the communities themselves asking to provide support regarding income generating activities. The training allowed the communities to create their own cooking stoves and, for a while, sell cooking stoves on the local markets. The selling of cooking stoves was however hindered by the fact that another project taught other (neighbouring) communities how to create cooking stoves (see also 5.1.5 Complementarity and coherence with other interventions). During the field mission, great interest was shown for further support for income generating activities, for example by creating tree nurseries. Communities indicated that such activities promote actively taking on climate change effects, protecting the forest cover and minimising deforestation (cooking stoves or planting of trees) and enhancing socioeconomic development.

5.4.2. ACHIEVEMENT OF DIRECT OUTCOMES

To what extent have the project's outcomes been achieved? Why were the project outcomes achieved?

119. The project has four outcomes: outcome 4 is assessed as achieved, while outcomes 1, 2 and 3 are assessed as partially achieved. The project objective as a whole is assessed as partly achieved (see Table 7).

120. The first outcome concerns the project's support for Gambia's meteorological services in its transition to become a financially sustainable Meteorological Agency. Outcome 1 has two sub targets, one on the evidence of allocation of a dedicated, predictable and sufficient budget for the hydrometeorological services and one the development of a business plan (by mid-term). While the business plan was developed (see previous section), there is no evidence of a dedicated, predictable and sufficient budget for the hydrometeorological services. This is a consequence of the bill establishing independent meteorological and hydrological agencies (still) not being approved by the Gambian parliament, a weak business plan, it's lack of implementation and the limited ability and willingness of end users to pay for hydrometeorological services. Therefore, the hydrometeorological services remain part of the DWR under the Ministry of Environment and do not have their own (separated) budget.

121. There is furthermore the threat that the business plan will remain without consequences as the execution of the plan can only happen by an independent agency, requiring the approval of the bill by the Gambian parliament. In order to tackle the threat, the project has taken additional efforts to get the bill enacted:

- Stakeholders were sensitized on the content and objective of the bill to ensure wide support.
- Training was provided on the content of the bill to Gambian parliamentarians in October 2023 to inform the decision-makers and get the bill on their agendas.

122. Taking these elements together with the achievement of output 1 of Outcome 1, it is clear that the project did provide support to the transition of the hydrometeorological services and is therefore assessed as being partially achieved. However, this has to be understood in a context where this

support has reached very limited results, meaning that the transition is still only at its starting point. This is largely due to an underestimation of the risk of a lack of political will at the project design phase (see 5.2.3 Assumptions and risks).

123. Outcome 2 concerns the installation, upgrade and maintenance of hydrological and meteorological infrastructure. Outcome 2 has two sub targets concerning respectively the installation of hydrometeorological infrastructure (by midterm) and extending the coverage of such infrastructure to 50% of the country of which 100% is automated. In total, 15 meteorological stations are operational of which 9 are automated. Three new hydrological stations were constructed, making a new total of 13 hydrological measuring stations. Moreover, a hydrological headquarter was built in Bansang. The new headquarter for the meteorological services in Yundum was not finished, but this construction was not part of the project. On the other hand, it has to be noted that observations during the field mission in May 2023 did bring up many sustainability issues: internet issues for the meteorological services, electricity issues in the office building of the hydrological headquarters, broken equipment for measurement of salinity and the inability continue the mobile data subscription plans in order to keep the automated weather stations up and running (see section above). These severely compromise the capacity of the hydro-meteorological services to collect data and process them into climate information or early warning messages. Therefore outcome 2 is assessed as partially achieved.

124. Under outcome 3 support was provided to establish a critical mass of skilled human resources to operate the early warning message system and perform medium and long-term adaptation planning. Two targets were defined for outcome three, namely (i) the annual recruitment of 15 staff of which 80% would be retained by the end of the project and (ii) 28 men and 4 women to be recruited and retained (by mid-term). Unfortunately, no assessment was made in the Project Completion report, nor were the payroll records shared with the review team. It was shared with the review team that five technicians were recruited and trained as forecasters. All five are still working as forecaster at the moment of the final review. Looking at the targets and the optimum numbers, (see Figure 7) this remains too little.

125. Despite the low numbers, clear efforts to train staff to WMO II and III levels were conducted, as were trainings for technicians, radio broadcasters and the listen groups organized. On the other hand, there is still a lack of skilled personnel, both for regular staff as for technicians. This is in part due to inability of the hydro-meteorological services to hire skilled personnel, an issue which was already mentioned in the Project Steering Committee meeting in 2015 but is still recurring at the end of this project.³⁴ This means the short-term and middle-term effect of the Recruitment and Retention Plan remained limited. Moreover, many stakeholders emphasized the need for (additional) training. Therefore, outcome 3 is only partially achieved as the hydro-meteorological services have not reached a critical mass of skilled human resources.

126. The fourth and last outcome “Efficient and effective use of hydrometeorological and environmental information for making early warnings and long-term development plans” has as a final target at least 75% people have access to early warnings and climate information in pilot sites. Outcome 4 is assessed as achieved as streams of early warnings and climate information, collected by weather stations and produced by the hydro-meteorological services managed to be disseminated through various media, such as the GRTS, community radios, the project website, direct emails and Whatsapp groups. The two pilot sites confirmed the frequency and quality of the messages and information and also expanded on their usefulness (see next section). Community radios visited in turn confirmed their connection with local communities and emphasized the importance of the translation efforts done regarding meteorological terms. Although no survey was conducted to effectively measure the increase

³⁴ Based on interviews.

in access to early warning messages and climate information, outcome 4 is assessed as being achieved, based on interviews and observations. It is worth noting that while the description of the outcome refers to use of information, the target refers to access to information, which are two very different things. The use of climate information by the Gambian government and local communities is described in the next section on impact.

127. At last, the project objective itself was assessed based on its indicator which focuses on the level of capacity of agencies to monitor, assess and disseminate hydro-climate information for early warnings and long-term planning. The targets defined for the project objective concern the different capacities to (i) produce, (ii) package and (iii) disseminate information and (iv) the capacity of legislative and governance framework using (ii) and (iii). For Progress Implementation Reports the standardised capacity assessment scorecard (SCAS)³⁵ was used and the 2021 PIR of UNEP reported a score varying between 4-5 for the first three targets, and a score of 4 for the last target. However, no background information was provided regarding these scores.

128. Based on the desk review, the interviews and observations, the assessment of the review team is summarized in Table 6. Compared to the baseline levels, the capacities to produce climate information and disseminate it have increased substantially. The capacities to package climate information has increased or remained the same and the capacity of the government and legislative framework to use packaged and disseminated climate information has remained the same or decreased. Therefore, it is concluded the project objective is partially achieved. It has to be noted that sustainability issues are threatening the current capacity levels (see 5.8 Sustainability).

Table 6: Assessment of the project objective capacities

Capacity	Score	Explanation
To produce climate information	4	The significant support towards infrastructure and equipment to collect climate data, both hydrological and meteorological have resulted in a widespread network of measuring stations in Gambia with sufficient staff of WMO level II and III to turn data into climate information. The issues concerning the hydrology unit, the lack of marine stations and the non-installation of the pilot sonde equipment (weather balloons) are the reasons the capacity is not assessed as comprehensive or fully developed.
To package climate information	3	Trainings were organized for all the actors involved from data collection up to the end users. However, a lack of skilled staff is mostly experienced in the units where climate information is processed. ³⁶ This is true for both hydrological and meteorological units. Moreover, the effort to package climate information on a GIS platform remain unfinished. Therefore, while basic levels were attained, the capacity remains only partially developed.
To disseminate climate information	4	The support for GRTS and the community radios allowed them to extent their coverage and attract more listeners within their respective target groups. The relations with GRTS about the dissemination of weather forecasts were embedded in an MoU. Moreover, listeners themselves received training on climate risks and were supported to further disseminate climate information. Local communities did refer to the difficulty of dissemination of information on climate risks: other

³⁵ The key to the SCAS is: (1) No evidence of capacity; (2) Anecdotal evidence of capacity; (3) Partially developed capacity; (4) Widespread, but not comprehensive capacity; (5) Fully developed capacity.

³⁶ See the lack of Bachelor and Master degrees in the hydro-meteorological services.

Capacity	Score	Explanation
		communities who are not directly beneficiaries of the project cannot always find a benefit to take on the information. ³⁷ Therefore, the dissemination level has reached a widespread point, but remains incomplete.
Of government and legislative framework to use the capacities to package and disseminate climate information	2	Gambia's legislative framework includes several elements taking into account climate information (see section 5.1.4). On the other hand, the bill establishing the two independent agencies does not pass the cabinet level as the current interest and knowledge on the relevant climate information is not strong enough to support its progress up to approval. Within the government framework, little collaboration mechanisms exist to use climate information. Stakeholders indicated the cooperation with the NEA was also very low. ³⁸ The project did support the set-up of protocol for disaster response, defining different roles and responsibilities of the (governmental) actors involved. Lastly, the climate information is not readily available and accessible to government institutions. Stakeholders interviewed had no knowledge on the GIS platform, which itself is not finished, making a fluent sharing of information currently impossible. Therefore, the current capacity of the government and legislative framework is assessed as anecdotal.

Table 7: Summary of the level of achievement of targets of project objective, outcomes and outputs

Component	Outcome and outputs	Level of achievement
	Project Objective: To strengthen the climate monitoring capabilities, early warning systems and available information for responding to climate shocks and planning adaptation to climate change in Gambia.	Partially achieved
Outcome 1	Output 1.1. A comprehensive business plan for deployment of effective hydro-met service is established	Achieved
	Outcome 1: The Gambia National Meteorological Services is supported in its transition to becoming a financially sustainable Meteorological Agency	Partially achieved
Outcome 2	Output 2.1. Effective, timely and accurate flood warnings issued.	Partially achieved
	Output 2.2. Increased availability of real time climate data.	Achieved
	Output 2.3. A marine meteorological station network is operational.	Dropped
	Output 2.4. The water quality monitoring system is upgraded.	Partially achieved
	Output 2.5. A comprehensive database and data management system is established and centralized.	Partially achieved
	Outcome 2: Hydro-meteorological infrastructure is upgraded / installed and maintained that will cover the full needs for "optimal performance of EW" as identified by recent needs assessment reports in the Gambia	Partially achieved
Outcome 3	Output 3.1. A cadre of certified maintenance and repair technicians exists within the National Hydrological and Meteorological Services (NHMS)	Partially achieved
	Output 3.2. A recruitment and retention strategy is developed.	Achieved
	Output 3.3. A cadre of certified hydro-meteorological professionals is established	Partially achieved

³⁷ Such was mostly visible for the messages on: (i) flash storms, which were first ignored but taken serious after several regions faced casualties and (ii) the agricultural technique to burn fields before the start of the rainy season, where no good alternatives were offered, meaning there was no uptake of the information. Regarding the second aspect, this is understandable as farming is the basis of most communities' livelihoods which cannot be expected to use information which is non-beneficial for them.

³⁸ The National Environmental Agency of the Gambia provides certain services to other ministries for which a payment is sometimes asked. This cost appeared an issue for cooperation.

Component	Outcome and outputs	Level of achievement
	Outcome 3: A critical mass of skilled human resources is able to operate the Gambia Early Warning System and perform medium and long-term adaptation planning beyond the project	Partially achieved
Outcome 4	<u>Output 4.1.</u> Targeted climate products are produced for sectoral institutional partners.	Achieved
	<u>Output 4.2.</u> Early warnings and climate change risk information in 14 sites disseminated and taken up.	Achieved
	<u>Output 4.3.</u> Underserved communities receive early warning messages.	Achieved
	<u>Output 4.4.</u> Climate change issues are integrated into local development plans in 14 sites.	Dropped
	<u>Output 4.5.</u> Knowledge, data and information on climate impacts on local biodiversity is available.	Partially achieved
	<u>Output 4.6.</u> Knowledge management structures for effective feedback and incorporation of lessons learned are created	Not assessed
	Outcome 4: Efficient and effective use of hydro-meteorological and environmental information for making early warnings and long-term development plans	Achieved

5.4.3. LIKELIHOOD OF IMPACTS

How likely is it that the project will achieve its desired impacts?

129. The likelihood of an increased (climate) resilience of the Gambia differs strongly between the three levels involved in the project: (i) the likelihood of impact on local communities is perceived as moderate, (ii) the likelihood of impact on the DWR is assessed as moderate and (iii) the likelihood of impact on the Gambian government is assessed as being low. The likelihood of the desired impact as a whole is furthermore severely threatened by sustainability issues (see 5.8 Sustainability).

130. First of all, the likelihood of the desired impact on the Gambia's government is assessed as low because of the non-fulfilment of the first and fourth assumptions of the project, being (i) the presence of the necessary political will and commitment and (ii) the need and interest of different ministries to use climate information. The non-approval of the proposed bill can mainly be attributed to an underestimation of the risk of a lack of political will to bring the bill to the forefront and support it. The lack of political will is, among others, due to the frequent changes in Ministers and Permanent Secretaries whereby it takes time before the new appointees devote time and efforts to understand the (technical) bill. Therefore, no significant changes happened in the governments' structure because of which the first barrier³⁹ "the lack of a central, legal and financially autonomous meteorological services" remains standing. Furthermore, the fourth assumption, which states that stakeholders (among which ministries) required climate information being made available and will use it optimally, is contradicted by the fact that most ministries face strong limitations concerning human and financial capacities, not allowing them to broaden their core tasks with the integration of climate information. Such was confirmed by the little interest in the GIS platform and the limited use of the training school (to increase capacities on climate information integration) by other ministries. Climate information generated by the DWR is shared with the people in The Gambia but (almost) not with other Gambian ministries.

131. The likelihood for impact on the DWR is also limited by the standstill which the proposed bill faces. On the other hand, the DWR has been strengthened through investments in infrastructure and provision of trainings (up to WMO levels II and III). While further efforts are needed to (train and) incorporate higher skilled staff, barriers 2 and 3 on lacking infrastructure and skilled staff were addressed

³⁹ Theory of Change of the project, see section **Error! Reference source not found..**

to a certain extent. Therefore, the evaluators conclude that the likelihood of the desired impact is moderately likely.

132. A similar assessment is made for local communities. In those communities where an uptake of information was actively supported⁴⁰ examples of the use of climate information were observed. Weather forecasts were used to change planting behaviour, both in the types of crops and the timing of planting. Moreover, measures were taken to keep bushfires from spreading outside of their fields (into nature) and efforts were made to grow trees to serve as windbreakers and shade suppliers. On the other hand, the impact is assessed a lot lower for those communities which were not directly involved in the project.⁴¹ The strong dependency on agriculture of the livelihoods and the absence of any benefit to induce change mean barriers 4 and 5 remain standing: climate information is not communicated or taken up at all levels and especially not integrated in development planning of the communities not directly involved in the project. This might change however, if communities which were involved, manage to create sustainable progress and the adopted measures to achieve this success are disseminated to others. Therefore, the likelihood of the desired impact at the community level is assessed as moderate.

5.4.4. PUBLIC GOODS

Were new technologies and approaches promoted by the project?

133. The project introduced new technologies related to the hydrological and meteorological stations, new measuring equipment for water salinity and the GIS platform, and new approaches, more specifically the idea to fly in foreign professors for training and the efforts to enable end users of climate information to provide feedback.

134. First of all, the hydrological and meteorological observation stations were equipped with new instruments to replace mercury-based ones. The technician taking care of the installation received on the spot training on installation and reparation of such equipment. A second new technology also relates to the weather stations as the Gambia now has 9 automated weather stations which share climate data every 30 minutes⁴² unlike before. An important issue is the question whether the DWR has sufficient capacity to sustain the new technologies: observation and interviews indicated problems with electricity, internet and mobile data (to transfer climate data) which are at the very basis of these new technologies^{5.8[OBJ]Sustainability[OBJ]}. New equipment to measure water salinity was also procured which was not used before in The Gambia. The hydrological staff received training on its use, however they were no longer functional during the field mission.

135. Under the project several activities took place to support the development of a GIS platform, mostly needs assessments were done on human resources and technological capacity, as well as a workshop. Such activities were followed by the development of the platform itself which only reached a beta stage as there was not sufficient funding to complete the activities. The introduction of this new technology thus should be understood as a first step which did not result in an operational system at the moment.

136. The project itself can already be mentioned as an innovative approach, as the support of the whole 'supply chain' of early warning messages was new to the Gambia. The most innovative approach

⁴⁰ As they were project beneficiaries.

⁴¹ Certainly for communities not neighbouring communities which were involved.

⁴² The new equipment in weather stations is developed by the Intellisense Systems brand.

introduced by the project was however the aspect to enable end users to provide feedback on the climate information and early warning messages received. More specifically, end users in pilot sites received mobile phones through which they could communicate with community radios and even the DWR to share feedback, either through messaging, Whatsapp groups or even by making a phone call. It is difficult to assess the extent to which such feedback was provided. A survey was conducted to collect public opinion on climate change, climate risks and early warning messages, constituting another way for feedback to reach the emitters of early warning messages and climate information. On the other hand, the end-of-project survey was not conducted and the survey itself does not contain any data on how many participants actually responded to messages or climate information. Observations could not determine this aspect as visits were done during the dry season meaning forecasts and early warning messages were not made as much in comparison to the rainy season. The activity to conduct workshops related to the creation of cooking stoves was however a product of feedback from community members (see 5.4.1 Delivery of outputs and 5.1.5 Complementarity and coherence with other interventions).

Have measures been successfully taken to disseminate public goods, e.g. through the development of demonstration sites, information dissemination and training?

137. Public goods were successfully disseminated. The newly introduced technologies were accompanied with trainings and the translation of meteorological terms into local languages and LED display boards used to project weather forecasts enabled a large dissemination of the weather information. No demonstration sites were used in this project.

138. The newly introduced technologies were accompanied with trainings, both regarding its installation and use. Such is a standard practice by suppliers and is very important to allow the DWR to maintain and effectively operate its network. The trainings allowed for a dissemination of knowledge on measuring equipment for its target group (technicians and staff). When considering the weather forecast, climate information and early warning messages as public goods, the project managed to widely disseminate it. Besides the fact that outcome 4 (entirely) concerns climate information dissemination, it can be stated that the project was successful in this endeavour. Support was provided to translate meteorological terms into local languages and three LED display boards showed the weather information in the capital⁴³. Moreover, the support for dissemination of climate information and early warning messages further increased awareness on climate change and probably had strong spillover effects of pilot communities on neighbouring communities. The training of trainers concept used for the yearly refreshment trainings for local communities and community radios also promoted the further dissemination of knowledge.

139. The effect of the feedback and support for education of students (post graduate degree and degree in Environmental science) on the dissemination of public goods is more difficult to assess.

5.4.5. SCALING UP AND REPLICATION

Are activities, demonstrations and/or techniques being replicated within or outside the project, nationally or internationally? Are some of the approaches developed through the project, which are being widely accepted, and perhaps legally required, being adopted at regional/national level?

140. Several aspects of the project have been replicated or have the potential to be replicated, both within the Gambia and in other countries. The two most featured aspects are (i) the 'downscaling approach' which refers to the organizational structures used to disseminate climate information to the

⁴³ Although only one of the three boards was functional during the field mission, see further below.

local level (and enable feedback) and (ii) the fact that professors from third countries were brought to the Gambia to conduct trainings for a certain period (instead of sending students abroad).

141. The organizational set-up to enable fluent communication with local communities entails several aspects: (i) infrastructure investments, mainly regarding broadcasting equipment, (ii) the establishment of contact groups and (iii) supporting engagement from the communities. The infrastructure investments were both to the benefit of the Gambian Radio and Television Services (GRTS) and the community radios. GRTS covers almost the entire territory of the Gambia, while community radios increased their coverage and got more professional equipment. The end users were organized in contact or listeners groups which were chosen based on their own motivation (to participate in the project) and their geographical distribution. The contact groups were equipped to be able to receive climate information and early warning messages. They also received mobile phones to provide feedback on the information and received a motor vehicle to enable them to reach neighbouring communities and further spread the information. In order to sustain a certain level of engagement, yearly refreshment training was provided to the communities and the project reacted to feedback, for example by providing a workshop on the creation of cooking stoves. The relation between community radios and the communities was also stimulated by the project. The project, for example, acquired airtime for local communities to discuss pressing issues. This organization set-up is now replicated in the Gambia by the WFP and FAO projects as mentioned in section 5.1.5 on Complementarity and coherence with other interventions.

142. In addition, the Rural Integrated Climate Adaptation and Resilience Building Project (RICAR) Project in The Gambia, which was approved in 2021 and is funded by the Adaptation Fund, is replicating the successes and approaches of the Early Warning Project in dissemination of Early Warning Information. It is also replicated outside of the Gambia, more specifically in [Lesotho](#), through the GEF-funded UNEP implemented “Strengthening climate services in Lesotho for climate-resilient development and adaptation to climate change”, which was implemented between 2019 and 2023.

143. During the field mission, stakeholders strongly emphasized on the replication potential for the organization of the trainings, more specifically those for the DWR staff (WMO level II and III trainings) and the post graduate program. As the Gambia does not have the human capacity to organize the training in-country, phase I sent students abroad. During phase II the project team changed its approach and flew in Nigerian and Kenyan professors to teach the courses (see also 5.2.4 Linkages with other projects). Currently, no specific example exists in which this approach is replicated in the Gambia. Because of its cost-effectiveness (in case larger groups require training) and the strong interest shown by stakeholders it is nevertheless mentioned here.

5.4.6. UNINTENDED EFFECTS

Has the project led to or contributed to unintended positive or negative effects (environmental, social and economic effects)?

144. Unintended negative effects were the loss of capacity through the provision of training and, although only on an anecdotal level, social unrest within a community. Positive unintended effects are the relations which were created between the University of the Gambia and the University of Nairobi.

145. The loss of human capacities as a result of support for training (or a degree) is an unintended and harmful negative effect which occurred. First of all, during phase I two students were sent abroad with support from the project, to Barbados and the United Kingdom, to pursue a degree related to the field of Meteorology. At the start of the second phase, the Steering Committee (2015) realized those students had not returned and although inadequate financial support was thought to be a fundamental reason, it later became clear that the respective students did not want to return home anymore. Thereby,

the DWR lost two skilled staff members, indirectly through project support. The same issue was indicated in several stakeholder interviews, namely the fact that trained staff members left the DWR for more lucrative opportunities elsewhere.

146. Another unintended negative effect was social unrest in one community, caused by the motorcycle provided by the project. More precisely, the motorcycle should be used for dissemination of the climate information, but a member of the community started using it for other purposes and even demanding ownership of the motorcycle. The actions of a well-connected and strongly engaged team member brought an end to the conflict.

147. The project also caused a positive unintended effect: by co-creating the post graduate degree program of the University of the Gambia and the University of Nairobi, initiated working relations between the two Academic Institutions. Interviews confirmed that these relations were maintained after the end of the project and might be a fruitful base for further cooperation.

5.5. FINANCIAL MANAGEMENT

5.5.1. OVERVIEW

Table 8: Financial management table

Financial management components:		Rating	Evidence/ Comments
1. Adherence to UNEP's policies and procedures:		Satisfactory	Audit reports and financial statements carried out by external third parties as requested. The reports flagged some delays with contract administrative requirements.
Any evidence that indicates shortcomings in the project's adherence ⁴⁴ to UNEP or donor policies, procedures or rules		No	No.
2. Completeness of project financial information⁴⁵:		Satisfactory	Despite delays, information is complete, except for proof of co-financing
Provision of key documents to the reviewer (based on the responses to A-H below)			
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Project Document includes necessary information.
B.	Revisions to the budget	Yes	Revision done for each year through the annual workplan.
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	No	Not shared with review team.
D.	Proof of fund transfers	Yes	Quarterly financial reports and financial statements available.
E.	Proof of co-financing (cash and in-kind)	No	Estimates given but no concrete proof shared.
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Quarterly financial reports and annual reports provide details on budget lines.
G.	Copies of any completed audits and management responses (<i>where applicable</i>)	Yes	Annual audits carried out from 2015-2022. Management responses are included.

⁴⁴ If the Review raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.

⁴⁵ See also document 'Criterion Rating Description' for reference

Financial management components:		Rating	Evidence/ Comments
H.	Any other financial information that was required for this project (list):	N/A	/
3. Communication between finance and project management staff		Moderately satisfactory	Communication with UNEP and UNDP should have been more frequent.
Project Manager and/or Task Manager's level of awareness of the project's financial status.		Satisfactory	Project manager well aware. Task manager's position changed three times during project implementation influencing the awareness.
Fund Management Officer's knowledge of project progress/status when disbursements are done.		/	No contact with Fund Manager Officer
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		Moderately unsatisfactory	Many delays during project implementation.
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		Moderately satisfactory	Sufficient communication.
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the review process		Highly satisfactory	Financial information provided upon request.
Overall rating		Satisfactory	

5.5.2. COMPLETENESS OF FINANCIAL INFORMATION

Has the project delivered comprehensive financial information and reporting?

148. The project delivered comprehensive financial information and reporting but did face some issues, namely related to compliance with the reporting timeline, reconciliation of not-investigated items and the lack of support documents for some transactions. UNDP also provided a conflicting annual work plan budget.

149. Regarding timeliness of financial reporting it has to be noted that, however constituting a recurring issue during project implementation, the 2021 Financial Statement and Management letter⁴⁶ confirmed the recommendations by the auditor on compliance with timeliness were implemented (see Figure 9). Therefore, this issue does not hinder a conclusion of adequate financial information and reporting at project completion. On the other hand, the recommendation regarding reconciling items, meaning investigating unidentified debit transactions or the lack of supporting documents for such transactions, appeared not to be implemented according to the last Management Letter of 2022 (see also Figure 10). While being flagged since 2019, recommendations were only partially implemented as of 2022. More precisely, an amount of 8 880,36 USD of debit transactions remained unidentified and 6 730,64 USD of transactions do not have the required support documentation as of 2021.⁴⁷ Compared to the total project budget of 8 million USD, the concerned amount is however negligible.

⁴⁶ Audit conducted by an independent and certified accountant.

⁴⁷ The amount of reconciling items was not updated in the 2022 audit report.

Figure 9: Issues raised in audit reports and status as of the 2021 Management Letter

3. Appendix			
3.1 Issues Raised in Previous Audits			
Ref	Audit Findings	Recommendation	Status
2019 Audit – 1.1	Non-Compliance with Reporting timeline – failure to submit signed financial statements within 6 months after the year end	Management to endeavour to submit reports within timelines agreed as per PCA	Implemented

Figure 10: Issues raised in audit reports and status as of the 2022 Management Letter

2021 Audit – 2.1	Long outstanding reconciling items in the bank reconciliation report	Reconciling items to be investigated and resolved on timely basis	Partially implemented – still some outstanding reconciling items appears on the December 2022 Reconciliation statement
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150. More worrying is the wrong financial information provided by UNDP. More precisely, information related to the annual work plan budget for 2015 as reported by UNDP in 2020 included a budget line of USD 50 000 for the activity of a marine meteorological station. As the Steering Committee already reported in 2017 that the activity would not take place (based on advice from UNDP Copenhagen) the reporting by UNDP in 2020 contains a mistake. UNDP did not react to the review team to provide more detail on this error. As it does concern the workplan budget of 2015 (as reported in 2020) it does only concern a planned budget. The review team does await further confirmation by UNDP that no disbursements were made regarding this activity. It furthermore must be noted that the financial information as received by the project team for the terminal review is not in compliance with the UNDP annual workplan budget for 2015: while the project team indicated a planned cost of USD 500 000 for the year 2015, the annual workplan budget of UNDP amounts to USD 531 600. Both issues might be due to the limited communication between UNDP, UNEP and the project team during project implementation (see 5.6.2 Quality of project management).

5.5.3. COMPLIANCE TO UNEP'S FINANCIAL POLICIES

Did financial management happen in compliance with UNEP's financial policies?

151. The project adheres to UNEP financial policies and rules and applicable audit policies. Audit reports were carried out consistently from 2015 - 2022. Based on the last Financial Statement, delivered in 2022 by an external third party, the overall financial control environment was assessed as adequate. Of the six components being assessed, (i) control consciousness, (ii) segregation of duties, (iii) management and supervision, (iv) competence of personnel, (v) protection of fixed assets and (vi) accounting and protection of records, only the third component on management and supervision was assessed as inadequate. This assessment was based on the fact that some delays relating to the implementation of contracts went beyond the implementation timelines as per signed contract and no time extensions were prepared to formally extend the implementation period. Financial Statements of

previous years also showed a lack of regular Steering Committee meetings (see 5.7 Monitoring and reporting), failure in meeting implementation timelines of the approved annual workplan (see 5.6.3 Timeliness) and lack of compliance with the timeliness of the mandatory year-end audit and reporting (see section above 5.5.2 Completeness of financial information). Although the three reasons provided are related to issues in financial management, the review team follows the Financial Statement of 2022 and concludes the financial management as a whole happened in an adequate manner.

Is there a difference between planned and actual expenditure, and why? Has the rate of disbursement been consistent with the work plan and the outputs delivered?

152. The total actual expenditure is slightly below the total planned expenditure of the Prodoc (see Table 10). When looking at actual expenditure per outcome or per year, strong differences can be noted with the planned budget (see Table 9).

153. When looking at yearly differences between the actual and planned expenditures (see Table 9), two remarks must be made:

- The difference in the first two years between the planned expenditures as per the Prodoc and the actual expenditures are due to the slow upstart of the project (see explanation in 5.6.3 Timeliness).
- A second remarkable constatation is the fact that for the 2020 - 2021 period during which covid-19 impacted the project's progress (see 5.3 Nature of external context) no differences are reported between planned expenditures as per the revised workplan and the actual expenditures. No explanation was given for this anomaly.

154. When looking at differences between actual expenditures and planned expenditures per outcome, a difference is noted between outcomes 1 and 3, where expenditures exceeded the budget as planned in the Prodoc, and outcomes 2 and 4, where expenditures were less than the budget in the Prodoc (see Table 10). At first sight, this is a weird change as Project Steering Committee meetings minutes noted the following:

- The building of the Bansang hydrological headquarters proved to be a lot more expensive than planned in the Prodoc. However, this was under the responsibility of UNDP and therefore cannot explain the lower expenditure ratio for outcome 2.
- The pilot sonde and air balloon equipment also appeared more expensive than planned in the Prodoc. However, this was under the responsibility of UNDP and therefore cannot explain the lower expenditure ratio for outcome 2.
- The call centre operation appeared to be more expensive as a floor needed to be added to the NDMA office building to host the call centre. Although under UNEP's responsibility, it was categorized under outcome 4. Therefore, this cannot explain the increase in spending under outcome 1 or 3.

155. An element which can explain the differences in the Budget planned and actual expenditure are the two outputs which were dropped, respectively one under outcome 2 on marine weather stations and one under outcome 4 on local development plans (see 5.4.1 Delivery of outputs). Another part of the explanation is the fact that financial information on budget revision⁴⁸ showed enormous savings were made on consultancies: the project only spent USD 1 515 836 of the USD 2 244 550 planned. This can explain the lower expenditure than planned for outcome 4, for which several consultancies were done, most notably to produce knowledge products (feasibility studies, biodiversity baseline, GIS platform).

⁴⁸ Only concerns UNEP.

156. Despite this (possible) explanation, two (other) aspects remain difficult to explain:

- The expenditure under outcome 3 related to the creation of a skilled workforce for the hydro-meteorological services is difficult to align with the fact that the objectives of training students up to master levels (and hiring them at the University of the Gambia) and staff up to the level they could themselves teach WMO classes were not achieved (see sections 5.2.1 Logical framework and results framework and 5.4 Effectiveness). This means that the cost related to this ambition was greatly underestimated.
- The fact that the project management cost is lower than its planned budget in the Prodoc is difficult to explain based on the fact that more budget was needed as the project lifetime doubled in reality. Financial information on budget revision⁴⁹ also show an increase in actual expenditure compared to planned, from USD 193 000 originally planned to USD 356 959 actually spent. The evaluators understand that some of the Project Management costs were spread among the outcomes because the Project Management cover these outcomes.

157. Apart from comparing the actual expenditures with those planned in the Prodoc, it is also worth looking at the difference between the actual expenditures and those planned in the revised yearly work plan budgets. When doing so, only for outcome 2 (UNDP) any differences can be noted. However, the earlier remark on the difference between UNDP's annual workplan budgets and those received by the project team however (see 5.5.2 Completeness of financial information), makes it difficult to make a good analysis and understand the reasons for this difference.

⁴⁹ Only concerns UNEP.

Table 9: Annual actual expenditure and planned budget (USD)

Component	2015	2016	2017	2018	2019	2020	2021	2022
Outcome 1	13 643	41 455	40 024	50 726	42 507	58 662	79 842	124 361
Outcome 2	500 000	600 000	1 100 000	100 000	400 000	0	0	0
Outcome 3	57 754	93 031	123 170	469 441	488 719	258 113	200 296	235 375
Outcome 4	58 048	112 903	476 236	445 465	351 986	380 506	244 257	309 895
Project Management	8 279	22 810	30 708	32 760	26 678	32 178	33 019	57 152
Total actual expenditure	637 724	870 199	1 770 138	1 098 392	1 264 144	729 459	557 414	726 783
Estimated cost (ProDoc)	2 152 031	3 185 890	1 563 740	1 098 340	/	/	/	/
Estimate cost (Yearly work program)	637 724	870 199	1 770 138	1 098 392	1 309 890	729 459	557 414	726 784
Expenditure ratio against revised budget (Prodoc)	100% (30%)	100% (27%)	100% (113%)	100% (100%)	97%	100%	100%	100%

Table 10: Actual expenditures and planned budget per component (USD)⁵⁰

Component	Estimated cost (ProDoc)	Estimated (Annual workplan)	Actual expenditure	Expenditure ratio against revised budget (Prodoc)
Outcome 1	112 200	437 577	451 220	103% (402%)
Outcome 2	3 000 000	2 200 000	2 654 254	121% (88%)
Outcome 3	1 571 750	1 868 146	1 925 899	103% (123%)
Outcome 4	3 011 200	2 321 248	2 379 296	103% (79%)
Project Management	304 850	235 305	243 584	104% (80%)
Total	8 000 000	7 062 276	7 654 253	108% (96%)

⁵⁰ From UNEP records, there is 90,000 USD left from UNEP activities and UNDP are yet to charge their overheads.

Did the leverage of funds (co-financing) occur as planned?

158. Co-financing was only partly leveraged as planned: 53% of planned co-financing was mobilized according to the review team's calculations, and 90% according to the project team's calculations. Table 11 summarizes the planned and actual co-financing for the project. The review team made several adjustments (see last column of Table 11) based on the following remarks:

- The USAID project to support sustainable fisheries ended before 2015 and the CCEWS project dropped its marine output because of which the review team does not consider investments to be co-financing.
- The following projects ended in 2015, during the first year of implementation of the second phase of CCEWS: (i) the ECOWAS supported for the Gambia National Agriculture Investment Programme (GNAIP), (ii) the AfDB support for National Water Sector Reform and (iii) IFAD's Livestock & Horticulture Development Project (LHDP). The review team does not agree to apply the total project amount as co-financing due to the small overlap for these projects and lowered the amounts and the lack of (in)direct links between their expected contributions and those of the CCEWS.⁵¹ The support of AfDB constitutes an exception as the project directly supported the development of the new bill to reform the water sector (to create independent agencies for the meteorological and hydrological services) which can be seen as an essential element of the CCEWS project.
- The co-financing of the Gambian government was a topic of several interviews. Many stakeholders indicated the actual co-financing was lower than the planned USD 1 000 000. Main arguments are the fact that the contribution for building the (unfinished) headquarter for the meteorological services (see Figure 11) was only USD 250 000 and it is difficult to justify the other USD 750 000 through the provision of personnel and utilities as the project had its own office (apart from the first two years when they were housed by the government) and, apart from some exemptions, its own personnel. The Gambian government, through the DWR, did however also provide the lands where the the Hydrological Headquarters and Meteorological stations are based. Therefore, the actual amount is estimated at USD 500 000 by the review team.

⁵¹ Only the amount of overlapping years is taken into considerations, meaning 1/5 of the project costs for both GNAIP and IFAD LHDP.

Figure 11: Yundum meteorological headquarters in construction



159. The lower actual amount of co-financing of the Technical Support Programme to The Gambia on Climate and Development by United Nations Economic Commission for Africa (UNECA), African Climate Policy Center (ACPC) was due to the fact that only very few disbursements of the ACPC funding were actually made to the programme, meaning no co-financing was possible.

Table 11: Co-financing

Component	Type	Estimated amount (Prodoc)	Actual amount (Project team)	Actual amount (Review team)
African Monitoring of the Environment for Sustainable Development (AMESD) Project	Grant	2 000 000	2 000 000	2 000 000
ECOWAS supported Gambia National Agriculture Investment Programme (GNAIP)	Grant	5 000 000	5 000 000	1 000 000
USAID supported Gambia-Senegal sustainable Fisheries Project	Grant	150 000	150 000	0
FAO support to strengthen capacities in the Gambia Government for policy planning, programming, statistics & monitoring in the Agriculture & Natural Resources sector	Grant	380 000	380 000	380 000
African Development Bank supported Rural Water Supply and Sanitation Project	Grant	4 000 000	4 000 000	4 000 000
African Development Bank supported National Water Sector Reform Project	Grant	2 600 000	2 600 000	2 600 000
Technical Support Programme to The Gambia on Climate and Development by United Nations Economic Commission for Africa (UNECA), African Climate Policy Center (ACPC)	Grant	2 930 000	450 000	450 000
IFAD supported Livestock & Horticulture Development Project (LHDP)	Grant	5 000 000	5 000 000	1 000 000

Component	Type	Estimated amount (Prodoc)	Actual amount (Project team)	Actual amount (Review team)
A Global Early Warning System for Climate Change (UNEP)	Grant	400 000	400 000	400 000
Government of Gambia - assets (land, infrastructure, personnel, utilities)	In-kind	1 000 000	1 000 000	500 000
Programme of Research on Climate Change Vulnerability, Impacts and Adaptation (PROVIA)	In-kind	200 000	200 000	200 000
Total		23 660 000	21 180 000	12 530 000

5.6. EFFICIENCY

5.6.1. READINESS

Were appropriate measures taken to address weaknesses in project design or respond to changes which took place between project approval, securing of funds and project mobilization?

160. Only slight changes were made to the project design between project approval and project mobilization, of which the most important one is the increased independence of the project team from the Gambian government, and the DWR in particular, and the connected delay of the start of the implementation as the project budget had to be revised and approved as well.

161. The most important change was the choice to no longer implement the project making use of existing government structures but using a more independent project team. This decision was made to ensure the project team could (and additional staff which were hired) devote their time solely to the CCEWS phase II project. This was deemed appropriate as the budget of the second phase of CCEWS was significantly bigger than during the first phase (during which the project team was housed under the DWR). Therefore, the project team had to cover several operational costs, among which the rent of an office. The revised budget, including the costs of this adjustment, had to be approved by UNEP. However, this approval took time because of which the initial starting date of the project was changed from March 2014 to June 2015 (see also 5.6.3 Timeliness).

162. It is important to mention that several important adjustments were made to the project design (training program, marine stations, local development plans), but those happened during project implementation and not in the readiness phase (see 5.4.1 Delivery of outputs). There were no other big changes made during this phase. It is also important to note that the CCEWS phase I project ended in 2015 and the phase II started in 2015. The delay did not cause a break of continuity between the two phases.

5.6.2. QUALITY OF PROJECT MANAGEMENT

What is the quality of project implementation by the implementing agencies?

163. There is room for improvement in terms of support and guidance for the project by the implementing agencies, UNEP and UNDP. UNDP's role needs to be understood as very limited, meaning the main responsibility for supervision fell on the shoulders of UNEP.

164. The project had two implementing agencies, respectively UNEP and UNDP. While UNEP had the general responsibility for overall project implementation, UNDP's responsibility was limited to outcome 2 and more specifically to act as procurement office for infrastructure development such as purchase of equipment. This choice was made as UNDP had a country office within the Gambia and has more experience with infrastructure development and procurement than UNEP. The division was appropriate and took into account the comparative advantage of both implementing partners. In reality several infrastructure-related activities did remain under the responsibility of UNEP, such as the construction of the regional office buildings adjacent to meteorological stations and the construction of the call centre. This added some complexity. An example of a negative effect of the division is the often time-consuming back-and-forth communications on specifications for procurement orders which were needed between UNEP and UNDP.

What is the quality of project execution by the execution agencies?

165. The project management unit, responsible for the execution of the project, consists of the national project director, the chief technical advisor, the project coordinator, a climate change and development expert, an accounting officer, an administrative assistant and two drivers. In general, the team had sufficient experience, both regarding the topic of early warning systems and networking amongst various stakeholders, the Gambian government inclusive.

166. The operations were led by the project coordinator who was perceived as responsible and devoted by all stakeholders interviewed. The only issue mentioned was the heavy workload for the chief technical advisor, especially related to all consultancy reports and studies which often lacked the required quality. The actual role of the climate change and development expert seems in fact to be very similar to that of the Chief Technical Advisor as the tasks of the expert to integrate climate change adaptation in local development plans and to set-up and stimulate inter-ministerial coordination were respectively removed or only executed to a small extent. This finding is strengthened by the fact that the same person performed both roles, namely first being chief technical advisor and then, when the contract ended, was hired as climate change and development expert. It has to be noted that the project management unit had a good connection with the two communities visited during the field mission. Communication channels were maintained directly with the project coordinator or through the main technician of the DWR who proved to be very knowledgeable, responsive and engaged.

How effective was the collaboration between the institutions responsible for the implementation of the project?

167. The collaboration between UNEP and UNDP was, although adequate in its design (see 5.2 Quality of project design), lacking a clear structure and too superficial. As mentioned above, UNDP acted as procurement office for most of the infrastructure works. Thereby, the impression exists that the collaboration between the two agencies was defined in a detailed manner. In reality however infrastructure works were not only confined to outcome 2 and there was no clear line why several procurement orders did use UNDP's country office and others not. Moreover, the communication on procurement orders appeared to be difficult as all orders required a lot of detailed information on technical specifications. This appeared to be time-consuming. Although UNDP did participate in all the PSC meetings held, those were not held as regularly as required (see above). The former of the Environment Cluster of UNDP was in constant contact with the PC on project matters.

168. One of the main methods of collaboratively implementing the project was the establishment of the Project Steering Committee (PSC). The PSC did consist of a wide variety of stakeholders including all relevant stakeholders. However, PSC meetings were not held as frequently as planned and required. Except for the year 2015, given that the project started only in the third quarter, four PSC meetings were required for each implementation year of the CCEWS phase II project. As can be seen in Table 12 there

was not a single year in which four meetings were organized. Although the period 2016 - 2017 and during the year 2020 valid reasons exist (the option of organizing virtual meetings is hindered by internet availability issues), it can be stated in general that as from 2018 PSC supervision was not as frequent as it should have been. This should especially be understood against the background of the enormous changes in timeline which required a signification revised yearly budget and workplan (see 5.4.1 Delivery of outputs and 5.6.3 Timeliness), in which the PSC plays a key role.

Table 12: PSC meetings per year

Year	# PSC meetings	# PSC meeting minutes	Explanation
2015	3	2	As the project only started in June 2015, all required PSC meetings were organized.
2016	2	2	No PSC meeting minutes were shared for the first quarter of 2016. The political impasse in the country prevented the organization of a PSC meeting in the fourth quarter of 2016.
2017	3	3	The political impasse prevented the organization of a PSC meeting in the first quarter of 2017. In the PSC meeting of December 2017, the PSC discussed to annually meet twice instead of quarterly but decided to maintain four meetings annually.
2018	2	2	/
2019	2	2	/
2020	1	1	The first PSC meeting was organized in February 2020. Afterwards, the outbreak of the Covid-19 pandemic caused great uncertainty and no further PSC meetings were organized.
2021	1	1	Due to Covid-19 restrictions only one PSC meeting was organized in April 2021.
2022	1	1	In the final year of the project only one PSC meeting was organised in June 2022.

169. The collaboration with other partners, such as GRTS, University of the Gambia and Department of Parks and Wildlife is discussed in the section on stakeholder engagement below.

5.6.3. TIMELINESS

Were the timing and sequence of activities realized as planned? Could project extensions have been avoided?

170. The project activities were not realized according to the initial planning as delays were faced at the start of the project. Although it is debatable whether extensions could have been avoided, it is clear that estimations in the project document and yearly workplans were overly optimistic and too ambitious. The initially four-year (48 months) project became a seven-year (89 months⁵²) project, extending its implementation period by 185%. At the moment there are still two outstanding project activities which will be completed after the terminal review.

⁵² August 2015 until December 2022.

171. According to the section 1 of Project Document, the project had to start in March 2014 and have its technical completion in March 2018. However, the workplan of Appendix 4 of the Project Document indicates that the project only started in June 2015 and was supposed to close in June 2019. This delay was due to a longer than expected project development phase.⁵³ The project actually started in August 2015. As from its start the project was confronted with more delays, as the decision to have an independent project team (separated from the DWR) required a budget revision which had to be approved by UNEP. UNEP's approval took time and it took additional time before the funds were available to the project team. The late disbursement of funds (by UNEP) continued to cause delays in

172. 2016.⁵⁴ As of April 2016 only USD 750 000 was available of the requested USD 2 600 000. The project involved the Minister of Environment which, through an intervention, tried to speed up the disbursement. UNEP on the other hand noted that more funding would only be disbursed if the project team had utilized 50% of the yet transferred funds.

173. More delays were faced in December 2016 - February 2017 because of the political impasse in Gambia (see 5.3 Nature of external context) which led to the emergence of the Second Republic with a new Head of State. In 2018, further delays were caused because the implementing and executing agencies needed additional time to agree upon a workplan for 2018. A first no cost extension was also granted in December 2018. Another no cost extension was granted in January 2020, putting the end date on December 2020. In 2020, further delays were caused by the Covid-19 pandemic but strangely enough these delays are not reflected in the financial information of that year (see section 5.5 Financial management).

174. Finally, a last no cost extension was granted in May 2021. Technical completion was officially on 31st of December 2022 but currently there are still two outstanding activities. These are (i) the installation of the pilot sonde and balloon equipment and (ii) final procurement of equipment for the headquarters for the meteorological services (most of these equipment were procured in 2022 and the remaining ones will be procured once the remaining funds at UNEP are disbursed).⁵⁵ As the headquarters are far from finished, this equipment will be stored in the renovated training school which creates the paradoxical situation that the training school cannot be used anymore as well.⁵⁶

175. During the whole of the project's lifetime, delays were caused by issues concerning procurement of equipment and construction materials as well as time-consuming processes to hire foreign consultants. Such processes appeared to be more demanding than expected and the Covid-19 pandemic had a further negative impact, causing more delays.

Table 13: Project extensions

Version	Date	Main changes introduced in this revision
Rev1 (CEO ED)	17/12/2018	No Cost Extension of implementation period
Rev2 (CEO ED)	22/01/2020	No Cost Extension of implementation period
Rev3 (CEO ED)	28/05/2021	No Cost Extension of implementation period

176. The many delays faced, as mentioned above, required a yearly thorough revision of the workplan to react and realistically reschedule activities. However, the annual workplans were in general developed too ambitious. This can be illustrated by several examples:

⁵³ The project was approved in 2014. The Project Document should have made adjustments to section 1 and provide an explanation for this delay.

⁵⁴ As mentioned both in UNEP PIRs of 2015 and 2016.

⁵⁵ Which was funded through co-financing by the Gambian government but is still far from finished (May 2023).

⁵⁶ Although stakeholders indicated that there won't be a budget in the coming years to use the training school.

- In 2018 the PSC estimated that the pilot sonde system (including weather balloons) and the Bansang Hydrological headquarters would be finished before the end of the year. The Pilot sonde system is not installed as of December 2023 (five years later) while the headquarters were only fully constructed in 2019 and handed over to the DWR in 2020. Furthermore, the headquarters already showed great deterioration upon visiting them in May 2023: the office building had no working electricity and staff housing compound had cracks in the ceiling, leading to leaks during the rainy season.
- Another example is the construction and installation of a call centre in the offices of the NDMA. While it was projected by the 2019 UNEP and UNDP work plan to be operational in 2019, it only became operational in 2020.
- Another example already mentioned above (see 5.2 Quality of project design) is the projection made for the approval of the Water Reform bill by the Gambian Assembly. As from the start of the project, this bill was at cabinet level, where it had to be approved before being discussed in parliament. Even though UNEP's PIR in 2018 stated that the approval by the Assembly was "*expected to be done soon*", it took until 2021 before it was presented to the cabinet. The cabinet ordered that the bill was redrafted as it was already seven years old. This exercise, including various stakeholders, was finished in April 2021 and the bill was resubmitted to the cabinet. UNEP's PIR of 2021 then states that "*indications are that this bill will reach the National Assembly for enactment before the end of this year*". Upon visiting Gambia in May 2023, the bill still had not passed the cabinet level.

177. These over-optimistic projections were made on several occasions and have caused harm to the project as progress made on other aspects will most likely end up in an environment which lacks the structure and resources to maintain them and keep them operational. As mentioned above, many factors delayed the work done under the process, especially procurement of equipment and construction materials coming from third world countries as well as the hiring of international consultants. However, these circumstances should have led to more realistic workplans, learning from experience. Such an evolution was however not observed over time.

5.6.4. STAKEHOLDER ENGAGEMENT

To what extent were effective partnerships for project implementation established with relevant stakeholders at different levels?

178. The project partnered with a good selection of relevant Gambian stakeholders which all had a specific function within the project.

179. Partnerships were established with a variety of Gambian organizations:

- The Gambian Radio and television Services (GRTS) partnered with the project with the objective to extend the coverage of their services and thereby enable more dissemination of climate information. Transmitter and broadcasting equipment were procured to extend the geographical coverage of GRTS. Translation of meteorological terms was also done to allow the weather forecast to be read in five (5) local languages (Wolof, Mandinka, Fula, Jola and Sarhule, besides English).
- The community radios in the pilot sites were provided with similar support on a smaller scale.
- The University of the Gambia enhanced their post graduate program with Meteorology and Hydrology disciplines. Furthermore, it partnered up with the University of Nairobi in this endeavour.
- The National Disaster Management Agency (NDMA) was involved as a partner as it is the main government institution to address climate risks and disasters. A protocol was drafted to specify

the roles and responsibilities of different actors involved in disaster response and a call center was built in the office of the NDMA. The NDMA has the Operational mandate for the call center.

- The Department of Parks and Wildlife was a smaller partner of the project and was supported with monitoring equipment to conduct a biodiversity baseline study. This study was also supported by the project, more specifically by hiring consultants.
- The National Environmental Agency (NEA) of the Gambia was a partner for the activities relating to the GIS platform. The NEA has expertise on GIS and, together with ARIA technologies, they hosted the training on GIS. The GIS platform was however never finalized so this partnership did not materialize.

180. Among the partners the absence of an NGO can be noted. Although the NGO 'Stay Green' was identified in the Project Document and showed its potential to participate as a partner the partnership was not created. Stay Green could have played a role in climate information dissemination as it works with 23 local (farming) communities and has expertise in translating local languages (and therefore could have played a major role proposed to in translating meteorological terms). However, during the early stages of project implementation it appeared that Stay Green did not have sufficient capacity to implement such activities.

To what extent were relevant stakeholders involved in the implementation and monitoring of the project (especially since MTR)?

181. Partners were strongly involved during implementation of the project. This involvement depended on the type of relation they had with the project team and DWR. Partners were less or not involved with monitoring or regarding sustainability aspects.

182. The relationship with partners can be divided into two categories: sustained partnerships and temporary partnerships. The partnership with the University of the Gambia and Department of Parks and Wildlife are characterized by their limitations in time. The project supported the renovation of a university building, flew in foreign professors and provided support during the years of training. However, near the end of the project the partnerships discontinued due to lack of funds. With the Department of Parks and Wildlife the partnership was even more limited in time: equipment was procured and delivered, and a baseline biodiversity study was funded, after which the partnership ended.

183. The partnership with GRTS and NDMA is one of a longer-term as the infrastructure support both received were then materialized in (extended) services which were delivered by the partners for the project. These services are respectively, weather forecasts (in local languages) by GRTS and community radios and the operation of a call centre by NDMA. DWR signed Memorandums of Understanding (MoUs) with both organizations to ensure a certain continuity of activities. In principle this distinction between continuous and finite partnerships is a valid choice to make. The partnership with the University of the Gambia was however prematurely ended, threatening sustainability of project results (see 5.8 Sustainability).

184. Partners were not involved in monitoring of the project results as they had no active role in the monitoring plan. The project team itself was fully responsible for this task (see Monitoring and Reporting).

To what extent did the project use local skills, experience and knowledge in the design, implementation and evaluation of project activities?

185. The dissemination of climate information at the local level was a fundamental part of the project and made use of existing (traditional) communicators because of which the project managed to incorporate local skills, experience and knowledge from the start. During the design, communities at the local level were engaged in two ways. At the initial stage, the project identified motivated communities willing to engage in climate information dissemination. The communities expressing such an interest

became candidates and, mostly based on their location, a selection of 14 pilot communities was made. Each of the communities was then contacted to share their needs with the project team (a thorough needs assessment was conducted). One of the outcomes of this process was the identification of mobility as a need, as a result the project provided each community with a motorcycle (to be used for climate information dissemination purposes).

186. During implementation, the local communities, including the Kanyaleng women groups, listened to weather forecasts in radio listening groups and further disseminated the information or messages to neighbouring communities. The Kanyaleng women also increased awareness by performing drama's related to climate change. Two local communities (Kerr Ardo and Jappineh) were also interviewed as part of the terminal review.

5.6.5. ADAPTIVE MANAGEMENT

How have key lessons learned from the project been incorporated during implementation?

187. The project did not incorporate lessons learned during implementation, with the exception of the efforts regarding the support for income-generating activities for communities. As the project included direct feedback channels from the local level and the PSC included a wide (but relevant) variety of stakeholders, information on lessons learned managed to reach the project team.

188. The information reaching the project team and PSC was not incorporated. Even though the UNEP PIR of 2019 states that an annual review of challenges will be conducted and annual workplans will be developed with more care, subsequent work plans remained overly optimistic and ambitious (see the examples mentioned in 5.6.3 Timeliness). The review does acknowledge the difficult circumstances which the project faced, especially regarding procurement of equipment abroad and hiring of international consultants, but more realistic planning could have been adopted, at least after several years.

189. Furthermore, the Mid-Term Review (MTR) included a recommendation to draft a contingency plan. It indicates that the key elements are maintenance of installations, insurance of installations, installation protection and training and capacity building. However, neither the implementing or executing agencies undertook efforts to develop such a plan and the process of continuity is absent in almost all of the key elements of the Project.

- Maintenance of installations: the maintenance team itself does not consist out of sufficient member (see 5.4.1 Delivery of outputs). Furthermore, stakeholders indicated the lack of resources to enable adequate maintenance. The best example of this situation is the newly built Bansang headquarters which is barely used and already shows deterioration. Sign of deterioration were also seen in the D-WR training school. The government of The Gambia did share to the project team that efforts are being made to allocate funds in subsequent years for the maintenance of these facilities and installations.
- Insurance of installation: no insurance agreements were made.
- Installation protection: installations visited were protected adequately.
- Training and capacity building: the initial idea of providing support for several students up to Master levels and providing support to DWR staff members to enable them to, respectively, be hired by the University of the Gambia to teach Meteorology classes (students) and teach WMO meteorology classes (staff members) was abandoned due to a lack of funding. After the MTR no plans regarding continuity of the training were made while, at that time, trainings were still ongoing.

190. The project team did react to feedback from the local level and set up an activity to teach pilot communities to create cooking stoves. Thereby, the communities could provide for their own needs and also sell such cooking stoves on local markets. This was however hindered by another project teaching other communities the same skill (see 5.2.4 Linkages with other projects).

5.6.6. COST-EFFECTIVENESS

To what extent have the outputs been achieved in a cost-effective manner?

191. The project can be regarded as cost-effective as it made use of existing structures and channels and also included a specific cost-effective measure regarding the organization of trainings. Overall, the project made use of existing government structures and communication channels: the DWR was strengthened within its existing functions, the GRTS and community radios were provided support to extend their current services and, at the local level as mentioned above, existing drama groups (Kanyaleng women) further disseminated climate information. Thereby, the project managed to target its fund and avoid the development of parallel structures and duplication of efforts.

192. Besides its general approach, the project also includes a specific cost-effective measure. The decision to fly in foreign professors to teach Gambian students instead of sending students abroad was a very cost-effective measure. This approach was used both for the organization of the post-graduate programme for which the project partnered with the University of Nairobi (Kenya), and for the WMO meteorologist trainings, for which the project partnered with the National Weather Forecasting and Climate Research Centre of Abuja (Nigeria). The approach is especially suitable when large groups of students are trained during a limited period of time, as follows:

- 35 students (23 male and 12 female) have completed the post-graduate program. Two batches were trained in a period of two years.
- 29 students (23 male and 6 female) have completed the class III meteorologist training. Two batches were trained in a period of two years.
- 8 students (7 male and 1 female) have completed class II meteorologist training. One batch was trained in a period of one year.⁵⁷

193. There are also some cost-effective measures which are debatable (call centre and regional headquarters). The cost-effective measure which was taken regarding the call centre was the search for government buildings currently not in use to host the call centre. The search did not deliver any results and in the end, it was chosen to construct another floor on the NDMA office to house the call centre. This decision was made based on cost-efficiency of operations: *"Since NDMA were to operate the call center, locating it within their office will help in operational efficiency"*. While the review team agrees with this reasoning, it does debate the necessity to construct an entire new floor to host a call centre of about ten persons which would fit in one room.⁵⁸ Furthermore, for the construction of a regional headquarter (adjacent to meteorological station) in Basse a cost assessment was carried out. It was decided to build a new office instead of renovating the old, existing one. The cost assessment was not shared with the review team. Another reason to construct the new headquarter was the fact that the existing buildings are also used by the Rural Water Supply and the PSC wanted to avoid future conflicts. The review team argues that agreements could have been sought to avoid such future conflicts.

⁵⁷ 35 (23 male and 12 female), 29 (23 male and 6 female) and 8 (7 male and 1 female). Previously 5 (4 male and 1 female) staff members had already completed level II training.

⁵⁸ The other part of the newly constructed floor is used by NDEMA for other operations.

5.6.7. GENDER AND HUMAN RIGHTS

To what extent did the project adhere to UN, UNEP and UNDP policies on human rights and gender?

194. The CCEWS phase II project aligns with the UN's Guiding Principles of Human Rights, Social Inclusion and Gender Equality, UNEP's policy guidance on Gender and Human Rights and UNDP's Gender equality strategy 2018 -2021. These Human Rights and Gender principles are supported by the EWS II Project in the following areas:

- The Women's Bureau, responsible for giving policy guidance and proposals to the Gambia Government on issues affecting vulnerable groups such as women and children, was a permanent member of the Project Steering Committee.
- Most of the Training Activities undertaken during Phase II of the Early Warning Project adhered to the 30% female representation rate:
 - o 35 students were trained under the post graduate program of which 12 were female (34%). It has to be noted that the project provided a monthly allowance of USD 250 for each student and, for each woman graduating, a laptop as additional incentive for female participation.
 - o 37 staff members completed WMO meteorology trainings (level II and III) of which only two were female (5%). This has to be understood against the background that the majority of staff working at the DWR are male.
 - o Twenty participants were selected per village making 280 for the 14 pilot sites. 45% of the trainees (126) were women.
- The Kanyaleng women (traditional female communicators, a Women Group in its entirety) were used to disseminate climate information and early warnings. The mobility of the women appeared to be a problem however: each pilot community received a motorcycle which women could not ride. Therefore, an emphasis was made to provide tricycles which women know how to use.
- The most adverse impacts of climate change are felt by women communities in selected Pilot sites (Kerr Ardo, Jappineh) but the benefits of this project have helped them a lot: as they work a lot on the fields, the information is very valuable to them in terms of scheduling farming activities.

Were gender-responsive measures implemented as planned?

195. The Project Document contains a limited number of gender-responsive measures (see Table 14) of which most were implemented.

Table 14: Gender-responsive measures

Proposed gender-responsive measures	Comment
Increase the number of female participants in trainings and capacity building workshops	The training for contact groups and community radios however often only allowed one participant per radio/community resulting in more men being sent to participate.
Establish sex-disaggregated targets	The targets regarding outcome 3 and 4, respectively on training and climate information dissemination were sex-disaggregated. The indicators at output level were not sex-

Proposed gender-responsive measures	Comment
	disaggregated and those relating to training should have been.
Identify high female participation in strategic Human Resources Development Plans	No evidence of implementation was found.
Attract female participation to hydro-meteorological school most notably in the Water Resources Training School, University of the Gambia and Extension Services certification	The number of female participants was encouraged in the post graduate degree program (see above). Training organized for DWR staff did encourage female participation but only few females work for DWR.
Engage the use of female MDFTs and extension staff in mobilising communities	Implemented.
Depend heavily on Kanyaleng women (traditional female communicators) to disseminate climate information and early warnings	Implemented.

5.6.8. COMMUNICATION

Was the knowledge management approach implemented as planned? How effective are communications in ensuring stakeholder awareness of the project and its approach?

196. The project was effective in its communication strategy at the local level while stakeholder pertaining to other levels were only aware of the aspects relating to their own involvement. A communication strategy was developed and integrated in the Project Document but it can be understood as a summary of component 4 of the project which is completely devoted to climate information dissemination and knowledge management.

197. Communication is one of the four components of this project and the project's structure led to effective and adequate engagement with the local communities. Therefore, the project used, as mentioned above, a combination of community radios, listener groups and the theatre experience and skills of the Kanyaleng women, in addition to mail, messaging and Whatsapp. The organization of a Training of trainers also contributed to information dissemination as participants were encouraged to further disseminate their knowledge in their local community or radio team. Furthermore, LED display boards were also placed at three busy crossroads in the capital Banjul on which weather forecasts were depicted, giving a lot of visibility to the project. At the time of the field mission only one out of three boards was functional, as one was temporarily removed because of road constructions and one was vandalised (with efforts being done to repair it). The project team aimed to have all three in operation before the rainy season, being the most important time for weather information in The Gambia.

198. The other stakeholders in the project (see 5.6.4 Stakeholder engagement) were aware of their engagement with the project but some did not have the full context. This was mostly notable regarding the GIS platform. Most government stakeholders which were interviewed during the field mission had no awareness or knowledge of its existence. This is striking as the GIS platform has as objective to be a *“portal for public and key stakeholder organizations in support of the dissemination of hazard maps and associated information”* (UNEP PIR 2022) and therefore was supposed to be used by a wide range of stakeholders. More communication efforts are needed if the platform would be finished. The project team confirmed that at the moment of the review only DWR and NDMA had access to the platform.

Are there effective external communication mechanisms in place?

199. The project also managed to communicate with project outsiders through various ways:

- Publication of two articles on UNEP's website giving visibility to the project. The articles are titled '[Weathering the uncertainties of climate change in The Gambia](#)' and '[Sowing hope in The Gambia](#)'.
- The inauguration of the hydrological headquarter in Bansang was done by the president of The Gambia. The [inauguration video](#) was posted online and the fact the president participated to the inauguration led to a lot of (media) attention in Gambia itself.

5.6.9. ENVIRONMENTAL AND SOCIAL SAFEGUARDS

Was the project in compliance with UNEP's ESS requirements? Was the Safeguard plan consistent with the project outputs/outcomes and risks identified?

200. The project has taken several measures to be in compliance with UNEP's ESS requirements. More specifically, an ESS assessment was done and summarized in the project document. The following measures were taken to ensure compliance with the ESS Safeguard Standards of UNEP:

- By using existing community structures the project avoided creating new power dynamics, or parallel systems. The project worked with established contact groups consisting of the village heads, the traditional women Kanyaleng groups, the elders, the farmers/fishermen and the youth to ensure that existing structures are respected and consulted. On average the contact groups are made up of 10-14 people reflecting diverse interests. Including such diverse voices builds social safeguards to avoid exclusion and preferential treatment. Furthermore it has to be noted that the project sites have been determined by Regional Governors with active participation from the villages (UNEP's Safeguard Standard 4: Community health, safety and security and Safeguard Standard 5: Cultural heritage).
- By enhancing access to information, access to knowledge and skills the project will increase local resilience. At the local level, the community members have consistently received information on climate change is, how it impacts them, what they can expect, and how they should react to it (UNEP's Safeguard Standard 2: Climate change and disaster risks).

201. Climate monitoring equipment and any infrastructure to host such equipment were mostly installed on sites of previous weather monitoring stations, or on land that has already been determined for this purpose. It was also determined that no new significant land clearing will take place for the installation of hydrological or climate monitoring equipment and during the field mission no such clearing was observed. A prominent (potential) breach of those rules was the choice to not renovate the old regional headquarter adjacent to the weather station (in Basse) but built an entirely new one. Although the buildings built were relatively small this choice seems rather contrary to UNEP's Safeguard Standards (UNEP's Safeguard Standard 3: Pollution prevention and resource efficiency).

5.7. MONITORING AND REPORTING

5.7.1. MONITORING DESIGN AND MONITORING OF PROJECT IMPLEMENTATION

Was the monitoring plan operational and effective to track results and progress towards objectives?

202. The Project Document elaborates on a monitoring plan for which it identified six pillars. Of the six pillars only the third and fourth pillar were not or partially executed. A budget of USD 112 000 was planned to execute the monitoring and evaluation plan which is 1,4% of the total budget. This is assessed as low, with the nuance that not all monitoring activities had an indicative cost meaning the real budget was in fact higher.

203. The pillars of the monitoring plan are:

1. To hire a monitoring and reporting officer.
2. The results framework with an indicator, baseline and target for each output, outcome and for the project objective. An inception workshop was held to discuss the results framework with all relevant stakeholders.
3. The project team would visit the project sites based on an agreed schedule to assess first hand the progress.
4. The implementing agencies (UNEP and UNDP) to develop a project supervision plan to elaborate on their planned adaptive management approach.
5. Yearly audits will be conducted by an independent third party.
6. A mid-term review and terminal review will be conducted by an independent third party.

204. The project hired a monitoring and reporting officer however neither the MTR or terminal review managed to interview the person. This constitutes a lack in the MTR and terminal review as the results framework and monitoring plan could not be discussed in-depth. The review team analyzed the results framework. In general, it is assessed as very adequate though some remarks have to be made both regarding its design and implementation. In general, the design was assessed as adequate except for one indicator at outcome level and one indicator at output level which were not assessed as SMART (see 5.2.1 Logical framework and results framework). The indicators are the indicators for output 4.2 and one of the indicators of outcome 1.

205. Furthermore, more important remarks have to be made regarding the implementation of the plan and the end-of-project assessment of the results framework:

- Many indicators were based on the difference in results between a mid-term survey and end-of-project survey. Only one survey was conducted, making a comparison impossible. Furthermore, one of the indicators (of output 2.1) had a target in which the increase of coverage of hydrological stations should be used however no baseline was defined.
- On an objective level the indicator was defined using the 'standardised capacity assessment scorecard'. Some explanation was provided regarding this method (see 5.2.1 Logical framework and results framework). However, no justification for baseline scores and end of target scores were mentioned. Therefore, it is hard to value the reported capacity scores as the context of the scores is lacking.

206. The fact that the budget for the monitoring plan is low might have contributed to the gaps in the implementation of the plan itself, of which the end-of-project survey is the exponent.

207. The monitoring plan was executed as planned regarding the yearly audits and independent MTR and terminal review. Yearly audits on project management and reporting were carried out between 2015 - 2022. The MTR was conducted in 2019 and the terminal review in 2023. The project team also carried out multiple visits over the lifetime of the project. However, no plan was defined as mentioned in the Project Document and annual workplans did not detail which visits would be carried out at what moments. Visits were rather done on an ad-hoc basis. A similar issue concerns the supervision of the implementing agencies: no supervision plan was drafted and therefore the statement to adopt an adaptive management approach remained meaningless.

5.7.2. PROJECT REPORTING

Did the project comply with the progress documentation and monitoring reporting requirements/ schedule, including quality and timeliness of reports?

208. The project did not comply with its reporting requirements failing to provide qualitative reports on time. On several occasions the project did not manage to deliver its reports and did not respect the deadlines. These occasions can be summarized as follows:

- All management letters (from the third party audits) carried out between 2017 - 2020 report a failure to submit the financial statements on time. The management letter of 2021 does report that the recommendations of the third party auditor were implemented.
- The project steering committee minutes were not produced for each PSC meeting, more specifically one of the meeting minutes lacks for 2015, leading to reporting gaps (see 5.6.2 Quality of project management).
- Out of the two planned surveys only one survey was conducted because of which many indicators are hard or impossible to measure (see section above).
- For each year a PIR was developed, however no quarterly progress reports (required under the monitoring plan) were shared with the review team.
- The inception workshop minutes were not shared with the review team either: as the PMU was not in place during the inception phase no report was produced. These minutes should have further detailed the monitoring plan. It is not possible to assess the extent to which this was done.

209. The quality of reporting was also substandard. Progress Implementation Reports (PIRs) did not provide a lot of detail on the yearly progress made. There was no consistent reporting on output indicators and progress was only described in general terms, often lacking (crucial) details. Examples of such gaps is the reporting on the issues experienced in the construction of the Bansang headquarters, the headquarters for the meteorological services (funded by the Gambian government), the call centre, the training school (which was severely damaged by a storm) and teaching facility used for the post graduate program. Another example is the fact that the UNDP PIRs 2019 and 2020 (pre-Covid period) copy-pasted the information on the progress made while details should be provided in case items listed in 2019 as 'near completed' were still not completed (e.g. Bansang hydrological headquarters).

5.8. SUSTAINABILITY

5.8.1. EXIT STRATEGY

How effective were the exit strategies and approaches to phase out assistance provided by the project?

Existence and quality of an exit strategy

210. The project document included an exit or sustainability strategy (section 3.10 on Sustainability, pp. 101-103). The Prodoc claimed that project design “examined closely... the issues that have prevented the development of an effective EWS in The Gambia” and “address(es) any such issues that may threaten the sustainability of the project after completion”⁵⁹. The Prodoc states that “the project is designed to support the development of an early warning system that can be self-sustaining, establish cost-recovery mechanisms, and have buy-in from various levels of government and communities long after the project has been completed”⁶⁰.

211. In particular, the Prodoc mentions that the sustainability of project results would be achieved due to the following:

1. Close alignment and coordination of the project outcomes with national efforts to promote developmental goals and priorities.
2. The project addressing crucial hazards which threaten economic activity, livelihoods, social and physical infrastructure as well as The Gambia’s environment.
3. Project activities, in particular regarding components 1 and 2, being designed to promote cost recovery, comprising the development of a business plan for long-term financing for new services. The Prodoc argues that multiple stakeholders (i.e. civil aviation, port authorities, energy companies, telecommunications, tourist and construction companies) would be interested in making additional funds available for specific interventions.
4. Inclusion of sound economic considerations (i.e. cost-benefit analyses and cost-recovery plans) in all decision-making, not to depend on the changing donor climate.
5. Engagement of stakeholders (ministries, subnational authorities, private sector; end users) in planning, design (and implementation), which maximizes the prospects of stakeholders to adopt interventions beyond the duration of the project
6. Fostering of national capacity through training of key staff and extension workers on weather and climate, the maintenance and repair of equipment, technology and infrastructure, and the dissemination of EWS information, and the design of a curricula with the University of the Gambia that would “generate hydro- meteorological students that will meet long-term needs of the country”⁶¹.
7. (Existence of) improved hydro-meteorological information.

⁵⁹ Prodoc, p. 101.

⁶⁰ Ibidem.

⁶¹ Prodoc, p. 102.

212. Moreover, although not mentioned in that section, the Prodoc proposed the creation of a maintenance and repair unit within the Met service, the provision of on-the-job training and the acquisition of spare parts for the equipment. It also includes the development of a recruitment and retention strategy. The sustainability strategy mentions the establishment of a new hydrometeorological institution but does not consider it a key element for the sustainability of project results. Indeed, it argues that delays in the establishment of this agency would not negatively affect the sustainability of project results, the only difference being that services would be provided under the umbrella of the DWR⁶².

213. The quality of the sustainability strategy included in the Prodoc is mixed. It rightly points to the relevance of the services provided and the alignment with national priorities. Likewise, it considers the development of a business plan, the design of a curricula that could generate skilled staff, training on maintenance and repair of equipment, the acquisition of spare parts, the retention strategy, and the engagement of stakeholders. However, some of the measures seem short. The development of a business plan is arguably not sufficient to raise additional funding, and requires not only its formal adoption, but its proactive and even aggressive implementation, including engagement with key stakeholders (e.g. telecommunications, civil aviation airlines, ports) to set up MoUs where they would pay for the services provided. Furthermore, as explained below, the establishment of an agency is not a minor element. While the approval of the bill is beyond the immediate control of the project, targeted advocacy efforts could have been considered. Moreover, a strategy for training refreshments and for new trainees (a training plan) could have been envisioned for practitioners, beyond the work with university students. Similarly, engagement of stakeholders seems inadequate for the adoption of practices. Finally, some of the seven pillars of sustainability identified in the Prodoc (i.e. hydrometeorological information would improve) are assumptions about project results rather than sustainability strategies.

Level of implementation of the exit strategy

214. Most of the measures identified in the sustainability strategy were implemented: the relevance of the project was maintained, a business plan was developed, training was provided, a curriculum was designed with the University of the Gambia and some students were trained. However, the business plan was not detailed enough, has not been formally approved, the project did not actively implement it and interest from the stakeholders mentioned in the prodoc to make additional funds available has not been observed; the inclusion of sound economic considerations in decision making is unclear; and the engagement of stakeholders regarding sustainability issues has been limited. Regarding training, follow ups have not been provided, and as discussed below, the training centre is underutilized.

215. In any case, the strategy in the Prodoc does not seem to have explicitly guided the sustainability efforts of the project team. The 2019 PIR mentions that a Sustainability Plan as well as an Operations and Maintenance Plan needed to be put in place for equipment installed and to ensure that the skills and capacity built through the project remains available to the National Meteorological Services. Interviewees do not seem to be familiar with the sustainability strategy, nor key parts of it, such as the business plan. Except for the Meteorology Personnel of DWR and the radios, interviews suggest they were not engaged in the identification of sustainability challenges and the identification and implementation corresponding mitigation measures. The mid-term review also recommended the

⁶² In particular, it claims that “the government is engaged in the political processes in establishing a new hydrometeorological institution which involves engagement at the highest levels of government, and requires commitments of infrastructure, transportation and construction. The project has been designed in such a way however that if there are any delays in the establishment of the new agency, whether political or otherwise, the project activities will still be relevant to NHMS, will still boost the skills, capacities and resources of current meteorological staff, and will still go on with the only difference that this will occur under the umbrella of DWR”. Prodoc, p. 101.

preparation of a contingency plan to address the issues of continuity, including the maintenance, protection and insure of installations, and training and capacity building.

216. During implementation additional sustainability measures were identified and carried out. While the 2019 MTR considered the sustainability of project results as likely, with no major economic, financial, social, political, legal, institutional or governance risks⁶³, which is surprising, concerns were reported in the 2021 PIR. The main not initially foreseen sustainability measure was the design of a GCF project. In particular, this consisted of the development, still ongoing, of a GCF concept note for the third phase of the Early Warning Systems, for which UNEP would be implementing agency⁶⁴. The proposed duration is 5 years. The first draft of the concept note does not yet include an indicative budget. In addition, following recommendations in 2021, the NDMA was engaged so that the operations costs of the Call Center would be part of their budget, which was confirmed as a management response in one of the audit reports. Moreover, a training component was added to the 2020-2029 recruitment and retention strategy. Conversely, the project steering committee recommended DWR in 2019 and 2020 to create a budget line for the upkeep of the training school to mitigate against it returning back to the original state, but no efforts in that front seem to have been made.

217. The section below provides details on the likely sustainability of the project's various types of results and the hindering and enabling elements explaining this in view of the quality of the sustainability strategy designed at project design and its level of implementation, the identification and implementation of additional sustainability measures and the context as of May 2023.

5.8.2. FACTORS INHIBITING AND ENABLING SUSTAINABILITY OF PROJECT BENEFITS

⁶³ "Given the push for creating semi-autonomous EWS agencies in the country and the willingness of various government officer in the supporting the EWS, it is the MTR Consultant opinion that the project does not face a greater likelihood of lack of financial and economic resources once the GEF assistance ends"... "There are no major social or political risks identified during the MTR that may jeopardize sustainability of project outcomes"... "there are no legal frameworks, policies, governance structures and processes that significantly pose risks that may jeopardize continuity of the project's benefits". MTR, pp. 76-77.

⁶⁴ The expected outcomes are •Facilitate a paradigm shift to evidence-based planning and early action for climate resilience through accurate, timely and actionable climate information, impact-based forecasting and people-centred EWS. •Strengthen delivery and legislation for integrated climate information and multi-hazard early warning services through enhanced inter institutional coordination and collaboration and the development of a National Framework for Climate Services (NFCS) (based on the Global Framework for Climate Services (GFCS)) to improve use of climate information and facilitate provision of best practice climate services. •Strengthen observations, monitoring, analysis and forecasting of weather, water, and climate through the upgrading of the national Forecasting Office and upgrades to the hydrometeorological observation network in The Gambia to ensure compliance with the internationally approved Global Basic Observing Network (GBON) standard. This will facilitate timely warning of climate risks and hazards that enable vulnerable communities to take early action. •Establish climate services for health as a critical priority to address increasing climate-related health risks. •Establish innovative Impact-based forecasting and Forecast-based Financing (FbF) approaches to facilitate climate-resilient early action as a means of enhancing preparedness and ensuring sustainable funding for pre-planned disaster risk management actions, as well as minimising loss and damage caused by climate-related hazards. •Improve dissemination and communication of risk information and early warning through the development of end-to-end people-centred EWS that are targeted to the differential vulnerabilities of specific population groups (for example, through the development of gender responsive communication strategies) to ensure that early warning messages reach the last mile. And •Build climate risk management capacities at all levels (from national government services to communities at the last mile) to prepare for and manage climate risks and hazards, and related health impacts.

Are the actions and results from project interventions likely to be sustained?

218. Overall, the sustainability of most projects results seems unlikely.

219. The sustainability of the equipment and technology provided by the project is unlikely. As of May 2023, some of the equipment (i.e. the water salinity measurement equipment) had already become malfunctional. One of the three LED display boards that were placed at busy crossroads in the capital Banjul, at the time of the field mission only one was functional. While the project rightly trained staff to maintain and repair observation equipment and associated computer hardware, vandalism is still a risk, and while observation equipment has been protected, no insurance arrangements have been made. Moreover, as recognized in the project's final report, the late delivery of equipment "limits the ability of the project to detect and address any performance issues". For instance, the construction of shelters for the hydrogen generation and equipment for upper air balloon measurements were only completed in the second half of 2023, and training of staff is yet to commence. While Government Partners are expected to manage this after the project, the operational sustainability should have been assured during the life of the project". Furthermore, while some equipment is there, there are no means to use it (i.e. boats in Bansang, which are important to test the water quality of the Gambia river, are not used due to shortage of fuel). It is also worth noting that some equipment is just stored and has not been used. Furthermore, the maintenance and repair unit is understaffed, and lack of resources hinders adequate maintenance.

220. The same applies to the buildings constructed with the support of the project. As noted, the construction of the future HQ of the NMS agency has not been completed (see Figure 11). In Bansang one of the four buildings of the hydrological center⁶⁵ (i.e. the building for junior staff), which was completed in 2019, is leaking. Another building (i.e. the office building) is empty because electricity is not working. Moreover, internet availability is a problem, so data is collected manually and transferred by vehicle to Banjul. The buildings are underutilized: they could house and employ around 20 people, possibly more, but currently there are only four staff. Signs of deterioration were also seen in the DWR training school. Similarly, in the Call centre some of the phonelines installed have been disconnected by the telephone service provider due to unsettled arrears. Furthermore, as the NMS agency building has not been completed, but its equipment must be procured within the project timeline, it will be stored in the training school, which will be no longer available for its original purpose.

⁶⁵ The headquarter complex consists of two staff housing blocks (junior and senior staff), one office room and one conference hall.

Figure 12: Bansang hydrological headquarters (left: senior staff block, right: junior staff block)



221. In terms of capacity, while some key elements will be retained, some skills may be lost if they are not regularly applied and refreshment sessions are not provided. Despite the existence of a training strategy, the Yundum Training School does not seem active, either to provide refreshment sessions, upgrades or train new people. This school undergoes dormant periods of no-learning activity. During the visit of the review team, the fully equipped classroom was empty. The continuity of university education does not seem likely.⁶⁶ There were only two years of postgraduate program. Students finishing it were not hired by DWR, or the agency that was to be established. Indeed, as noted above, despite the development of a retention strategy, capacity building results have in some cases resulted in high staff attrition rates for the institutions that the project sought to support, as trainees have pursued other, more lucrative opportunities and have not returned to the institution.

222. Regarding the GIS data repository and Early Warning System platform, not only it only made it to the beta stage, but while it is operational and is available online (credentials required), its content has lost relevance. While a few historical datasets (well logs, river gauge data, etc.) and static projections of climatic variables at future time horizons are available, the real-time wind, temperature and precipitation forecasts which were key components of the EWS are no longer available, as funding to keep these aspects running daily on the servers of the contractor was never secured by the Gambian government. Interviews also mention that data collection is hindered by a poor internet service. Similarly, there is evidence of data back logs ranging from 2022 onwards, still waiting to be disseminated. While for some time farmers received valuable seasonal data on salinity levels to schedule their rice planting seasons, this data is now unavailable.

223. The sustainability of complementary results is also not likely. Interview in the Kerr Ardo pilot site indicate that while beneficiaries trained in cooking stove making managed to sell some cooking stoves at the market, they can no longer do it, as other villages around them also received support and got cooking stoves, so there is no demand for the cooking stoves they produce. They requested for funding for alternative activities such as Market Gardening for socioeconomic development.

What are the key factors that enable or hinder the achievement of sustainability of project results?

⁶⁶ Even though it has to be noted that the PMU informed the review team of consultations taking place with WMO to introduce a Bachelors degree program in Hydrology and Meteorology at the University of The Gambia.

224. The picture above is the result of the combination of enabling and hindering factors. The relevance of meteorological services and their alignment with national priorities contributes to the sustainability of project results. There is an overall interest to keep them going. The existence of a business plan, and some technical capacity, including for maintenance and repair, and some spare parts, are also enabling factors.

225. However, the sustainability of project results is beset by severe hindering factors, which overall outweigh the enabling ones.

226. The most crucial hindering factor is financial, from two point of views. The first angle is legal, and political. As a government entity, presently, the NHMS cannot charge for services and all forecasts and warnings provided are free of charge. The 2021 PIR mentions that this is not only causing serious financial constraints on the NHMS but would also affect the sustainability of the results of the project, including the maintenance of the telecommunication equipment installed⁶⁷. For the provision of meteorological services to be financially sustainable, NHMS needs to be entitled to charge for services. This requires a regulatory reform, which needs political buy-in. A bill that would convert the NHMS into a semi-autonomous agency that can enter into contracts to charge the private sector for services they provide has been around for some time. However, political changes and personal interests refrain its approval. The frequent changes of ministers, Permanent Secretaries and other decision-makers has appeared detrimental for the approval process of the bill. Moreover, interviews during the review mentioned that the proposed bill indicates the qualifications for the positions to be established at the head of the new agencies (Meteorological Agency and Hydrological Agency), which some well-positioned politicians do not appear to meet. Therefore, decision makers cannot head any of the two agencies and have no interest in pushing the bill.

227. The former assumes that once legally entitled to charge for its services, NHMS would be able to actually charge for them, which in turn assumes i) there is demand and ii) end-users are able and willing to pay for services. This is not certain. Most of the users of hydro-meteorological information and early warning services are public institutions that have limited own resources and depend on transfers from Treasury, which has limited financial resources and faces strong competition between sectors. Most public institutions may need these services but cannot afford them. There is demand but limited or very limited capacity to pay the services. Although growing, private sector is scarce and weak in the country. Most farmers cannot afford to pay for weather and climate services. Moreover, there is resistance to change, in terms of the hesitance of stakeholders that use or could use hydro-meteorological services, such as civil aviation, ports, telecommunications, or the media, to pay for services for which they have never paid for before, even if they had the financial resources to pay for them. It thus seems difficult that the Meteorological Agency can become an income generating, self-sustaining organization, at least in the short to medium term. Transfers from the GoTG do not seem likely either, given that, as mentioned above, the GoTG has a reduced budget and there is strong competition between sectors, with meteorology being less of a priority than other sectors. Indeed, during the project timeline the GoTG failed to provide planned co-finance (it only provided 25% of it).

228. Some key informants argue that, without significant external funding, “within the next 5 years the whole meteorological division will collapse”. The final report of the project recognizes that the financial sustainability of the provision of meteorological services, in principle through the transition to the Gambia National Meteorological Services to a Meteorological Agency, “is still behind, and may not be achieved in the short term”⁶⁸.

⁶⁷ PIR 2021, p. 7.

⁶⁸ UNEP PIR 2019.

229. The hope here is the GCF funding, but this can easily take 2-3 years to materialize, if the project gets to be approved. There is some probability that these follow up investments arrive too late, when the goods and services of the second phase are no more. For a second phase of a project, covering in total 12 years (4.5 years for phase I (2011-2015) and 7.5 years for phase II (2015-2022)), this is not great, even if arguably the project works in an LDC and seeks to address serious barriers. This is particularly the case when one of the expected outcomes of the project was precisely the financial sustainability of the provision of meteorological services. The linking of external funded projects does not seem to be a sound sustainability strategy.

230. Less importantly, it is also worth noting that the project mostly worked with community radios for disseminating weather and climate information. However, according to interviewees, the number of radio listeners is reducing due to the increased use of television, there are no television studios in the regions for community radios to become community TV channels, and the sources of income of community radios (advertisement and panel shows) are reducing, negatively affecting the financial sustainability of these radio stations, and thus their ability to disseminate weather and climate information. The project rightly worked with the GRTS, which will likely continue to disseminate this type of information.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1. CONCLUSIONS

Overall assessment

231. The CCEWS phase II project has made a significant contribution to the Gambia's hydrological and meteorological observation network through the construction of (automated) weather stations and the provision of equipment (see paragraph 123). The choice to strengthen already existing structures and channels can be regarded as a sound and cost-effective intervention model (see paragraph 191). Furthermore, by replacing equipment using mercury with conventional ones, the project also managed to support The Gambia to comply with its obligations under the Minamata Convention on Mercury.

232. Besides the observation network itself, the project also managed to increase awareness and knowledge on climate change and early warning systems. In addition, it strongly contributed to enhance information dissemination of weather forecasts and early warnings by:

- Strengthening and expanding the state broadcaster (GRTS) as well as the community radio broadcast network (see also paragraph 126). For instance, equipment including antennas were provided to expand the broadcast network and equipment such as solar panels, recorders and computers were provided to allow community radios to develop radio programs related to the weather and climate. The project also enabled end users to provide feedback on the climate information and early warning messages received.
- Establishing a call centre that is active during climate related emergencies, helps providing support to those affected and acts as a coordination hub.
- Stimulating the uptake by the Gambian population through the installation of LED display boards to show the weather forecast, the provision of radios and phones to communities to enable them to listen and react to radio programs, translation of meteorological terms to local languages and support to the Kanyaleng women groups which took up the task to disseminate weather information to communities not able or aware of the radio programs.

233. Regarding capacity building and training, the CCEWS project managed, to a certain extent, to organize various trainings, targeting staff of the hydro-meteorological services but also various other stakeholder and actors (see paragraphs 109 and 110). These trainings caused the Gambian capacities to produce climate information and disseminate it to increase substantially, the capacities to package climate information to increase or to remain the same and the capacity of the government and legislative framework to use packaged and disseminated climate information to remain the same or decrease (see paragraph 128). At the community level behavioral change caused by the uptake of climate information was observed such as change in planting behavior and fire prevention measures (see paragraph 132). The project also initiated fruitful working relationships between the University of the Gambia and the University of Nairobi. On the other hand, the hydro-meteorological services still face a lack of skilled personnel, both for regular staff as for technicians, mainly due to the inability of the hydro-meteorological services to hire skilled personnel (see paragraphs 124 and 125).

234. Besides not achieving the critical mass of trained staff and technicians, the hydro-meteorological services also face many operational challenges caused by dysfunctional infrastructure or equipment and maintenance issues. These are not only caused by the lack of human resources already mentioned, but also by a lack of financial resources. The project had set (too) optimistic objectives to support an institutional reform of the hydro-meteorological services through the approval of the Water Reform bill.

This bill has as objective to create legal and financially autonomous meteorological and hydrological services allowing to tackle better certain financial and institutional issues and its approval was included as an assumption in the project's ToC. However, the project could not overcome barriers such as the lack of political will for structural changes and barely any progress regarding the reform was made (see paragraphs 120-122 and 130-131). The project design did not contain any mitigating measures or a scenario B in case of non-approval of the bill (see paragraph 94). The non-approval of the bill means little to no reform of the meteorological services in The Gambia because of which, in the worst case, several project results might not be beneficial for The Gambia as they end up in an environment which cannot sustain them. Examples are investments in the 9 automated weather stations (see paragraph 134) while the hydro-meteorological services are unable to pay for the mobile data required to transmit the measurement data to the headquarters and spending done on construction works of the meteorological headquarters which remain unfinished and slowly deteriorate. In general, the unsupportive Gambian environment also jeopardized the sustainability strategy that was developed for the project.

235. A root cause of project results ending up in an environment unable to sustain them can be located at the project design phase. While the logical framework of the project included the whole early warning and weather forecast 'supply chain', resulting in a comprehensive plan of action, the comprehensiveness of the framework also made the proposed plan unrealistic within the available budget and timeline. Other reasons include an underestimation of the implementation risks and absence of mitigation measures developed regarding the risks identified, especially regarding the approval of the bill (see paragraph 94). In addition, there were external factors, such as the political impasse in The Gambia and the Covid-19 pandemic, both hindering project implementation, as well as limited adaptive management (see paragraphs 188 and 189), limited coordination with other interventions (see paragraphs 72-76), unclarity on the composition and functions of the MDT, and poor attention to sustainability of project results during project implementation (see paragraphs 214 and 226-227). The lack of follow-up from the previous phase was also an important caveat. The fact that hydrological and meteorological services are deemed as important and beneficial by the Gambian population do provide some hold for the project results.

Strategic Review Questions

236. The following paragraphs provide a summary response to the questions required for the GEF Portal as mentioned in the ToR of this review. It has to be noted that the ToR did not include any strategic questions (see Annex 7: Terms of Reference of the Final evaluation).

237. *What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR?* The engagement of stakeholders can be divided into two categories: sustained partnerships and temporary partnerships. The partnership with the University of the Gambia, the NEA and Department of Parks and Wildlife are characterized by their limitations in time. The partnerships with these three stakeholders were ended before the project itself ended due to a lack of funding. On the other hand, the partnership with GRTS and NDMA were longer-term engagements as the infrastructure support both received had then materialized in (extended) services which were delivered by the partners for the project. These services are respectively, weather forecasts (in local languages) by GRTS and community radios and the operation of a call centre by NDMA. DWR signed Memorandums of Understanding (MoUs) with both organizations to ensure a certain continuity of activities. In principle this distinction between continuous and finite partnerships is a valid choice to make and in the CCEWS project led to a decrease in stakeholder engagements after the MTR. It should be noted however that the partnership with the University of the Gambia was prematurely ended (see paragraph 221) and the partnership with NEA on the GIS platform was never materialized (see paragraph 179).

238. *What were the completed gender-responsive measures and, if applicable, actual gender result areas?* The projected Document contained a limited number of gender-responsive measures of which most were implemented. As a start, the Women's Bureau was a permanent member of the Project Steering Committee, ensuring women and vulnerable groups were taken into account in the decision-making. The CCEWS project also managed to engage female MDFTs and extension staff to mobilize communities and depended on and supported the Kanyaleng women (traditional female communicators) to disseminate climate information and early warnings. Furthermore, the post graduate program, the trainings for contact groups and communities as well as the trainings for DWR staff encouraged women to participate. A financial incentive for women participating in the post graduate program was present as well (see paragraph 194), and for the trainings of contact groups and communities high numbers of participants per groups/communities were supported. This most likely stimulated the strong female participation rates in both cases, respectively 34% and 45%. On the other hand, female participation was lower at the trainings for DWR staff which is attributed to the fact that the DWR staff are mainly men. Overall, the objective of disseminating forecasts and early warnings also benefited women who are mostly active in small-scale agricultural activities

239. *What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval?* To ensure compliance with the ESS Safeguard Standards of UNEP three main ESS measures were implemented. Firstly, the project used existing community structures to avoid creating new power dynamics, or parallel systems within the communities. The project worked with established contact groups consisting of the village heads, the traditional women Kanyaleng groups, the elders, the farmers/fishermen and the youth to ensure that existing structures are respected and consulted. On average the contact groups are made up of 10-14 people reflecting diverse interests which allowed to include diverse voices and avoid exclusion and preferential treatment. Secondly, by enhancing access to information, knowledge and skills the project has increased local resilience. At the local level, the community members have consistently received information on climate change, climate trends and their potential risks and impacts as well as on appropriate adaptation measures. Thirdly, climate monitoring equipment and any infrastructure to host such equipment were mostly installed on sites of previous weather monitoring stations, or on land that has already been determined for this purpose. It was also determined that no new significant land clearing will take place for the installation of hydrological or climate monitoring equipment and during the field mission no such clearing was observed.

240. *What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions?* The project was very effective in its communication strategy at the local level through an effective and adequate engagement with the local communities. Therefore, the project used a combination of the state broadcaster (GRTS), community radios, listener groups and the Kanyaleng women, in addition to mail, messaging and WhatsApp. The organization of a Training of trainers also contributed to information dissemination as participants were encouraged to further disseminate their knowledge in their local community or radio team, as did the translation of meteorological terms, making the information more accessible. Furthermore, communication on the project was also enhanced by the fact that the inauguration of the hydrological headquarter in Bansang was done by the president of The Gambia itself, leading to a lot of media attention.

241. The project was less successful in developing knowledge platforms, namely its efforts to develop a functional GIS platform. Most government stakeholders have no awareness or knowledge of its existence. This is striking as the GIS platform had the objective to be the knowledge platform for a very wide range of public stakeholders on the dissemination of hazard maps and associated information. The poor results are most probably caused by the general excessive ambition of the project, leaving too

little time and budget for the platform. The same reason also led to a partial implementation of the planned consecutive university degrees and the training scheme for the DWR staff. In both cases the original objective was to organize degrees and trainings up to the level that the participating students and staff could become professors and lecturers and continue the trainings, once hired, even after the project had ended. As already mentioned, this appeared to be too ambitious given the timeline and budget. Weak monitoring (e.g. no baseline, no end-of-the project survey) negatively affected the identification and documentation of lessons learned and good practices, although direct communication channels with local communities and the PSC allowed the identification and integration of some lessons during implementation.

6.2. SUMMARY OF PROJECT FINDINGS AND RATINGS

242. The table below provides a summary of the finding discussed in section 5 Review Findings. This overall rating has been calculated using UNEPs Weighted Ratings Table. The overall rating is 'Moderately Satisfactory'.

UNEP Evaluation Office Validation of Performance Ratings:

The UNEP Evaluation Office formally quality assesses (see Annex VIII) management led Terminal Review reports and validates the performance ratings therein by ensuring that the performance judgments made are consistent with evidence presented in the Review report and in-line with the performance standards set out for independent evaluations.

The Evaluation Office assesses a Terminal Review report in the same way as it assesses the initial draft of a Terminal Evaluation report. It applies the following assumptions in its validation process:

- That what is being assessed is the contents of the report and the extent to which it makes a consistent and justifiable case for the performance ratings it records.
- That the consultant has, within the report, presented all the evidence that was made available to them.
- That the Review has been based on a robust Theory of Change, reconstructed where necessary, which reflects UNEP's definitions at all levels of results.
- That the project team and key stakeholders have already reviewed a draft version of the report and provided substantive comments and made factual corrections to the Review Consultant, who has responded to them. The Evaluation Office assumes, therefore, that it has received the Final (revised) version of the report.

In this instance the Evaluation Office finds that all but one rating awarded is validated and confirms the overall project performance rating at the '**Moderately Satisfactory**' level. The rating for Efficiency is found to be generous and the project was implemented in the **Moderately Unsatisfactory** level due to the three no cost extensions and the lengthy additional duration, in part affected by COVID-19. The quality of the report is assessed at the '**Satisfactory**' level.

Table 15: Summary of project findings and ratings

Criterion	Rating	Comments
Strategic Relevance	Satisfactory	Answering priorities defined at all levels, the project was highly relevant. Coherence was limited, with room for further coordination with other initiatives.
1. Alignment with global priorities	Highly Satisfactory	Strong alignment with priorities of Paris Agreement, the Agenda 2030 and COP27.
2. Alignment with GEF/LDCF priorities	Highly Satisfactory	Project objectives directly aligned with main GEF priorities as mentioned in its Strategies on Adaptation to Climate Change for the LDCF.
3. Alignment with UNEP and UNDP strategic priorities	Highly Satisfactory	Very much aligned to the different UNEP MTS and UNDP's Strategic Plans, which pay much attention to support for foresight systems and early warning systems.
4. Alignment with national priorities and needs regarding adaptation planning, climate change and sustainable development	Highly Satisfactory	Strong alignment with Gambian Strategy for 2050 and NAPA, as well as other important policies which identify early warning and risk management systems as obvious and efficient contributors for climate change adaptation.
5. Complementarity and coherence with other interventions	Moderately Unsatisfactory	The project was very complementary to other ongoing initiatives, but coordination was limited, affecting coherence.
Quality of Project Design	Moderately Satisfactory	A comprehensive design addressed the whole climate service chain. However, the overly ambitious approach also had its drawbacks.
Nature of External Context	Unfavourable	The political impasse and covid-19 pandemic hindered the project.
Effectiveness	Moderately Satisfactory	The project managed to strengthen the human and technical capacities of the Gambian climate services although structural progress is most likely little to absent.
1. Delivery of outputs	Moderately Satisfactory	40% of outputs were achieved, while 40% were partially achieved. The remaining outputs were either dropped or impossible to assess.
2. Achievement of direct outcomes	Moderately Satisfactory	Three out of four outcomes were partially achieved and Outcome 4 was fully achieved.
3. Likelihood of impact	Moderately Unlikely	The impacts on local communities and the Department of Water resources are perceived as moderate, while the impact on the Gambian government is assessed as low.
Financial Management	Satisfactory	Overall, financial management was adequate and complete financial information was provided, even though often delayed.
1. Completeness of project financial information	Satisfactory	Audit reports and financial statements were carried out by external third parties as requested. The reports flagged some delays with contract administrative requirements.
2. Compliance to UNEP's financial policies and procedures	Satisfactory	Despite delays, information was complete, except for proof of co-financing
3. Communication between finance and project management staff	Moderately unsatisfactory	Communication between DWR and UNEP and between UNEP and UNDP should have been more frequent.
Efficiency	Moderately Satisfactory	The project was variable in the manner it delivered its results, engaging a wide array of stakeholders in a cost-effective manner while showing very low adaptive capacity and learning.

Criterion	Rating	Comments
1. Readiness	Moderately Unsatisfactory	Only slight changes were made to the project design between project approval and project mobilization, while the more important modifications were only realized in a later stage.
2. Quality of project management	Moderately Satisfactory	Project management unit applied practical management practices and managed to reach and engage many stakeholders.
3. Timeliness	Highly Unsatisfactory	A slow upstart combined with consecutive ambitious workplans led to an almost doubled project duration.
4. Stakeholder engagement	Satisfactory	Stakeholders along the climate service supply chain up to the last mile delivery participated actively in the project.
5. Adaptive management	Unsatisfactory	The project did not incorporate lessons learned during implementation, with the exception of the efforts regarding the support for income-generating activities for communities.
6. Cost-effectiveness	Satisfactory	The project can be regarded as cost-effective as it made use of existing structures and channels of the climate services and community radios and information delivery.
7. Gender and human rights	Satisfactory	Efforts were done to identify and implement gender-responsive measures throughout project implementation.
8. Communication	Satisfactory	The project was effective in its communication strategy at the local level while stakeholder pertaining to other levels were only aware of the aspects relating to their own involvement.
9. Environmental and social safeguards	Highly Satisfactory	The project took the necessary measures to be in compliance with UNEP's ESS requirements.
Monitoring and Reporting	Moderately Unsatisfactory	The design and implementation of the monitoring plan faced limitations while the reporting was substandard.
1. Monitoring design and monitoring of project implementation	Moderately Satisfactory	A monitoring plan was developed though only allocated a low budget, possibly leading to absence of important monitoring activities.
2. Project reporting	Unsatisfactory	The project did not comply with its reporting requirements, failing to provide qualitative reports on time. The quality of reporting was also low.
Sustainability	Unlikely	Project's efforts regarding sustainability could not avoid that many project results end up in an environment which cannot sustain them.
1. Socio-political sustainability	Moderately unlikely	Frequent changes of decision-makers and limited political will hinder sustainability despite the fact that hydrological and meteorological services are deemed as important and beneficial by the Gambian population.
2. Financial sustainability	Unlikely	The lack of a dedicated budget and absence of resources for basic commodities greatly undermine sustainability. Efforts are done to find a follow-up project, yet the process is long and uncertain.
3. Institutional sustainability	Unlikely	The transition as incorporated in the Water Reform Bill has only known very limited progress, meaning a structural reform is still premature.
Overall Project Performance Rating	Moderately Satisfactory	

6.3. LESSONS LEARNED

243. Lesson learned #1:

Lessons learned #1: Climate observation and foresight and early warning systems are key for climate resilient development, particularly, but not only, in countries heavily dependent on climate-sensitive livelihoods, such as agriculture.

Context: See paragraph 68 on the importance of these types of systems in these types of countries

244. Lesson learned #2:

Lessons learned #2: Integrated approaches to climate information services are more effective and should be favored when preparing the theory of change and related results framework of EWS-related projects. These projects should consider different climate-related variables, including temperature, precipitation and wind but also freshwater quantity and quality and marine data. Likewise, it is important to consider the whole supply chain, from institutional aspects to dissemination of information, via data collection and processing infrastructure, equipment and technologies. Mechanisms to enable end-users of climate information to provide feedback are crucial.

Context: See paragraph 76 on the effectiveness of integrated approaches. See paragraph 135 on the effectiveness of mechanisms enabling feedback from end-users.

245. Lesson learned #3:

Lessons learned #3: That said, development projects need to be realistic, and commensurate to the budget and time available. This implies focusing on the most strategic changes and partnering with other projects to address other aspects.

Context: See paragraph 77 on the importance of realistic approaches. As noted there, the scope of the project was not consistent with the budget and time available.

246. Lesson learned #4:

Lessons learned #4: Often legal and regulatory aspects are key barriers for climate change adaptation. Changes in this front cannot be taken for granted and may require active and tailored advocacy from the project team, with support from other stakeholders. In this particular case the non-approval of the law was included as an assumption in the project's ToC. However, no mitigation measures were developed and adaptive management was insufficient, e.g. expanding resources for the development of an advocacy strategy could have been considered.

Context: See paragraphs 91-94 the importance of the bill and the limited contribution made by the project to its approval, which has affected the effectiveness of the project and the sustainability of its results. See also paragraphs 129 and 225 on resistance to the approval of the bill based on personal interest.

247. Lesson learned #5:

Lessons learned #5: It is important but not sufficient for a development project to be complementary to other initiatives. Pro-active coordination and collaboration are required to create synergies and avoid duplications and contradictions.

Context: See paragraphs 69-75 on the limited synergies and a few duplications of the project with complementary projects due to limited coordination efforts despite the ProDoc mentioning some opportunities for collaboration.

248. Lesson learned #6:

Lessons learned #6: Risks should be properly estimated, with direct mitigation measures, and monitored and managed. A central element of adaptive management is learning from experience, including on timelines. If work plans demonstrate to be over-optimistic a few times, their ambition should be reviewed in the following planning cycles.

Context: See paragraphs 89-94 on the estimation, monitoring and management of risks, and paragraphs 169-176 on the importance of realistic workplans and learning from the non-compliance of over-optimistic workplans.

249. Lessons learned #7:

Lessons learned #7: Adequate project management requires timely and high-quality monitoring and reporting. Data collection needs to be conducted using the established verification methods and sources both at the beginning and closure of a project, and reports need to provide details to contextualize and understand the progress made. For this to happen, the M&E has to be adequately funded.

Context: See paragraph 201 on the inadequate funding and paragraphs 207 and 208 on the inappropriate timeliness and quality of project monitoring and reporting.

250. Lesson learned #8:

Lessons learned #8: A key feature of strategic development projects is promoting innovations that can foster the desired paradigm shift. However, the identification of innovations to be promoted needs to assess their short-, medium- and long-term feasibility. There is no point in promoting innovative equipment, software or systems if the beneficiary does not have the technical, physical, institutional and/or financial resources to maintain them.

Context: See paragraphs 218, 219, 221 and 225 on the promotion by the project of innovations (e.g., automatic weather stations or the GIS platform) that beneficiaries did not have the technical, physical, institutional and/or financial resources to maintain.

251. Lesson learned #9:

Lessons learned #9: It is fundamental the project design includes a sound sustainability strategy and that this is implemented, monitored and adjusted as relevant during project implementation. The strategy should be comprehensive and avoid over-optimistic assumptions. In the climate information services domain, in LDCs, it should consider the challenges of both public and private end-users to pay for hydro-meteorological services. In these environments, it is usually not enough to develop a business plan, but it needs to be aggressively implemented. The sustainability strategy also needs to consider the availability of basic commodities (electricity, internet, mobile data), and capacity to maintain and repair equipment and infrastructure, including availability of spare parts.

Context: See paragraphs 209, 212, 213, 214 and 215 on the lack of a sound sustainability strategy, paragraphs 225 and 226 on the challenges of end-users in the Gambia to pay for hydrological services and the non-implementation of the business plan, and paragraphs 218, 219 and 221 on the limited availability of basic commodities and maintenance and repairment capacities.

252. Lesson learned #10:

Lessons learned #10: In this context, a key feature of development projects in LDCs is the identification of innovative and realistic financing strategies. Chaining internationally funded projects can contribute to short-term sustainability of project results but is not a long-term solution. Moreover, project design and approval processes are lengthy and the approval uncertain.

Context: See paragraph 228 on the mixed adequacy of chaining internationally funded project as a sustainability strategy.

253. Lesson learned #11

Lessons learned #11: It is critical to identify and prevent potential unintended negative impacts. Among other aspects, retainment mechanisms should be considered for trainees supported by development projects, especially regarding international training and national return. Otherwise, training support can result in loss of human capacity for the institution that is sought to be supported or even for the country itself. While this could be good for the individual, it does not align with the objective of a development project.

Context: See paragraphs 144 and 220 on the loss of human capacity in the beneficiary Gambian institutions following international training.

254. Lesson learned #12

Lessons learned #12: When designing capacity building programmes, flying in a few foreign professors is more cost-effective than sending multiple students abroad. Moreover, this can help create partnerships between universities (see paragraph 191). However, when capacity building programmes are not executed as planned, it is important to consult stakeholders regarding the premature ending and discuss sustainability of project results (to the extent possible).

Context: See paragraph 191 on the effectiveness of flying in foreign professors in capacity building programmes and paragraph 182 the negative impacts of the premature and non-discussed ending of this type of programmes.

255. Lesson learned #13

Lessons learned #13: For a project to significantly contribute to gender equity and human rights, it is critical to follow UN guiding principles and UN agencies' policies and strategies and identify and implement targeted measures at the governance, programming and local levels, including on training and the selection and implementation of project activities, assessing and addressing local cultural practices (e.g. regarding driving)

Context: See paragraphs on 193 and 194 on the consistency of the project with UN principles, policies and strategies on gender equity and human rights, the identification and implementation of targeted measures, and the consideration of local cultural practices.

6.4. RECOMMENDATIONS

Recommendations directly related to the results of the EWS II project

256. Recommendation #1

Recommendation #1:	Explore ways of pushing for the approval of the bill. This should include the preparation and presentation of an advocacy strategy. Some of the remaining funds could be used to implement this strategy.
Challenge/problem to be addressed by the recommendation:	The non-approval of the bill limits the sustainability of project results (see paragraph 238).
Priority Level:	Critical
Type of Recommendation:	Project level
Responsibility:	UNEP CCAU in partnership with UNDP's Country Office in the Gambia
Proposed implementation time-frame:	Next three (3) months

257. Recommendation #2

Recommendation #2:	Propose the development of the GCF project that could support the sustainability of the EWS II project's results
Challenge/problem to be addressed by the recommendation:	Given the relevance of climate observation and foresight and early warning systems for climate resilient development in the Gambia (see paragraphs 233 and 250), and the limited likelihood of the sustainability of the results of the EWS II project (see paragraph 225)
Priority Level:	Critical
Type of Recommendation:	Project level
Responsibility:	UNEP CCAU and UNEP Division Head of Branch and Portfolio Manager
Proposed implementation time-frame:	Next nine (9) months

258. Recommendation #3

Recommendation #3:	Use the remaining funds to finalize the two activities that had not been completed by December 2023, and conduct refreshment trainings
Challenge/problem to be addressed by the recommendation:	Two activities had not been completed by December 2023 (see paragraph 173). Capacity building has proven key, and refreshment training can contribute to the sustainability of the capacity built (see paragraph 137)
Priority Level:	Critical
Type of Recommendation:	Project level
Responsibility:	UNEP CCAU
Proposed implementation time-frame:	Next three (3) months

259. Recommendation #4

Recommendation #4:	Look into an MoU partnership agreement in order to keep the momentum up
Challenge/problem to be addressed by the recommendation:	Partnerships between African universities have proven effective to build capacities (see paragraph 239)
Priority Level:	Opportunity for improvement
Type of Recommendation:	Partner level
Responsibility:	University of the Gambia and University of the Nairobi
Proposed implementation time-frame:	Next three (3) months

Recommendations to UNEP more broadly on project design and implementation based on the design, implementation and results of the EWS II project

260. Recommendation #5

Recommendation #5:	Consider the lessons above in the design of future projects. In particular - propose an integrated but realistic approach. - develop an advocacy strategy, considering the political, institutional and personal opposition to the bill. In case of high dependency on a political action (such as the parliamentary approval of a bill) the project design should take into account a scenario where the political action will not be taken by developing appropriate mitigation measures. - ensure innovations can be sustained in the short, medium and long term, proposing only those infrastructures and technologies that local actors can sustain with their human, technical, technological and financial resources. In this regard, prepare a sound sustainability strategy, with an innovative financing strategy that factors in the challenges of both public and private end-users to pay for hydro-meteorological services - allocate adequate resources to the M&E plan. - propose and effectively implement (long-term) capacity building mechanisms that ensure the retention of human resources. - when designing capacity building programmes, continue to promote partnerships between universities and flying in a few foreign professors rather than sending multiple students abroad
Challenge/problem to be addressed by the recommendation:	This recommendation would allow addressing the following problems/expand the following benefits: - significant changes in scope during project implementation (see paragraphs 234 / 251 and 252)

	- limited sustainability of project's results, including of the innovations promoted (see paragraphs 249 / 253, 254, 258 and 259), - Inappropriate M&E (see paragraphs 104 and 248 / 257) - limited impact and unintended negative impacts (see paragraph 249 / 261) - significant cost-effectiveness on capacity building (see paragraphs 239 / 262)
Priority Level:	Important recommendation
Type of Recommendation:	Organization/Programme level
Responsibility:	UNEP CCAU
Proposed implementation time-frame:	Next twelve (12) months

261. Recommendation #6

Recommendation #6:	During project oversight, make sure feedback mechanisms are put in place so that work plans are realistic
Challenge/problem to be addressed by the recommendation:	The project was extended well beyond originally planned (paragraphs 245 and 256).
Priority Level:	Important recommendation
Type of Recommendation:	Organization/Programme level
Responsibility:	UNEP CCAU and UNEP Division Head of Branch and Portfolio Manager
Proposed implementation time-frame:	Next twelve (12) months

7. ANNEXES

ANNEX 1: RESPONSE TO STAKEHOLDER COMMENTS

Table 16: Responses to stakeholder comments received but not (fully) accepted by the reviewers, where appropriate

Page Ref	Stakeholder comment	Reviewer Response
75	The stakeholders are of the view that this is not the major issue. The major issue delaying the passing of the bills is the frequent changing of ministers and Permanent Secretaries .	The review team has added the reason provided in this comment but is of the opinion that both reasons, meaning a lack of political will and frequent changing of decision-makers, should be considered as major issues.
79	In the view of the stakeholders, co financing was highly achieved as explained earlier.	The review team assessed both proof of co-financing available, the timeline of co-financed projects and their relation with the CCEWS project and therefore concludes otherwise, as is explained for each co-financing planned in the respective section.

ANNEX 2: REVIEW MATRIX

The key strategic questions (KSQ) are identified within the matrix in the column of the review questions.

Table 17. Review matrix

Review criteria	Review questions	Indicators	Information source	Data collection method
Strategic Relevance				
1) Alignment with global priorities	To what extent was the project aligned with the Paris Agreement, Agenda 2030 (SDGs) and COP27?	- Level of alignment between the Paris agreement and project outcomes. - Level of alignment between the Agenda 2030 (SDGs) and project outcomes. - Level of alignment between COP27 priorities and project outcomes	- ProDoc and project planning documents - Paris Agreement - SDGs - Agenda 2030 - COP27 - MTR - UNEP TM - UNDP FP	- Desk review - Interviews
2) Alignment with GEF/LDCF priorities	How does the project contribute to the GEF priorities?	Existence of a clear link between the project objectives and GEF strategic priorities.	- ProDoc and project planning documents - GEF-7 Strategy - MTR - UNEP TM - UNDP FP	- Desk review - Interviews
3) Alignment with UNEP and UNDP strategic priorities	- To what extent was the project aligned to the UNEP Medium Term Strategy (MTS) and Programme of Work (PoW)? - To what extent was the project aligned to the UNDP Strategic Plan (SP)? - To what extent was the project aligned with the UN system priorities in the country?	- Level of alignment between the MTS priorities and project outcomes. - Level of alignment between the SP priorities and project outcomes. - Level of alignment between the UN system country priorities and project outcomes	- ProDoc and project planning documents - UNEP MTSs and POWs - UNDP SP - UNDAF - MTR - UNEP TM - UNDP FP	- Desk review - Interviews
4) Alignment with national priorities and needs regarding adaptation planning, climate change and sustainable development	To what extent was the project responding to the national environmental and climate change needs and priorities? (KSQ2)	- Level of alignment between the project outcomes and priorities of national development plans and climate change strategies. - Perception of the level of country ownership of the project - Perception of the level of stakeholder participation in project design and implementation	- ProDoc and project planning documents, PIRs - National development plans and climate change strategies (NAPA and NDC) - GEF FP, Government partners, regional/local authorities - UNEP TM, PD, PC, CTA - Communities, incl. women and marginalized groups	- Desk review - Interviews - Focus groups

Review criteria	Review questions	Indicators	Information source	Data collection method
			• Universities, CSOs, PSOs	
5) Complementarity and coherence with other interventions ⁶⁹	To what extent was the project complementary and coherent to other interventions?	- Level of complementarity and coherence between the project and other existing initiatives addressing the needs of the same target groups, either at design stage or during the project inception or mobilization - Adequacy of coordination mechanisms / Efforts made to optimize synergies with other initiatives and avoid duplication of effort during project implementation - Occurrences or overlap between the project and other existing initiatives during project implementation.	- ProDoc and project planning documents, progress reports - UNEP TM, PD, PC, CTA - GEF FP - Government partners, regional/local authorities - Communities, NGOs - Representatives of other projects	- Desk review - Interviews - Focus groups
Quality of project design				
6) Logical framework and results framework	- How clear and well-integrated were the project's objectives, outcomes, outputs and activities? - How feasible and realistic were the project objectives, outcomes and outputs within the available budget and time frame? - Were the indicators SMART⁷⁰ and consistent with the project objectives, outcomes and outputs? - Were indicators and targets gender-responsive where relevant? (KSQ3)	- Consistency between the objective, outcomes, outputs and activities of the project - Feasibility of objectives, outcomes and outputs within the project's budget and time frame - Quality of the monitoring and evaluation system in the project document - Understanding by the project management unit of the objectives, outcomes and outputs and the timetable - Understanding of objectives, outcomes, outputs and timelines by national, provincial and municipal implementation partners	- ProDoc and project planning documents, progress reports - UNEP TM, PD, PC, CTA - GEF FP - Government partners, regional/local authorities	- Desk review - Interviews
7) Implementing and executing agencies	How clear was the operational structure defined?	- Extent to which planning documents detail the operational structure - Understanding of the operational structure by key stakeholders	- ProDoc and project planning documents, progress reports - UNEP TM, PD, PC, CTA - GEF FP - Government partners, regional/local authorities	- Desk review - Interviews
8) Assumptions and risks	Were the project assumptions and risks well identified in the project document?	- Completeness of risk identification and assumptions during project planning and design - Degree and nature of the influence of external factors on the planned activities	- ProDoc and project planning documents, progress reports - UNEP TM, PD, PC, CTA - GEF FP	- Desk review - Interviews

⁶⁹ Strongly linked to sub-criteria on "Linkages with other projects".

⁷⁰ For specific, measurable, achievable, relevant, time-based.

Review criteria	Review questions	Indicators	Information source	Data collection method
	Did the identified assumptions and risks help to determine the planned activities and outputs?			
9) Linkages with other projects	- Were other interventions within the sector clearly identified in the project document? - Were relevant lessons learned from other projects properly incorporated into the project design?	- Other interventions in the sector duly described and their possible synergies with the project analysed - Examples of consideration of relevant lessons learned/project recommendations in project design	- Programme document Project document and other planning documents - UNEP TM, PD, PC	- Desk review - Interviews
Nature of external context				
10) Externalities	- What external factors have influenced project performance? - Have the externalities that are relevant to the results been adequately taken into account?	- Examples and evidence of external factors - Extent to which planning documents anticipated or reflected the risks/externalities already faced by the project during implementation	- ProDoc and project planning documents, progress reports - Progress reports and monitoring reports, MTR, PSC meeting minutes - UNEP TM, PD, PC, CTA - GEF FP - Communities, incl. women and marginalized groups	- Desk review - Interviews - Focus groups
Effectiveness				
11) Delivery of outputs <i>Note: Formal modifications made during implementation will be considered part of the project design</i>	- Has the project successfully delivered the programmed outputs and achieved milestones as per the project design? - What was the performance at the project's completion against Core Indicator Targets? (KSQ1)	- Number and type of outputs delivered against the results framework's final targets - Timeliness of output delivery against the work plan - Quality of outputs delivered - Ownership by and usefulness of outputs to intended beneficiaries - Outputs delivered against GEF-7 core indicator targets	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes - GEF Tracking Tool - Technical reports, workshop and training reports, communication materials - GEF FP and other PSC members - UNEP TM, PC, CTA - National, regional and local governments - Consultants - Local stakeholders and communities - Universities, CSOs, PSOs	- Desk review - Interviews - Focus groups - Direct observation
12) Achievement of direct outcomes	- To what extent have the project's outcomes been achieved? - Why were the project outcomes achieved?	- Amount of budget dedicated to the NHMS (outcome 1) - Quality of the business plan, including realistic estimates regarding return on investment and	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes	- Desk review - Interviews - Focus groups - Direct observation

Review criteria	Review questions	Indicators	Information source	Data collection method
		- expenses to the medium and long term (outcome 1, <i>why</i>) - Extent to which (automated) monitoring network covers Gambia (outcome 2) - Evidence of resilience of (automated) monitoring network (outcome 2, <i>why</i>) - Number of skilled staff at NHMS (outcome 3) - Evidence of performance and resilience of EWS (outcome 3, <i>why</i>) - Extent to which population has access to hydrological and meteorological and environmental information (outcome 4) - Evidence of use of hydrological and meteorological information in adaptation planning (outcome 4, <i>why</i>)	- Technical reports, workshop and training reports, communication materials - GEF FP and other PSC members - UNEP TM, PC, CTA - National, regional and local governments - Consultants - Local stakeholders and communities - Universities, CSOs, PSOs	
13) Likelihood of impacts	How likely is it that the project will achieve its desired impacts?	- Validity of assumptions and drivers identified between the outcome and the impact level of the TOC - Evidence and extent of additional barriers or enabling conditions towards achievement of impact indicators (not considered in the TOC) - Overall likelihood of the project contributing significantly to increasing the capacity of government and local communities in terms of using the EWS and climate information generated (in terms of overcoming the barriers in the ToC) - Overall likelihood of the increased capacity reducing climate vulnerability of government and local communities	- Monitoring and reporting documents, MTR - PSC minutes - UNEP TM, PC, CTA - Government stakeholders (all levels) - Local stakeholders and communities - Universities, CSOs, PSOs	- Desk review - Interviews - Focus groups - Direct observation
14) Public goods	- Were new technologies and approaches promoted by the project? - Have measures been successfully taken to disseminate public goods, e.g. through the development of demonstration sites, information dissemination and training?	- Examples of new technologies and approaches promoted and used during the implementation of the project - Number and type of dissemination activities carried out - Number of demonstration sites - Number of trainings organised and number/type of participants in these trainings - Quality of activities for the dissemination of public goods	- Monitoring and reporting documents, MTR - PSC minutes - UNEP TM, PC, CTA - Government stakeholders (all levels) - Local stakeholders and communities - Universities, CSOs, PSOs	- Desk review - Interviews - Focus groups - Direct observation
15) Scaling up and replication	Are activities, demonstrations and/or techniques being replicated within or outside the project, nationally or internationally?	Evidence of activities, demonstrations and/or techniques being replicated within or outside the project, nationally or internationally	- Monitoring and reporting documents, MTR - PSC minutes - UNEP TM, PC, CTA	- Desk review - Interviews - Focus groups

Review criteria	Review questions	Indicators	Information source	Data collection method
	Are some of the approaches developed through the project, which are being widely accepted, and perhaps legally required, being adopted at regional/national level?	Evidence of some of the approaches developed through the project, which are being widely accepted, and perhaps legally required, being adopted at regional/national level	- Government stakeholders (all levels) - Local stakeholders and communities - Universities, CSOs, PSOs	Direct observation
16) Unintended effects	Has the project led to or contributed to unintended positive or negative effects (environmental, social and economic effects)?	Nature and likelihood of adverse or positive unintended environmental, social and economic effects from the project	- Project planning documents - Monitoring and reporting documents, MTR - PSC minutes - UNEP TM, PC, CTA - Government stakeholders (all levels) - Local stakeholders and communities - Universities, CSOs, PSOs	- Desk review - Interviews - Focus groups - Direct observation
Financial Management				
17) Completeness of financial information	Has the project delivered comprehensive financial information and reporting?	- Proportion and types of standard financial documentation submitted a) correctly and b) on time - Quality of financial reporting/auditing materials	- Financial reporting/ auditing documents (quarterly, annual reports) - UNEP task manager and PC	- Desk review - Interviews
18) Compliance to UNEP's financial policies	- Did financial management happen in compliance with UNEP's financial policies? - Is there a difference between planned and actual expenditure, and why? - Has the rate of disbursement been consistent with the work plan and the outputs delivered? - Did the leverage of funds (co-financing) occur as planned?	- Evidence of reporting and accounting practices in line with UNEP's financial policies - Level of discrepancy between planned budget and expenditures - Budget execution per year, component and output, against total budget - Level of discrepancy between planned and actual co-financing	- UNEP's reporting requirements - Monitoring and reporting documents (quarterly, annual reports), cash advance requests, updated budgets, audit reports, management letters - UNEP task manager and PC	- Desk review - Interviews
Efficiency				
19) Readiness	Were appropriate measures taken to address weaknesses in project design or respond to changes which took place between project approval, securing of funds and project mobilization?	- Evidence of adjustments made during the inception phase - Evidence of confirmation of partner capacity - Number and types of partnership agreements, staffing arrangements and financial agreements	- Project planning documents - Monitoring and reporting documents, MTR - PSC minutes - UNEP TM, PC, CTA - Government stakeholders (all levels)	- Desk review - Interviews
20) Quality of project management	What is the quality of project implementation by the implementing agencies?	Quality of supervision of implementing and executing agencies, respectively.	Progress reports and monitoring reports, MTR, PSC meeting minutes	- Desk review - Interviews - Focus groups

Review criteria	Review questions	Indicators	Information source	Data collection method
<i>Note: Design of the operational structure is considered in 'Quality of project design'.</i>	- What is the quality of project execution by the execution agencies? - How effective was the collaboration between the institutions responsible for the implementation of the project?	Perception of the quality of project management by key stakeholders and partners	- GEF FP and other PSC members - UNEP TM, PC, CTA - National, regional and local governments - Consultants - Local stakeholders and communities	
21) Timeliness	- Were the timing and sequence of activities realized as planned? - Could project extensions have been avoided?	- Timing and sequence of outputs against work plan - Nature and total delays (in months) generated by implementation bottlenecks. - Level of appreciation of the timeliness by the programme team	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes - UNEP TM, PC, CTA - National, regional and local governments - Consultants - Local stakeholders and communities	- Desk review - Interviews - Focus groups
22) Stakeholder engagement ⁷¹	- To what extent were effective partnerships for project implementation established with relevant stakeholders at different levels? - To what extent were relevant stakeholders involved in the implementation and monitoring of the project (especially since MTR)? (KSQ2) - To what extent did the project use local skills, experience and knowledge in the design, implementation and evaluation of project activities? (KSQ2)	- Number and types of partnerships established between the project and local bodies/organizations - Extent and quality of interaction/exchange between project implementers and local partners - Number, type and quality of mechanisms implemented to promote stakeholder participation at each stage of project design, implementation and monitoring - Number and level of participation in workshops - Perception of the use of local skills, experience and knowledge	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes - GEF FP and other PSC members - UNEP TM, PC, CTA - National, regional and local governments - Consultants - Local stakeholders and communities - Universities, CSOs, PSOs	- Desk review - Interviews - Focus groups
23) Adaptive management	How have key lessons learned from the project been incorporated during implementation?	- Responsiveness of implementing and executing agencies to recommendations made through the review process (PPR and mid-term evaluation) - Examples of changes in project strategy/approach as a direct result of recommendations made	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes - GEF FP and other PSC members - UNEP TM, PC, CTA	- Desk review - Interviews

⁷¹ This sub-criterion relates strongly to 'Stakeholder participation and cooperation' under Criterion 'I. Factors affecting project performance and cross-cutting issues' of the ToR.

Review criteria	Review questions	Indicators	Information source	Data collection method
		Proportion of adaptive management processes documented and shared with partners		
24) Cost-effectiveness	To what extent have the outputs been achieved in a cost-effective manner?	- Percentage of project management costs over the total budget / Level of discrepancy between the actual and planned amount of budget and staff time spent on the project - Evidence of cost-saving measures put in place to maximise results within the secured budget and agreed project timeframe - Evidence of the project building synergies with existing or previous initiatives, programmes or institutions.	- Financial reporting/ auditing documents (quarterly, annual reports) - Monitoring documents - UNEP TM and CTA	- Desk review - Interviews
25) Gender and human rights	- To what extent did the project adhere to UN, UNEP and UNDP policies on human rights and gender - Were gender-responsive measures implemented as planned? (KSQ3)	- Evidence and extent of adherence to UN HRBA, and UN RIP, as well as UNEP and UNDP gender policies - Number and type of execution of mitigation- or responsive measures regarding inequalities (incl. gender), specific vulnerabilities and roles of disadvantages groups - Perception of the implemented gender-responsive measures	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes - GEF FP and other PSC members - UNEP TM, PC, CTA - Local stakeholders and communities	- Desk review - Interviews - Focus groups
26) Communication	- How effective are communications in ensuring stakeholder awareness of the project and its approach? - Are there effective external communication mechanisms in place? - Was the knowledge management approach implemented as planned? (KSQ5)	- Evidence and extent of execution of knowledge management strategy and measures - Level of awareness perceived by stakeholders about project results and activities - Number and type of external communication mechanisms or activities implemented	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes - GEF FP and other PSC members - UNEP TM, PC, CTA	- Desk review - Interviews
27) Environmental and social safeguards	- Was the project in compliance with UNEP's ESS requirements - Was the Safeguard plan consistent with the project outputs/outcomes and risks identified? (KSQ4)	- Consistency of Safeguards plan with results framework and risks. - Evidence of project compliance with social and environmental safeguards	- Project planning documents (quarterly and annual work plans) - Progress reports and monitoring reports, MTR, PSC meeting minutes - GEF FP and other PSC members - UNEP TM, PC, CTA - Local stakeholders and communities	- Desk review - Interviews - Focus groups
Monitoring and Reporting				
28) Monitoring of project implementation	Was the monitoring plan operational and effective to track	- Robustness of the M&E plan - Financing of the M&E plan	Planning documents	- Interviews - Desk review

Review criteria	Review questions	Indicators	Information source	Data collection method
<i>Note: Design of the Results framework is discussed under Quality of project design</i>	results and progress towards objectives?	- Evidence of collection of relevant and quality baseline data - Evidence of collection of monitoring data from disaggregated groups (including gendered, vulnerable and marginalised groups) in activities - Quality of the information generated by the monitoring system and evidence of use of the information to adapt and improve project delivery, results achievement and sustainability - Proportion of executed monitoring budget against planned monitoring budget	- Planning meeting minutes/review procedures - Monitoring and reporting documents (quarterly, annual reports) - PMU, UNEP TM and CTA - Local implementing staff, partners - Technical staff	
29) Project reporting	Did the project comply with the progress documentation and monitoring reporting requirements/ schedule, including quality and timeliness of reports?	- Types and quality of reporting materials submitted a) correctly and b) on time - Evidence of measures put in place to address identified risks and impacts - Evidence of effectiveness of such measures	- Monitoring and reporting documents - UNEP TM, PM and CTA - UNEP reporting requirements	- Interviews - Desk review
Sustainability				
30) Exit strategy	How effective were the exit strategies and approaches to phase out assistance provided by the project?	- Existence and quality of an exit strategy - Level of implementation of the exit strategy	- Project planning documents (quarterly and annual work plans) - GEF FP and other PSC members - UNEP TM, PC, CTA - National, regional and local governments	- Desk review - Interviews
31) Factors inhibiting and enabling sustainability of project benefits	- Are the actions and results from project interventions likely to be sustained? - What are the key factors that enable or hinder the achievement of sustainability of project results?	- Existence of legal, policy and regulatory framework supporting sustainability of project achievements - Evidence of robust institutional structures and governance frameworks - Level of technical capacities displayed by national counterparts in accordance with the levels required to sustain project results and benefits. - Level of ownership among social and political stakeholders (government and other stakeholders) to take the project achievements forward - Number and type of organizational arrangements that support or hinder the continuation of project activities or results - Level of dependence of achievements on future funding for their sustainability and likely availability of such resources - Evidence of other inhibiting or enabling factors for the sustainability of project results	- Project planning documents (quarterly and annual work plans) - GEF FP and other PSC members - UNEP TM, PC, CTA - National, regional and local governments - Consultants - Local stakeholders and communities - Universities, CSOs, PSOs	- Desk review - Interviews - Focus groups

ANNEX 3: KEY CONSULTED DOCUMENTS

The following documents, as provided by the project team, were consulted by the review team:

- Audit reports, including management letters and financial statements, 2015 - 2021.
- Budgeted and actual cost outputs and outcomes
- Concept note EWS Phase III
- Consultancy reports:
 - o Biodiversity baseline study
 - o Climate change impacts on biodiversity
 - o Crop monitoring
 - o Translation of meteorological terms
 - o Feedback survey on climate information dissemination
 - o GIS Consultancy (feasibility) studies
 - o GRTS coverage
 - o Business Plan - market analysis for climate services
 - o Recruitment and retention plan
 - o Call centre - feasibility study
 - o Flood response plan
- Annual Progress reports: reports 2015 - 2021 (UNEP) and 2017 - 2020 (UNDP)
- Mid-term review report
- Project document
- Pilot site trek report, Engaging pilot teams and MDFTs
- Project Steering Committee minutes
- Training reports (UTG, Mainstreaming CC into LPDs, NIMET and TAC & MDFTs)
- Videos on 'Drama on early warning and climate change'
- UNEP articles on the CCEWS phase II project
- Quarterly Finance reports 2016 - 2021

ANNEX 4: INTERVIEW LIST

Table 18. List of stakeholders consulted

Nr.	Type of stakeholder	Organization	Name	Sex	Position	
1.	Project implementer	UNEP	Atifa Kassam	F	Task Manager	10/05/2023
2.	Project implementer	UNEP	Daniel Pouakouyou	M	Task Manager	12/05/2023
3.	Project implementer	UNDP	Abass Kinteh/ Fatoumatta Sanyang/ Sambou Nget	M	Focal Person	05/05/2023
4.	Project execution	PMU	Ousman Jarjusey	M	Project Coordinator	01/05/2023
5.	Project execution	PMU/DWR	Lamin Mai Touray	M	Director, DWR/ Project Director	01/05/2023
6.	Project execution	PMU	Bubu Pateh Jallow	M	CTA	01/05/2023
7.	Project execution	NMS/DWR	Dr. Peter Gibba	M	Chief Meteorologist	01/05/2023
8.	Partners / beneficiaries	National Disaster Management Agency	Sana Dahaba	M	Executive Director	02/05/2023
9.	Local partners / beneficiaries	Community Radio Soma	Bakary S Dampha	M	Officer in Charge, Soma Community Radio	03/05/2023
10.	University	University of the Gambia	Professor Sidat Yaffa	M	Focal Person	05/05/2023
11.	Technical Training Institutions	DWR Training School	Kebba Jawo	M	Head of School	02/05/2023
12.	Beneficiary	Kerr Ardo Pilot Site	Mansa Seck	M	Head of village (met together with other members of listener group)	04/05/2023
13.	University	University of Nairobi	Professor Gilbert Ouma	M	Professor	15/05/2023 (only contact through mail)
14.	Consultants	AIRA	Alex Resovsky	M	GIS developers	25/05/2023
15.	Partner	Parks and Wildlife	Maudou Gallow	M	Deputy Director	02/05/2023
16.	Project execution	Central forecast unit	Tijan Bojang	M	Chief forecast unit	02/05/2023
17.	Project execution	Jinoh regional headquarter and meteorological station	Tombong Komma	M	Chief technician (not met the office head)	03/05/2023
18.	Beneficiary	Jappineh pilot community	Kebba Fatty	M/F	Head of the village (met together with 10 other members of listener groups)	03/05/2023
19.	Project execution	Bansang hydrologic headquarters	Momodou Lamin Jabang	M	Senior hydrologist	03/05/2023
20.	Beneficiary	Bansang community radio	Ibrahim Djallo	M	journalist	03/05/2023
21.	Project execution	Basse regional headquarter and meteorological station	Ousman Ceeseey and Hamidou Baldeh	M	Assistant meteorologists	04/05/2023
22.	Beneficiary	Kerrewan community radio	Mohammed Lamin	M	Journalist and radio manager	04/05/2023
23.	Project execution	Kerrewan regional headquarter and meteorological station	Ismael Sanja	M	Assistant meteorologists	04/05/2023

ANNEX 5: INTERVIEW PROTOCOLS

Questions are based on the review matrix and are open ended. They are aimed at driving a fluid conversation on the project. Questions will guide interviews, but it is not expected that every interviewee will be able to respond to all questions. Interviews are conducted in confidentiality and responses are considered anonymous. Answers will be analysed and presented in an aggregated form. Answers will be used to triangulate other sources of information.

If a question is aimed at gathering information for the key strategic questions, it is indicated with a corresponding acronym (e.g., Key Strategic Question 1 = KSQ1).

A common introduction is used at each interview which includes the following questions:

- What is your position?
- What is your relationship to the project and for how long have you been involved?

Project Management Team (UNEP, UNDP and Dep. for Water Resources)

Relevance

- How was the project aligned with UNEP/UNDP policies and strategies?
- How was the project aligned with national policies and strategies and the needs of the Gambia?
 - In what ways have stakeholders participated in the identification of the needs during project design? (**KSQ2**)
- Was the program complementary to other national processes and initiatives early warning systems? How so?
- Has anything changed in the project design since the MTR based on (1) new and emerging needs or (2) the MTR recommendations?
- What do you see as existing or new emerging needs related to the early warning system that are not presently being supported by the project?

Quality of project design

- Were the roles and responsibilities of the different actors clearly defined in the project design?
- How realistic were the project objectives, outcomes and outputs within the budget and timeline?
- How clear was the operational structure and monitoring and evaluation system defined?
- Were the assumptions and risks taken into account at project design realistic?
- In what ways has the project design taken into account lessons from its predecessor, being phase I?
- Were relevant lessons learned from other projects incorporated into the project design?

External context

- What risks and external factors have affected the project's performance (since the MTR)? How were these managed? What changes have it resulted in?

Effectiveness

- Outcome 1: To what extent was the Gambia National Meteorological Services supported to become a financially sustainable Meteorological Agency?

- **Outcome 2:** To what extent is hydro-meteorological infrastructure upgraded, installed and maintained? Is the current infrastructure capable of sustaining a functioning early warning system?
- **Outcome 3:** How and in what ways were staff members trained to operate the Gambia Early Warning System and to perform medium and long-term adaptation planning beyond the project?
- **Outcome 4:** To what extent is the hydro-meteorological and environmental information used for early warnings and long-term development plans? Can you give concrete examples?

“Interviewer should probe for the main reasons behind the level of achievement per outcome – i.e. Why did the programme achieve/or not achieve these outcomes?”

- **Objective:** Have climate monitoring capabilities and the early warning system been strengthened in the Gambia and is information for responding to climate shocks and planning adaptation to climate change in Gambia available and accessible?
- **Impact:** What is the likelihood that the programme results will increase adaptive capacities and reduce vulnerabilities to climate change in the Gambia? What is the added value of this programme in terms of real impact in the Gambia?
- **Public goods:** Were new technologies and approaches promoted by the project? Have measures been successfully taken to disseminate public goods?
- **Scaling up and replication:** Are activities, demonstrations and/or techniques being replicated within or outside the project, nationally or internationally?
- **Unintended effects:** Has the project led to or contributed to unintended positive or negative effects.

Financial management

- Are adequate accounting and financial systems in place for project management and the production of accurate and timely financial information?
- Is there any difference between planned and actual expenditures? Why?
- Did the leveraging of funds (co-financing) occur as planned? How did this affect project progress?

Efficiency

- **Readiness:** Which challenges or changes were experienced during inception phase? Were measures taken to address challenges or to respond to changes?
- **Project Management:** How efficient and effective has the project governance system proved to be during implementation for decision making, communication flows and coordination? How was the partnership and collaboration between UNDP and UNEP on the implementation of the programme?
- **Timeliness:** Was the timing and sequence of activities realistic and contributing to the efficiency of the programme? Could extensions have been avoided?
- **Stakeholder engagement/complementarity:** Were other partners and stakeholder collaborative and engaging? What kind of roles did they play? Were partnerships used, were they complimentary, and did it help maximize results? (**KSQ2**)
- **Adaptive management:** How and what key lessons learned from project implementation were gathered and integrated during implementation. Could anything have been done differently?

- Cost-Effectiveness: Was the budget aligned with the activities and level of effort? What cost-saving measures were put in place, and how did this affect program implementation?
- Gender and human rights: Were gender-responsive measures implemented as planned? **(KSQ3)**
- Communication: How effective are communications in ensuring stakeholder awareness of the project and its approach? Was the knowledge management approach implemented as planned? **(KSQ5)**
- Environmental and social safeguards: Was the Safeguard plan consistent with the project outputs/outcomes and risks identified? Was the plan implemented as planned? **(KSQ4)**

Monitoring and Evaluation

- Was the monitoring plan operational and effective to track results and progress towards objectives? Where necessary, was the M&E plan revised in a timely manner?
- How was the information from the M&E system used during the project implementation?

Sustainability

- What is the exit strategy of the project? Do you think that it will hold? Why/why not?
- Will the results be sustainable?
 - Socio-political sustainability: Does the Gambia countries have any legal, policy or regulatory frameworks that may favor or hinder the project results?
 - Financial sustainability: Has the Gambia allocated budgets towards the early warning system?
 - Institutional sustainability: Are technical capacities and arrangements sufficient to sustain project results? To what extent is their ownership among stakeholders?

Lessons and recommendations

- Which lessons can be learned from the design and implementation of this project?
- Do you have any recommendations for the sustainability of the results and long-term impacts of this project?
- Do you have any recommendations for the design and implementation of future similar projects?

Programme Partners (GEF Focal point, National Meteorological Services, University of the Gambia and others)

Relevance

- To what extent, and how, does the programme complement and align with other global interventions that strengthen the early warning system? Does the program align with the global dialogue on early warning systems and adaptation planning? How/how not?
- How was the project aligned with national policies and strategies and the needs of the Gambia?
 - In what ways have stakeholders participated in the identification of the needs during project design? **(KSQ2)**
- Was the program complementary to other national processes and initiatives early warning systems? How so?

- What do you see as existing or new emerging needs related to the early warning system that are not presently being supported by the project?

Quality of project design

- Were the roles and responsibilities of the different actors clearly defined in the project design?
- How realistic were the project objectives, outcomes and outputs within the budget and timeline?
- Were the assumptions and risks taken into account at project design realistic?
- Were relevant lessons learned from other projects (or phase I) incorporated into the project design?

External context

- What risks and external factors have affected the project's performance (since the MTR)? How were these managed? What changes have it resulted in?

Effectiveness

- Outcome 1: To what extent was the Gambia National Meteorological Services supported to become a financially sustainable Meteorological Agency?
- Outcome 2: To what extent is hydro-meteorological infrastructure upgraded, installed and maintained? Is the current infrastructure capable of sustaining a functioning early warning system?
- Outcome 3: How and in what ways were staff members trained to operate the Gambia Early Warning System and to perform medium and long-term adaptation planning beyond the project?
- Outcome 4: To what extent is the hydro-meteorological and environmental information used for early warnings and long-term development plans? Can you give concrete examples?

“Interviewer should probe for the main reasons behind the level of achievement per outcome – i.e. Why did the programme achieve/or not achieve these outcomes?”

- Objective: Have climate monitoring capabilities and the early warning system been strengthened in the Gambia and is information for responding to climate shocks and planning adaptation to climate change in Gambia available and accessible?
- Impact: What is the likelihood that the programme results will increase adaptive capacities and reduce vulnerabilities to climate change in the Gambia? What is the added value of this programme in terms of real impact in the Gambia?
- Public goods: Were new technologies and approaches promoted by the project? Have measures been successfully taken to disseminate public goods?
- Scaling up and replication: Are activities, demonstrations and/or techniques being replicated within or outside the project, nationally or internationally?
- Unintended effects: Has the project led to or contributed to unintended positive or negative effects.

Efficiency

- Readiness: Which challenges or changes were experienced during inception phase? Were measures taken to address challenges or to respond to changes?

- Project Management: How efficient and effective has the project governance system proved to be during implementation for decision making, communication flows and coordination? How was the partnership and collaboration between UNDP and UNEP on the implementation of the programme?
- Timeliness: Was the timing and sequence of activities realistic and contributing to the efficiency of the programme? Could extensions have been avoided?
- Stakeholder engagement/complementarity: Were other partners and stakeholder collaborative and engaging? What kind of roles did they play? Were partnerships used, were they complimentary, and did it help maximize results? (**KSQ2**)
- Adaptive management: How and what key lessons learned from project implementation were gathered and integrated during implementation. Could anything have been done differently?
- Cost-Effectiveness: Was the budget aligned with the activities and level of effort? What cost-saving measures were put in place, and how did this affect program implementation?
- Gender and human rights: Were gender-responsive measures implemented as planned? (**KSQ3**)
- Communication: How effective are communications in ensuring stakeholder awareness of the project and its approach? Was the knowledge management approach implemented as planned? (**KSQ5**)
- Environmental and social safeguards: Was the Safeguard plan consistent with the project outputs/outcomes and risks identified? Was the plan implemented as planned? (**KSQ4**)

Sustainability

- What is the exit strategy of the project? Do you think that it will hold? Why/why not?
- Will the results be sustainable?
 - Socio-political sustainability: Does the Gambia countries have any legal, policy or regulatory frameworks that may favor or hinder the project results?
 - Financial sustainability: Has the Gambia allocated budgets towards the early warning system?
 - Institutional sustainability: Are technical capacities and arrangements sufficient to sustain project results? To what extent is their ownership among stakeholders?

Lessons and recommendations

- Which lessons can be learned from the design and implementation of this project?
- Do you have any recommendations for the sustainability of the results and long-term impacts of this project?
- Do you have any recommendations for the design and implementation of future similar projects?

Beneficiaries

Relevance

- How was the project aligned with national policies and strategies and the needs of the Gambia?
 - In what ways have stakeholders participated in the identification of the needs during project design? (**KSQ2**)

- Was the program complementary to other national processes and initiatives early warning systems? How so?
- What do you see as existing or new emerging needs related to the early warning system that are not presently being supported by the project?

Quality of project design

- How realistic were the project objectives, outcomes and outputs within the budget and timeline?
- How clear was the operational structure and monitoring and evaluation system defined?
- Were the assumptions and risks taken into account at project design realistic?

External context

- What risks and external factors have affected the project's performance (since the MTR)? How were these managed? What changes have it resulted in?

Effectiveness

- Outcome 1: To what extent was the Gambia National Meteorological Services supported to become a financially sustainable Meteorological Agency?
- Outcome 2: To what extent is hydro-meteorological infrastructure upgraded, installed and maintained? Is the current infrastructure capable of sustaining a functioning early warning system?
- Outcome 3: How and in what ways were staff members trained to operate the Gambia Early Warning System and to perform medium and long-term adaptation planning beyond the project?
- Outcome 4: To what extent is the hydro-meteorological and environmental information used for early warnings and long-term development plans? Can you give concrete examples?

“Interviewer should probe for the main reasons behind the level of achievement per outcome – i.e. Why did the programme achieve/or not achieve these outcomes?”

- Objective: Have climate monitoring capabilities and the early warning system been strengthened in the Gambia and is information for responding to climate shocks and planning adaptation to climate change in Gambia available and accessible?
- Impact: What is the likelihood that the programme results will increase adaptive capacities and reduce vulnerabilities to climate change in the Gambia? What is the added value of this programme in terms of real impact in the Gambia?
- Public goods: Were new technologies and approaches promoted by the project? Have measures been successfully taken to disseminate public goods?
- Unintended effects: Has the project led to or contributed to unintended positive or negative effects.

Efficiency

- Project Management: How efficient and effective has the project governance system proved to be during implementation for decision making, communication flows and coordination? How was the partnership and collaboration between UNDP and UNEP on the implementation of the programme?
- Timeliness: Was the timing and sequence of activities realistic and contributing to the efficiency of the programme? Could extensions have been avoided?

- Stakeholder engagement/complementarity: Were other partners and stakeholders engaged and through which ways? Were partnerships used, were they complimentary, and did it help maximize results? (**KSQ2**)
- Gender and human rights: Were gender-responsive measures implemented? (**KSQ3**)
- Communication: How effective are communications in ensuring stakeholder awareness of the project and its approach? (**KSQ5**)
- Environmental and social safeguards: What measures have been taken to be compliant with environmental and social safeguards? (**KSQ4**)

Sustainability

- Will the results be sustainable?
 - Socio-political sustainability: Does the Gambia countries have any legal, policy or regulatory frameworks that may favor or hinder the project results?
 - Financial sustainability: Has the Gambia allocated budgets towards the early warning system?
 - Institutional sustainability: Are technical capacities and arrangements made sufficient to sustain project results? To what extent is their ownership among stakeholders?

Lessons and recommendations

- Which lessons can be learned from the design and implementation of this project?
- Do you have any recommendations for the sustainability of the results and long-term impacts of this project?
- Do you have any recommendations for the design and implementation of future similar projects?

ANNEX 6: MISSION AGENDA

Table 19. Mission agenda

Date	Time	Place of Visit
01/05/2023	9:00 AM	Interview with Project coordinator
	11:00 AM	Interview with Chief Meteorological Officer
	13:00 AM	Interview with Project Director
	14:30 AM	Interview with Trainees
	16:00 PM	Interview with Chief Technical Adviser
02/05/2023	9:00 AM	Interview with head of Training School
	10:30 AM	Visit to Yundum international airport
	2:00 AM	Interview with head of Forecast unit
	3:00 PM	Interview with Department of Parks and Wildlife Management
	3:00 PM	Interviews with National Disaster Management Agency
3/05/2022	10:00 AM	Visit to Jeno Regional Meteorological Headquarters
	12:00 PM	Visit to Soma Community Radio
	1:00 PM	Visit to Jappineh Pilot Site
	3:00 AM	Visit to Bansang Hydrological Headquarters
	5:00 PM	Visit to Bansang Community Radio
4/05/2023	9:00 AM	Visit to Basse Regional Meteorological Headquarters
	12:00	Visit to Yallal automatic weather station.
	1:00 PM	Visit to Kerr Ardo Pilot Site
	1:00 PM	Visit to Kerewan Community Radio
	3:00 PM	Visit to Kerewan Regional Meteorological Headquarters
	5:00 PM	Return to Banjul
5/05/2023	9:00 AM	Interview with UNDP Focal Person
	12:00 PM	Interview with University of The Gambia
	3:00 PM	Wrap up with PMU

ANNEX 7: TERMS OF REFERENCE OF THE FINAL EVALUATION

Annex 2: Terminal Evaluation

Section 1: PROJECT BACKGROUND AND OVERVIEW

Project General Information

Table 1. Project summary

UNEP programme:	Sub-Climate Change	UNEP Division/Branch:	Ecosystems Division/ Nature for Climate Branch
Expected Accomplishment(s):	a. Countries increasingly advance their national adaptation plans which integrate ecosystem-based adaptation	Programme of Work Output(s):	iii) Increase in the number of countries that are ready to access or that have accessed climate change adaptation finance to implement adaptation plans
Project Title:	Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change – 2nd Phase of the GOTG/GEF/UNEP LDCF NAPA Early Warning Project		
Executing Agency:	Department of Water Resources, Ministry of Environment, Climate Change and Natural Resources.		
Project partners:	Ministry of Environment, Climate Change, and Natural Resources Department of Agriculture Ministry of Fisheries and Water Resources Ministry of Agriculture Ministry of Information and Communication Infrastructure Ministry of Finance and Economic Affairs Ministry of Health and Social Welfare Ministry of Local Government Gambia Chamber of Commerce and Industry Women's Bureau Personnel Management Office University of The Gambia National Disaster Management Authority National Environment Agency Department of Forestry Department of Parks and Wildlife Management The Gambia Association of Non-Government Organizations Gambia Radio and Television Services Local Government Authorities Community Radios		
Geographical Scope:	National		

Participating Countries:	The Gambia		
GEF project ID:	5071	Umojs number*⁷²:	S1-32LDL-000041/P1-33LDL-000034 / SB-000698.24.01
Focal Area(s):	Climate Change	GEF OP #:	
GEF Strategic Priority/Objective:	Climate Change	GEF approval date*:	08 July 2014
UNEP approval date:		Date of first disbursement*:	17 th February 2015
Actual start date⁷³:	August 2015	Planned duration:	4 years
Intended completion date*:	May 2019	Actual or Expected completion date:	June 2022
Project Type:	FSP	GEF Allocation*:	UNEP: USD 5,000,000 UNDP: USD 3,000,000
PPG GEF cost*:		PPG co-financing*:	
Expected FSP Co-financing*:	USD 21,500,00	Total Cost*:	
Mid-term review/eval. (planned date):		Terminal Evaluation (actual date):	
Mid-term review/eval. (actual date):	December 2019	No. of revisions*:	
Date of last Steering Committee meeting:		Date of last Revision*:	
Disbursement as of 30 June 2022*:	USD 4,504,432.30	Date of financial closure*:	December 2022
Date of Completion⁷⁴*:		Actual expenditures reported as of 30 June 2022⁷⁵:	USD 4,053,142.13
Total co-financing realized as of 31 December 2021⁷⁶:	USD 21,500,000	Actual expenditures entered in IMIS as of 31 December 2021*:	
Leveraged financing:⁷⁷			

⁷² Fields with an * sign (in yellow) should be filled by the Fund Management Officer

⁷³ Only if different from first disbursement date, e.g., in cases where a long time elapsed between first disbursement and recruitment of project manager.

⁷⁴ If there was a "Completion Revision" please use the date of the revision.

⁷⁵ Information to be provided by Executing Agency/Project Manager

⁷⁶ Projects which completed mid-term reviews/evaluations or terminal evaluations should attach the completed co-financing table as per GEF format. See Annex 1

⁷⁷ See above note on co-financing

Project rationale

In line with guidance for the Least Developed Countries Fund (LDCF), the Republic of The Gambia seeks funding for this full-sized project in order to implement one of the ten priority adaptation programmes identified as urgent in the National Adaptation Programme of Action (NAPA).

The main problem facing the country today, in the context of climate change, is a high vulnerability to climate change and climate variability exacerbated by low capacity to address and adapt to the phenomenon. This low capacity is evident at all levels – from the local, to the regional to the national institutional levels.

Major barriers are the inability to effectively predict climate change events, assess potential impacts and deliver short-term alerts, or longer-term warnings that can contribute to adaptive responses and development planning. The capacity for climate monitoring and collection of reliable data and information on climate change and the development of alerts and early warnings is low because of a number of infrastructural constraints and human capacity limitations including: (i) inadequate numbers and quality of equipment, tools and data processing hardware and software to collect and analyze climate information; (ii) shortage of qualified personnel that can analyze data and transform processed information into weather advisories and early warnings, which sensitize well-targeted endusers through the use of appropriately selected communication media, messaging and language; and (iii) limited capacity at the local level for uptake of climate-related messaging and ability to respond to advisories and warnings. The current situation will persist and be aggravated unless urgent measures are taken and the climate change early warning system in The Gambia is strengthened.

Climate change has been exacerbating the weather-related impacts that The Gambia already faces, given its geographical position. The Gambia is increasingly susceptible to windstorms, droughts, floods, rainfall variability, coastal erosion, and sea-level rise.

When coupled with existing socioeconomic challenges, these impacts stunt development and augment vulnerabilities. As it is, The Gambia is a low-income country, ranking 167th on the Human Development Index (2012 figures). Approximately 51 percent of the population lives in absolute poverty. Poverty is concentrated in rural areas with a high dependence on agriculture, which makes large segments of the population extremely vulnerable to erratic rainfall and other climate-induced events.

Farmers have been experiencing shorter crop growing seasons due to drought and shallow wells that provided supplementary irrigation to their rain-fed system drying out too early in the season. The overall impact is a precarious agriculture that repeatedly fails to meet household food security needs, resulting in 28 percent of the population being chronically hungry. The tourism industry is increasingly become a significant part of the economy, but it too is highly vulnerable to weather related events, beach erosion, and a loss of indigenous wildlife and plants.

Given The Gambia's reliance on climate-sensitive agriculture and natural resources, it is necessary to strengthen the capacity of the Government of The Gambia (GoTG) to observe, analyse, forecast, and disseminate warnings to enhance EWS for climate resilient development. LDCF funding will consequently be used to (i) invest in improved hydro-meteorological equipment that can provide the climate data necessary for analysis and planning; (ii) support capacity building in the analysis of climate information; (iii) disseminate appropriate climate information in a tailored manner to end and (iv) strengthen the capacities at the local level to consume climate information and integrate it into their own development planning.

Project objectives and components

This project's objective is to strengthen the climate monitoring capabilities, early warning systems and available information for responding to climate shocks and planning adaptation to climate change in The Gambia. The project seeks to transfer weather and environmental observation technology, as well as to build capacities for climate data analysis and modelling, and to effectively communicate early warnings and advisories to stakeholders and local populations. This will be done so by delivering four complementary outcomes:

Outcome 1: The Gambia National Meteorological Services is supported in its transition to becoming a financially sustainable Meteorological Agency

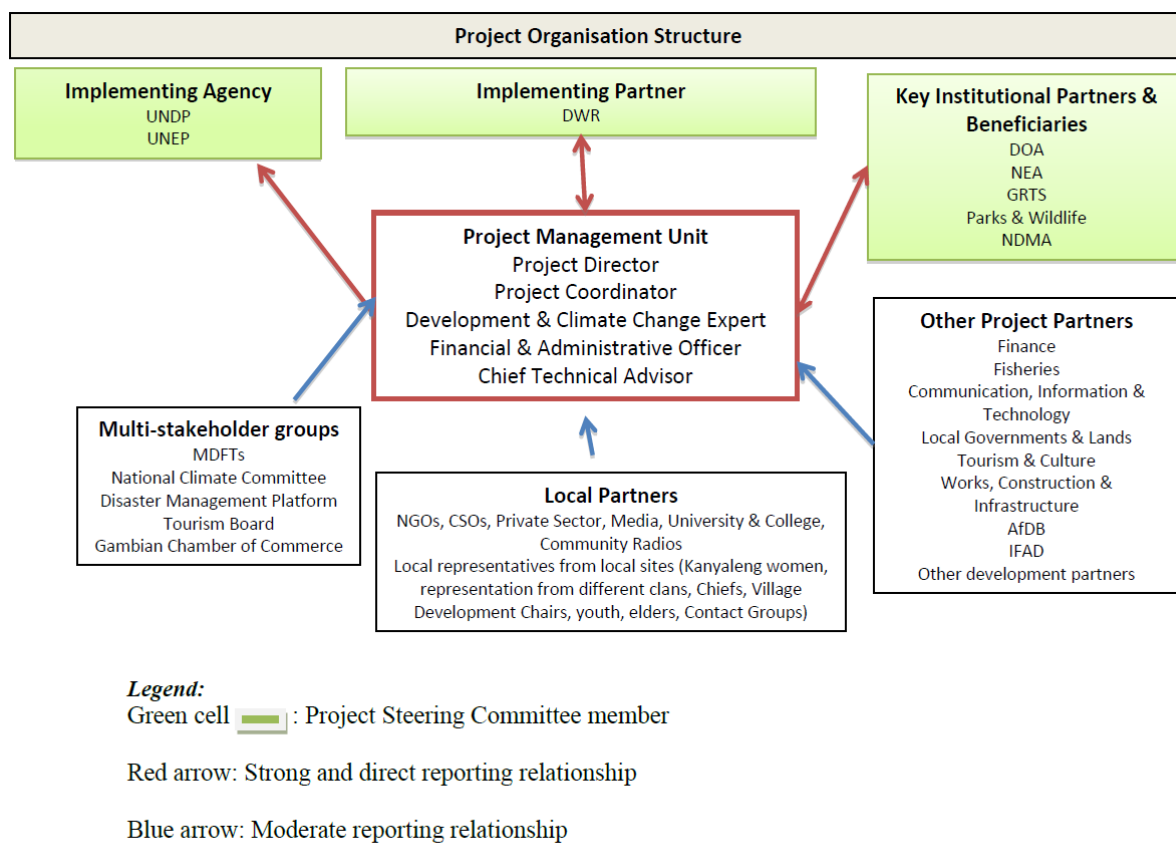
Outcome 2: Hydro-meteorological infrastructure is upgraded / installed and maintained that will cover the full needs for 'optimal performance of EWS' as identified by recent needs assessment reports in the Gambia

Outcome 3: A critical mass of skilled human resources is able to operate the Gambia Early Warning System and perform medium and long-term climate adaptation planning beyond the project

Outcome 4: Efficient and effective use of hydro-meteorological and environmental information for making early warnings and long-term development plans

Executing Arrangements

UNEP and UNDP will be the GEF implementing agencies for this proposed LDCF project. They will be responsible for different aspects of the project and will provide technical assistance for selected outputs as per their comparative advantage. UNDP will be responsible for implementing Outcome 2. UNEP will be responsible for implementing Outcomes 1, 3 and 4 and all other project management costs. The rationale of this division is based on the agencies' areas of comparative advantage. There will be coordination with the ten early warning projects that have been initiated in the region through UNDP-GEF. The Gambia will benefit from the technical support that is in place, as well as from the lessons learned. Enhanced regional coordination will facilitate sharing of experiences, access to best practices in the region and sharing of resources in cases where hydrometeorological training can be provided jointly. In order for the project to be successfully undertaken, the appropriate roles and structures need to be in place for its implementation. The first phase of the EWS project which is regionally-based in The North Bank, Banjul, Kanifeng and West Coast, has provided insights into the human resources necessary for a national project. This project will also use some of the existing roles and responsibilities that were designated in the first phase of the project. This will allow smooth flow of the information, ensure that the Steering Committee and other such parties are well-versed with EWS, and prevent new costs that come with establishing a whole new committee.



Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

Objective of the Evaluation

In line with the UNEP Evaluation Policy⁷⁸, UNEP Programme Manual⁷⁹, UNDP Evaluation Guidelines⁸⁰, the Terminal Evaluation is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation, especially for the second phase of the project, where applicable

Key Evaluation Principles

Evaluation findings and judgements will be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

The “Why?” Question. As this is a terminal evaluation and a follow-up project is likely [or similar interventions are envisaged for the future], particular attention will be given to learning from the experience. Therefore, the “Why?” question should be at the front of the consultants’ minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultant(s) needs to go beyond the assessment of “what” the project performance was and make a serious effort to provide a deeper

⁷⁸ <https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies>

⁷⁹ <https://wecollaborate.unep.org>

⁸⁰ <http://web.undp.org/evaluation/guideline/index.shtml>

understanding of “why” the performance was as it was. This should provide the basis for the lessons that can be drawn from the project.

Attribution, Contribution and Credible Association: In order to *attribute* any outcomes and impacts to a project intervention, one needs to consider the difference between what has happened with, and what would have happened without, the project (i.e. take account of changes over time and between contexts in order to isolate the effects of an intervention). This requires appropriate baseline data and the identification of a relevant counterfactual, both of which are frequently not available for evaluations. Establishing the *contribution* made by a project in a complex change process relies heavily on prior intentionality (e.g. approved project design documentation, logical framework) and the articulation of causality (e.g. narrative and/or illustration of the Theory of Change). Robust evidence that a project was delivered as designed and that the expected causal pathways developed supports claims of contribution and this is strengthened where an alternative theory of change can be excluded. A *credible association* between the implementation of a project and observed positive effects can be made where a strong causal narrative, although not explicitly articulated, can be inferred by the chronological sequence of events, active involvement of key actors and engagement in critical processes.

Communicating evaluation results. A key aim of the evaluation is to encourage reflection and learning by UNEP/UNDP staff and key project stakeholders. The consultant(s) should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons. Clear and concise writing is required on all evaluation deliverables. Draft and final versions of the main evaluation report will be shared with key stakeholders. There may, however, be several intended audiences, each with different interests and needs regarding the report. The consultant(s) will plan with the Task Manager which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some, or all, of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

Key Strategic Questions

In addition to the evaluation criteria outlined in Section 10 below, the evaluation will address the **strategic questions** listed below. These are questions of interest to UNEP and to which the project is believed to be able to make a substantive contribution:

Address the questions required for the GEF Portal in the appropriate parts of the report and provide a **summary of the findings in the Conclusions section of the report:**

(a) Under Monitoring and Reporting/Monitoring of Project Implementation:

What was the performance at the project’s completion against Core Indicator Targets? (For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided).

(b) Under Factors Affecting Performance/Stakeholder Participation and Cooperation:

What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? (*This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval*)

(c) Under Factors Affecting Performance/Responsiveness to Human Rights and Gender Equality:

What were the completed gender-responsive measures and, if applicable, actual gender result areas? (This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)

(d) Under Factors Affecting Performance/Environmental and Social Safeguards:

What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. (*Any supporting documents gathered by the*

Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)

(e) Under Factors Affecting Performance/Communication and Public Awareness:

What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? *(This should be based on the documentation approved at CEO Endorsement/Approval)*

Evaluation Criteria

All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria and a link to a table for recording the ratings is provided in Annex 1). A weightings table will be provided in excel format (link provided in Annex 1) to support the determination of an overall project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the availability of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The evaluation consultant(s) can propose other evaluation criteria as deemed appropriate.

A. Strategic Relevance

The evaluation will assess 'the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor'. The evaluation will include an assessment of the project's relevance in relation to UNEP and UNDP's mandate and its alignment with UNEP and UNDP's policies and strategies at the time of project approval. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

i. Alignment to the UNEP (Medium Term Strategy⁸¹ (MTS), Programme of Work (POW)) and Strategic Priorities of UNEP and UNDP.

The evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. Under the 2022-2025 MTS, UNEP strategic priorities are three: i) Climate action ii) Nature action iii) Pollution and Chemicals action.

ii. Alignment to Donor/GEF/Partner Strategic Priorities

Donor, including GEF, strategic priorities will vary across interventions. GEF priorities are specified in published programming priorities and focal area strategies. The Evaluation will assess the extent to which the project is suited to, or responding to, donor priorities. In some cases, alignment with donor priorities may be a fundamental part of project design and grant approval processes while in others, for example, instances of 'softly-earmarked' funding, such alignment may be more of an assumption that should be assessed.

iii. Relevance to Global, Regional, Sub-regional and National Environmental Priorities

The evaluation will assess the alignment of the project with global priorities such as the SDGs and Agenda 2030. The extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented will be considered. Examples may

⁸¹ UNEP's Medium Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>

include: national or sub-national development plans, poverty reduction strategies or National Adaptation Plans (NAPs) or National Adaptation Programme of Adaptation (NAPA) or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc. Within this section consideration will be given to whether the needs of all beneficiary groups are being met and reflects the current policy priority to leave no one behind.

iv. Complementarity with Existing Interventions/Coherence⁸²

An assessment will be made of how well the project, either at design stage or during the project inception or mobilization⁸³, took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups. The evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UN Development Assistance Frameworks or One UN programming. Linkages with other interventions should be described and instances where UNEP and UNDP's comparative advantages have been particularly well applied should be highlighted.

Factors affecting this criterion may include:

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness

B. Quality of Project Design

The quality of project design is assessed using an agreed template during the evaluation inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established (www.unenvironemnt.org/about-un-environment/our-evaluation-approach/templates-and-tools). This overall Project Design Quality rating is entered in the final evaluation ratings table as item B. In the Main Evaluation Report a summary of the project's strengths and weaknesses at design stage is included, while the complete Project Design Quality template is annexed in the Inception Report.

Factors affecting this criterion may include (at the design stage):

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity

C. Nature of External Context

At evaluation inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval⁸⁴). This rating is entered in the final evaluation ratings table as item C. Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the evaluation consultant and Task Manager together. A justification for such an increase must be given.

D. Effectiveness

⁸² This sub-category is consistent with the new criterion of 'Coherence' introduced by the OECD-DAC in 2019.

⁸³ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

⁸⁴ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management by the project team.

i. Availability of Outputs⁸⁵

The evaluation will assess the project's success in producing the programmed outputs and achieving milestones as per the project design document (ProDoc). Any *formal* modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the TOC. In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The availability of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their provision. It is noted that emphasis is placed on the performance of those outputs that are most important to achieve outcomes. The evaluation will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision⁸⁶

ii. Achievement of Project Outcomes⁸⁷

The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed⁸⁸ Theory of Change. These are outcomes that are intended to be achieved by the end of the project timeframe and within the project's resource envelope. Emphasis is placed on the achievement of project outcomes that are most important for attaining intermediate states. As with outputs, a table can be used where substantive amendments to the formulation of project outcomes is necessary. The evaluation should report evidence of attribution between UNEP and UNDP's intervention and the project outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UNEP and UNDP's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the project outcomes realised.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness

iii. Likelihood of Impact

Based on the articulation of long-lasting effects in the reconstructed TOC (*i.e. from project outcomes, via intermediate states, to impact*), the evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-lasting impacts. The approach to the use of TOC in project evaluations is outlined in a guidance note available on the following website, <https://www.unenvironment.org/about-un-environment/evaluation> and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from project outcomes to impacts, taking account of whether the

⁸⁵ Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2019)

⁸⁶ In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP.

⁸⁷ Outcomes are the use (*i.e. uptake, adoption, application*) of an output by intended beneficiaries, observed as changes in institutions or behavior, attitude or condition (UNEP, 2019)

⁸⁸ All submitted UNEP project documents are required to present a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any formal changes made to the project design.

assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects. Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.⁸⁹

The evaluation will consider the extent to which the project has played a catalytic role or has promoted scaling up and/or replication⁹⁰ as part of its Theory of Change and as factors that are likely to contribute to longer term impact.

Ultimately UNEP and UNDP and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-term or broad-based changes. However, the evaluation will assess the likelihood of the project to make a substantive contribution to the long-lasting changes represented by the Sustainable Development Goals and/or the intermediate-level results reflected in UNEP's Expected Accomplishments and the strategic priorities of funding partners.

Factors affecting this criterion may include:

- Quality of Project Management and Supervision (including adaptive management)
- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness
- Communication and public awareness

E. Financial Management

Financial management will be assessed under three themes: *adherence* to UNEP and UNDP's financial policies and procedures, *completeness* of financial information and *communication* between financial and project management staff. The evaluation will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The evaluation will verify the application of proper financial management standards and adherence to UNEP and UNDP's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted. The evaluation will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner. The evaluation will assess the level of communication between the Project/Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision
- Whether the co-financing expenditure has contributed towards achieving the project's objectives.

F. Efficiency

The evaluation will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution. Focussing on the translation of inputs into outputs, cost-effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. Timeliness refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The

⁸⁹ Further information on Environmental, Social and Economic Safeguards (ESES) can be found at <http://wedocs.unep.org/handle/20.500.11822/8718>

⁹⁰ Scaling up refers to approaches being adopted on a much larger scale, but in a very similar context. Scaling up is often the longer-term objective of pilot initiatives. Replication refers to approaches being repeated or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target group etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.

evaluation will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The evaluation will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

The evaluation will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities⁹¹ with other initiatives, programmes and projects etc. to increase project efficiency. The evaluation will also consider the extent to which the management of the project minimised UNEP and UNDP's environmental footprint.

The factors underpinning the need for any project extensions will also be explored and discussed. As management or project support costs cannot be increased in cases of 'no cost extensions', such extensions represent an increase in unstated costs to implementing parties.

Factors affecting this criterion may include:

- Preparation and readiness (e.g. timeliness)
- Quality of project management and supervision
- Stakeholders participation and cooperation

G. Monitoring and Reporting

The evaluation will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring implementation and project reporting.

i. Monitoring Design and Budgeting

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART⁹² results towards the provision of the project's outputs and achievement of project outcomes, including at a level disaggregated by gender, vulnerability or marginalisation. In particular, the evaluation will assess the relevance and appropriateness of the project indicators as well as the methods used for tracking progress against them as part of conscious results-based management. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal evaluation/review should be discussed if applicable.

ii. Monitoring of Project Implementation

The evaluation will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. This assessment will include consideration of whether the project gathered relevant and good quality baseline data that is accurately and appropriately documented. This should include monitoring the representation and participation of disaggregated groups (including gendered, vulnerable and marginalised groups) in project activities. It will also consider the quality of the information generated by the monitoring system during project implementation and how it was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The evaluation should confirm that funds allocated for monitoring were used to support this activity.

iii. Project Reporting

UNEP has a centralised project information management system (Anubis), while UNDP uses Project Information Management System (PIMS+) for GEF projects in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Task Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team (e.g. the Project Implementation Reviews and Tracking Tool/ GEF Climate Change Adaptation Strategy's Results Framework for GEF-funded projects). The evaluation will assess the extent to which both UNEP, UNDP and donor reporting commitments have been fulfilled. The

⁹¹ Complementarity with other interventions during project design, inception or mobilization is considered under Strategic Relevance above.

⁹² SMART refers to results that are specific, measurable, achievable, relevant and time-oriented. Indicators help to make results measurable.

review should examine the extent to which measures have been put in place to address identified risks and impacts. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Responsiveness to Environmental and Social Safeguards (ESS) including human rights and gender equity (e.g. disaggregated indicators and data)

H. Sustainability

Sustainability⁹³ is understood as the probability of project outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the endurance of achieved project outcomes (ie. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of project outcomes may also be included.

i. Socio-political Sustainability

The evaluation will assess the extent to which social or political factors support the continuation and further development of project outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular the evaluation will consider whether individual capacity development efforts are likely to be sustained.

ii. Financial Sustainability

Some project outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other project outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new resource management approach. The evaluation will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the project's outcomes have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

iii. Institutional Sustainability

The evaluation will assess the extent to which the sustainability of project outcomes (especially those relating to policies and laws) is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure. In particular, the evaluation will consider whether institutional capacity development efforts are likely to be sustained.

Factors affecting this criterion may include:

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity (e.g. where interventions are not inclusive, their sustainability may be undermined)
- Communication and public awareness
- Country ownership and driven-ness

⁹³ As used here, 'sustainability' means the long-term maintenance of outcomes and consequent impacts, whether environmental or not. This is distinct from the concept of sustainability in the terms 'environmental sustainability' or 'sustainable development', which imply 'not living beyond our means' or 'not diminishing global environmental benefits' (GEF STAP Paper, 2019, Achieving More Enduring Outcomes from GEF Investment)

I. Factors Affecting Project Performance and Cross-Cutting Issues

(These factors are rated in the ratings table but are discussed within the Main Evaluation Report as cross-cutting themes as appropriate under the other evaluation criteria, above. Where the issues have not been addressed under other evaluation criteria, the consultant(s) will provide summary sections under the following headings.)

i. Preparation and Readiness

This criterion focuses on the inception or mobilisation stage of the project (i.e. the time between project approval and first disbursement). The evaluation will assess whether appropriate measures were taken to either address weaknesses in the project design or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular the evaluation will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. *(Project preparation is included in the template for the assessment of Project Design Quality).*

ii. Quality of Project Management and Supervision

In some cases ‘project management and supervision’ will refer to the supervision and guidance provided by UNEP and UNDP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping and supervision provided by UNEP and UNDP.

The evaluation will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); maintaining project relevance within changing external and strategic contexts; communication and collaboration with UNEP and UNDP colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive management should be highlighted.

iii. Stakeholder Participation and Cooperation

Here the term ‘stakeholder’ should be considered in a broad sense, encompassing all project partners, duty bearers with a role in delivering project outputs and target users of project outputs and any other collaborating agents external to UNEP, UNDP and the Executing Agencies. The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life and the support given to maximise collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise. The inclusion and participation of all differentiated groups, including gender groups should be considered.

iv. Responsiveness to Human Rights and Gender Equity

The evaluation will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the evaluation will assess to what extent the intervention adheres to UNEP’s Policy and Strategy for Gender Equality and the Environment⁹⁴ as well as UNDP Gender Equity Strategy 2018 - 2021⁹⁵.

In particular the evaluation will consider to what extent project-implementation and monitoring have taken into consideration: (i) possible inequalities (especially those related to gender) in access to, and the control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children) to environmental degradation or disasters; and (iii) the role of disadvantaged groups (especially those related

⁹⁴The Evaluation Office notes that Gender Equality was first introduced in the UNEP Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time. https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf?sequence=3&isAllowed=y

⁹⁵ <https://www.undp.org/content/undp/en/home/librarypage/womensmpowerment/undp-gender-equality-strategy-2018-2021.html>

to gender) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

v. *Environmental and Social Safeguards*

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and management (avoidance, minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities. The evaluation will confirm whether UNEP requirements⁹⁶ were met to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and *report* on the implementation of safeguard management measures taken. UNEP requirements for proposed projects to be screened for any safeguarding issues; for sound environmental and social risk assessments to be conducted and initial risk ratings to be assigned are evaluated above under Quality of Project Design).

The evaluation will also consider the extent to which the management of the project minimised UNEP and UNDP's environmental footprint.

vi. *Country Ownership and Driven-ness*

The evaluation will assess the quality and degree of engagement of government / public sector agencies in the project. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, ie. either a) moving forwards from outputs to project outcomes or b) moving forward from project outcomes towards intermediate states. The evaluation will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices (e.g. representatives from multiple sectors or relevant ministries beyond Ministry of Environment). This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised. Ownership should extend to all gendered and marginalised groups.

vii. *Communication and Public Awareness*

The evaluation will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The evaluation should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the evaluation will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

The Terminal Evaluation will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant(s) maintains close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings. Where applicable, the consultant(s) will provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

The findings of the evaluation will be based on the following:

⁹⁶ For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project designs since 2011.

(a) A desk review of:

- Relevant background documentation;
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
- Project reports such as annual (PIR) and six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and including the Project Implementation Reviews (PIR), GEF-7 Climate Change Adaptation Strategy's Results Framework and Tracking Tool, Reports on Co-financing mobilisation and expenditure etc.;
- Project outputs: including but not limited to publications and reports.
- Mid-Term Review (2018) of the project;
- Evaluations/reviews of similar projects.

(b) **Interviews** (individual or in group) with:

- a. UNEP Task Manager (TM);
- b. Project management Unit (PMU);
- c. Executing Agency and partner institutions, including co-financing entities
- d. UNEP Fund Management Officer (FMO);
- e. UNDP Task Manager

(c) **Surveys** as deemed necessary and designed during the inception phase of the TE.

(d) **Field visits and Virtual methods** of interviews/consultations will have to replace field visits

(e) **Other data collection tools** as deemed necessary and designed during the inception phase of the TE.

Evaluation Deliverables and Review Procedures

The evaluation team will prepare:

- (f) **Inception Report:** (see Annex 1 for links to all templates, tables and guidance notes) containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, evaluation framework and a tentative evaluation schedule.
- (g) **Preliminary Findings Note:** typically in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings. In the case of highly strategic project/portfolio evaluations or evaluations with an Evaluation Reference Group, the preliminary findings may be presented as a word document for review and comment.
- (h) **Draft and Final Evaluation Report:** (see links in Annex 1) containing an executive summary that can act as a stand-alone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.

An **Evaluation Brief**, (a 2-page overview of the evaluand and key evaluation findings) for wider dissemination through the UNEP and/or UNDP website may be required. This will be discussed with the Task Manager no later than during the finalization of the Inception Report.

Review of the draft evaluation report. The evaluation team will submit a draft report to the Task Manager and revise the draft in response to their comments and suggestions. The Task Manager will then forward revised

draft report (corrected by the evaluation consultant(s) where necessary) to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the evaluation team for consolidation.

At the end of the evaluation process, a **Recommendations Implementation Plan** in the format of a table will be completed and updated at regular intervals by the Task Manager.

Table 3. Tentative schedule for the evaluation

Milestone	Tentative Dates
Evaluation Initiation Meeting	November 2022
Inception Report	January 2023
Evaluation Mission	February 2023
Skype/zoom/Telephone interviews, surveys etc.	January – March 2023
Powerpoint/presentation on preliminary findings and recommendations	March 2023
Draft report	April 2023
Final Report	May 2023

ANNEX 8: QUALITY ASSESSMENT OF THE REPORT

Review Title: “Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change”

Consultant: Baastel/Jon Garcia

A similar tool is used by the Evaluation Office to assess the final report, during validation. The Evaluation Office version includes a column to provide a quality assessment rating.

	EVALUATION OFFICE COMMENTS
Report Quality Criteria	
Quality of the Executive Summary <u>Purpose:</u> acts as a stand alone and accurate <u>summary</u> of the main review product, especially for senior management. To include: • concise overview of the review object • clear summary of the review objectives and scope • overall review rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria • reference to where the review ratings table can be found within the report • summary response to key strategic review questions • summary of the main findings of the exercise/synthesis of main conclusions • summary of lessons learned and recommendations.	Final report: The Evaluation Office notes that its standard template for the structure and coverage of a Management Led Terminal Review (MLTR) was not used in this case, as the relationship between the UNEP Independent Evaluation Office and Baastel was still new. No rating for quality of the report is, therefore, given. Comments are made where useful. While the Executive Summary does not cover all the elements the Evaluation Office proposes, it is a very readable summary of the findings of the MLTR. The Evaluation Office notes, on recommendation 3, that project funds may not be spent after operational completion (other than for evaluation/performance assessment purposes).
Quality of the 'Introduction' Section <u>Purpose:</u> introduces/<u>situates</u> the evaluand in its institutional context, establishes its main parameters (time, value, results, geography) and the purpose of the review itself. To include: • institutional context of the project (sub-programme, Division, Branch etc) • date of PRC approval, project duration and start/end dates • number of project phases (where appropriate) • results frameworks to which it contributes (e.g. POW Direct Outcome) • coverage of the review (regions/countries where implemented) • implementing and funding partners • total secured budget • whether the project has been reviewed/evaluated in the past (e.g. mid-term, external agency etc.) • concise statement of the purpose of the review and the key intended audience for the findings.	Final report: The report introduces the evaluation briefly but the majority of this content is in other parts of the report.

	EVALUATION OFFICE COMMENTS
Quality of the 'Review Methods' Section <u>Purpose:</u> provides reader with clear and comprehensive description of review methods, demonstrates the <u>credibility</u> of the findings and performance ratings. To include: • description of review data collection methods and information sources • justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face) • number and type of respondents (<i>see table template</i>) • selection criteria used to identify respondents, case studies or sites/countries visited • strategies used to increase stakeholder engagement and consultation • methods to include the voices/experiences of different and potentially excluded groups (e.g. vulnerable, gender, marginalised etc) • details of how data were verified (e.g. triangulation, review by stakeholders etc.) • methods used to analyse data (scoring, coding, thematic analysis etc) • review limitations (e.g. low/ imbalanced response rates across different groups; gaps in documentation; language barriers etc) • ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected. Is there an ethics statement? E.g. <i>'Throughout the review process and in the compilation of the Final Review Report efforts have been made to represent the views of both mainstream and more marginalised groups. All efforts to provide respondents with anonymity have been made.'</i>	Final report: There was no need for selection criteria for field visit sites as well were visited. However, there is no description of how respondents may have been selected for FGDs, assuming they took place in the field. There is no detail given on how marginalised and vulnerable groups were encouraged to take part in the evaluation, despite the finding of the MLTR (para 8) that gender responsive measures were designed and implemented.
Quality of the 'Project' Section <u>Purpose:</u> describes and <u>verifies</u> key dimensions of the evaluand relevant to assessing its performance. To include: • <i>Context:</i> overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses) • <i>Results framework:</i> summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • <i>Stakeholders:</i> description of groups of targeted stakeholders organised according to relevant common characteristics • <i>Project implementation structure and partners:</i> description of the implementation structure with diagram and a list of key project partners • <i>Changes in design during implementation:</i> any key events that affected the project's scope or parameters should be described in brief in chronological order • <i>Project financing:</i> completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	Final report: All elements are covered. The Evaluation Office notes that the original formulation of outcome statements does not meet UNEP's core definition of outcomes (i.e. the uptake or adoption of outputs). Two changes to the project design are described in para 40. It is not noted how the dropping of these activities, and any subsequent changes in spend, were formally adopted.
Quality of the Theory of Change <u>Purpose:</u> to set out the TOC at Review in diagrammatic and narrative forms to support consistent project performance; to articulate the causal pathways with drivers and assumptions and justify any reconstruction necessary to assess the project's performance. To include: • description of how the <i>TOC at Review</i>⁹⁷ was designed (who was involved etc)	Final report: The project document, approved in 2014, did not include a Theory of Change. The reconstruction provides a more appropriate basis for the assessment of the project's achievement of results, than the original results framework.

⁹⁷ During the Inception Phase of the review process a *TOC at Review Inception* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions), formal revisions and annual reports etc. During the review process this TOC is revised based on changes made during project intervention and becomes the *TOC at Review*.

	EVALUATION OFFICE COMMENTS
- confirmation/reconstruction of results in accordance with UNEP definitions - articulation of causal pathways - identification of drivers and assumptions - identification of key actors in the change process - summary of the reconstruction/results re-formulation in tabular form. <i>The two results hierarchies (original/formal revision and reconstructed) should be presented as a two-column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'. This table may have initially been presented in the Inception Report and should appear somewhere in the Main Review report.</i>	
Quality of Key Findings within the Report <u>Presentation of evidence:</u> nature of evidence should be clear (interview, document, survey, observation, online resources etc) and evidence should be explicitly triangulated unless noted as having a single source. <u>Consistency within the report:</u> all parts of the report should form consistent support for findings and performance ratings, which should be in line with UNEP's Criteria Ratings Matrix. <u>Findings Statements (where applicable):</u> The frame of reference for a finding should be an individual review criterion or a strategic question from the TOR. A finding should go beyond description and uses analysis to provide insights that aid learning specific to the evaluand. In some cases a findings statement may articulate a key element that has determined the performance rating of a criterion. Findings will frequently provide insight into 'how' and/or 'why' questions.	Final report: The report benefits from several site visits. Sources of evidence are not always made explicit but are implied through the review methods. There are no specific findings statements but the style of writing is highly accessible and makes key insights clear.
Quality of 'Strategic Relevance' Section <u>Purpose:</u> to present evidence and analysis of project strategic relevance with respect to UNEP, partner and geographic policies and strategies at the time of project approval. To include: Assessment of the evaluand's relevance vis-à-vis: - Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities - Alignment to Donor/GEF/Partners Strategic Priorities - Relevance to Regional, Sub-regional and National Environmental Priorities - Complementarity with Existing Interventions: complementarity of the project at design (or during inception/mobilisation⁹⁸), with other interventions addressing the needs of the same target groups.	Final report: All elements are covered. The Evaluation Office notes the missed opportunities reflected in the low rating for project complementarity.
Quality of the 'Quality of Project Design' Section <u>Purpose:</u> to present a summary of the strengths and weaknesses of the project design, on the basis that the detailed assessment was presented in the Inception Report.	Final report: The report assesses the quality of project design against a set of questions, rather than using the Evaluation Office template.
Quality of the 'Nature of the External Context' Section <u>Purpose:</u> to describe and recognise, when appropriate, key <u>external</u> features of the project's implementing context that limited the project's performance (e.g.	Final report: The discussion of the Nature of External Context is appropriate.

⁹⁸ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

	EVALUATION OFFICE COMMENTS
conflict, natural disaster, political upheaval⁹⁹), and how they affected performance. While additional details of the implementing context may be informative, this section should clearly record whether or not a major and unexpected disrupting event took place during the project's life in the implementing sites.	
Quality of 'Effectiveness' Section (i) Availability of Outputs: <u>Purpose:</u> to present a well-reasoned, complete and evidence-based assessment of the outputs made available to the intended beneficiaries. To include: • a convincing, evidence-supported and clear presentation of the outputs made available by the project compared to its approved plans and budget • assessment of the nature and scale of outputs versus the project indicators and targets • assessment of the timeliness, quality and utility of outputs to intended beneficiaries • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Final report: The description of the provision of outputs is well-supported by the field visits and provides the necessary confirmation of performance.
ii) Achievement of Project Outcomes: <u>Purpose:</u> to present a well-reasoned, complete and evidence-based assessment of the uptake, adoption and/or implementation of outputs by the intended beneficiaries. This may include behaviour changes at an individual or collective level. To include: • a convincing and evidence-supported analysis of the uptake of outputs by intended beneficiaries • assessment of the nature, depth and scale of outcomes versus the project indicators and targets • discussion of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself • any constraints to attributing effects to the projects' work • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Final report: The assessment of the achievement of outcomes is appropriate.
(iii) Likelihood of Impact: <u>Purpose:</u> to present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact, including an assessment of the extent to which drivers and assumptions necessary for change to happen, were seen to be holding. To include: • an explanation of how causal pathways emerged and change processes can be shown • an explanation of the roles played by key actors and change agents • explicit discussion of how drivers and assumptions played out • identification of any unintended negative effects of the project, especially on disadvantaged groups, including those with specific	Final report: The assessment of likelihood of impact differs from UNEP's typical evaluation approach, but arrives at a performance rating that is consistent with that approach.

⁹⁹ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team.

	EVALUATION OFFICE COMMENTS
needs due to gender, vulnerability or marginalisation (e.g. through disability).	
Quality of 'Financial Management' Section <u>Purpose:</u> to present an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table (may be annexed). Consider how well the report addresses the following: • adherence to UNEP's financial policies and procedures • completeness of financial information, including the actual project costs (total and per activity) and actual co-financing used • communication between financial and project management staff	Final report: The report covers the three sub-categories required by UNEP and provides a thorough discussion of financial management issues.
Quality of 'Efficiency' Section <u>Purpose:</u> to present an integrated analysis of all dimensions evaluated under efficiency (i.e. the primary categories of cost-effectiveness and timeliness). To include: • time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • discussion of making use, during project implementation, of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • implications of any delays and no cost extensions • the extent to which the management of the project minimised UNEP's environmental footprint.	Final report: The report a broad range of factors under the heading of Efficiency. This is not consistent with the UNEP Evaluation Office's approach. Some of the material is relevant to the UNEP standard approach to Factors Affecting Performance. While the discussion is informative, it goes beyond UNEP's understanding of efficiency.
Quality of 'Monitoring and Reporting' Section <u>Purpose:</u> to present well-reasoned, complete and evidence-based assessment of the evaluand's monitoring and reporting. Consider how well the report addresses the following: • quality of the monitoring design and budgeting (<i>including SMART results with measurable indicators, resources for MTE/R etc.</i>) • quality of monitoring of project implementation (<i>including use of monitoring data for adaptive management</i>) • quality of project reporting (<i>e.g. PIMS and donor reports</i>)	Final report: The report provides an adequate discussion of aspects of monitoring implementation and reports. It addresses question in addition to UNEP's standard approach.
Quality of 'Sustainability' Section <u>Purpose:</u> to present an integrated analysis of all dimensions evaluated under sustainability (i.e. the endurance of benefits achieved at outcome level). Consider how well the report addresses the following: • socio-political sustainability • financial sustainability • institutional sustainability	Final report: The discussion of sustainability goes beyond UNEP's standard evaluation approach but the performance rating is consistent with that approach.
Quality of Factors Affecting Performance Section <u>Purpose:</u> These factors are not always discussed in stand-alone sections and may be integrated in the other performance criteria as appropriate. However, if not addressed substantively in this section, a cross reference must be given to where the topic is addressed and that entry must be sufficient to justify the performance rating for these factors.	Final report: The majority of these themes are adequately discussed under Efficiency.

	EVALUATION OFFICE COMMENTS
Consider how well the review report, either in this section or in cross-referenced sections, covers the following cross-cutting themes: • preparation and readiness • quality of project management and supervision¹⁰⁰ • stakeholder participation and co-operation • responsiveness to human rights and gender equality • environmental and social safeguards • country ownership and driven-ness • communication and public awareness	
Quality of the Conclusions Section (i) Conclusions Narrative: <u>Purpose:</u> to present summative statements reflecting on prominent aspects of the <u>performance of the evaluand as a whole</u>, they should be derived from the synthesized analysis of evidence gathered during the review process. To include: • compelling narrative providing an integrated summary of the strengths and weakness in overall performance (achievements and limitations) of the project • clear and succinct response to the key strategic questions • human rights and gender dimensions of the intervention should be discussed explicitly (e.g. how these dimensions were considered, addressed or impacted on)	Final report: The conclusion provides a strong narrative integrating the findings on performance for the project. It also provides detailed responses to the strategic questions.
ii) Utility of the Lessons: <u>Purpose:</u> to present both positive and negative lessons that have potential for wider application and use (replication and generalization) Consider how well the lessons achieve the following: • are rooted in real project experiences (i.e. derived from explicit review findings or from problems encountered and mistakes made that should be avoided in the future) • briefly describe the context from which they are derived and those contexts in which they may be useful • do not duplicate recommendations	Final report: The lessons presented are broad and can contribute to a wide range of development project contexts.
(iii) Utility and Actionability of the Recommendations: <u>Purpose:</u> to present proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results. Consider how well the lessons achieve the following: • are feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when • include at least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions • represent a measurable performance target in order that the UNEP Unit/Branch can monitor and assess compliance with the recommendations. <u>NOTES:</u>	Final report: The recommendations, apart from recommendation 5, will be difficult to address post project unless there is a future phase of work under UNEP or UNDP.

¹⁰⁰ In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP. This includes providing the answers to the questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal.

	EVALUATION OFFICE COMMENTS
(i) In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance. (ii) Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.	
Quality of Report Structure and Presentation (i) Structure and completeness of the report: To what extent does the report follow the UNEP Evaluation Office structure and formatting guidelines? Are all requested Annexes included and complete?	Final report: The structure does not follow UNEP's standard template as the relationship between the UNEP Evaluation Office and Baastel was in its early stages. The report, however, provides a solid and useful assessment of the performance of the project. The report does not provide the Annex on GEF Portal Questions.
(ii) Writing and formatting: Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information?	Final report: The report is written in a clear, concise and professional style.
OVERALL REPORT QUALITY RATING	Satisfactory

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the review report is calculated by taking the mean score of all rated quality criteria.



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Sustainable Development

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