FP171

Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste

Timor-Leste

March 2026

Interim Evaluation Report

This report presents the Interim Evaluation of the Green Climate Fund (GCF)-funded project "Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste". The evaluation was independently commissioned by the Accredited Entity (AE), United Nations Environment Programme (UNEP), and submitted to GCF. GCF assumes no responsibility for the accuracy of the information in this report.

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Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste



Mid-Term Evaluation Report

24 September 2025

Revised in consideration of GCF comments (26 March 2026)

Prepared by Tony O'Keeffe, Independent Evaluator

For UNEP Climate Change Division (CCD)

(formerly in the Early Warning and Assessment Division)

GREEN CLIMATE FUND

UN environment programme

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This report has been prepared without the use of any Artificial Intelligence tools. It is entirely the original drafting of the Evaluator.

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This Mid-Term Evaluation (MTE) report was prepared for UNEP Climate Services and Capacity Building Unit Climate Change Division Nairobi, Kenya by Tony O'Keeffe, Independent Evaluation Consultant.

The report has been greatly assisted by inputs provided by project personnel who have had direct experience in project planning, in meeting issues head on, and finding appropriate solutions in the evolving project process to date.

Gratitude is expressed to all persons who made time to contribute valuable perspectives toward the development of this report (as listed in Annex 6). Paulo Soares, who worked as the national MTE consultant in developing this report, is specifically acknowledged for his contributions that were based on extensive local knowledge, engagement prowess with a wide range of stakeholders including language translation and his ability to illuminate issues and circumstances associated with the project. The inputs of the UNEP Task Manager Bo Ra Kim are particularly acknowledged for the information provision and clarifications provided. The assistance of the UNEP-PMU is also acknowledged for the specific contributions and practical support it provided to the review process. The evaluator hopes that the findings, conclusions, and recommendations contribute to the successful completion the project that has been evaluated, formulation of any future phases and to the continuous improvement of similar projects and programmes in Timor-Leste and other countries and regions.

Consultant biography

Tony O'Keeffe is an expert project manager with a 35-year career in environmental management. His extensive skills base enables him to steer and review projects at strategic, technical, and operational levels. Since 2009, he has focussed on supporting Pacific Island countries in protecting the natural resources on which they depend. Some of his more recent work includes:

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- Expert reviewer for Climate Change and Disaster Resilience Strategy, PNGAUS Partnership Economic and Social infrastructure Program (DFAT, Australia)
- Terminal review consultant to the GEF funded Inform project and mid-term evaluation consultant for the Climate Information Services in 5 Pacific Countries programme, United Nations Environment Program (UNEP)
- Produced the Pacific Regional World Heritage Action Plan 2021-2025, involving direct engagement and subsequent implementation mentoring with 14 countries and all regional representatives for natural and cultural heritage, International Union for Conservation of Nature (IUCN) and UNESCO.
- Specialist monitoring, evaluation, and learning consultant to: Ocean Country Partnership Program in Solomon Islands and Vanuatu, Department for Environment, Food and Rural Affairs (Defra, UK); Pacific Regional Blue Economy project (14 countries); and Adaptation Fund project, Kiribati, Secretariat of the Pacific Regional Environment Programme (SPREP).
- Specialist communication advisor to the Adaptation Fund (climate change) project for water security, health, and coastal infrastructure in the Federated States of Micronesia (FSM), Dept. Climate, Environment and Emergency Management (DECEM); and the FSM Ridge to Reef project, Global Environment Facility GEF, United Nations Development Program (UNDP).
- Expert evaluator for: Periodic Reporting for the World Heritage Convention in the Asia-Pacific region (UNESCO); and the Kiwa Initiative Pacific grants program (IUCN).
- Expert reviewer for the Reimaanlok: National Conservation Area Plan for the Republic of the Marshall Islands (IUCN).
- Developed a successful GEF funding proposal titled *Ensuring resilient ecosystems and representative protected* areas for the Government of Solomon Islands.
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About the evaluation

Joint Review: No

Report Language(s): English.

Review Type: Mid-term Evaluation

Brief Description: This Report is a management-led Mid-Term Evaluation of a Green Climate Fund (GCF) funded UN Environment Programme (UNEP)-led project being implemented between 2022 and 2027. The projects overall development goal was to address the urgent need for accurate, timely and actionable information and early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health in Timor-Leste.

The evaluation seeks 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 learning, feedback, and knowledge sharing through results and lessons learned among UNEP, the GCF, the relevant agencies of the project participating country, technical partners, and other key stakeholders.

UNEP prepared TORs for a lead evaluation consultant and a national consultant (for local expertise) to carry out the Mid-Term Evaluation. These consultants did not have any prior involvement in the project design or day-to-day implementation of the project. UNEP was responsible for the procurement and commissioning processes for these consultants and ensuring that the evaluation principles of impartiality, objectiveness, and bias mitigation were observed.

The Mid-Term Evaluation provided an assessment of performance at the project's mid-point. This was a formative exercise and addressed whether the project was on track, what problems and challenges the project was encountering, and what corrective actions were required so that the project could achieve its intended outcomes by project completion in the most efficient and sustainable way. Many project stakeholders participated in the evaluation process. UNEP will prepare a management response to the evaluation's recommendations, with an implementation plan. The UNEP Project Management Unit (PMU) will monitor the implementation of agreed recommendations during the remainder of the project's implementation, and it is the responsibility of the UNEP Task Manager to monitor whether the agreed recommendations are being implemented.

Note: This MTE was conducted later in the project lifetime than at the more conventional 'halfway' point (i.e., to be completed two years and nine months during a five-year project). This extended timing was approved by the GCF on 28 August 2024, enabling this MTE to be submitted to the GCF by 25 September 2025 rather than by 24 December 2024. The main rationale for a later MTE submission date were the changes made in organisation structures at various levels following the Parliamentary Elections in Timor-Leste in May 2023. Government focal points changed, and implementation of some activities was delayed. Changes in focal points required that they be given adequate time to acquire necessary information on the project before taking part in an MTE. Despite the repercussions of the 2023 election on the project, it is likely that some aspects of project implementation will show stronger performance and progress at the 'two/thirds' point than they would have at the actual project mid-point of 5 years. This may also apply to the expenditure utilisation rate which would be more advanced than if it was being reported at the actual midpoint.

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LIST OF ACRONYMS AND ABBREVIATIONS

Term	Definition
AND	Autoridade Nacional Designada (National Designated Authority)
AA	Anticipatory Action
AE	Accredited Entity
ALGIS	Agriculture and Land use Geographic Information System
APR	Annual Performance Report
ASIS	Agriculture Stress Index System
AWS	Automatic Weather Station
BMKG	Meteorology, Climatology, and Geophysics Agency
BDRT	Branch Disaster Response Teams
CBDRM	Community Based Disaster Risk Management
CC	Climate Centre: Red Cross Red Crescent Climate Centre
CDIS	Climate Data Informatics System
CERF	Central Emergency Relief Fund
CIEWS	Climate Information and Early Warning Systems
Cisco CUCM	Cisco Unified Communications Manager
CMIP6	Coupled Model Intercomparison Project Phase 6
CPA	Civil Protection Authority
CREWS	Climate Risk and Early Warning Systems
CSACP	Climate Sector Action and Communication Plan
CSO	Civil Society Organisation
CTA	Chief Technical Advisor
CUCM	Cisco Unified Communications Manager
CVTL	Timor-Leste Red Cross - Cruz Vermelha de Timor-Leste
DNMG	National Directorate of Meteorology and Geophysics
DPM	Deputy Prime Minister
DRP	Disaster Risk Prevention
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSS	Decision Support Systems
(s)EAP	(simplified) Early Action Protocol
ED	Executive Director
EE	Executing Entity
ESERN	Environmental, Social and Economic Review Note
ESS	Environment and Social Safeguards
ESIA	Environmental and Social Impact Assessment
ESSF	Environmental and Social Sustainability Framework
EU	European Union
EWS	Early Warning System
EW4All	Early Warning for All

FAA	Funded Activity Agreement
FAO	Food and Agriculture Organization
Fbf	Forecast-based Financing
FP	Funding Proposal
GAP	Gender Action Plan
GBON	Global Basic Observing Network
GCF	Green Climate Fund
GEMS Air	Global Environment Monitoring System for Air
GFCS	Global Framework for Climate Services
GIS	Geographic Information System
GRM	Grievance Redress Mechanism
HDI	Human Development Index
HF	High Frequency
ICT	Information and Communications Technology
ICTP	International Centre for Theoretical Physics
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
I.P.	Instituição Pública - Public Institute
JICA	Japan International Cooperation Agency
KOICA	Korea International Cooperation Agency
LDC	Least Developed Country
LF	Logical Framework
LFA	Logical Framework Approach
LoRaWAN	Long Range Wide Area Network
M&E	Monitoring and Evaluation
MALFF	Ministry of Agriculture, Livestock, Fisheries and Forestry
MHEWS	Multi-hazard early warning systems
MoA	Memorandum of Agreement
MoU	Memorandum of Understanding
MoTC	Ministry of Transport and Communications
MoTE	Ministry of Tourism and Environment
MTE	Mid-Term Evaluation
NAP	National Action Plan
NCOF	National Climate Outlook Forum
NDA	National Designated Authority
NDMD	National Disaster Management Directorate
NEE	National Executing Entity
NFCS	National Frameworks for Climate Services
NGO	Non-Government Organisation
NMHS	National Meteorological and Hydrological Services
NSP	National Service Provider

OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OXFAM	Oxford Committee for Famine Relief
PCA	Project Cooperation Agreement
PMU	Project Management Unit
PSC	Project Steering Committee
RCCC	Red Cross Red Crescent Climate Centre
RIMES	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia
SEAH	Sexual Exploitation, Abuse, and Harassment
SESAME	Specialized Expert System for Agro-Meteorological Early Warning
SDG	Sustainable Development Goal
SIDS	Small Island Developing State
SOFF	Systematic Observations Financing Facility
SOP	Standard Operating Procedure
SFERA	Special Fund for Emergency and Resilience Activities
SRIF	Safeguard Risk Identification Form
SSE	Secretary of State for the Environment
TK	Traditional Knowledge
ToC	Theory of Change
ToR	Terms of Reference
TP	Technical Partner
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UN	United Nations
UNOPS	United Nations Office for Project Services
UN RC	United Nations Resident Coordinator
UNTL	National University of Timor-Leste
USD	United States Dollar
WHO	World Health Organization
WMO	World Meteorological Organization

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Table 1. Project Identification Table

GCF ID:		FP171	Adaptation project	
Project title		Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste		
Duration	Planned	60 months		
	Age at evaluation	39 months		
GCF Accredited Entity		UNEP Climate Services and Capacity Building Unit Early Warning and Assessment Division Nairobi, Kenya (now Climate Change Division)		
Sources of Funding:		Green Climate Fund (GCF)		
Relevant SDG(s):		Sustainable Development Goal (SDG) 13 on Climate Action, SDG 3 on Good Health and Well-Being		
MTS and POW		MTS core thematic areas are preventing and reducing the environmental impacts of disasters while building resilience to future crises relating to climate change) POW 1.1 Policymaking and decision-making for climate action are informed by the latest science-based analysis and data generation POW Subprogram on Environment Under Review EA (a): Government and other stakeholders use quality open environmental data analysis and participatory processes that strengthen the science policy interface to generate evidence based environmental assessments identifying emergent issues and foster policy acting		
Sub-programme:		The primary sub-programme is Climate Action. The sub-programme's indicator that the project is contributing to is "Number of national, subnational and private-sector actors that adopt climate change mitigation and/or adaptation and disaster risk reduction strategies and policies with UNEP support"		
UNEP Project Approval Date (on Decision Sheet)		8 October 2021		
Expected start date - start of Implementation (PCA entering into force)		7 April 2022 (6 months after the date of signature of FAA)	Actual start date - FAA Effectiveness date	24 March 2022
Date of Inception Workshop		22 July 2022	*Planned* completion date:	24 March 2027
Planned total project budget at approval:		USD 21,729,122.33	Actual total expenditures reported Q2 2025:	$6,230,208.60
Secured Project Funds: GCF grant amount: USD 20,980,722.33 Co-Finance amount: USD 748,400.00				
First disbursement:		19 July 2022 USD 7,458,646.79	Planned date of financial closure:	Within 6 months after project completion date
No. of formal project revisions:		Nil	Date of last approved project revision:	N/A
No. of Steering Committee meetings:		Two (2)	Date of Last Steering Committee meeting:	26 July 2023
Mid-term Review/ Evaluation *(planned date):*		24 December 2024	Mid-term Review/ Evaluation (actual date):	24 September 2025
Terminal Evaluation *(planned date):*		24 March 2028	Within 12 months after project completion date	

1. EXECUTIVE SUMMARY

1.1. Project Background

Timor-Leste is a Least Developed Country (LDC), a Small Island Developing State (SIDS) and a post-conflict newly independent country whose infrastructure and governmental systems were devastated by a prolonged conflict for independence. The project titled '*Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste'* FP171 (hereafter referred to in this report as the Early Warning System (EWS) Project in Timor-Leste or 'the project') was approved by the Green Climate Fund (GCF) Board in October 2021, with a total budget of USD 21.7 million. The effective date (start of implementation) of the Funded Activity Agreement (FAA) was 24 March 2022.

The nation is highly susceptible to natural disasters, including floods, landslides, droughts, cyclones, earthquakes, and tsunamis. These hazards are often exacerbated by the country's mountainous terrain and deforestation. Floods are the most recurrent disaster, followed by drought and storms and the impacts of climate change will affect their frequency and intensity[1].

This project is strongly targeted toward Timor-Leste and its urgent need for accurate, timely and actionable information and early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health. As an 'adaptation' project, it is endeavouring to comprehensively respond to these issues via the four pillars of 'early warnings for all', and stated by the following four project result areas:

- strengthened delivery model and legislation for climate information and multi-hazard early warning services;
- strengthened observations, monitoring, analysis and forecasting of climate and its impacts;
- improved dissemination and communication of risk information and early warning; and
- enhanced climate risk management capacity.

The United Nations Environment Programme (UNEP) serves as the Accredited Entity (AE) for the project. Activities are being coordinated and implemented by two Executing Entities (EE's) that are accountable to UNEP as the AE. The Ministry of Tourism and Environment (MoTE) in Timor-Leste is the National Executing Entity (NEE) for this project as well as being the National Designated Authority (NDA). Although the NDA is the country focal point that provides endorsement for all GCF projects in Timor-Leste it is not responsible for interaction with the GCF throughout the project implementation. Interactions with the GCF on the project such as reporting, requests for change, etc. are the responsibility of the AE. The other EE is UNEP, and whose project role is conducted via two functional entities: 1. a Project Management Unit in Timor-Leste and, 2. The Global Environmental Monitoring System for Air (GEMS Air).

The project is being implemented across five years and aims to deliver transformative impact to the entire population of Timor-Leste, including 80% of the populations as direct beneficiaries, directly contributing to the attainment of selected targets and indicators of Article 7 of the Paris Agreement, Sustainable Development Goal (SDG) 13 on Climate Action, SDG 3 on Good Health and Well-Being and the Sendai Framework for Disaster Risk Reduction 2015-2030.

[1] Bündnis Entwicklung Hilft, 2019. World Risk Report 2019

1.2. Mid-Term Evaluation Overview

This Mid-Term Evaluation (MTE) has assessed the project at its mid- point, and while implementation is underway. The MTE was conducted in accordance with the GCF and UNEP evaluation policy and provides evidence-based information that is independent, objective, and useful.

The primary aims of the MTE are to: use the GCF and UNEP evaluation guidelines to provide an assessment of performance at the project's mid-point; act as a formative process (a check-up) to provide feedback what's working well, whether the project is on track to achieve its intended results, what needs adjustment, and guidance for improvement; facilitate learning for improvement of implementation and management through unbiased, systematic feedback; and create a platform for dialogue amongst key stakeholders. The AE will prepare a Management Response to the MTE and develop an Action Plan to direct improvements to the project.

1.3. Key Findings

Positive performance

The project's concept, design, and funding proposal address major needs and gaps, outlining a resource framework and implementation model for an end-to-end Early Warning System (EWS) climate adaptation initiative. The aim is to strengthen EWS by providing timely climate information, impact-based forecasting, people-centred multi-hazard warnings, and forecast-based financing.

After the Funding Agreement was signed in October 2021, the project officially launched in March 2022, beginning with essential preparations such as staff recruitment, cooperation agreements, stakeholder workshops, and establishing administrative systems. Effective leadership from the NDA/NEE and strong collaboration with UNEP, technical partners, and service providers created a strong foundation for implementation.

Key achievements from inception through mid-2025 include:

- Productive partnerships among UNEP, national entities, and development organisations
- Development of frameworks and strategies for climate services, data management, communication, and anticipatory action
- Establishment of a National Forecasting Centre and installation of weather observation equipment
- Regular National Climate Outlook Forums and decision support systems for multiple sectors
- Awareness campaigns, training programs, and tools to improve community preparedness
- Social media initiatives and dissemination of information at local levels
- Ongoing support for agriculture through data systems and field technology
- Formation of DRR/EWS volunteer groups and increased disaster readiness
- Consistent focus on gender and inclusivity

The project is progressing well towards its goals, closing key gaps in capacity and climate information, and has been positively received by stakeholders. Success factors include strong relationships, technical competence, committed partners, and widespread desire for improvement across Timor-Leste.

Challenges

The project has faced significant challenges impacting stakeholders and implementation, and particularly the widespread government restructuring after Timor-Leste's May 2023 Parliamentary Elections. Changes in ministries, departments, leadership, and focal points have complicated bureaucratic approval processes and created uncertainty among government staff regarding roles and responsibilities. Notably, the transition of the NDA/NEE function to the Ministry of Tourism and Environment led to delays in finalizing agreements and disrupted more than a year of planned activities. Concerns over legal compliance and administrative procedures further hindered progress, affecting project momentum, funding utilization, stakeholder confidence, and future investment prospects.

Additional difficulties typical of developing countries include limited institutional capacity, slow document approvals, lack of specialized equipment, unreliable internet, scarce baseline data, private sector constraints, and competing priorities among government and communities. The project team has regularly adapted to these challenges by exploring options and adjusting processes to maintain progress.

1.4. Main conclusions

Despite challenges, the project now benefits from well-defined goals, completed or advanced workstreams, a competent management team, skilled partners, and committed national service providers. The overall PROJECT performance rating for the MTE is SATISFACTORY.

The project has achieved commendable outputs and early outcomes amid these difficulties. To maintain momentum, a 'project energiser' is recommended to re-engage stakeholders and review activities, aiming for optimal completion and sustainability strategies. Key priorities include resolving NDA/NEE-related implementation delays, either by reallocating responsibilities or intensifying engagement to improve performance. Delays have also led to significant under-expenditure, with 70% of funding unspent after 70% of the timeline—posing risks if not addressed quickly.

PSC meetings have not been held since July 2023, resulting in a lack of formal oversight and strategic direction. The next meeting should focus on major issues, including expenditure, monitoring, and planning for the project's conclusion and possible extension. Sustaining EWS momentum post-project is uncertain due to shifting government priorities and limited ongoing funding, highlighting the need for effective advocacy and demonstration of project impacts.

Expenditure rates remain below target, largely due to NEE delays. If not promptly resolved, key deliverables may be incomplete by March 2027, potentially requiring a no-cost extension. To boost stakeholder engagement, the project should increase communication and visibility across all groups, ensuring all understand their roles and the broader impact.

Sustainability remains a concern; sociopolitical, institutional, and financial factors are not robust enough to guarantee continued benefits post-project without targeted interventions. Focused efforts are required to strengthen ownership, governance structures, and long-term investment.

Coordination among diverse stakeholders is challenging. Forums for comprehensive information sharing, collaborative workshops, and regular reporting should be expanded to improve integration and reduce duplication.

Capacity development is central and must remain targeted, outcome-focused, and aligned with national needs, reducing long-term external dependency. Timor-Leste continues to face gaps in technical skills, particularly within DNMG and related sectors. Addressing these requires both domestic training improvements and international study opportunities.

Community engagement has been successful, notably through installing megaphones in vulnerable sucos, enhancing awareness and resilience. Continued support and recognition for community volunteers are crucial for sustaining project gains at the local level.

In summary, while facing systemic and operational hurdles, the project shows substantial progress. Strategic actions targeting governance, finance, capacity, and stakeholder engagement are essential for successful completion and future sustainability.

Significant issues

To improve project performance and legacy, the following matters are paramount to resolve in 2026.

- Implementation delays associated with the NEE
- Reviving cross project energy and collaboration
- Accelerating implementation and expenditure
- Obtaining high level institutional and funding commitments
- Request for approval for a no-cost extension well underway

Critical path summary

Timing	Action	Detail
By December 30, 2025	Activity forecast map	Subject all activities/outputs to comprehensive review to realistically determine their propensity for nil, partial or full implementation / expenditure and including estimations of success, timing, implementation roles, expenditure utilization, and essential resources and dependencies
	Effective NDA/NEE	Determine the most suitable entity to perform as an effective, efficient and supportive NDA and/or NEE that will ensure the project is afforded every opportunity to contribute strongly to its stated goal.
	PSC oversight	Ensure that the project is supported by regular, formal oversight, insight and support, strategic leadership and advocacy, implementation guidance and endorsement of project direction and key documents and processes.
	Coordinating implementation	Strengthen project integration, cross-communication and collaboration approach for all key management, technical and operational partners to coordinate the most effective pathways for recouping time lost to delays, expenditure utilization and finalising activities effectively.
From late 2025 and through 2026	Project energiser	With delays and stoppages in implementation and in response to project momentum loss being experienced across various stakeholder groups a suitable project 'energiser' program is to be enacted to convey the project strongly into its final implementation and hand-over phase.
Through 2026	Seek no-cost extension	Approval for a no-cost extension is essential to enable key activities to be concluded effectively, expenditure utilised, and transition of responsibilities and sustainability requirements to relevant entities conducted without ambiguity.
Throughout 2026 and to March 2027	EWS advocacy	Timor-Leste has a changeable political context, priorities can shift, and national budgets are limited. There is a need to mobilise cross-government and cross-sectoral support for EWS through a targeted campaign aimed at effectively promoting EWS, strengthening high level support and establishing commitment to ongoing institutional and financial support.
Subject to approval and timing of a no-cost extension	Exit strategy	With Timor-Leste as a developing nation, and subject to political priorities and a limited national budget, the project must provide a strong exit plan to support sustainability of the socio-political, financial and institutional frameworks needed to mature project outputs and outcomes. The timing and content of an exit strategy will be dependent on approval of a no-cost extension.

1.5. Main recommendations

The following actions are recommended to be undertaken in addition to the suite of specific actions identified in the FP Logical Framework.

1. Review all implementation activities to assess outstanding needs, realistic timelines, probability of success, and expected expenditure through March 2027, incorporating Recommendation 3 outcomes.
2. To address delays and low expenditure by NEEs since mid-2024, consider either reallocating funds to alternative entities (e.g., Ministry of Interior, MoTC, UNEP EE, technical partners), evaluated against clear criteria; or retaining NDA/NEE in MoTE, supported by regular oversight and intervention, recognizing limited remaining project time and potential challenges in making significant changes.
3. Convene a PSC meeting before December 2025, ensuring participation from all relevant parties, with an agenda covering project status, expenditure, NDA/NEE performance, advocacy, updated plans, completion strategies, sustainability, and the option for a 6–12 month no-cost extension.
4. Hold a project integration workshop for all key partners, either with Recommendation 1 or as part of Recommendation 6.
5. Develop and implement a mini-campaign to promote EWS and strengthen cross-sectoral support, focusing on consensus-building and demonstrating current and future value of project outcomes.
6. With decisions on Recommendations 1, 2, 3, 4, and 5, plan a final 'energiser' program for the project's hand-over phase—possibly linked to major events or meetings, and involving diverse stakeholders.
7. Use MTE, review findings (Recommendation 1 above) and decisions on NDA/NEE roles to determine if approval should be sought for a no-cost extension (justified by government restructuring delays and procedural hurdles) and if so, commence that process.
8. In conjunction with approval and timing relating to a no-cost extension, begin planning an exit strategy in 2026, referencing FP Section B.6, adapting to evolving circumstances, and aligning with guidance like the Roadmap for FbF in Timor-Leste and related frameworks.

While these recommendations are made to specifically enhance overall project performance, the continuing primary responsibility for securing durable climate adaptation gains will move directly to the Government of Timor-Leste in collaboration with relevant partner organisations following the project implementation period.

2. EVALUATION METHODS

2.1. Evaluation purpose and scope

The Evaluator (International Consultant) provided a Mid-Term Evaluation for the project '*Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste'*, FP171. The MTE assessed the project at its mid- point, while it was underway. The Evaluator reported to the Task Manager of the Climate Early Warning and Capacity Building Unit of the Climate Change Division, UNEP.

The MTE was conducted in line with the "Evaluation Policy for the GCF", "Evaluation Operational Procedures and Guidelines for Accredited Entity-led Evaluations" (GCF), "Green Climate Fund Evaluation Standards", UNEP requirements including those provided in "UNEP Evaluation Policy, October 2022", "UNEP Evaluation Manual", and other relevant policies and procedures. A modest degree of 'blending' was required to apply two sets of organisational evaluation guidelines, templates and criteria rating methods.

The Evaluator provided an independent and rigorous evaluation and reporting function, designing and implementing a framework to assess the project to obtain evidence-based information that is credible, reliable and useful. The Evaluator reviewed all relevant sources of information including documents prepared during the proposal phase, including the Funding Proposal submitted to the GCF, legal agreements, technical reports, inputs from key informants, and other sources as relevant. The Evaluator followed a collaborative and participatory approach and ensuring effective and respectful engagement with a wide range of stakeholders.

The primary aims of the MTE were as follows:

- Take stock of initial lessons and assist in making ongoing project direction decisions.
- Determine implementation progress corresponding to the GCF's investment priorities, the Theory of Change pathways and indicators and targets identified in the Logical Framework.
- Determine any major constraints affecting implementation and identification of viable options and/or solutions.
- Understand delays in project implementation, their causes, and draw lessons from these and make recommendations for improved implementation to mitigate further delays going forward.
- Review project management and effectiveness.
- Review how project supervision and implementation is supporting performance.
- Rate performance and the likelihood of achieving desired results by project closure.

The primary benefits of the MTE are intended to be as follows:

- Obtain unbiased, independent, systematic feedback to identify lessons learned – failures as well as initiatives that demonstrate success, or the potential for success.
- Get a good picture of the performance of the project and to see if it is on track to achieve its intended results.
- Provide a solid evidence base for potential changes to project design, implementation and management and/or results.
- Ensure there is a general focus on data disaggregation, e.g., percentages of male and female.
- Create a platform for dialogue amongst stakeholders, with learning for improvement of implementation and management.
- Provide conclusions and recommendations for modifications and improvements, and adaptive, corrective measures (subject to budget policies, time, scope, capacity).

The specific duties and responsibilities of the evaluator were as follows:

- Review and fully understand GCF policies and procedures for Mid-Term Evaluations.
- Gather information and consult with key stakeholders including the UNEP AE and EE, the NDA/NEE, TPs, NSPs and other recognised project stakeholders.
- Prepare the following documents and provide them to UNEP for quality checks and feedback:
    - work plan
    - report on in-country mission
    - report of preliminary findings
    - draft Mid-Term Evaluation report
    - final Mid-Term Evaluation report
    - responses to comments and queries from the GCF as needed.
- Deliver virtual presentations to relevant stakeholders throughout the evaluation period.
- Consider any comments received from either the GCF, UNEP AE and EE, the NDA/NEE, TPs, NSPs or other stakeholders and determine how, or whether, to account for them when finalizing the documents listed above.

2.2. Confirmation of MTE approach with AE

The Evaluator initially liaised with the UNEP AE during the contract commissioning stage to ensure that the scope of the MTE was clear, introductions to key project personnel and stakeholders was occurring, a national consultant procurement was initiated and that essential information and documents concerning the project had been explained and provided.

An Inception Report (work plan) provided by the Evaluator was evidence that the approach being taken for the MTE was generally appropriate, and subject to any reasonable and mutually agreed adjustments as aspects of the MTE activities were planned in more detail or were being implemented. Once this initial interaction with the UNEP AE had occurred, liaison with the UNEP AE was subsequently limited to administrative, logistic, and broad review and quality check matters, to maintain independence in the evaluation process.

Due the wide-ranging array of project stakeholders, the roles being played by multiple government agencies and partners, and the degree to which the project has connected with beneficiary stakeholders at the municipal and local community level, a National MTE Consultant was recruited to support the MTE and the lead MTE consultant. This recruitment occurred early in the MTE process to ensure that a suitable consultant was available to initiate their national level duties at the right stage of the MTE (i.e., undertaking and/or closely supporting the planning, coordination and implementation of consultation resources and activity, mission planning, obtaining relevant information, and providing input to initial MTE reporting). Although obtaining practical working guidance from the lead MTE consultant, they formally reported to the UNEP Task Manager. The TOR for this position is provided as Annex 9.

This consultant had strong local knowledge and experience and understood accepted protocols, enabling them to make effective and appropriate connections and arrangements with stakeholders as ‘key informants’ to the MTE. The consultant provided specific support to the design of the style, language, content and delivery of ‘survey’ questions posed to stakeholders during consultation activity.

2.3. Ethical considerations

The MTE was undertaken in accordance with clear ethical principles that are designed to protect the privacy and wellbeing of stakeholders and ensure a wider ranging engagement process, to maintain the independence of the evaluators and to avoid bias in reporting. These principles included the following:

For the evaluation process:

- Considered the Universal Declaration of Human Rights, and be sensitive to and address issues of discrimination, gender equality and give due respect and consideration in terms of dignity and fairness.
- Was considerate of the beliefs, manners and customs of the social and cultural environments applying to the locations in which the evaluation is undertaken.
- Consciously sought participation from a range of genders, ages, roles, vulnerabilities and project sectors and relationships.
- Applied the practice of free, prior and informed consent.
- Information from stakeholders and other sources of information was reported objectively.
- Participation and responses through questionnaires, meeting or interviews was:
    - voluntary.
    - supported with suitable explanation and opportunity for questions and clarification.
    - considerate of stakeholders existing workloads, commitments, social and personal needs including safety, and cultural norms.
    - open to the choice to not respond to questions or information requests if desired.
    - limited to revealing only what is comfortable to be shared and acknowledging if there are any sensitivities.
    - subject to checking that evaluation topics and questions should not cause distress for respondents.
- To the extent possible, initial findings were broadly outlined to stakeholders to invite their reactions and interpretations.
- Anonymity and non-attributability of observations and statements was applied to reporting, except where stakeholders have given their permission, sought at the time of interview or meeting.
- No material inducement was offered to any stakeholders or to the Evaluator or National MTE Consultant.
- Information obtained was presented honestly and proportionately across the stakeholder cohort.
- MTE findings appropriately reflected the various perspectives and voices of the multiple stakeholders involved and those findings were appropriately communicated to relevant stakeholders.

The Evaluator and the National MTE Consultant:

- do not have any potential conflicts of interest, are impartial, and free from external influence and bias.
- have not been, or expected to be, directly responsible for the policy-setting, design or management of this project, now or in the future.
- have freedom from political influence and organizational pressure and are not affiliated with any of the key stakeholders in ways that could invite bias.
- perform the evaluation completely independently and work at ‘arm’s length’ from the Task Manager (UNEP), except for practical administrative liaison.
- can exercise complete freedom to conduct the evaluation work impartially and express their assessment freely.

- possess competencies and knowledge required to perform, or support, an evaluation of this type and at all stages of the evaluation.
- possess the requisite depth of experience and professional integrity to fairly, rationally and objectively comprehend the nuances of projects, project management, partners and stakeholders, reducing the likelihood of prejudicial pre-conceptions and unconscious bias.
- strive for value neutrality and avoid errors in judgment.
- have full access to information and complete autonomy in carrying out the evaluation, reporting findings and providing recommendations.
- utilize and combine multiple information sources (wide cross sections of documents, stakeholders and field visits) to compare and reconcile any conflicting narratives and help verify and substantiate assessments.
- test unusual or contentious findings with other forms of data to gauge veracity and significance (i.e., triangulation method).

2.4. Information gathering

Desk review

The Evaluator acquired (via the UNEP AE) and reviewed all relevant background documentation and information pertinent to the project and the MTE (see Annex 1.) The Evaluator also made additional requests to specific stakeholders to provide documentation that could assist in portraying implementation work and in illuminating issues. The types of documentation and information sources utilised in the MTE included:

- relevant background and guidance documents: GCF and UNEP policies, strategies and projects/programmes and any other relevant plans.
- project design documents: funding proposal and annexes, programme inception report, project cooperation agreements, budgets and financing, co-financing, specific plans for monitoring and evaluation, gender and environmental and social safeguards, grievance redress procedures.
- project implementation documents: stakeholder contact lists, annual performance reports, annual workplans and budgets, progress and financial reports, committee meeting minutes, mission reports, correspondence, audits and recruitment, plans/strategies/policies, publications and news stories.
- specific information to fill any information gaps observed.

Stakeholder engagement

Stakeholder engagement was the most critical component activity of this MTE. It yielded diverse and important insights and reflections about the operations of the project from those at the 'front line' of implementation, from others who carry various allied responsibilities or have allied contributions, and from groups and individuals who may be experiencing benefits from the project.

A stakeholder contact list was developed based on the existing project mailing list and augmented by identifying additional specific contact details for stakeholder groups particularly smaller organisations and local communities. The UNEP AE and EE also assisted in identifying stakeholders and the Evaluator was further made aware, or sought out, additional useful contact points as the consultation period progressed. Stakeholder groups are represented in Annex 4 Tables 1 and 2.

The Evaluator, with support from the National MTE Consultant, made judgements on the relative priority afforded to respective stakeholders across the spectrum of those who could/should be engaged, and by referring to the considerations identified by the analysis processes outlined in Section 3.4. Stakeholder Analysis. Attention was specifically given to seeking gender balance and inclusiveness for under-represented, marginalised or vulnerable groups, including those living with

disabilities that could be given opportunity to inform the MTE. In arranging and conducting stakeholder consultation, the evaluator was aware that the gender balance was leaning to male input. All attempts were made to seek additional female input (with particular endeavour from the national consultant) however a male dominance across stakeholder groups impeded this intention from being accomplished.

All reasonable attempts were be made to undertake widespread consultation, however not every key stakeholder known to be involved with the project could be contacted or involved for a range of practical reasons such as their availability, location, willingness or capacity, and MTE timing windows.

Stakeholder composition

The stakeholder groups invited to provide inputs included:

- Accredited Entity (UNEP) personnel
- UNEP GEMS and UNOPS representatives
- Project Management Unit personnel (under UNEP but operating as a project EE)
- Focal point/s / personnel for the National Designated Authority and National Executing Entity
- Technical partners
- National service providers (various government entities at both national and municipal levels)
- Expert consultants
- Community (suco) leaders
- Allied aid and development NGOs.

Annex 5 indicates the proposed format of the stakeholder consultation introductory note and survey form. Prior to commencing any stakeholder consultation activity, the evaluator developed an introductory and explanatory note for stakeholders that comprised the following elements:

- the details and role of the Evaluator and the National MTE Consultant and emphasizing the independent status of these individuals.
- the purpose of the MTE.
- contact options available - Email, Zoom, Skype, MS Teams, WhatsApp, mobile phone call.
- the opportunity to respond to a questionnaire or to have an 'interview' with the Evaluator and/or the National MTE Consultant (virtual, written reply or in-person).
- a series of questions that may be posed to a particular person (dependant on their contributory and/or beneficiary role in the project) to elicit relevant responses and information about aspects of the project (these questions were modified and refined as the consultation with stakeholders progressed and dependant on the nature of a stakeholder being consulted).
- how stakeholder responses would be recorded and tabulated.
- the timing period during which the Evaluator was available to conduct an interview (including notification of the mission dates) and including 'respond-by' timing for confirming meeting arrangements or to have a response to a questionnaire.
- options for follow up contact and further information provision and about providing responses to questions or concerns about the consultation process.

Additional consultation opportunity for stakeholders comprising UNEP AE, UNEP EE, national EE, technical partners, and national service providers, was provided via: a presentation of the Inception Report to the Project Coordination meeting on 4 June 2025; presentation of the MTE Initial Findings

to the Project Coordination meeting on 13 August 2025 and including a review period for input and presentation; and presentation of the draft MTE Report to the Project Coordination meeting on 10 September 2025 and including a review period for input.

Questions to stakeholders

Generic interview questions to stakeholders were predominantly derived from guidance provided in the GCF Evaluation Procedures and Guidelines for Accredited Entity-led Evaluations v1 March 2023, (principally Annexes 1 and 5 of that document), the UNEP MTE review criteria ratings matrix, latest version 21/03/23, and as relevant to the nature of this project being evaluated. The full set of questions that were available as a base reference list for stakeholder interviews is shown in Annex 5.

Although closely observed, these generic questions were refined and adapted to suit local context and language, cultural expectations and individual stakeholders. In most interview situations, the questions were modified or significantly reduced to suit the specific stakeholder. The questions were progressively adjusted and updated to incorporate additional lines of evaluation enquiry that emerged as the consultation process progressed. The set of enquiry questions for stakeholders were categorised in two main forms:

- "Questions of the project"- i.e., questions that are mainly derived from the GCF and UNEP guidelines concerning their respective categories of evaluation criteria and sample questions. Evaluation questions recommended by the GCF and UNEP provide a choice selection of query options that are most relevant to a project's learning and accountability needs and are intended to guide evaluators in delivering credible and trusted evaluations. The Evaluator used these as a comprehensive, supplementary checklist of matters to be considered, analysed and reported, as and where they were relevant to the project. In some cases, these 'criteria-based' questions would be referenced and utilised as an enquiry prompt during the consultations with stakeholders – in other words, lines of supplementary enquiry. However, these criteria-based questions were predominantly to assist the Evaluator when they were correlating broad-ranging stakeholder input with the need to tabulate inputs against evaluation criteria for structured analysis purposes.
- "Questions to stakeholders" – i.e., questions to be utilised for consultation purposes to elicit information and opinions from stakeholders about aspects of the project. During stakeholder consultations, there were overlaps and blending between use of a more conversational style of stakeholder questioning and the more generally academic style of the GCF and UNEP guideline questions.

MTE mission to Timor-Leste

The Evaluator visited Timor-Leste for a 6-day period from Monday 14 to Saturday 19 July 2025. He met with a wide range of stakeholders with varying associations to the project including: the UNEP Project Management Unit staff; national, municipal and suco (village) level government officials; TPs; and leaders and members of rural communities where the project was being implemented. The National MTE Consultant arranged, coordinated and facilitated stakeholder meetings during the mission and provided language translation where necessary. The objectives of the mission were to:

- enhance the overall stakeholder consultation process for the MTE by obtaining in-person feedback from a wide cross-section of project stakeholders, including operatives and beneficiaries (actual and potential).
- improve understanding of project context, implementation conditions, specific project activities, stakeholder capacities, and accomplishments and challenges.
- appraise various systems, processes and information that are being used, or developed, to support and implement the project.

2.5. Analysing information, data and consultation input

The desk review and stakeholder consultation inputs comprised a large amount of information. To structure and organise this information, the evaluation criteria categories provided by both the GCF and UNEP were utilised (as either separate matrices or appropriately combined) to provide an analytical framework for evaluation (see Annex 2 and 3). Further, each of the project result areas and their incumbent activities/sub-activities and their deliverables were assessed in terms of their progress status (see Section 13.3).

The scorecard-based approach to the assessment of a paradigm shift and the enabling environment as recommended in the GCF guidelines, was applied to determine progress towards each paradigm shift dimension set against a series of pre-defined statements. These are derived from the GCF's Integrated Results Management Framework (IRMF). The enabling environment was also evaluated and rated against core indicators identified in the GCF evaluation guidelines.

The Theory of Change and Logical Framework provide both the fundamental 'backbone' and 'blueprint' for the project. The GCF evaluation guidelines outline a series of broad enquiry points to be considered when checking the quality of the logical framework and theory of change, and these applied in this MTE evaluation. For example, are TOC pathways logical; is project implementation consistent with the theory of change; do risks, barriers and assumptions hold/do not hold and how are they affecting the achievement of results; what revisions to the theory of change may be required to make it more accurate and reflective of implementation realities.

For practical purposes, the Evaluator collated all raw notes derived from project documents and reports, and from stakeholder interviews/meetings, as they were relevant to the various evaluation criteria and sub criteria. This approach assisted in organising a wide array of information and in compartmentalising report type information with associated stakeholder commentary. It also facilitated cross-checking of related information and in illuminating context and issues.

Triangulation (validation of data through cross verification from more than two sources) was applied to assist in verifying information from various sources, particularly where contentious issues emerged. The Evaluator utilised the responses and inputs of a wide range of stakeholders (via interviews, meetings, country mission, briefing sessions) and information sources (project documentation, Annual Performance Reports, Project Steering Committee minutes, mission reports) to enable cross-checking of different perspectives and data and the uncovering of root causes. Briefing sessions/presentations with key stakeholders provided opportunity for stakeholders to receive and verify information presented. Where necessary, follow up consultation was arranged to clarify information and the exact nature of issues.

2.6. Risk and mitigation

At the MTE Inception Report stage, potential risks to the development of the MTE were identified and mitigation responses proposed. These are reproduced as follows along with update comments on the subsequent experiences that transpired during the MTE process.

Table 2. Risk and Mitigation

Potential risk	Discussion and proposed mitigation	Evaluator comments
Methodological limitations (e.g., utilising both GCF and UNEP evaluation models).	• Taking account of two sets of guideline material (from GCF and from UNEP) on their requirements on how to undertake an MTE may present difficulties in reconciling and addressing the two versions without overcomplicating the MTE. Furthermore, the guidance material, particularly evaluation themes/categories, indicators, and ratings criteria, do not always neatly correspond to	• Mitigation approach was appropriate, and no major issues were experienced

	the components of this project and requires that aspects of the guidelines are reinterpreted, added to, omitted, adjusted, or customised to suit the evaluation. • Evaluator proposes to TM ways to reconcile two (generally similar) evaluation approaches, and with the TM responding with guidance on the degree of appropriateness proposed or with suggestions for alternate ways. • Ensuring that the Evaluator has all relevant GCF and UNEP evaluation guidelines and that these have been clearly interpreted to the Evaluator.	
Methodological limitations (e.g., validity of information obtained)	• Obtain, utilize and combine multiple information sources (wide cross sections of documents, stakeholders and field visits) to compare and reconcile any conflicting narratives and help verify and substantiate assessments. • Triangulate information compiled from a variety of sources by different methods to test unusual or contentious findings with other forms of data to gauge veracity and significance. • Cross-check information and determine if a reliable impression of the project is being formed or if there are inconsistencies that need to be investigated more closely.	• Mitigation approach was appropriate, and no major issues were experienced
Weighting of reporting outcomes toward a narrow band of information and opinions, including bias in evaluation considerations and reporting.	• Stakeholder feedback and information will be sought broadly and from diverse sources to support verification and 'triangulation' of views and data, so as not to facilitate weighting of information in a particular direction or toward certain perspectives. • Also see section on ethical considerations in this report.	• Stakeholder feedback was extensive apart from some critical gaps, namely: current NDA/NEE (only written); UNEP PMU Gender Expert; and individual members of the projects target communities
Limited access to information, particularly quantitative information.	• Thorough advice from TM concerning relevant information, and provision of such by the TM, including timely provision of new or emerging information or advice on evaluation processes. • Requests made for all information known to be relevant to the evaluation or emerging as useful information during the evaluation process, with follow ups if provision timing is slow. • Statement/s identifying/acknowledging limits to information, particularly quantitative information, within body of report.	• Quantitative information obtained via the project Monitoring and Evaluation (M&E) tracking system • Statements made in MTE report concerning limits
Failure to uphold human rights expectations.	• Review of GCF and UNEP policies on human rights and understanding and fulfillment of expectations.	• Policies were adhered to
Inability to undertake travel to Timor-Leste (i.e., compressed timing of the evaluation stages, long lead times for UNEP travel approvals.	• Reliance on virtual and other telecommunications technology to the greatest extent possible. • Utilising the national MTE consultant to undertake on-the-ground evaluation (in-person stakeholder interviews meetings, site visits, project output viewing and demonstrations). • Taking advantage of opportunities to join meetings or workshops where multiple stakeholders are present and accessible in one location.	• Country mission to Timor-Leste occurred and was successful
Independence of Evaluator and national MTE consultant and potential influence from the EE's, or other stakeholders, GCF staff and/or other co-financiers on evaluation	• Meetings between the UNEP-TM, the Evaluator and National MTE Consultant should be structured as 'check-ins only' on the evaluation progress and not to influence emerging evaluation results. • EE staff, GCF staff and other co-financiers must not participate in the specific data collection process or in stakeholder consultation to ensure that there is no undue influence on the evaluation. All interviews must be confidential.	• The UNEP-TM, the Evaluator and National MTE Consultant worked appropriately to maintain the independence of the MTE • National MTE Consultant was well briefed on requirement for

findings or recommendations.	• Responses from EE or GCF staff to draft or final MTE reports must be limited to matters of fact, structure or any clear gaps in evaluation methodology or reporting. • National MTE consultant is clearly advised of the requirement for independence, non -bias and confidentiality on the work they perform for this MTE and this to be monitored by MTE consultant.	independence, non -bias and confidentiality. • Evaluator closely monitored performance and inputs by the National MTE Consultant
Relatively compressed evaluation timeframe	• Commence pre-drafting all possible content of Mission Report, Initial Findings Report, draft MTE report and final MTE report well prior to timeframes allocated to concentrated work on these reports. • Restrain stakeholder consultation to priority stakeholders • Request extension of MTE submission timing to GCF (last option)	• The MTE timeframes proposed in the Inception Report have been adhered to
Unsuitable contact techniques with stakeholders	• Utilising the local knowledge and experience of the National MTE Consultant to help develop contact materials (introductory notes, survey questions), make connections via the appropriate channels, and suggest interview/meeting formats that best suit specific stakeholders.	• Procurement of a capable National MTE Consultant proved to be an important asset to the quality of the MTE process
Limited accessibility to stakeholders (generally).	• Timely contacting of stakeholders by the Evaluator. • Allowing reasonable and sufficient time for stakeholders to arrange for responding to the MTE consultation. • Utilising the local knowledge and experience of the national MTE consultant to make connections and elicit responses. • Requesting follow up support from either line managers, proxy representatives, the PMU, or the TM.	• With the assistance of the National MTE Consultant, a wide range of project stakeholders were accessed
Limited accessibility to specific stakeholders or beneficiaries (remoteness, contactability, etc).	• Utilising the local knowledge and experience of the national MTE consultant to make logistical arrangements and contacts necessary to connect with remote stakeholders. • Consult stakeholders who are accessible and who are likely (and appropriate) to be able to provide satisfactory commentary on behalf of those stakeholders or beneficiaries who cannot be accessed.	• With the assistance of the National MTE Consultant, the UNEP-PMU and CVTL, stakeholders in rural areas were successfully accessed
Stakeholders not fully understanding their contributing role to the MTE.	• Evaluator and national MTE consultant jointly develop and provide an introductory note for stakeholders clearly detailing the steps, elements and questions pertaining to consultation and MTE reporting and steps and explanatory notes for stakeholders. • Evaluator provides a presentation to stakeholders at the MTE inception point.	• Individual stakeholders were clearly advised of the MTE purpose, why they were being engaged and the importance of their contributions
Disproportionate gender mix participating in evaluation.	• Ensure participation and representation by all genders by reviewing the stakeholder contact list for gender equity, and maintaining a tracking record of those contacted, those interviewed and those participating in briefings. • Effort put toward balancing gender input if gender weighting is slanting too far in one gender direction.	• Evaluator and National MTE Consultant maintained a close watch on the gender mix in the stakeholder engagement work and with a reasonable degree of equity transpiring
Language differences (i.e., Evaluator uses English, and languages used in the project country are primarily Portuguese, Tetum, local dialects and English).	• Recruiting a national MTE consultant fluent in English, Portuguese, Tetum and local dialects to assist in language translation (written and verbal). • Ensuring MTE information materials are provided in languages that stakeholders are most comfortable with.	• Procurement of a National MTE Consultant with strong language skills including dialects associated with the target sucos proved to be an important asset to the quality of the MTE process

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2.7. Limitations and uncertainty

MTE process

The AE provided a significant body of relevant programme documents and there did not appear to be any key information missing from the Evaluators reference material during the stage that the main review work was being conducted (i.e., early June to late August 2025).

The consultation effort managed to obtain inputs from an extensive and gender-mixed cross section of project stakeholders, and particularly through virtual interviews and in-person meetings. Some critical gaps in the stakeholder consultation input included: the NDA/NEE focal point (written input provided) despite requests, there was no opportunity made for an in-person meeting; the Gender Expert in the UNEP-PMU had vacated the position and was not available due to personal circumstances; and individual members of the projects target communities (although suco leadership and EWS volunteers were engaged).

Furthermore, taking account of two sets of guideline material (from GCF and from UNEP) on their requirements on how to undertake an MTE has presented some challenges in reconciling and addressing the two versions without overcomplicating the MTE. Furthermore, the guidance material, particularly evaluation themes/categories, indicators, and ratings criteria, did not always neatly correspond to the components of this project and required that aspects of the guidelines we reinterpreted, added to, omitted, adjusted, or customised to suit the evaluation.

The evaluation strongly relied on the information and perspectives derived from a wide range of stakeholders. For the most part this input was of high quality, insightful and accurate. Where quantitative information is noted in this report, it has relied on the veracity of the information provided by project operatives and reports, as there was limited opportunity to fully count, inspect or otherwise cross-check information comprehensively. Additionally, it is likely that almost every week there will be some new information about the progress of activities. However, the evaluation must have a limit point to considering fresh information and updating the MTE report accordingly. In the case of this MTE, the primary cut-off point for incorporating project information was 30 June 2025, although some information updates were still considered beyond this date, depending on their importance and degree of value being added to the overall evaluation.

Findings

It is considered that the extent of desk review, stakeholder consultations, in-country mission, and triangulation of information compiled would be sufficient to form a reliable impression of the status of project outputs (activities) and to a large degree, any headway toward the four project results. For each of the outcome areas and their supporting results areas, the project is demonstrating ‘intermediate states’, or partial achievement. The indicators, verifications, baselines, targets and assumptions provided in the Logical Framework provide clear benchmarking against which the Evaluator can assess progress and allocate status.

However, determination of achievement in fund level core indicators, impacts and outcomes and project level outcomes, is more difficult to determine: 1) Their component elements generally take time to mature and materialize and likely well beyond the project duration (and assuming strong support conditions are applied), i.e., beneficiaries have full benefit from the project in terms of information and knowledge, behavioural change, capacity, safety, livelihood protection. 2) Attribution challenges affect how precisely any observed outcomes and impact can be directly credited to the project due to the interconnected nature of a wider suite of environmental, social, and economic systems and variables that could also (with or against) work as change agents in parallel with the project.

Regarding issue 1) the project may demonstrate full target success or will be assessed as reaching an 'intermediate state', or partial achievement. For example: reduced loss of lives and economic impact is a critical outcome but not yet tested in actuality; a mobile app for health warnings is still in development phase; a meteorological strategy is drafted but is yet to be endorsed and operationalised; technical staff have received information and training but may not have fully applied this knowledge in operational situations. Outcomes and impact realization that require timeframes beyond the project duration will be susceptible to many influential variables i.e., national commitment and funding availability, economic and political upheavals, social unrest, worsening climate change conditions. The evaluation will assess progress achievement to whatever point has been reached at the time of evaluation.

Regarding issue 2) the focus on climate change globally, regionally and in Timor-Leste, is a positive yet dynamic and interconnected phenomena. There is a strong likelihood that targeted actions implemented by this major climate information services project in Timor-Leste will have specific bearing on the achievement of medium and long-term outcomes and impact identified in the project Logical Framework. However, this evaluation will encounter limitations in isolating causal factors from numerous contributory variables and establishing clear cause-and-effect relationships. Accurately determining which specific efforts via this project or associated with other interventions contributed to an observed change, is an analytical hurdle and complicates assessment of true project efficacy. The evaluation will therefore be confined to assessing the project specifically and acknowledging that other factors can collectively enhance various positive impacts from this project.

3. PROJECT OVERVIEW

3.1. Introduction

Project name: Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste - FP171

Locations: Timor-Leste

Donor: Green Climate Fund (GCF)

Budget: $21,729,122.33

Duration: 24th March 2022 (date of FAA effectiveness) to 24th March 2027 (technical completion date), 5 years.

This project is targeted to Timor-Leste and its urgent need for accurate, timely and actionable information and early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health. As an 'adaptation' project, it is endeavouring to comprehensively respond to these issues via the four pillars of 'early warning for all', and stated by the following four inter-related result and activity components:

1. A strengthened delivery model and legislation for climate information and multi-hazard early warning services.
   1.1 Establish institutional and policy frameworks, legislation and delivery models for climate services.
2. Strengthened observations, monitoring, analysis and forecasting of climate and its impacts
   2.1 Enhance infrastructure and technical support for observations and monitoring.
   2.2 Strengthen climate modelling and impact-based forecasting.
   2.3 Establish climate services for health.
3. Improved dissemination and communication of risk information and early warning.
   3.1 Establish targeted multi-hazard early warning information systems.
4. Enhanced climate risk management capacity.
   4.1 Build capacity to prepare for and respond to climate risks and hazards.
   4.2 Establish Forecast-based Financing (FbF).

The United Nations Environment Programme (UNEP) serves as the Accredited Entity (AE) for the project. Activities are being coordinated and implemented by two Executing Entities (EE's) that are accountable to UNEP as the AE. The Ministry of Tourism and Environment (MoTE) in Timor-Leste is the National Executing Entity (NEE) for this project as well as being the National Designated Authority (NDA) for interaction with the GCF. The other EE is UNEP, and whose project role is conducted via two functional entities: 1. a Project Management Unit in Timor-Leste and, 2. the Global Environmental Monitoring System for Air (GEMS Air). The United Nations Office for Project Services (UNOPS) supports UNEP as a service provider for equipment procurement and human resource provision.

The project's supporting Technical Partners (TPs) are: Food and Agriculture Organization (FAO); Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES); Red Cross Red Crescent Climate Centre (RCCC); Indonesian Meteorological, Climatological and Geophysical Agency (Badan Meteorologi, Klimatologi dan Geofisika – BMKG); and Abdus Salam International Centre for Theoretical Physics (ICTP).

National Service Providers (NSPs) are engaged by the NEE via agreement modalities to implement and/or support project activities and these are: National Directorate of Meteorology and Geophysics

(DNMG); Cruz Vermelha de Timor-Leste (CVTL); Ministry of Agriculture, Livestock, Fisheries and Forestry (MALFF); National Directorate for Climate Change (NDCC); National Disaster Management Directorate (NDMD) / Civil Protection Authority (CPA); National University of Timor-Leste (UNTL). There are other government and non-government entities (at national and municipal levels) involved in specific aspects of project delivery, as are leaders and members the projects target communities.

The project is being implemented across five years and aims to deliver transformative impact to the entire population of Timor-Leste, including 80% of the populations as direct beneficiaries, directly contributing to the attainment of selected targets and indicators of Article 7 of the Paris Agreement, Sustainable Development Goal (SDG) 13 on Climate Action, SDG 3 on Good Health and Well-Being and the Sendai Framework for Disaster Risk Reduction 2015-2030.

3.2. Local Context

Timor-Leste is a Least Developed Country (LDC), a Small Island Developing State (SIDS) and a post-conflict newly independent country whose infrastructure and governmental systems were devastated by a prolonged conflict for independence. It is ranked 131 out of 189 countries on the Human Development Index (HDI) and over 70% of the population is classified as living in or vulnerable to multidimensional poverty.

Climate change presents serious challenges to Timor-Leste's development, including increased climate-related risks to lives, livelihoods, biodiversity, food security, water supply and economic growth. The country is increasingly under threat as the effects of climate change manifest – rising mean temperatures, warming and rising seas, ocean acidification and deoxygenation, less predictable and more extreme rainfall, tropical cyclones and prolonged droughts. Climate variability and change have direct impacts on the health and well-being of Timor-Leste's population – for example, deaths from extreme weather events, wildfires and emerging infectious diseases – with disproportionate impacts on women and girls. Health and well-being are further affected by climate-related ecosystems degradation, associated biodiversity loss and worsening air quality. In 2019, the World Risk Index identified Timor-Leste as the 15th most at risk country in the world to natural disasters, as result of its location, geography and very limited capacity to prepare for and recover from climate impacts.

This project is strongly targeted toward Timor-Leste and its urgent need for accurate, timely and actionable information and early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health. Climate-related hazards will increase in frequency and intensity. Timor-Leste is highly susceptible to natural disasters, including floods, landslides, droughts, cyclones, earthquakes, and tsunamis. These hazards are often exacerbated by the country's mountainous terrain, deforestation, and the impacts of climate change. Floods are the most frequent disaster, followed by drought and storms. In April 2021 heavy rainfalls resulting from Tropical Cyclone Seroja caused large-scale landslides and catastrophic flash floods and inundation across the country, especially in the capital Dili, leaving about 31,000 people without homes and in refugee centres and claiming the lives of more than 30 people. Communities had little warning or capacity to protect themselves when floodwaters surged and landslides struck during this event.

3.3. Theory of Change

The project Theory of Change (TOC) clearly expresses the project's intended causal pathways. It has not required amendment in its purpose as a visual roadmap that connects project activities to intended outcomes and impact. The Logical Framework clearly captures the TOC elements, and the projects scope of work is expressed comprehensively in the Logical Framework. The TOC provides a sound model to move Timor-Leste from a weak paradigm state concerning its climate information systems, services and knowledge (i.e., a causal chain asserting that strengthened observation

systems leads to Improved forecast accuracy, which leads to effective dissemination which leads to behavioural uptake, and ultimately, to reduced vulnerability to climate-related losses). There are no overt failures in the TOC.

The assumptions underlying the effective fulfilment of the causal chain are identified and accompany the TOC diagram. These assumptions express a realistic array of circumstances, although they do not link specifically to each causal pathway, but rather to the cumulative causal pathway. The stated assumptions are fundamental to the performance of the project and the degree of achievement that may ultimately be demonstrated in the desired results, outcomes and overall project goal. They are valid assumptions that pose 'best-case' scenarios yet their robustness is highly susceptible to wide range of challenges. This MTE has determined that each assumption identified has, from a modest to a significant degree, been affected by challenging circumstances that have influenced the performance of the project and the tested efficacy of the TOC model.

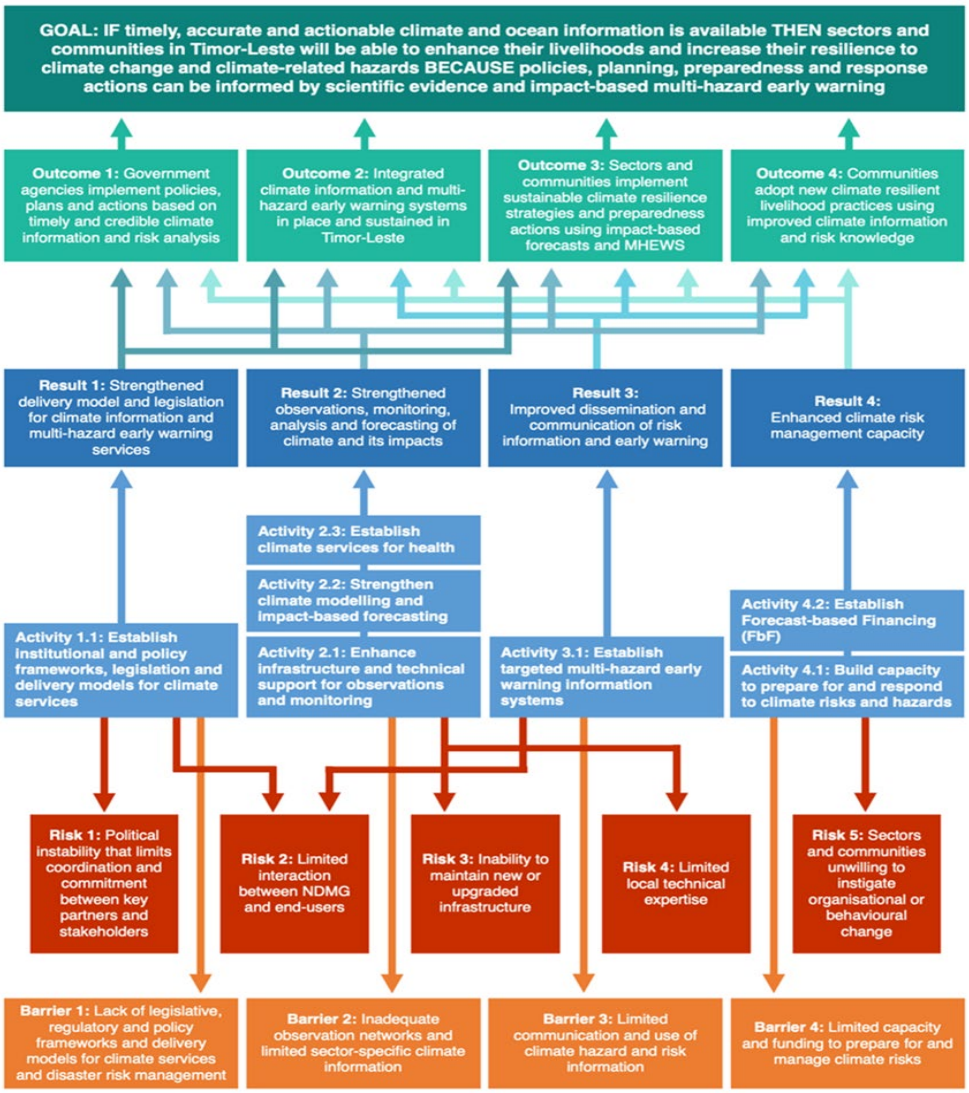
The FP correctly anticipated most of these challenges. The FP stated them as 'risks' to project delivery assumptions and posed sound mitigation measures which in most cases have been implemented to the best extent possible. The FP also notes that 'any' (positive) change in acceptance, usage, behaviour or commitment would constitute a worthwhile achievement as a result of project interventions. This is a pragmatic concept and pre-supposes that assumptions will invariably be influenced by a range of factors known to be evident in Timor-Leste.

In validating this standpoint, the MTE provides evidence that supports the proposed pathway as having activated important yet intermediate incremental changes toward an ultimate goal , e.g., strong interest commitment in some of the relevant government sectors; development of key legislation; technical equipment installation; and a high degree of implementation support by some NGOs in strengthening community knowledge, acceptance and capacity.

Certain factors can be pinpointed as significant potential or actual hindrances that moderate the aspirations stated in the modelled causal chain. These include for example: weak performance by the current NDA/NEE; gaps in cross-government coordination; uncertainty about future high-level government support and national funding streams; implementation of relevant governance, institutional and regulatory mechanisms; broadscale timely access to improved climate information; and requirements for ongoing technical training due to regular change in key staffing cohorts and a complementary need for qualified specialists. The MTE findings and recommendations address these variables and propose actions that are within the scope and resources of the project.

Evidence from the MTE supports the proposed pathways, that they are logical in their reasoning and that they accord with needs and opportunities in Timor-Leste. The MTE has acknowledged the provision of numerous outputs (Activities in the TOC) and many of these have progressed well. However, there is acceptance that results, outcomes and goal (and some elements of activities) expressed in the TOC, may require time beyond the project duration to fully materialise. This materialisation of outcomes relies on sustained internally driven national effort, an outlook that is potentially fraught by multiple forces.

Figure 1. Theory of Change diagram with assumptions and drivers



Assumptions:

- *Government of Timor-Leste is committed to the development of climate services and early warning systems*
- *Government is committed to mainstreaming climate information into policy and planning*
- *Stakeholders and partners are willing to adopt new governance, institutional and regulatory mechanisms to ensure the incorporation of climate and oceans information into decision making and policy planning*
- *Sectors are willing to utilise climate and early warning information to make their businesses more efficient and resilient to climate change impacts*
- *Government, private sector and local councils participate, cooperate and coordinate effectively*
- *NMHSs engage with end-users and ensure that their inputs are reflected*
- *Communities, households and individuals are willing to change behaviours and adopt climate-resilient livelihoods practices by using climate information and early warning systems*
- *Communities, households and individuals are able to access and understand new information on climate risks and undertake appropriate response actions*

Drivers:

- *Capacity of NDMG to deliver high-quality and reliable data for increased resilience against climate change*
- *Awareness of the value of using climate information to be better prepared for and resilient against the impacts of climate change*
- *Capacity of communities to change behaviours and adopt new livelihood practices based on improved climate information and multi-hazard early warning systems*
- *Collaborative partners at the national and regional levels*

3.4. Stakeholders

UNEP's work is guided by the principles of United Nations Human Rights-based Approach to development (HRBA) and gender equality and women's empowerment. This means that policies, programmes, and projects must be centred on human beings as the rights-holders and aimed at their benefit and the constant improvement of their well-being. UNEP identifies stakeholders broadly as all those who are affected by, or who could affect (positively or negatively) the project's results.

The Stakeholder Analysis is concerned with the primary role that stakeholders are expected to play within the projects Theory of Change (ToC) with discussion of their respective involvement being based on a sound analysis of the roles they play in bringing about change or the ways in which they are affected by change. This evaluation will provide an analysis of power relations, the roles of all the relevant actors regarding the rights in question, potential alliances, and conflicts among different types of stakeholders and the resultant impacts, if any, on the project.

This project involves stakeholders that hold official positions in which they drive implementation and/or may make decisions that affect others and from which they can promote change – known as 'duty-bearers'. These groups can be critical for the dissemination of information and the inclusion of others in the project and are often considered as 'gatekeepers'. Given the positions they hold, these people can also be effective 'agents of change'.

Project stakeholders also include beneficiary groups whose needs, and interests as 'rights-holders' are either targeted directly by the project or who benefit indirectly, or even unexpectedly, from the work. These may be locally affected communities and sub-groups in the population (i.e., women, children, youth, elderly, disabled, ethnic minorities and people who identify as LGBTIQA+). Based on this, the distinction is made between rights-holders and fulfilment of these rights, and duty-bearers in meeting their duties and obligations towards the rights-holders. In some cases, a stakeholder group may be both a key project contributor and a beneficiary.

The project has adopted a broad multi-stakeholder approach representing both producers and users of climate information and early warning products. Through a wide-ranging portfolio of activity delivery since March 2022, the project has managed to engage an expansive array of stakeholder groups throughout government, organisational, technical and community levels, across Timor-Leste and internationally.

The extent of stakeholder groups for this project is detailed in Annex 4 Table 1 that identifies the key stakeholder groups responsible for oversight, managing or implementing (or closely supporting implementation) of the project to date, and Annex 4 Table 2 that identifies the stakeholder groups who are potential project beneficiaries.

The project has implemented inclusiveness principles regarding gender and under-represented / marginalised groups, including those living with disabilities. The project is critical due to the impact on people's lives and livelihoods from natural disasters and the wider effects of climate change that is occurring in Timor-Leste.

The inclusion of activities that aim at building preparedness capabilities (namely Result 4) is in line with the approved GCF project FP171 and are included as a key element in a holistic climate information and early warning services (CIEWS) project designed to deliver transformational impact to the last mile. Such activities provide an opportunity to extend the reach of the CIEWS to the last mile – sensitising communities to the value of climate information and early warnings towards reducing the impact of climate-related hazards and providing an entry point to build trust in scientific knowledge systems and demonstrate their complementarity with local knowledge. The inclusion of Result 4 is in line with international best practices for delivering end-to-end, people-centred multi-hazard early warning systems (MHEWS) that "empower individuals and communities threatened by

hazards to act in sufficient time and in an appropriate manner to reduce the possibility of personal injury and illness, loss of life and damage to property, assets and the environment", as stated in the Checklist prepared by the partners of the International Network for Multi-Hazard Early Warning Systems.

The project has notably strengthened CVTL's institutional, technical, and financial capacity, enabling effective implementation of early warning system activities. The project has brought clear benefits to communities, who can now access information more quickly through shared resources, megaphones, and posters. Community members understand what actions to take and how to prepare for disasters.

Communities have benefited from improved access to information through shared resources such as megaphones and posters. There is an increased understanding of necessary actions and disaster preparedness. The project's duration is believed to merit extension, aligning with the UN Secretary-General's emphasis on the importance of the "Early Warning System for All."

This project is especially relevant for its target groups, enabling community members to better understand and identify various hazards. For example, when planning to harvest crops, farmers will now have advance notice through DNMG forecasting. Additionally, communities receive important health and environmental information through CVTL, delivered via door-to-door engagement and poster distribution. The project has succeeded in explaining the risks and impacts of disasters, which affect health, livelihoods, and overall well-being.

The Ministry of Health (MoH) has emphasized the importance of the EWS project, particularly for generating reliable data and developing timely response plans, especially around air quality - an area long neglected. With appropriate training, the system will enable timely detection and analysis of harmful chemicals in the air. The Ministry is eager to take ownership of EWS and once trained, is confident in its ability to use the system effectively. Early alerts—such as those regarding water quality or potential disease outbreaks—enable the health sector to prepare preventive plans or take early action against illnesses like cholera, diarrhea, and dengue. Project stakeholders are quite favourable to the project work and direction, view it as being highly important and relevant and are enthusiastic to see work proceed, be fully delivered, and sustained. Project activity delivery to date is beginning to fill some of the key gaps in climate related information and capacity, and from which numerous new products, systems, tools, and knowledge, and capacities can be progressively generated. There is acknowledgement for the increased capacity, technical knowledge, resources and outreach work being deployed and recognition of the national importance of the project.

Stakeholder groups have roles in direct project oversight, management or implementation, or providing implementation support and/or are a beneficiary group are listed in Annex 4.

3.4.1. Stakeholder Descriptors

Table 3. Stakeholder Descriptors

Type A	High power/high interest = Key player	Note that A, B, C, D represent broad categories and hold scope for finer interpretation and disaggregation regarding the specific degree of power or interest an individual stakeholder group may hold.
Type B	High power/low interest over the project = Meet their needs	
Type C	Low power/high interest over the project = Show consideration	
Type D	Low power/low interest over the project = Least important	

Stakeholder			**Primary role associated with project**			**Notes**
Stakeholder group	***Organisation***	***Type per note above***	***Duty bearer***	***Rights holder***	***Both duty bearer and rights holder***	***Level of power held over the project results / implementation, and the level of interest***
Funding body	GCF Secretariat	**A**	✓			Supports climate action in developing countries through a country-owned partnership approach.
Nationally Designated Authority to the GCF	Ministry of Tourism and Environment, Timor-Leste	**A**	✓			Responsible for project leadership, facilitating stakeholder engagement and maintaining sound working relationships with UNEP and the GCF.
Accredited Entity	UNEP Climate Change Division (formerly in the Early Warning and Assessment Division)	**A**	✓			Responsible for managing the implementation, financial management, evaluation, reporting and closure of the activities under the Project according to contractual arrangements and guidelines
Executing Entities	UNEP for project management, implementation of specific activities and air quality management	**A**	✓			Responsible for providing guidance on project management, financial management, procurement and technical issues, including an air quality monitoring framework. It also implements specific project activities and establishes links with other development partners working with Timor-Leste to ensure that activities in related fields are complementary, and to seek opportunities for collaboration. Supported by the UN Office for Project Services (UNOPS) in procurement and recruitment matters.
	Ministry of Tourism and Environment, Timor-Leste	**A**	✓			Responsible for establishing national project implementation in a relevant part of the government administration to provide

						implementation guidance and support to national service providers and Technical Partners and facilitate cooperation and coordination among the national service providers
Consultants	Consultants procured for specific project tasks	**C**	✓			Project consultants are contractually required to have high commitment to the project and can exert influence in project outcomes via the quality of their work and recommendations provided
Key government ministries	Ministry of Tourism and Environment (MoTE) Ministry of Transport and Communication (MoTC) Ministry of Interior	**A**	✓			
Technical Partners	UN Food and Agriculture Organization (UN FAO) Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES) Red Cross Red Crescent Climate Centre (RCCC) Indonesian Meteorological, Climatological and Geophysical Agency (Badan Meteorologi, Klimatologi dan Geofisika (BMKG) Abdus Salam International Centre for Theoretical Physics (ICTP)	**C**	✓			Responsible to lead or provide support for the implementation of specific interventions that require highly technical or scientific expertise
National Service Providers	National Directorate for Meteorology and Geophysics (DNMG)) Civil Protection Authority (CPA) Cruz Vermelha de Timor-Leste (CVTL) – Red Cross, Timor-Leste National Directorate for Climate Change (NDCC), National University of Timor-Leste (UNTL) – Engineering Campus, Hera	**C**			✓	Engaged by the NEE to deliver critical project implementation tasks
Allied National government sectors	National Directorate for Water and Energy, Ministry of Public Works Ministry of Finance Ministry of Social Solidarity and Inclusion (MSSI) National Directorate for Statistics (DGE)	**B**			✓	Both contributors to and beneficiaries of, the project Agriculture, land development, fisheries, forestry, biodiversity climate change, meteorology, water, disaster management, waste, pollution, infrastructure, and health

	Timor-Leste Defence Force (F-FDTL) National Agency for Planning, Monitoring and Evaluation (ANAPMA) National Directorate of Agricultural Extension and Training (DNEFA) National Directorate, Horticulture and Industrial Plant (DNAHCPI) National Directorate of Local Development - Ministry of State and Administration (DNDL-MAE) Air Navigation Administration Timor-Leste (ANATL) Port Authority of Timor-Leste (APORTIL) Maritime Police Unit (UPM) National Authority for Environmental Assessment (ANLA) Secretary State of Equality and Inclusion (SSEI) National Directorate of Information and Communication (DNIC), Bee Timor-Leste Empresa Publica (BTL, E.P) Ministry of Public Works (MPW) National Directorate of Public Health (DNSP) Directorate-General for Electricity, Water, and Sanitation Regulation Sectors (DGREAS), (MPW) National Directorate of Electricity (DNRE) National Procurement Commission (CNA) National Institute of Public Health (INSP) / Instituto Nacional de Saúde Pública de Timor-Leste (INSP-TL) National Maritime Authority (ANM) Civil Aviation Authority (AACTL)					
Allied initiative / organisation	United Nations Development Programme (UNDP) GCF-funded FP109 Japan International Cooperation Agency (JICA) SAP021	**D**	✓			Engage in mutual collaboration with the project

	Systematic Observations Financing Facility (SOFF)					
Organisation Working in Timor-Leste	ALOLA Foundation (campaign against sexual and gender-based violence in Timor-Leste) Mercy Corps CARE International OXFAM Rede Feto (Women's Network) of Timor-Leste Raes Hadomi Timor Oan (RHTO) (national disabled people's organisation) International Organization for Migration (IOM) RAEBIA (NGO using sustainable agriculture)	**C**			✓	Provide NGO services to community stakeholders across Timor-Leste and engage with the projects as opportunities arise
Community leaders	Xefe du sucos / chefe suco (Chief of Village) Suco council members	**A**			✓	Have decision making duties on project interventions as they affect their communities
Community members	Suco individuals of all ages, gender and abilities, and in all roles and circumstances, and including vulnerable, under-represented and marginalised groups Suco Disaster Management Committees (SDMCs) Community health post Women's groups Teachers	**C**		✓		Recipients of project intervention value
Various personnel allied with the project	Project-procured personnel in Government ministries Trained trainers Extensionist (agriculture) Municipal and Suco Disaster Management Committees EWS volunteers	**C**			✓	Provide support to project interventions

1 **Table 4. Stakeholder relationship to project – Johari Window assessment**

Influence / power of stakeholder

Meet their Needs Engage and consult on interest area Try to increase level of interest Aim to move into righthand box		**Key Player** Focus efforts on this group Involve in governance/decision making bodies Engage and consult regularly Potential to be a main sustainability advocate
National Directorate for Meteorology and Geophysics (DNMG) within the Ministry of Transport and Communication (MoTC) Civil Protection Authority (CPA) within the Ministry of Interior Cruz Vermelha de Timor-Leste (CVTL) – Red Cross, Timor-Leste National Directorate for Climate Change (NDCC), Ministry of Tourism and Environment (MoTE) National University of Timor-Leste (UNTL) – Engineering Campus, Hera Ministry of Health (MoH) Ministry of Agriculture, Livestock, Fisheries and Forestry (MALFF) National Directorate for Pollution Control (NDPC) Suco leadership Municipal and community-based volunteers United Nations Country Team (UNCT) and United Nations Resident Coordinator (head of UN country team) UN-RC Project working groups		UNEP, Nairobi, Kenya – specific project personnel UNEP via a PMU based in Timor-Leste including project personnel; UNEP's Global Environment Monitoring Systems (GEMS) Unit, and specialised consultant/s Ministry of Tourism and Environment (MoTE) in Timor-Leste UN Food and Agriculture Organization (UN FAO) Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES) Red Cross Red Crescent Climate Centre (RCCC) Indonesian Meteorological, Climatological and Geophysical Agency (Badan Meteorologi, Klimatologi dan Geofisika (BMKG) Abdus Salam International Centre for Theoretical Physics (ICTP)
Least important (yet still potentially valuable stakeholders) Inform via general communication and engagement for specific implementation work Aim to move into right hand box		**Show consideration** Make use of interest via involvement in low-risk areas Keep informed and consult on interest area Potential supporter / goodwill ambassador
Representatives of infrastructure, biodiversity, and tourism sectors United Nations Development Programme (UNDP) GCF-funded FP109 Japan International Cooperation Agency (JICA) SAP021 Systematic Observations Financing Facility (SOFF) Asia-Pacific Technical Working Group on Anticipatory Action National Directorate for Water and Energy, Ministry of Public Works Ministry of Finance Ministry of Social Solidarity and Inclusion (MSSI) National Directorate for Statistics (DGE) Timor-Leste Defence Force (F-FDTL)	Maritime Police Unit (UPM) National Authority for Environmental Assessment (ANLA) Secretary State of Equality and Inclusion (SSEI) National Directorate of Information and Communication (DNIC), Bee Timor-Leste Impresa Publica (BTL, E.P) Ministry of Public Works (MPW) National Directorate of Public Health (DNSP) Directorate-General for Electricity, Water, and Sanitation Regulation Sectors (DGREAS), (MPW) National Directorate of Electricity (DNRE) National Procurement Commission (CNA) National Institute of Public Health (INSP) / Instituto Nacional de Saúde Pública de Timor-Leste (INSP-TL) National Maritime Authority (ANM) Civil Aviation Authority (AACTL)	Project-procured personnel in Government ministries Trained trainers Technical extension service personnel (agriculture) Municipal and Suco Disaster Management Committees Training participants Farmers, fishers ALOLA Foundation (campaign against sexual and gender-based violence in Timor-Leste) Mercy Corps CARE International OXFAM Rede Feto (Women's Network) of Timor-Leste Raes Hadomi Timor Oan (RHTO) (national disabled people's organisation) International Organization for Migration (IOM) RAEBIA (NGO using sustainable agriculture)

	National Agency for Planning, Monitoring and Evaluation (ANAPMA) National Directorate of Agricultural Extension and Training (DNEFA) National Directorate, Horticulture and Industrial Plant (DNAHCPI) National Directorate of Local Development - Ministry of State and Administration (DNDL-MAE) Air Navigation Administration Timor-Leste (ANATL) Port Authority of Timor-Leste (APORTIL) National Directorate of Maritime Transport (DNTM),	Expert consultants to the project	
	Stakeholder interest level		

3.5. Implementation structure

As an 'adaptation' project, it is endeavouring to comprehensively respond to these issues via the four pillars of 'early warning for all', and stated by the following four project result areas:

- strengthened delivery model and legislation for climate information and multi-hazard early warning services.
- strengthened observations, monitoring, analysis and forecasting of climate and its impacts.
- improved dissemination and communication of risk information and early warning.
- enhanced climate risk management capacity.

The Funding Proposal (FP) with its detailed contextual descriptions, analyses, assessments and rationales (scientific, technical, social and environmental), its Theory of Change (ToC) and Logical Framework (LF), and its accompanying detailed budget plan with activity specifications, provides clear and comprehensive guidance toward the achievement of the desired outputs and outcomes and project goal. Importantly, a series of risks that might prevent the project objectives from being achieved were identified in the FP with practical mitigation measures proposed.

This is a broad ranging and ambitious project for a country like Timor-Leste. With a USD21.7 million financial package the project relies for delivery on a range of partners and stakeholders (that may be categorised as duty-bearers or beneficiaries, or both). These include:

- UNEP performing both AE and EE roles - UNEP EE roles are via a Project Management Unit (PMU) based in Timor-Leste and via UNEP's Global Environment Monitoring Systems (GEMS) Unit.
- the United Nations Office for Project Services (UNOPS) as a service provider supporting UNEP for equipment procurement and human resource provision.
- an NDA/NEE role that has undergone a dissolution of the original government entity and focal point (due to a change of government) and transitioned to a new government entity and focal point.
- five project partners based nationally and internationally that contribute technical expertise (i.e., data systems, products, equipment, infrastructure), information provision and modelling, capacity development support, and awareness and education to and/or via national service providers.
- a variety of specialist consultants performing specific services and producing key project documents and systems.
- numerous national service providers involved in project implementation that encompass responsibilities for meteorology, climate change, agriculture, health, emergency response, civil protection, humanitarian services and water resources (implementing technical and/or capacity support functions).
- project initiated, and project allied, working groups including an Anticipatory Action (AA)/Forecast-based Financing (FbF) technical working group, a Climate and Health Working Group, a Community Based Disaster Risk Management (CBDRM) and Capacity Building of CBDRM working group, an EWS technical working group, and a Disaster Risk Reduction (DRR) working group.
- municipal coordination offices of some of the national service providers.
- community - leaders, coordinators, women's groups and volunteers in targeted sucos.

- allied aid and development organisations (NGOs, charities).

3.6. Project financing

Table 5. Project financing.

Source: UNEP Inception workshop introduction to the project slide

Project Result	Budget (US$)	GCF financing amount (US$)	Co-financing amount (US$)
1. Strengthened delivery model and legislation for climate information and multi-hazard early warning services	$491,269.80	$491,269.80	-
2. Strengthened observations, monitoring, analysis and forecasting of climate and its impacts	$12,772,741.97	$12,772,741.97	-
3. Improved dissemination and communication of risk information and early warning	$2,532,683.55	$2,384,283.55	$148,400.00
4. Enhanced climate risk management capacity	$3,742,818.26	$3,176,568326	$566,250.00
Project Management Costs	$987,100.30	$953,350.30	$33,750.00
Monitoring and Evaluation Costs	$932,508.45	$932,508.45	-
Contingency	$270,000.00	$270,000.00	-
Total (US$)	**$21,729,122.33**	**$20,980,722.33**	**$748,400.00**

3.7. Learning, communication and outreach

One of the primary purposes of an MTE is to facilitate a process of reflection and learning that can inform the way the project is implemented during its remaining duration and to guide how future iterations of the project being evaluated, or similar projects, may be performed. The evaluation reporting per se will be particularly targeted to the GCF, AE, EEs, NDA, allied arms of government, technical partners and national service providers and to assist their ongoing proficiency in project design, management and evaluation. The findings will be operationalized via the AE and PMU according to a Management Response and Action Plan developed by the AE in response to the MTE

Key learnings arising from the MTE will be disseminated via concise summaries presented to stakeholders at PSC meetings, project coordination meetings and other relevant fora. Project beneficiaries will gain 'flow-on' value from implementation of MTE recommendations that strengthen overall project effectiveness and delivery.

The Evaluator invited input from a wide cross-section of project stakeholders (see Annexes 4 and 6) using a series of enquiry questions as a discussion guide that prompted respondents to reflect on aspects of the project and to provide their observations. The questions used and the interview technique utilized by the Evaluator, elicited responses that assisted stakeholders in considering the project, and commenting on it, in ways that they may not have previously taken the time to do (or had the confidential opportunity to do) as they have been involved in the activities at functional levels.

It is noted that some stakeholders who contributed to the review will not have previously participated in such a process and that, inherently, will be a learning area for them, including the concept that projects are not simply scrutinized on the number of activities undertaken but in for how well they have been performed and have contributed to real and lasting impact.

The MTE report is developed from a comprehensive review of project documents, from the contributions of stakeholders, with the independent observations and judgements of the Evaluator, and according to the latest GCF and UNEP guideline processes. The MTE report will be presented to relevant stakeholders in summative format (power-point) to enable them to receive, and have explained, the main findings, performance ratings, lessons learned and recommendations.

Reports developed for this MTE will be made available to relevant stakeholders to enable them to consider the reporting content and provide further comments, as appropriate. It is expected that the final MTE report will be included in a suitably accessible resources repository of project/programme evaluations and reviews, from which can be extracted essential learnings for future projects and programmes.

The evaluation entailed regular contact between the UNEP TM and the Evaluator concerning aspects of the evaluation, and this ongoing dialogue formed mutual understandings of project context, issues, and the way findings, performance ratings, lessons learned, and recommendations are shaped. It is noted that the Evaluator is independent from UNEP influence and that the dialogue mentioned here purely concerns the effective development of the evaluation reporting.

4. EVALUATION CRITERIA

The MTE was guided by the evaluation criteria and sample questions provided in the GCF Evaluation Procedures and Guidelines for Accredited Entity-led Evaluations v1 March 2023, (principally Annexes 1 and 5 of that document) and the UNEP MTE review criteria ratings matrix, latest version 21/03/23GCF. The nature of this project, and its learning and accountability needs, further informed the substance of evaluation questions. A full set of questions that were available as a base enquiry list for stakeholder interviews (and for review of project documents) is shown in Annex 5.

The GCF and UNEP evaluation criteria are collectively reported on in Sections 4.1 to 4.9 as follows. Each section is introduced by the predominant questions utilized in the evaluation of each criterion, including the sub-criteria. A note is made of whether the criteria is a GCF category or a UNEP category. Annex 3 provides a list that distinguishes GCF and UNEP evaluation criteria and sub-criteria.

4.1. RELEVANCE / STRATEGIC RELEVANCE

(Relevance – GCF, Strategic relevance – UNEP)
Evaluation questions

- Were the context, problem, needs and priorities well analysed and reviewed during project formulation and initiation (the 'funding proposal' FP147)?
- Has the project complimented or built synergies with other regional and/or local-level initiatives on climate change adaptation or mitigation efforts?
- To what extent do the project objectives align with GCF, UNEP, and Timor-Leste strategic priorities?
- Is the project relevant to target beneficiaries? i.e., government ministries, aid agencies, technical bodies, the meteorological service, infrastructure builders, key sectors (agriculture, farming, disaster risk management, energy, health, water, fisheries, tourism) and municipalities and Suco communities?
- Has the project complimented or built synergies with other regional and/or local-level initiatives (by stakeholders, aid agencies, funding bodies, governments, CSO's) on climate change adaptation or mitigation efforts?

Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) and strategic priorities	**Highly satisfactory**

Given the impacts of natural disasters and climate induced change in Timor-Leste and the wide array of organizational, national, regional and international strategic documents and action statements that recognize and declare responses to these problem and the need to improve upon it, it is not difficult to demonstrate the high strategic relevance of this project - both during its implementation period and as a platform of legacy products, networks and capacities going forward.

Over the last decade (a period that encompasses the design, inception and implementation phases of the project), UNEP's Medium-Term Strategies (MTS) and accompanying Programmes of Work (PoW) have been redrafted and refreshed every few years to ensure currency and relevance with major themes and priorities for the global environment. However, the core themes have remained largely consistent including these applicable to this project (i.e., preventing and reducing the environmental impacts of disasters while building resilience to future crises relating to climate change)

The project plays a vital role in advancing Climate Information and Early Warning Systems (CIEWS) services in Timor-Leste. By establishing more effective forecasting systems and processes, communities, disaster management entities, and climate-sensitive sectors (i.e., health, water resources, agriculture, fisheries, biodiversity, infrastructure) can be better prepared and resilient, by enabling them to anticipate and respond effectively to environmental challenges. A further strength of this project is its support for the Timor-Leste government, which has had a high relies on

petroleum and gas income. Since the state budget alone cannot meet all vital sector needs, efficient mobilization of global funding is crucial

This project is strongly targeted toward Timor-Leste and its urgent need for accurate, timely and actionable information and early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health (specifically air quality in this project). As an 'adaptation' project, it is endeavouring to comprehensively respond to these issues and is founded on the principle of 'early warnings for all', and established around the 'pillars' of the Global Framework for Climate Services (GFCS), a UN-wide initiative coordinated by the World Meteorological Organization (WMO). These pillars represent the essential components needed to produce and deliver effective climate services. This being the provision of the following: a user interface platform; climate services information system; observations and monitoring, research; modelling and prediction; and capacity development. These pillars, which are expressed throughout the projects four inter-related results and their activity components, will strengthen implementation of the WMO GFCS in Timor-Leste and will establish an 'end-to-end' early warning system.

The project results are also aligned to the four elements of the checklist for Multi-Hazard Early Warning Systems (MHEWS) prepared by the partners of the International Network for MHEWS: disaster risk knowledge; detection, monitoring, analysis and forecasting of the hazards and possible consequences; warning dissemination and communication; and preparedness and response capabilities. Furthermore, the programme is designed to contribute to the attainment of selected targets and indicators of the Paris Agreement, Sustainable Development Goal (SDG) 13 on Climate Action, SDG 3 on Good Health and Well-Being, and the Sendai Framework priorities on Disaster Risk Reduction.

The project intends to deliver early warning systems through strengthened organisational and decision-making processes of government, civil society organisations, communities and other sectors. This will contribute to the outcomes of the 2019 UN Climate Action Summit, in particular targets 3 and 4 of the Risk-informed Early Action Partnership (REAP) on investment in *"early warning infrastructure and institutions to target early action in 'last/first mile' communities" and "more people are covered by new or improved early warning systems…".*

The Project is demand-led, and project interventions are aligned with, and will contribute to, the achievement of goals identified in national strategic and policy documents, including the intended Nationally Determined Contributions (NDC) for adaptation (2016) and the National Adaptation Program of Action (NAPA) on Climate Change (2010). It is aligned with other key government policies and commitments including Timor-Leste's UN Sustainable Development Cooperation Framework (2021 – 2025), its Initial National Communication to the United Nations Framework Convention on Climate Change (UNFCCC) (2014), Environmental Policy (2012), and the National Disaster Risk Management Policy (2008). The project is also facilitating actions outlined in the Timor-Leste Strategic Development Plan 2011 – 2030, through improving cooperation between government agencies to support vulnerable people impacted by natural disasters and building strong capabilities across Timor-Leste to prepare for and manage disaster risks.

The Project is also aligned to the objectives of WMO's Regional Area V (RAV), which covers South-East Asia and the Pacific. Project partners in neighbouring Indonesia have provided peer-to-peer, South-South support.

Provision of grant funding for this project was in line with the GCF Board Decision B.07/04 (b) in reference to the initial results management framework of the Fund: section (iii) Project / programme level outcomes for adaptation calls for (6.0) Increased generation and use of climate information in decision-making and (7.0) Strengthened adaptive capacity and reduced exposure to climate risks.

Alignment to Donor / Partner Strategic priorities	Highly satisfactory

The project plays a vital role in advancing Climate Information and Early Warning Systems (CIEWS) services in Timor-Leste. By establishing more effective forecasting systems and processes, communities, disaster management entities, and climate-sensitive sectors (i.e., health, water resources, agriculture, fisheries, biodiversity, infrastructure) can be better prepared and resilient, by enabling them to anticipate and respond effectively to environmental challenges. A further strength of this project is its support for the Timor-Leste government, which has had a high relies on petroleum and gas income. Since the state budget alone cannot meet all vital sector needs, efficient mobilization of global funding is crucial

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Complementarity and coherence with other entities interventions / Coherence in climate finance delivery with other multi-lateral agencies	**Highly satisfactory**

The project links with, supports and builds on the work of numerous former, existing and pending initiatives that are closely aligned with the focus on strengthening information and early warnings on local weather, water, climate and ocean conditions. The European Union (EU) had supported the installation of 46 AWSs some 10 years, although many are now non-functional due to lack of funding for maintenance and absence of in-country momentum following project termination. The project has potential to take the more one-dimensional and somewhat unsustained foundation work of initiatives such as those noted above, and to deliver a more comprehensive approach across skills, technology, infrastructure, capacity and coordination processes.

Useful cross project/program linkages and coordination models are evident in Timor-Leste and the region and provide varying degrees of complementarity value to the project. The project is closely aligned with the GCF United Nations Development Program (UNDP) Project (FP109) *Safeguarding rural communities and their physical and economic assets from climate induced disasters in Timor-Leste*, and the GCF Japan International Cooperation Agency (JICA) Project (SAP021) *Community-based Landscape Management for Enhanced Climate Resilience and Reduction of Deforestation in Critical Watersheds* and with all three overseen by the Nationally Designated Authority for Interaction with the GCF. There are several GCF 'readiness' projects for Timor-Leste that are well aligned with this project. The GCF Country Programme (2019) explicitly prioritised this project in its original form (with WMO as the prospective AE).

The work of the United Nations in Timor-Leste is guided by the UN Sustainable Development Cooperation Framework (UNSDCF) (2021 – 2025), which outlines the actions needed for more strategic, transformative and integrated UN support to accelerate Timor-Leste's progress towards achieving the Sustainable Development Goals and its national development priorities. The UNSDCF was developed through a consultative and participatory process involving the Government of Timor-Leste, civil society and development partners. This project will specifically support national efforts in the UNSDCF Strategic Priority 6, which aims at achieving enhanced resilience to climate change impacts and natural hazards.

In addition, the United Nations Country Team (UNCT) in Timor-Leste works to ensure inter-agency coordination and decision-making at the country level, building on the comparative advantages of the UN family and in line with "Delivering as One" model endorsed by the UN General Assembly. The UNCT provides an overarching framework for coordination and cooperation among UN entities operating in Timor-Leste.

UNEP's participation in the UNCT and related processes should facilitate coordination, cooperation and complementarity with the UNDP GCF-funded project FP109. To this end, UNEP and UNDP have a Memorandum of Understanding (MoU) to increase collaboration and joint activities in support of internationally agreed environment and sustainable development goals established by member countries. The MoU builds on existing collaborative arrangements and lessons learned seeking to

further enhance effectiveness and avoid duplication. Enhancing the UNEP/UNDP strategic partnership is a priority of both organisations to deliver synergies, demonstrate clear added-value and show that multi-lateral action is more than the sum of its respective parts. The UNEP/UNDP collaboration requires no extra cost from the project and both organisations are committed to continuing collaboration long beyond the project's five-year duration.

The project is strongly complementary with other entities and interventions. As well as providing an advantageous scaffold for implementation, sustainability of some project outputs and the achievement of emerging outcomes from the project, the in-country presence of allied organisations who have lengthy and strong associations with Timor-Leste has provided immediate partnering opportunities. These organisations include FAO; RCCC via CVTL; UN; WHO; World Bank; JICA; CARE; OXFAM; IOM; EU; KOICA; and Mercy Corps.

International organisations with specific technical remits for ongoing support to Timor-Leste like RIMES and BMKG, the links with UN-affiliated institutes like ICTP, and the presence of national and municipal NGOs like RAEBIA, further bolsters the project with options for the formation of practical relationships. Project implementing partners such as Red Cross Red Crescent Climate Centre (RCCC) are very well connected to on-ground activity, have the backing a vast humanitarian network globally and support impactful contribution to the project through CVTL. The Covid19 and Health Systems Strengthening Project (CoHSIS) project by CARE aligns with this project and other initiatives by FAO and RCCC. These efforts provide significant benefits by disseminating disaster risk management information and implementing mitigation measures. In particular, a core responsibility for the Civil Protection Authority (CPA) is to distribute weather information to local communities, leaders, and disaster management committees through various communication methods, and the involvement and support from this government agency has substantially strengthened the project. Collaborative efforts between the organisations and agencies identified above has been a significant positive factor in supporting project implementation and fostering collaboration.

Furthermore, the development and establishment of a National Framework for Climate Services (NFCS) for Timor-Leste under this project, and the participation of a cross-sectoral technical working group in this process, will define the functions, roles and responsibilities of key EWS actors and include them in standard operating procedures (SOPs), such as Early Action Protocols. The UNDP and JICA project teams managing the complementary GCF-funded projects in Timor-Leste participate in this technical working group. The NFCS should facilitate regular communication between EWS actors to improve coordination and avoid duplication of efforts. Additionally, there are various working groups established under the project which provide opportunity for mutual understanding of project aims and work and the forming of practical collaborations and partnerships.

The project intends to expand and upgrade the meteorological observation network in compliance with the Global Basic Observing Network (GBON) and to enable Timor-Leste's national meteorological and hydrological service - the National Directorate of Meteorology and Geophysics (DNMG) to transform from WMO Category 1 (Basic services) and to achieve WMO Category 2 (Essential Services). The DNMG is currently implementing elements of EWS, while the National Directorate for Climate Change (DNCC) is conducting Integrated Vulnerability and Capacity Assessments (IVCA) activities. These assessments help pinpoint areas where sucos still lack EWS capacity and to assist communities better understand their own vulnerabilities, capacities, and resources. Through this project, DNCC has been able to further develop community programs and action plans and provide climate change training in numerous sucos.

Additionally, the project is seeking to shift its hazard monitoring and forecasting capacity along a scale for effectiveness of national climate and ocean observations and monitoring networks, i.e.,

from Level 1 - country has significant gaps in network coverage and no ocean information services; to Level 3 at project mid-term - country has designed strengthened observation and monitoring network and ocean information services to fill most critical gaps in coverage; and to Level 5 at project completion - country has upgraded and expanded observation and monitoring network to fill most critical gaps in coverage and established ocean information services.

As climate and weather initiatives are a crowded area of endeavour in the region there is potential for overlap of objectives and potential for duplication situations. The RTPs and implementing partners were engaged at country requests and are all engaged in ongoing initiatives in the region. They are generally aware of duplication potential and can adjust and manoeuvre to avoid duplication and keep the work flowing smoothly while also taking advantage of synergies.

Through its Early Warning and Assessment Division (EWAD), UNEP has longstanding expertise in environmental and climate change information management and early warning systems. EWAD manages the Global Early Warning System for Climate Change (CLIM-WARN), the Country Level Impacts of Climate Change (CLICC) projects, and the Global Environment Monitoring System for Air (GEMS Air). Through its work on climate information, early warning and foresight, UNEP enables stakeholders to respond to the latest emerging issues related to environment and climate change. A key example is the approved UNEP GCF FP147 on *Enhancing Climate Information and Knowledge Services for resilience in 5 island countries of the Pacific Ocean.*

The project also has links to the Systematic Observations Financing Facility (SOFF) which provides grant financing and technical assistance for the sustained collection and international exchange of surface-based weather and climate observations according to the GBON regulations. A funding request to the (SOFF) has been successful, enabling an important finance stream supporting Timor-Lestes in closing the basic weather and climate observations data gap. This project has high potential to leverage allied initiatives. This was clearly melded into the FP and is now being demonstrating in practice through connecting with, and building on, existing and related work.

Rating for Relevance / Strategic Relevance	**Highly satisfactory**

4.2. NATURE OF EXTERNAL CONTEXT

(Nature of external context – UNEP)

Evaluation questions

- Were there been any unanticipated events, opportunities, or constraints that contributed to or hindered the delivery of activities? E.g., health crises, complex procedures, communication flow, national 'sign-off' requirements, reliance on external actors, background studies, emerging funding, new staff appointments, scheduling workshops, technology choices, local skills, power/internet capacity)

Nature of External Context	Moderately unfavourable

Noting that 'external' context refers to influences that come from outside the immediate bounds of the project itself and these could be national, international or organisational in origin.

Even with external funding and organisational support, smaller developing countries like Timor-Leste face major challenges in the implementation of large multi-faceted projects and these include: limited budget to cover all national priorities and limited human and financial resources (despite co-financing assurances); low levels of technological resources; generally low expertise and variable skill sets; remote locations for project activity; slow national processes, poor telecommunications infrastructure; political instability and staffing changes along with changing priorities and varying commitment; and competing obligations to a multitude of projects and programs.

More specific challenges that affect the project relate to the need for municipal or suco based government personnel to have strong backing from their national level hierarchy; lack of primary skills to use technology; language differences across project personnel, agencies and communities; communication gaps and uncertainties between various project components; and reliance on private providers for infrastructure support (cost). All these factors have exerted an influence on this project, from moderate impact to significant. Most notably, the Parliamentary Elections in May 2023 led to significant changes in government personnel (much more extensive than in past election cycles) and have caused lengthy delays in SOME project activities and decision-making.

Due to the opportunistic timing of the FAA date of March 2022, this project did not bear any major challenges associated with the Covid-19 pandemic that significantly afflicted many other projects. However, the proposal was developed during the Covid-19 pandemic which meant that it was not possible to do country missions to Timor-Leste for in-person consultations. It is possible that the leadup period to the 2027 Presidential election and Parliamentary election in 2028, could have influence over the way national priorities turn and with flow-down impacts for the project and its plans for post-project sustainability.

4.3. QUALITY OF PROJECT DESIGN

(Quality of project design – UNEP)

Evaluation questions

- As identified in Table 6 below.

Assessment of Project Design Quality

The Funding Proposal (FP) with its detailed contextual descriptions, analyses, assessments and rationales (scientific, technical, social and environmental), its Theory of Change (ToC) and Logical Framework (LF), and its accompanying detailed budget plan with activity specifications, provides clear and comprehensive guidance toward the achievement of the desired outputs and outcomes and project goal. Importantly, a series of risks that might prevent the project objectives from being achieved were identified in the FP with practical mitigation measures proposed. The following assessment table is based on the UNEP MTE review criteria ratings matrix (latest version 21/03/23).

Table 6. Assessment of Project Design Quality

A.	**Operating Context**		**YES/NO**	**Comments/Implications for the review of design**	**Section Rating: 1.00**
1	Does the project document identify any unusually challenging operational factors that are likely to negatively affect project performance?	i)Ongoing/high likelihood of conflict?	No	• Operating context scenarios i) and ii) were not expressly articulated in the FP. This does not mean that they could well have posed challenges for project performance at some point • Operating context scenarios iii) occurred in May 2023 and which triggered major structural changes across the government of Timor-Leste and continue in some form to the present time. Significantly the projects NDA and NEE were changed because of change in national government	0
		ii)Ongoing/high likelihood of natural disaster?	No		0
		iii)Ongoing/high likelihood of change in national government?	Yes		3
B.	**Project Preparation**		**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 5.25**
2	Does the project document entail clear and adequate problem and situation analyses?		Yes	• The problems and situation analyses are presented comprehensively, and through a realistic national and regionally accurate lens, within the FP Section B.1:	6
3	Does the project document include a clear and adequate stakeholder analysis, including by gender/minority groupings or indigenous peoples?		Yes, partly	• The FP identifies allied initiatives, projects, programs and organisations that are involved in aspects of weather, early warning, climate change and disaster preparedness and management • The FP provides a list of the most obvious project stakeholders/groups and their roles and contributions with the project - primarily those within	4

			government sectors and non-government national service providers responsible for thematic environmental matters. Key technical partners and administering entities are also classified. Whether a stakeholder group is a benefits recipient or a project 'duty bearer' (or both) is not clearly specified, nor is the relative importance or priority of a stakeholder (i.e., how essential could they be) in enabling the project to perform effectively and successfully. • The FP does not provide a strong analysis of the respective roles, connections and needs of various stakeholder types, nor does it characterise or rank target groups. This could have been addressed more precisely. The FP is annexed by a stakeholder engagement Plan however its content is relatively generic. • The project is targeted directly to the health, safety, capacity and resilience of the population of Timor-Leste – i.e., the indigenous population of Timor-Leste	
4	If yes to Q3: Does the project document provide a description of stakeholder consultation/participation during project design process? (If yes, were any key groups overlooked: government, private sector, civil society, gendered groups and those who will potentially be negatively affected)	Yes	• FP Annex 7 provides an account of the stakeholder engagement that occurred between September to October 2019 via workshops and country consultations. • The FP cites various assessments, frameworks, forums and plans wherein the need to address EWS related matters were highlighted and response actions proposed, thus constituting contributory consultation/participation by more indirect means. • Anecdotally, the project design phase was supported, informed, and advocated for, through numerous informal and exploratory discussions across and within sectors (i.e., government, UNEP, WMO, GCF Country Program).	6
5	Does the project document identify concerns with respect to human rights, including in relation to sustainable development? (e.g. integrated approach to human/natural systems; gender perspectives, rights of indigenous people).	Yes	• As a project focussed on bringing direct benefits to the population of Timor it has specific interventions that engage local communities. • Indigenous people's rights, integrated approaches to human/natural systems and inclusion of gender perspectives and minority grouping / disaggregation are satisfactorily addressed in the FP • Gender disaggregation is captured within the Logical Framework indicators and targets. • Annex 8 of the FP is a Gender Assessment and Action Plan which highlights the specific importance being given to this project in its formulation stages.	5
C	**Strategic Relevance**	**YES/NO**	**Comments/Implications for the review design**	**Section Rating: 5.50**

				(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)	
6	Is the project document clear in terms of its alignment and relevance to:	UNEP MTS, PoW and Strategic Priorities (including Bali Strategic Plan and South-South Cooperation)	Yes	• The UNEP MTS, PoW (for any periods overlapping with the project formulation were not mentioned in the FP. However, the PoW expected accomplishments were notated in the GCF Project Review Committee Checklist. Strategic priorities such as South-South Cooperation were incorporated and specific interventions proposed. The Bali Strategic Plan was not mentioned. • The FP includes descriptions of UNEPs key mandates, goals and expertise, and comparative advantage to implement the project. The UNEP Division of Early Warning Assessment was also described in terms of its capacities and role in the project.	5
		GCF/Donor strategic priorities	Yes	• The FP provides no narrative description of the GCF strategic priorities. • GCF core indicators and targets for the project are expressed, as are various GCF policies and guidelines.	5
		iii) Regional, sub-regional and national environmental priorities?	Yes	• The FP effectively outlines some general links between Timor-Leste and the project interventions and the South-east Asian region. • National environmental priorities are well expressed in the FP.	6
		iv. Complementarity with other interventions	Yes	• The FP identifies numerous complementary interventions. The project was intended to add to and complement the work already being undertaken in Timor-Leste.	6
D	**Intended Results and Causality**		**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 4.25**
7	Are the causal pathways from project outputs (Availability of goods and services to intended beneficiaries) through outcomes (changes in stakeholder behaviour) towards impacts (long lasting, collective change of state) clearly and convincingly described in either the LogFrame or the TOC? (NOTE if there is no TOC in the project design documents a reconstructed TOC at Review Inception will be needed)		Yes	• The TOC represented in the FP clearly expresses the project's intended causal pathways.	6

8	Are impact drivers and assumptions clearly described for each key causal pathway?		Yes, partly	• Impact drivers and assumptions are annexed to the TOC diagram, and they are quite adequate. Although they express a realistic array of circumstances, they do not link specifically to each causal pathway, but rather to the cumulative causal pathway. Critically, these assumptions and drivers are fundamental to the performance of the project, yet the project, including the FP, does not have specific suggestions for what actions would be taken if it should emerge that they need to be addressed. • There are numerous practical dependencies which affect projects; however, these are not examined in conjunction with the TOC, or elsewhere in the FP.	4
9	Are the roles of key actors and stakeholders, including gendered/minority groups, clearly described for each key causal pathway?		Yes (but not in the TOC)	• The roles of key actors and stakeholders, including gendered/minority groups, are well expressed within the body of the FP in sections describing the Results, Activities and sub-activities.	3
10	Are the outcomes realistic with respect to the timeframe and scale of the intervention?		Yes, with provisos	• The nature of the assumptions and drivers identified is that they are highly likely to impede project progress to some degree, from minor to major. More specific dependencies will also exert influence. Therefore, a five-year project intervention will be beset by numerous challenges, some anticipated and some not, and cumulatively they are likely to limit the projects' ability to fully implement within 5 years. Without these challenges, the outcomes would be (academically) realistic in terms of timeframe and scale.	4
E	**Logical Framework and Monitoring**		**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 5.43**
11	Does the logical framework …	i)Capture the key elements of the Theory of Change/ intervention logic for the project?	Yes, mostly	• The Logical Framework expressly captures the TOC. • The Fund level Outcomes (results) in the FP are suitably aligned with SMART parameters • The Project Performance Indicators are relatively uncomplicated and based on SMART parameters. • However, being Achievable / Attainable is highly dependent on the effects the project will experience from an array of drivers, assumptions, dependencies and challenges. • The Output level is expressed via Activities and sub activities and deliverables. These do not come with any specific indicators, measurements or timeframes in the Logical Framework. However, the FP annexes a budget plan which establishes timeframes. An M&E plan annexed to the FP does not provide specific details to support the Logical Framework (this work was done once the project was being implemented).	5
		ii)Have appropriate and 'SMART' results at output level?			
		iii)Have appropriate and 'SMART' results at outcome level?			
		iv)Reflect the project's scope of work and ambitions?			

			• The projects scope of work is expressed clearly in the Logical Framework	
12	Is there baseline information in relation to key performance indicators?	Yes	• Baseline situations are identified in the Logical Framework for the sections describing Fund – level Impacts, Fund-Level Outcomes and Project Performance Indicators (the 4x Results) and are generally assigned a 0 or partial value for each indicator.	6
13	Has the desired level of achievement (targets) been specified for indicators of outputs and outcomes?	Yes – to some extent	• Targets are identified in the Logical Framework for the project mid-term and final points under the Fund – level Impacts, Fund-Level Outcomes and Project Performance Indicators (the 4x Results) sections. • The Output level is expressed via Activities and sub activities and deliverables. These do not come with any targets.	5
14	Are the milestones in the monitoring plan appropriate and sufficient to track progress and foster management towards outputs and outcomes?	Yes, mostly	• Annex 11 to the FP is very broad in nature and does not contain detailed guidance on milestones at all. This Annex did not constitute a specific M&E plan with associated tools that would be sufficient to track progress more clinically and foster management towards outputs and outcomes. • Section E of the FP provides milestones and targets that are quite sufficient to track project progress.	5
15	Have responsibilities for monitoring activities been made clear?	Yes, broadly	• The FP and Annex 11 to the FP provide guidance on responsibilities and timings for monitoring activities.	5
16	Has a budget been allocated for monitoring project progress?	Yes	• The FP, and Annex 11 and Annex 4 (detailed budget plan) to the FP establish the costs for monitoring activities.	6
17	Is the workplan clear, adequate and realistic? (e.g. Adequate time between capacity building and take up etc)	Yes, mostly	• Annexes 4 and 5 (Implementation Plan) to the FP act as 'workplans' and provide clear, detailed guidance on costs and implementation time periods. The matter of adequate for take up following capacity building interventions is a matter that is subjected to an array of potentialities that would be too complex to weave into budgets and implementation plans and generally require adaptive management. • Although ambitious, and assuming no major project implementation hurdles, the work plans are comprehensive in terms of the timing and flow of activities.	6
F	**Governance and Supervision Arrangements**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 5.50**

18	Is the project governance and supervision model comprehensive, clear and appropriate? (Steering Committee, partner consultations etc.)	Yes	• The FP describes the institutional framework and implementation arrangements and the proposed governance and supervision model, and it was a conventional and adequate approach for a project of this type.	5
19	Are roles and responsibilities within UNEP clearly defined? (If there are no stated responsibilities for UNEP Regional Offices, note where Regional Offices should be consulted prior to, and during, the evaluation)	Yes	• As UNEP was proposed to have both AE and EE rolls in this project, these were clearly described.	6
G	**Partnerships**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 5.00**
20	Have the capacities of partners been adequately assessed? (CHECK if partner capacity was assessed during inception/mobilisation where partners were either not known or changed after project design approval)	Yes, by various means	• The FP outlines the respective merits and capacities of the NDA/NEE and technical partners, and to a minimal degree, the activities that national service providers are undertaking. The capacities and the nature of the aligning initiatives that these entities were involved with, were briefly described. • The capacities of the key technical partners were reasonably well known due to past performance and links to the UN and demonstrable work in Timor-Leste. • The process of making UN to UN agreements and PCAs with technical partners further solidified the capacity aspect. The NDA/NEE was required to pass due diligence assessment which involved capacity testing to act in that role/s.	6
21	Are the roles and responsibilities of external partners properly specified and appropriate to their capacities?	Yes, moderately	• The roles and responsibilities of the AE, EEs, NDA, technical partners and national service providers were expressed in several sections of the FP and, to the extent assessed at design, were appropriate to their capacities.	4
H	**Learning, Communication and Outreach**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 4.33**
22	Does the project have a clear and adequate knowledge management approach?	No – not specifically	• Although the project is complex and involves many duty bearers and beneficiaries, it did not have a dedicated knowledge management approach.	4

			• However, in terms of project design content to guide actual implementation roll-out, the FP does include Annex 4 (detailed budget) which indicates various activities associated with stakeholder communication, visibility products, training and knowledge management more generally. • To some extent, the approaches shown in FP under M&E Annex 11 does perform as a type of knowledge capture, recording and sharing procedures that should help to maintain a continual dialogue and retrospection cycle throughout the project and enable tracking of project progress, risks, learnings and corrective actions, if required.	
23	Has the project identified appropriate methods for communication with key stakeholders, including gendered/minority groups, during the project life? If yes, do the plans build on an analysis of existing communication channels and networks used by key stakeholders?	Yes	• The FP outlines many ways that communication will occur with stakeholders, but this is mainly in relation to project specific interventions, including gendered/minority groups, during the project life, but not as an overall strategic approach for communication and as a project management tool. • able 5 in Annex 7 of the FP describes the key stakeholders and how they will be engaged for the project	5
24	Are plans in place for dissemination of results and lesson sharing at the end of the project? If yes, do they build on an analysis of existing communication channels and networks?	Yes, but very minimally	• Annex 11 in the FP M&E, provides a schedule of key performance review points during the project term but is not highly elaborated in terms of dissemination of results and lesson sharing at the end of the project.	4
I	**Financial Planning / Budgeting**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 5.50**
25	Are the budgets / financial planning adequate at design stage? (coherence of the budget, do figures add up etc.)	Yes	• The FP clearly identifies the total budget requirements to plan and deliver the project in USD amounts and allocation categories • The budget appears to have been realistically estimated for the types of costs anticipated • The budget breakdown is presented and recorded under generic expense type categories (i.e., 'rolled up/lumped' expenses, rather than by/for a specific activity expense). • Co-financing from agreed sources and respective USD contribution amounts are also clearly identified in the FP and Annexes.	6
26	Is the resource mobilization strategy reasonable/realistic? (E.g. If the expectations are over-ambitious the delivery of the project outcomes may be undermined or if under-	Yes	• To the extent that is possible at the project design stage and not being fully aware or in control of certain significant issues that may emerge during the project the FP provided a resource mobilization strategy, and accompanying cost estimates, that is reasonable and realistic.	5

	ambitious may lead to repeated no cost extensions)			
J	**Efficiency**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 5.33**
27	Has the project been appropriately designed/adapted in relation to the duration and/or levels of secured funding?	Yes	• To the extent that is possible at the project design stage and not being fully aware or in control of certain significant issues that may emerge during the project, the design was suitable to the duration and funding levels.	5
28	Does the project design make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency?	Yes	• The FP provides detailed elaboration about how the project will make use of, or build upon, pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects.	6
29	Does the project document refer to any value for money strategies (i.e. increasing economy, efficiency and/or cost-effectiveness)?	Yes	• The project was designed to be undertaken with a well-considered, reasonable and realistic budget utilizing GCF funds augmented by a satisfactory, cumulative co-financing component to meet proposed outcomes. The FP does express some instances of allied initiatives that can be leveraged. • The reality of project costs was likely to be quite fluid in some respects due to unknown factors particularly in relation to procurement of equipment.	5
30	Has the project been extended beyond its original end date? (If yes, explore the reasons for delays and no-cost extensions during the evaluation)	No	• Although not identified in the FP (which originally indicated a project duration of 60 months) the project has an actual 'working' implementation period of around 50 months due to the need to put project management establishment conditions in place prior to hard implementation. # Whether the project goes beyond its original time frame is not relevant to this reporting section on project design.	Not included in rating calculations
K	**Risk identification and Social Safeguards**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 4.33**
31	Are risks appropriately identified in both the TOC/logic framework and the risk table? (If no, include key assumptions in reconstructed TOC at Evaluation Inception)	No - not in TOC, Logical Framework Yes - in FP risk table	• The TOC includes an addenda table identifying drivers and assumptions but not risks. • A 'risk' layer component of a ToC provides opportunity to introduces important considerations and can serve to identify pragmatic/ moderating elements to the causal pathway that may otherwise be overlooked in developing aspirational project output/outcome scenarios. A risk (as distinct	4

			from issues or challenges) being an event or condition with a possibility of uncertain occurrence that can impact the project goals and objectives either positively or negatively. • In project reflection and review phases, the reason something didn't occur as desired, or effectively, may be because a risk ultimately proved to be a critical limiting factor in achieving certain project outcomes. • An 'assumption' is a notion that portrays possibility, yet without reliability, e.g., hoping that a project stakeholder will agree to, or undertake, a specific activity required to facilitate projects outputs or outcomes). Until an assumption is justified, it still signifies a risk. • The TOC addenda table portrays assumptions based on optimistic conditions to facilitate outputs/outcomes (i.e., the presence of desire, awareness, support, commitment, demand, willingness, investment, application, arrangements, collaboration). The premise is that a range of supportive circumstances will materialise in an effective manner, either in their own right, or as a direct result of the project interventions. However, in some cases they may not transpire (and result in change), despite strong efforts from the project to facilitate them, but due to unique national, institutional, sectoral, systemic or inter-personal challenges.	
32	Are potentially negative environmental, economic and social impacts of the project identified and is the mitigation strategy adequate? (consider unintended impacts)	Yes	• The FP Annex 6a Environmental and Social Safeguards (ESS) Report provided an opportunity at project design to nominate potential impact issues (financial not included). These risks focussed on operational type risks rather than more fundamental risks that could undermine the management of implementation. • The FP Annex 6b the Environmental, Social and Economic Review Note (ESERN) undertakes a screening assessment for these factors	5
33	Does the project have adequate mechanisms to reduce its negative environmental footprint? (including in relation to project management and work implemented by UNEP partners)	Yes. partly	• The FP Annex 6b the Environmental, Social and Economic Review Note (ESERN) addresses factors that contribute to a project's environmental footprint and undertakes a screening assessment for these factors. • Annex 6a references mitigating carbon emissions associated with project air travel	4
L	**Sustainability / Replication and Catalytic Effects**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 5.00**
34	Did the design address any/all of the following: socio-political, financial, institutional and environmental sustainability issues?	Yes	• The FP maintains an inherent narrative throughout concerning the value of the project for socio-political, financial, institutional and environmental benefit and the measures to be undertaken via the project to enhance these	6

			commodities to the point where there is sufficient platform for them to be sustained by stakeholders. • If all proposed project interventions were undertaken effectively then the opportunity for socio-political, financial, institutional and environmental is strong. However, there are numerous assumptions, questions and risks concerning the capacity of government and organisations to fully maintain project momentum and benefits after the project formally concludes.	
35	Was there a credible sustainability strategy and/or appropriate exit strategy at design stage?	Yes, however this did not constitute an explicit plan document per se	• The FP maintains an inherent narrative throughout concerning the value of the project for socio-political, financial, institutional and environmental benefit and the measures to be undertaken via the project to enhance these commodities to the point where there is sufficient platform for them to be sustained by stakeholders. The SOFF funding is one key example discussed in the FP.	4
36	Does the project design present strategies to promote/support scaling up, replication and/or catalytic action? (if yes, capture this feature in the reconstructed TOC at Review Inception)	Yes	• The FP presents numerous platforms to be established by the project will support scaling up and replication. The language in the FP concerning any potential for catalytic action is realistic given the challenges experiences in Timor-Leste.	5
M	**Identified Project Design Weaknesses/Gaps**	**YES/NO**	**Comments/Implications for the review design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating: 6.00**
37	Were recommendations made by the PRC adopted in the final project design? If no, what were the critical issues raised by PRC that were not addressed.	Yes	The AE made responses to the GCF Technical Review of the FP, including making changes to the FP as appropriate. The key areas that the GCF sought further clarifications on included: costings; roles and authorities of NEE and TPs; stakeholder engagement and participation; descriptions of some activities, sub-activities and deliverables; specificity on target institutional and community level stakeholders (and selection processes) for involvement in document development, workshops and training; language translation; minor legality phrasing queries; use of UNOPS services; PCA and MOU processes; procurement processes; in-kind financing; and ensuring strong gender equity focus	6

1

CALCULATING THE OVERALL PROJECT DESIGN QUALITY SCORE

Table 7. Calculating project design quality score

	SECTION	RATING (1-6)	WEIGHTING	TOTAL (Rating x Weighting)
A	Operating Context	1.00	0.4	0.40
B	Project Preparation	5.25	1.2	6.30
C	Strategic Relevance	5.50	0.8	4.40
D	Intended Results and Causality	4.25	1.6	6.80
E	Logical Framework and Monitoring	5.43	0.8	4.34
F	Governance and Supervision Arrangements	5.50	0.4	2.20
G	Partnerships	5.00	0.8	4.00
H	Learning, Communication and Outreach	4.33	0.4	1.73
I	Financial Planning / Budgeting	5.50	0.4	2.20
J	Efficiency	5.33	0.8	4.26
K	Risk identification and Social Safeguards	4.33	0.8	3.46
L	Sustainability / Replication and Catalytic Effects	5.00	1.2	6.00
M	Identified Project Design Weaknesses/Gaps	6.00	0.4	2.40
		Satisfactory	**4.85**	

1 = Highly Unsatisfactory	**< 1.83**	**4 = Moderately Satisfactory**	**>=3.5 <=4.33**
2 = Unsatisfactory	**>= 1.83 < 2.66**	**5 - Satisfactory**	**>4.33 <= 5.16**
3 = Moderately Unsatisfactory	**>=2.66 <3.5**	**6 = Highly Satisfactory**	**> 5.16**

Rating for Quality of Project Design	**Satisfactory**

4.4. EFFECTIVENESS

(Effectiveness – GCF, UNEP)

Evaluation questions

- Are you yet seeing any benefits to organisations, communities, infrastructure, or foresee the project will yield benefits and might further expand in future?
- Is the project applying adaptive management approaches effectively to deal with emerging issues and risks, new information or new opportunities?
- To what extent is the project management structure appropriate for achieving progress towards outcomes? (i.e., organization, resources, distribution of responsibilities)
- Have the partnerships with, and between, technical partners and national service providers been positive?
- Have there been factors and/or activities that have helped build an a better 'enabling environment' (i.e., improved collaboration or coordination mechanisms, new technology, regulatory frameworks, awareness raising, knowledge generation and learning, good practice methods)
- Has the project improved the way you or your organisation can work or deliver services?
- Are you seeing tangible improvements in: e.g., climate observations and response plans, data access and storage, climate services, local technical expertise, equipment/technology in place, communication systems or public awareness?
- Are there any particular activities that have been implemented that you thought were innovative, or led to additional funding opportunities?

Availability of project output — **Moderately satisfactory**

During almost the first full two years of the project (early to mid-2022 and through to early mid-2024), oversight and coordination by the original NDA/NEE under SEE demonstrated a committed, engaged and facilitative approach to all project processes and fulfilled its role effectively. Once the establishment of formal cooperation and delivery agreements between UNEP-AE and the NDA/NEE (then SEE) and technical partners, and MOUs between the NDA/NEE and national service providers were in place (being essentially a 6–12-month period), implementation commenced strongly and supported by a clear budget plan that kept project implementation on schedule. Accompanied by an early first disbursement to the NEE, this strong leadership influence in the first two years gave the project solid impetus that has largely flowed through to the current time point.

Progress is being made to varying degrees on most core institutional, technical, and community focussed project activity and a proportion of these are likely to be implemented to a satisfactory extent by March 2027. Despite the structural changes resulting from the 2023 Parliamentary Elections, there has been comparatively prompt mobilisation and progress on institutional planning, policy and protocol documents, technical and data infrastructure development, institutional coordination, capacity building (technical and community) and education interventions.

Most stakeholders view the project as activating a major leap for Timor-Leste in building physical and human capacity for greater resilience to hydro-meteorological hazards. Where management and operational challenges/blockages are minimal to modest and/or resolution options found, implementation appears to occur in a relatively straight forward manner.

While there has been decline in momentum of some activities over the period spanning 2025-25, and despite the need to spend time on an establishment phase prior to concentrated implementation commencing and working with a broad range of challenges, activity/output achievement to the latter mid-point of the project is commendable.

The M&E project tracker for sub-activity level / output performance to the mid-point of Year 4 revealed that 16% of project activities were ahead of schedule, 24% were in varying states of progress and 60% are delayed (either at an initial or early implementation point or at a later

implementation point). Notably, some activities are ahead of schedule and were exceeding initial expectations and targets. The baseline situation for most project performance indicators is very low / limited or zero (i.e., at project commencement a product, skill or system does not yet exist or exists only in rudimentary form).

The high degree of delayed output activity at this stage of the project is cause for major concern and with the root cause primarily attributed to political shifts. It is acknowledged that a response plan to individually pin-point the causes and responsible parties has been initiated by UNEP to determine ways to solve or mitigate the delays before there is insufficient time remaining to complete them, or alternatively whether it is realistic to commence / progress them. Various approaches have been taken by UNEP to address this, including adaptive management and escalation through the Climate Finance Working Group.

Looking toward March 2027, there are likely to be either moderate to significant shortfalls in output delivery in some specific areas, and associated expenditure, due to a range of actual, and potential, circumstances, influences and variables with some examples being: resolving the NEE delays; finalisation and uptake of strategic and guidance documents supporting EWS; timeframes required for tools and products development including sufficient validation, testing, and user training; procurements/recruitments that take time to process; turnover of key staff (more possible toward end stages of the project); unknown emergent issues (pandemic, economic crash, pending national elections, or natural disaster situations putting countries on reprioritised footings).

Notwithstanding the points made directly above, if delays associated with the NEE are entirely resolved (i.e., by December 2025 at latest) it is possible that direct and associated delays by the NEE can be managed reasonably well and that an acceptable proportion (more than 50%) of project activities under the NEE or reliant on the NEE, will be completed to a passable level by March 2027. Those activities not reliant on the NEE should progress reasonable efficiently toward March 2027 due to the demonstrated competency of the UNEP PMU and TP interacting with NSPs effectively.

Depending on the outcome of decisions made concerning the NDA/NEE role, it may be prudent to consider seeking approval for a no cost extension to enable key activities to be concluded effectively, expenditure utilised, and transition of responsibilities and sustainability requirements to relevant entities conducted without ambiguity.

Achievement of project outcomes	**Moderately satisfactory**

The expected result for fund-level impact is stated in the projects TOC diagram and is intended to be 'increased resilience and enhanced livelihoods of the most vulnerable people, communities and regions.' The TOC expresses four key outcomes that the project is aiming to achieve: 1) Government agencies implement policies, plans and actions based on timely incredible climate information and risk analysis; 2) Integrated climate information and multi hazard early warning systems in place and sustained; 3) Sectors and communities implement sustainable climate resilience strategies and preparedness actions using impact-based forecasts and MHEWS; and 4) Communities adopt new climate resilient livelihood practises using improved climate information and risk knowledge. Achieving the outcomes requires adoption, installation, application, behaviour change and sustaining.

These outcomes are supported by the project's four results (main outputs): Strengthened delivery model and legislation for climate information and multi-hazard early warning services; Strengthened observations, monitoring, analysis and forecasting of climate and its impacts; Improved dissemination and communication of risk information and early warning; and Enhanced climate risk

management capacity. Additionally, and separately to the projects TOC, the GCF states four expected 'Fund-level' outcomes for the project, being: Strengthened institutional and regulatory systems for climate responsive planning and development; Increased generation and use of climate information in decision making; Strengthened adaptive capacity and reduced exposure to climate risks; and Strengthened awareness of climate threats and risk-reduction processes

For each of these outcome areas and their supporting results areas, the project is demonstrating 'intermediate states', or partial achievement. For example, legislation is developed but requires approval before it can be implemented; weather monitoring equipment needs to be installed before it can provide data; communities have received information and training but may not have used this knowledge or skill in real life situations.

The assumptions and drivers identified in the TOC to enable progress from project outputs to project outcome(s) still hold but only partially. For example, the complete commitment of the government to EWS is difficult to judge given the range of competing national priorities; DNMG requires more capacity in weather and climate science experts; communities need to maintain their adoption of new practices; and important equipment must be regularly maintained. Pathways to address these gaps would include: implementing a specific campaign aimed at high level decision-makers to impress upon them the value of investment in EWS and DRR; building capacity in weather and climate science via enhancing national university curriculum; maintaining community activation in EWS and DRR via well-supported community volunteer cohorts; and involvement by communities in equipment protection and basic maintenance.

Adaptive Management	**Satisfactory**

The structural changes in government following the 2023 Parliamentary Elections became a significant barrier, with new bureaucratic focal points and hierarchies slowing activities and deviating from planned timelines. The practical delays and opinion differences around this matter were prolonged for over 12 months with indications it was not possible to anticipate the length of time of delays materialising.

UNEP has applied an adaptive management principle to the overall programme roll-out as prediction of all issues that may arise was to some extent unrealistic. Not all administrative and financial issues can be anticipated in advance, and the wider team addresses challenges as they arise, finding solutions on a case-by-case basis. The way that procurement, expenditure, financial management and reporting processes occurs is a good example of the requirement to deploy adaptive management and seek out better methods or approaches. In crude terms it has generally relied on running into a challenge and then relying on steady committed dialogue, explanations, advances to senior decision makers and joint problem solving across the UNEP AE, UNEP PMU, NEE and the TPs. The creation and provision of templates have assisted partners with their reporting duties.

The UNEP-PMU is comprehensively aware of the status of project activities, understands issues that require coordination, management or direct intervention, acts on these issues (with high-level support from the UNEP AE as required), and interacts with key stakeholders on a practical, operational basis. The UNEP PMU has applied a personal, hands-on approach to guiding and supporting administrative inputs from partners including providing direct support with their financial statements, activity updates, narrative reporting, and annual work planning. Adaptive management approaches are a routine approach to address emerging issues, risks, new information, and opportunities as they arise and supports ensures flexibility and responsiveness in project execution. While there is room for improvement, TPs for the most part have been receptive to this

management style by the EE and are fulfilling their project process responsibilities as specified in their PCAs.

The GCF and/or UN requirements concerning financial, legal, administrative, procurement and reporting requirements can be found to be demanding for technical partners, the NDA/NEE, and even UNEP as AE and EE and UNOPS. While requests for increased flexibility where it may be difficult to find joint understanding of terms and conditions to be applied are reasonable, there is a fine line between flexibility and opening a door to weaker and less-justified processes. First-time collaborations between some project technical partners and UNEP required learning time in how to merge different organisational guidelines. However, the GCF requirements, in themselves, have not been responsible for unduly interfering with project flow apart from requiring additional time and effort in finding solutions to blend GCF procedures with national or organisational procedures.

The high degree of delayed output activity at this stage of the project is cause for major concern and requires a dedicated adaptive management plan to individually pin-point the causes and responsible parties and determine ways to solve or mitigate the delays before there is insufficient time remaining to complete them, or alternatively whether it is realistic to commence / progress them. It is acknowledged that the AE and PMU are responsive and diligent to issues arising and seek solutions, the comment above is intended to reinforce this approach.

A specific example of adaptive management is where DNMG wished to utilise Timor Telecom towers for Long Range Wide Area Network (LoRaWAN) gateways however it would cost the government approximately $8,000 per year. The project has adjusted its approach and will now use the project has changed strategies to no longer use the Timor Telecom towers and instead has negotiated use Radio and Television of Timor-Leste (RTTL) facilities (the national public broadcaster radio and television towers).

Likelihood of impact	**Moderately likely**

The project is introducing a strengthened array of technology, systems, awareness and tools and what is being provided is producing the important, fundamental scaffolds for a considerably improved national EWS. Regarding the likelihood of the intended positive impacts articulated by the ToC becoming an effective and ingrained reality in the longer term, there are multiple essential, and quite substantial, determinant factors and assumptions including: the requirement for high level, prioritised government support backed by concrete investment and mainstreaming of EWS; availability of technical expertise; willingness of sectors and communities to continue to apply new policies and practices and enrich the interventions they have been exposed to, or learnt from, via the project; national telecommunication system improvement; collaborative organisational networks are actively sustained; behaviour change occurring and adoption of new practices; and continuing access to information and understanding and interpretation of that information.

An intervention project (such as FP171) can only strive to be effective to a point and then it is up to the target country and its government, sectors and communities to manifest the opportunities created and reap longer-term impactful benefits. A realistic appraisal of the factors noted above, and in the context of a country like Timor-Leste, would conclude that most are tenuous in terms of their proclivity to occur and to capitalise on the GCF investment effort. This implies that at project level, significant attention should be given to the way that hand-over / intervention sustainability planning is conducted prior to the conclusion of the project to provide impetus to impacts that will logically take time to materialize and mature and likely well beyond the project duration.

It is highly unlikely that the project may overtly lead, or contribute to, unintended negative impacts. However, there may be repercussions arising from the projects poor performance aspects particularly those surrounding the NEE. Prolonged delays by the NEE are giving stakeholders at organisational and community level legitimate reason for clear concern that some project activities are losing momentum and may not be completed effectively, if at all, and that stakeholder attention and commitment will wane.

Capacity development has occurred widely throughout the project as either a core, inherent or supporting activity. It has transpired via personal day-to-day workplace experience gaining; on-the-job practical training; formal class-style training (in-country and internationally); practical demonstration; receipt of awareness and information materials; provision of tools; simulation exercises; and participatory workshops. Each of these modalities are strong project activity outputs. However, the degree of competent self-directed application or behaviour changes in response to any guidance or information received (outcomes) has not been critically assessed across all capacity development formats.

While more independent organisation of a Monsoon Forum event demonstrates some improved internal capacity by DNMG, the provision of tablets to some MALFF extensionists does not yet imply useful widespread application is proceeding. The point being made in this example is that simply providing the capacity basics, whether information, guidance, tools or an experience, cannot be legitimately rated as successful or impactful capacity development until a comprehensive suite of capacity support has been provided and independent uptake and usage has been effectively demonstrated. The deployment of improved EWS hardware (infrastructure, systems, equipment) and software are important and tangible project outputs and a large focus of the project design and then complex procurement arrangements. However, the training, capacity development and 'ownership building' components of this project, and then additional requests arising, means it has emerged as the project's principal focus. The development of EWS policy and planning documents and institutional arrangement do not simply rely on hoping for stakeholder input - it requires knowledge building and guidance to support stakeholders with their input.

All TPs have implemented skills and knowledge transfer strategies (overtly or inherently) to strengthen the capacity of government staff working in meteorology, disaster response, agriculture and policy settings. Similarly, RCCC has overseen work by CVTL at community level to strengthen anticipatory action approaches in the disaster risk management efforts. In project management, the requirements and practices for procurement, reporting and financial and progress tracking have also required dedicated training and guidance.

However, the foundational understanding, knowledge, qualification levels and baseline data required or participants being subjected to these learning needs within the project has generally been lower than anticipated or hoped for. This has required reassessment of the delivery methods, content and format. For example, training modules that were initially assumed to require only basic meteorological knowledge were organised online. However, this approach was ineffective, leading to a shift towards in-person, hands-on training. The time required to implement effective training and coordinate stakeholder priorities and availabilities is a time-consuming process. Delays in project implementation affect training continuity, resulting in need to refresh or 'top-up' training work and particularly where changes in personnel have occurred.

Capacity development generally, and training more specifically, is a large focus and investment component of the project, and it should be undertaken in a highly effective, well scheduled manner, and guided by an overall goal, target outcomes, and clearly defined outputs of training and that align with country gaps and needs. Cross-organisation collaboration is also required and with suitable assessment of skills gained and being implemented. Capacity development is an essential element to

be maintained after the project concludes and with long-term vision, leading to reduced dependency on external organizations. The 'train-the-trainer' model is sound and places priority on organisational and community self-capacity rather than reliance on external support. It allows stakeholder groups to have an in-built capacity resource following project conclusion.

At a practical level, training logistics need to consider, for example: ensuring the right selection / nomination of training candidates; appropriate participation numbers and ensuring gender and social inclusion; use of hands on, learning by doing; participatory; interactive modalities; support by specialists (sitting one-on-one); contextualisation of information for Timor-Leste; restraint in information presentation (need to get the balance right and adjust simplicity/complexity to the skill level of participants); scenario and role playing; demonstrations and simulations; cool and comfortable venues free from outside distractions; and post training follow ups and outcome evaluation.

Technical partners, particularly FAO, BMKG, RIMES and ICTP, have implemented skills and knowledge transfer strategies to strengthen the capacity of government staff working in meteorology, disaster response, agriculture and policy settings. Similarly, RCCC has overseen impactful work by CVTL at community level. The most widespread capacity improvement tool has been FAOs provision of tablets to MALFF municipal offices and to agriculture extensionists at suco level.

The tablet provision can be used as a working example of capacity development processes, methods and issues experienced within the project, and these are listed as follows: some extensionists (over 400 nationally) have the tablet but have not yet had any training about them and some do not yet have a tablet; extensionists receive basic training on basic orientation training about the tablets and their purpose and some elementary training on the topic of climate change; training materials should be simplified, practical, and available in local languages; extensionists comprise a wide cohort with varying technical competency; tablets have not yet been installed with the system that FAO plans to use to support extension officers in collecting data or profiles for each suco; internet connectivity is often poor which will compromise the ability of extensionists to send data collected; the effectiveness of tablets for data sharing is limited until government can generate and manage its own data; progress in data collection and transmission is currently limited; capacity building at the national level focuses on training 'master' trainers, who can then support agricultural extensionist; tools and resources should be distributed after training, ensuring that pre-assessment and post-training evaluations measure success; field training is important.

Innovation in results areas

Highly satisfactory

The project has a foundation basis in applying more innovative approaches and technologies to a region which has had to make use of the most basic systems, and these are beginning to progress despite on ground national challenges.

Timor-Leste is benefitting greatly from the modernization of meteorological infrastructure. Digitalization of meteorological services is not just a sophisticated technical upgrade but a vital step toward sustainable development and public safety and will ensure the project's sustainability. The accompanying training and knowledge transfer including the development of Decision Support Systems will turn data into meaningful actions for key sectors. There have been several advancements in areas such as climate observations, response planning, data access and storage, climate services, local technical expertise, as well as equipment and communication systems. DNMG

is becoming well-equipped in meteorological hardware and a Climate Data Informatics System (CDIS) within DNMG is now fully established.

While significant technological innovation has yet to occur at the community level, DNMG has gained access to advanced information and communications technology. The Minister of Transport and Communications has acknowledged these developments. DNMG's services have advanced with modern technology, achieving nearly 90% accuracy in forecasts despite resource limitations. DNMG is in a phase of innovation and plans to use advanced technologies for better climate monitoring. Weather forecasts ranging from three days to a week are received by CPA from DNMG and distributed to communities.

Timely public warnings are now delivered through social media and digital platforms, with technical staff using digital tools for accurate, prompt information dissemination. Information is shared with Municipal Disaster Management Committees (MDMC) and Suco Disaster Management Committees (SDMC) members and EWS volunteer units through WhatsApp groups and a Facebook page. Further 'Apps' are being piloted and recommendations for upscaling are ongoing including one for disseminating health-related advisories on air pollution.

Supporting, using and recognising volunteers is essential for sustaining and continuing early warning system information dissemination. Since volunteers are part of the community, CVTL believes they support long-term impact and sustainability that may help secure additional funding for the community-based early warning system project. The CVTL approach is seen as a best practice model for early warning and early action.

Many AWS units installed prior to the project are outdated or nonworking – it is estimated that about 70% are no longer functional and have been blacklisted by the WMO. ICTP is working to install LoRaWAN gateways, aiming to connect government offices through improved wireless infrastructure and enhanced internet capacity. About 1% of the project budget is allocated to piloting new technologies, including low-cost weather stations and advanced research tools. These innovative weather stations are designed for wide deployment, offering greater geographical coverage and finer granularity than standard Automatic Weather Stations (AWS). They are solar-powered, maintenance-free unless a sensor fails, and affordable enough to replace entirely if needed.

The gateways and sensors are a major area of innovation as, once in pace and validated, they have no moving parts that involve technical maintenance, are a fraction of the cost of full AWS infrastructure, are robust, and have proven effective in other locations with harsh tropical climates. A pilot sensor left in Dili for two years still requires validation, as it is new technology. Data being produced by the project can now be transmitted to across Timor-Leste via LoWaRAN gateways and sensors and extending beyond EWS and climate change to include weather and related information, previously more difficult due to topography and remoteness.

The ICTP has installed a low-cost weather station at DNMG in Dili at the Ministry of Transport and Communications (MoTE) offices. However, its location does not align perfectly with WMO standards. The ICTP continues to provide simulations for the Early Warning System project, using maps supplied by the DNMG.

The Ministry of Agriculture, Livestock, Fisheries and Forestry (MALFF) operate an extensive network of agricultural extensionists who are in most sucos in Timor-Leste (some 400 extensionists in total under the Agriculture Extension Directorate in Dili). The project, via FAO, has distributed some 350 computer tablets to municipal MALFF offices with several tablets further distributed to extensionists. The tablets were preloaded with quarterly agro-meteorological bulletins, drought bulletins, and weather and climate outlooks from different fora. Access to climate change information enables

extension officers to take early and precautionary actions, supporting and protecting farmers' agricultural livelihoods from extreme weather events and the long-term impacts of climate change.

Related to the tablets intervention and the provision of information to farmers, the Agriculture and Land Use Geographic Information System (ALGIS) is being further developed. It is supported by the project with improved software to obtain, analyse and produce agrometeorological forecast information and to produce printed bulletins for farmers delivered via extensionists. The agricultural data system is being digitizing through RIMES, harmonizing the ALGIS platform for weather and climate information dissemination. This system is essential for supporting Timor-Leste's mainly agriculture-based population, though it relies on internet access which is its current challenge.

A major initiative from this project was the effective organization of a joint disaster simulation exercise involving active community participation. Such exercises have strengthened collaboration across the health sector and communities. As a significant capacity-building activity - covering disaster risk management, first aid, community health and water and food management. While communities previously only observed, they now engage in hands-on practice, improving their understanding and preparedness for disasters. This approach has proven valuable and should be maintained.

Unexpected results — Satisfactory

Most project activities are occurring as expected. Given the challenges the project has faced, this is an achievement worthy of praise.

Although not technically an unexpected outcome, the project has made strong progress all four result areas despite delays associated with the NEE and procurement challenges. This implies that commitment by the UNEP AE and EE, TPs and NSPs has been solid and that adaptive measures have been applied to divert available resources and scheduling to circumvent delays. The number and variety of capacity development actions (i.e., formalised training, workshops, presentations, briefings, demonstrations, community information delivery) across all result areas have been extensive.

What is perhaps better than expected performance is the NSPs operational level involvement and regular engagement in project activity, as they need to juggle project involvement with a range of existing duties. DNMG, CVTL and CPA work closely together to deliver preparedness, early action and response activities and establish further links with allied organisations such as Mercy Corps, CARE International, OXFAM and International Organization for Migration (IOM).

The capacity of organisations like RCCC to help CVTL access additional funds from IFRC for work that directly supports the project has been advantageous. For example, an approved, simplified Flood Early Action Protocol (sEAP) was finalised by RCCC in February 2025. CVTL has then been able to initiate its implementation across five municipalities targeted for their vulnerability with a focus on the initial readiness and preparedness activities outlined in the sEAP. Further, CVTL and RCCC have engaged an additional five municipalities through Anticipatory Action (AA) training and simulation exercises for Branch Disaster Response Teams (BDRTs) and aiming to expand AA efforts in these locations in the near future and using the additional funding provided by RCCC.

Further demonstration of the capacity of project stakeholders to augment project activities is where FAO, in collaboration with MALFF, developed a drought AA Protocol and used two complementary projects to assist in activating it – the FAO Special Fund for Emergency and Resilience activities

(SFERA) and the Central Emergency Relief Fund (CERF), led by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

The 9th National Monsoon (dry season) Forum in May 2025 demonstrated growing national interest and engagement in climate services, attracting 66 participants (36 male, 30 female) from 20 climate-sensitive institutions. The forum saw increased media coverage, including strong national television coverage, reflecting the growing public interest in seasonal climate information and institutional commitment to strengthening the national climate dialogue platform.

BMKG has provided adaptable workflow methodologies concerning maintenance of AWOS. DNMG operatives have been able to review these and then adjust them to align with their own operational capacities, resource availability, and environmental conditions. This same type of hands-on user review and feedback is being conducted across the project with the CDIS Platform; in customizing the DSSs; and in developing the interactive visualization platforms and TL-Alert Mobile Application (for public health led by RIMES), to name a few.

Rating for Effectiveness	Satisfactory

4.5. FINANCIAL MANAGEMENT

(Financial management – UNEP)

Evaluation questions

- Is expenditure flow occurring as forecast /planned for the project mid-point, including co- financing?
- Has financial management and reporting been adhering to required policies and procedures (GCF, UNEP and/or at national level or organisational level), including procurement?
- Were there any aspects of financial management that have affected project performance (+ve or -ve)?

Adherence to UNEP's financial policies and procedures	Satisfactory

It is important that there are firm policies and systems for managing the use of large external investment funds and setting thresholds for budgetary changes, otherwise the propensity for financial management breakdown and/or misuse becomes a risk. Despite the situation that project partners may find them difficult to follow or to blend with their existing procedures (a clear message within this MTE) they are in place for well-intentioned reasons and are being followed.

Under GCF requirements the UNEP AE is required to insist on UNEPs financial and procurement policies and procedures being adhered to by project partners under the respective PCAs. While it is important that national government and partner organisation procedures are used and respected, the PCA conditions acknowledge that finding agreement on solutions that blend UN and national procedures will need to occur. Under the former NDA/NEE two procedural and reporting formats were utilised y (one in line with UNEP financial procedures, and another that matched government and institutional standards) without undue complication and supported accountability.

The firm financial and procurement procedures being applied to this project are highly likely to ensure that financial risks are mitigated (e.g. mitigating the risks of misuse of GCF funds). It is further likely to ensure that this project will avoid poor audit review and the complications and financial pressures that can haunt organisations after project completion dates and when staff knowledgeable with the project are unlikely to be available to advise and explain.

As a compounding factor to funds administration and procurement challenges, the cross-government and intra-government hierarchical procedures for financial oversight, authority and approvals can be interpreted, and applied, differently by different individuals. The UNEP PMU closely assists in the use of required processes however it notes that there is a need for regular refresher sessions, reminders and direct one-on-one guidance. This amounts to a PMU burden of repeated follow up work to support partners with their reporting and documentation. Financial reporting templates are provided in the PCA and are automated to facilitate ease of use. Deadlines are specified, with reminders issued a month in advance. While there has been no formal training, learning occurs online and through on-the-job experience. Customised guidance documents and templates have been developed to support project partners in their financial responsibilities. Third-party procurement must comply with the UN Procurement Manual, requiring significant effort to ensure that all parties are aware of procedures. UNEP monitors all minor budget changes to ensure that budget changes will still achieve the promised deliverables and activities outlined in the funding proposal and that the budget changes are still in line with GCF and UNEP rules and regulations.

It is noted that the GCF secretariat is continuing to develop improved understanding of the context of local capacities, operating conditions and systems in least developed or developing and the direct impacts these have on the scope, complexity and expectation levels applied against projects being implemented in these locations.

Where NSPs have been pushed to use their internal funds to progress work that the NEE has not yet disbursed funds for, and not informing the NEE due to communication breakdown, this will potentially lead to reimbursement disputes procedural challenges.

Expenditure occurring as planned	Moderately unsatisfactory

At a project wide level, the expenditure utilization rate is well below the planned level at this current point of the project. In rounded figures, at the current 70 % time point of the project (40 months), expenditure lies at 30%, meaning that 70% of the total project funding should be expended during the remaining 30% of the project term (20 months). The NEE delays are a main (yet not sole) contributor to this low performance level – due to direct non-advancement of its own activities and those undertaken by the NSPs it is required to support, and due to the inability of UNEP to make payments for major equipment due to practical holdups instigated by the NEE.

As a result, this will push activity and expenditure expectations harder against the project end point of March 2027, unless a highly accelerated implementation rate occurs. Although there are some areas for potential rapid catch up on utilization rates (e.g., final full payment for infrastructure installation, payments of delayed wages to project staff, opening delayed funding flow to NSPs), it will still be a substantial challenge to successfully expend around USD14 million on this project in under two years. If the NEE delays cannot be swiftly resolved (i.e., by no later than December 2025), then not all aspects of the project and spending will be completed by project end. This would leave activities half done or in 'mid-stream' and a spending rush toward the end stages of the project is likely to result in an ineffective and potentially counter productive use of funds. It may also result in negative ramifications in prompting high level support and confidence with progressing EWS nationally.

A large supposition for this project was the realistic capacity to deliver a generous budget and associated activities during Year 1 when minimal management and coordination resources and systems were in place. A healthy activity implementation budget in Year 1 is perhaps, 1) an ambitious approach to advancing the project swiftly and/or 2) a reasonable strategy to enable EEs (and subsequently NSPs) and TPs to have sufficient available funds to commence implementation with confidence. However, a loading in the Year 1 budget (if not fully expended) tends to exaggerate the impression of non-performance by carrying a resultant underspend into subsequent project years.

Funds disbursements from the UNEP AE through to the NEE and TPS is reliant on the NEE and TPs demonstrating that at least 70% of the previous funding disbursement has been expended. While the TPs have achieved this criterion and have then been able to progress their respective activities suitably funded, the NEE has not received any funding disbursement since its first tranche in Year 1 due to non-performance in meeting the 70% expenditure requirement. Most significantly, the NSPs that rely on flow-on funding from the disbursement that the NEE receives from the UNEP AE has not occurred. This has left NSPs with no operating funds to conduct the activities that they are to progress under the project and resulting in: work ceasing completely; project staff being laid-off or resigning; NSPs using their own funding reserves to support critical project commitments (with hope of future reimbursement; the UNEP EE and some TPs using savings within their project budgets to bolster important NEE or NSP activity; and some project funded staff remaining unpaid for up to 12 months. Of particular concern is that project beneficiaries begin to raise questions about the reliability and sincerity of and NSPs commitments and begin to lose faith when they see that the planning and engagement work does not materialise as initially agreed.

Although the widespread government structural delays can take some of the blame for contributing to these circumstances, a considerable liability falls to the current NEE for prolonging delays and not

expending funding. Notwithstanding reasons proffered by the NEE concerning their position on: potential irregularities, illegalities and violations of Timorese laws (and penalties for non-compliance) regarding expenditure responsibilities; the location within the MoTE where the project funds and co-financing are retained; accounting procedures; the control point for budget within MoTE; and adherence to hierarchical approvals protocols, - this is an unacceptable situation for the NEE to be accountable for and has wounded the project. There appears to have been a breakdown in auditing for due diligence when assessing the incoming NDA/NEE for internal capacity as a new government institution.

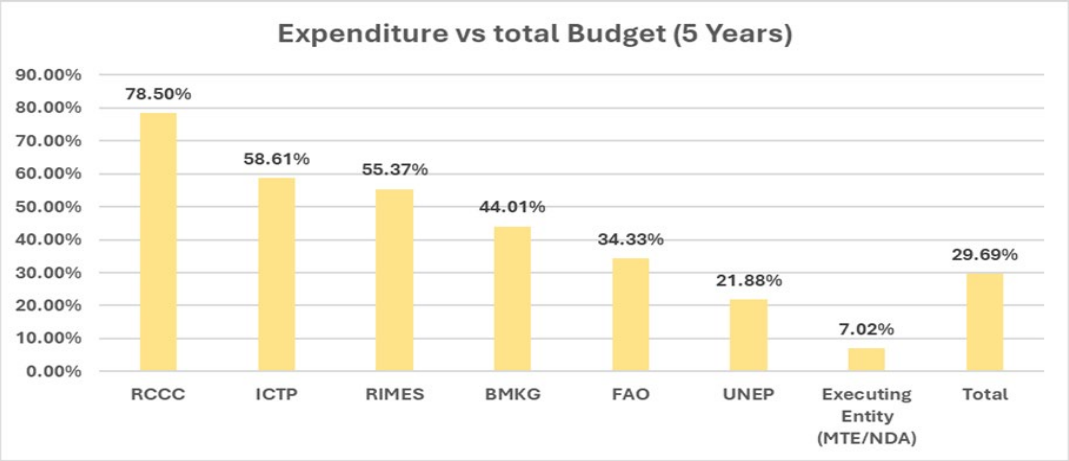
The Budget Plan, which also resides closely with the PCAs, expresses a general schedule / roll out timetable at macro level – so the budget forecast largely directs the activity roll out. The Budget Plan is the 'work plan' - it is a blueprint for implementation. The actual sequencing of project activity has not exhibited any major difficulties to date. Many activities have successfully progressed in tandem. Where expenditure is occurring, it is generally aligning to the budget allocations forecast and allocations (although not always the exact the timing and rate) except for changes allied to acceptably increased or converted costs (e.g., using savings to expand support to a separate activity). These changes are done within thresholds and not involving major structural budget redirections and are reflected in the APR.

Table 8. Current expenditure versus total

Current expenditure vs total 5-year budget (as of 30 June 2025)

Source: UNEP, Produced for the six-monthly reporting cycle up to June 2025.

Executing Entities/TPs	Total Budget (Year 1-5)	Cumulative Expenditure (as of Q2-2025)	% Utilization
RCCC	$492,860.00	$386,907.48	**78.50%**
ICTP	$246,308.00	$144,352.30	**58.61%**
RIMES	$3,873,516.00	$2,144,916.13	**55.37%**
BMKG	$363,430.00	$159,930.11	**44.01%**
FAO	$3,425,605.00	$1,175,966.85	**34.33%**
UNEP	$8,981,448.27	$1,965,420.52	**21.88%**
Executing Entity (MTE/NDA)	$3,597,555.06	$252,715.21	**7.02%**
Total	**$20,980,722.33**	**$6,230,208.60**	**29.69%**



Communication on finance across project levels	Highly satisfactory

The financial management element of the project is operating effectively with suitable recording and tracking tools in place. Financial communication across project levels is generally positive. The UNEP PMU is tracking expenditure closely and engages regularly with technical partners and the NDA / NEE to clarify procurement requirements, processes for budget amendments, and to explain, pursue and obtain expenditure reporting. There appears to be a sound working relationship between the relevant UNEP AE and UNEP EE focal points for financial matters. As a result, expenditure information is expected to be a reliable indicator of the financial status of the project, and in this case noting that there is a significant underspend.

Regarding the NEE, there is an unconventional situation wherein NEE support staff that the UNEP PMU must engage for this project, are changed on a frequent basis and which requires the UNEP to continually engage, reinform and train new personnel on financial processes. The NEE is not performing on provision of financial reporting to the EE. This is an ineffective way for the NEE to operate and further compounds the view that the NEE does not have suitable diligence, capacity, experience or nominated support staff for this role and to mobilise external funds as mandated. Reporting is generally complete and timely, with good communication between finance and project management staff. The UNEP-PMU reviews all reports and offers one-on-one support to improve reporting quality.

As financial procedures are an underpinning element of all project activity (every activity has an expense component), this has required a high degree of communication across all the project operational levels and particularly involving the attention, support, and guidance of finance officers at the AE, EE, TP and NSP levels. Communication intent and flow is sound and is supporting operatives to hone their understanding on financial processes and in finding workable options to facilitate implementation procurement and expenditure. Having dedicated positions for national finance consultants and regional finance staff has proved highly important in dealing with the multitude of financial issues associated with this programme (i.e., procurement, reporting, developing guidance information, briefings/trainings/explanations on financial procedures, approvals, funds disbursements, and cash advances).

Rating for Financial Management	Satisfactory

4.6. EFFICIENCY

(Efficiency – GCF, UNEP)

Evaluation questions

- Is work happening according to well organised priorities and in a good roll-out sequence?
- Have project resources been utilized in the most economical, effective, and equitable ways?
- To what extent is the project management structure appropriate for achieving progress towards outcomes?
- Are you yet seeing any benefits to organisations, communities, infrastructure, or foresee the project will yield benefits and might further expand in future?
- Are there good cooperation and communication channels between project stakeholders - relevant national agencies, regional projects, and technical partners?

Efficiency	Satisfactory

As an established GCF AE, UNEP is an experienced project management organization, has a solid understanding of the needs and challenges in developing countries and climate change issues and brings a comprehensive approach to climate change adaptation. This experience enables the AE to provide strong support to the UNEP EE and provide guidance and resources (i.e., regular virtual advice, templates, guideline materials) on the use of most efficient processes for procurement, reporting and other administrative responsibilities. The project has been working successfully within its allocated resources, and apart from recognising the main delay issues, has been delivering outputs that are reasonably reflective of the timings that were planned. Where delays have been encountered the project has been able to continue with alternative efforts to ensure overall project time is not unduly lost.

The inclusion of TPs that have sound working experience in Timor-Leste provides in-built efficiencies as they come to the project with existing connections and relationships and a high awareness of local challenges and means to mitigate these. The use of service providers such as UNOPS and various consultants' assigns key project activities to those with the proven expertise to deploy work efficiently.

Working relationships in the Timorese population are strongly based on connections, associations and networks formed by previous mutual backgrounds. Connections made via previous roles/projects or other links can effectively support ongoing collaboration and significantly improves the efficiency of the project. The NFCS and the NCOFs are good examples of project activity being implemented on budget and on time.

The engagement of technical partners and project staff with existing in-country experience, that are from or based in-country, and that are likely have ongoing presence in-country or remain closely connected, is an invaluable asset in project mobilisation and implementation. It also provides an advantageous (potential) scaffold for sustainability of some project outputs and the achievement of emerging outcomes from the project, especially where partners have an ongoing remit in Timor-Leste. The connections that come with these types of partners and staff helps to 'open doors' more confidently and is a significant and cost-free asset for collaboration and cooperation. The project has a strong outreach commitment to allied projects which yield many co-benefits.

The NEE has created delays in its assigned activities and duties with NSPs and which have had a broader reach by delaying extended project activity that is waiting on completion of the NEEs activities. If and when these delays are resolved it will require additional effort to reactivate activity where project staff have been lost, engagement has lapsed or allied activity needs to be done in shorter timeframes.

4.7. MONITORING AND REPORTING

(Monitoring and reporting – UNEP)

Evaluation questions

- Is information about the project being effectively captured according to indicator categories?

Monitoring design and budgeting	Highly satisfactory

The budget required to undertake all project monitoring (regular, mid-term and terminal) is specifically identified in the FP and relevant annexes. The allocated budget has proved to match the project monitoring requirements. Although a Monitoring and Evaluation (M&E) Advisor was not in place until December 2023 (some 18 months after the effective date of the FAA), a comprehensive and well-articulated M&E plan was largely designed by January 2024 and is being implemented. Monitoring activities are clearly specified and budgeted. The M&E Plan utilises the GCF core indicators with accompanying baselines and mid-term and final targets identified in the Logical Framework as well as the project outcomes (the 4x Result Areas) with their respective indicators, baselines and mid-term and final targets.

This plan (including progressive recommendations for practical amendments to indicators and some other elements in the project logical framework) and accompanying tracking tools, is in daily use. The M&E Advisor engages regularly with the UNEP PMU, technical partners, the NDA / NEE and directly with NSPs to pursue and obtain information and reports about project activity and to encourage provision of documentary evidence to substantiate such information and reports. As some of the TPs have their own M&E systems there are some challenges in gaining contribution to the projects M&E system obtaining evidence. The UNEP EE conducts field observation missions, holds meetings, review visits and engagement reports to verify activity and progress.

Monitoring of project implementation	Highly satisfactory

The UNEP AE and EE is finding the M&E tracker to be an effective way of drawing status information about the project. It is relatively user friendly (with guidance) and provides a clear snapshot of areas for attention as well as areas of progress via a ‘dashboard’ sheet with colouring highlights to readily view issue hotspots for attention (i.e., red areas). Annual Performance Reports (APRs) and semi-annual reports incorporate information from the M&E ‘tracker’ now that the M&E plan and information tools are being utilize. As project activity is closely supervised by the EE, it is likely that the percentage breakdown on activity progress and status assembled is highly accurate. AS the M&E progress tracker is now fully operational and being regularly updated it is providing as useful prompt for adaptive management.

Although the FP included an annexed a (basic) M&E system, while indicators remained constant, some targets and baselines were ‘validated and refined’ (as required in the FP) and amended through review by UNEP. Adaptive measures to the M&E plan have not yet been endorsed by the PSC for submission to GCF. There are ongoing discussions around mortality rate measurement and alternative approaches, including referencing the Sendai Framework and moving from qualitative to quantitative outcome indicators. While the project awaits the PSC endorsement, M&E processes have been clearly explained to all project participants, and a gender-specific tracking sheet is in use. UNEP has ensured M&E oversight throughout project implementation, and an M&E expert is embedded in the PMU. A delayed (yet pending) PSC endorsement of the revised framework reflects national delays associated with government restructuring, not absence of M&E capacity.

The project has highlighted difficulties in establishing clear indicators for deaths and economic losses. UNEP set ambitious midterm (40%) and final (80%) targets but note that there are mathematical issues with achieving these indicators in practice, which can result in skewed reporting. Some indicators, such as the number of people using the mobile app, will be relevant at project close, but it would be beneficial to introduce preparatory activity indicators. The GCF encouraged setting targets, though some lacked practical sense. The language of some indicators remains broad or vague. Nonetheless, the M&E tools offer substantial evidence and data for reporting and tracking purposes.

Project reporting	**Satisfactory**

Provision of inception workshops and inception reports, PSC minutes, project coordination meeting minutes, APRs and semi-annual reports internally and to the GCF has occurred according to required timing. However, there have been deficiencies in completion of some sub-reports and audits by the NDA/NEE on behalf of national service providers, although reports were submitted to GCF, nonetheless. Reporting incorporates comprehensive status information on Environmental and Social Safeguards and the Gender Action Plan. The UNEP PMU supports project partners in fulfilling their reporting duties and in directing them to sections of reports that they may need to complete/populate/provide information.

Project operatives note that the reporting burden is high (i.e., quarterly financial reports, biannual reports, audit reporting, APRs). While these appear to be getting done to a reasonable level, it can require considerable follow up across project operatives to obtain all the necessary information. Due to the lack of updated PSC decisions, the original endorsed M&E Plan has been used, along with (since-updated) indicators, which has impacted reporting to the GCF.

Rating for Monitoring and Reporting	**Highly satisfactory**

4.8. SUSTAINABILITY

(Sustainability – UNEP, including replication, scalability and paradigm shift - GCF)

Evaluation questions

- Are there any key areas that require greater attention to improve the sustainability of project outputs and outcomes, at both regional and national levels?
- What specific elements are now contributing to the sustainability of project outputs and outcomes?
- Are the capacities and resources being built within the project robust enough to continue delivering benefits beyond the lifetime of the project and its funding?
- To what extent are the continuation of project results and eventual impact dependent on availability of national legislation, financial resources?
- Can resources for these factors be mobilized nationally?
- What are the project's lessons learned, failures/lost opportunities to date?
- What might have been done better or differently?

The socio-political, financial and institutional parameters for assessing this project lie between the 'unlikely' to 'moderately likely' side of the performance factors scale. This indicates that collectively: socio-political factors (i.e., political steadiness, embedded ownership, interest and commitment among government and other stakeholders); institutional arrangements (i.e., governance structures and processes, policies, legal and accountability frameworks and workplace cultures); and financial needs (i.e., secured external or internal investment funding) are not likely to be robust enough to continue delivering the benefits associated with the project outcomes after project closure, without specific interventions and improvements.

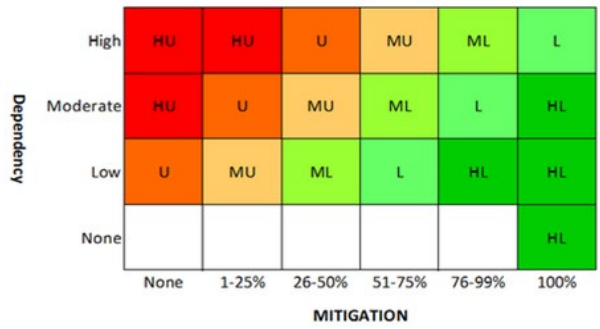
This implies that the sustainability of project generated work and investments including strengthened capacity and impact into the future is a high priority for the remaining duration of the project, and then beyond. Projects in developing nations are often inclusive of a high level of capacity support with the intention that skills and resources deployed through the implementation period will assist in sustaining momentum post-project. The reality of national resourcing and capacity levels is that this objective may only be partially successful and there is a need to carefully consider how a project wind-down and 'hand-over' is managed.

The project closure period should be well planned and executed in ways that help stakeholders understand and move through this point, and onward, more independently and within their realistic resource levels. Exploring and sourcing funding continuity opportunities should be considered well in advance of the project termination point, as reductions or gaps in workflow and engagement (potentially exacerbated by extended completion stages associated with no-cost extension/s), can contribute to dropping stakeholder participation.

Preparation of an exit strategy should be commenced in advance of project end and be based primarily on reviewing the key elements originally identified in the FP exit strategy section and then with further elaboration as the emergent contextual circumstances of the project have dictated. The relevant elements of the Roadmap for FbF in Timor-Leste including the financial mechanism, the Meteorology Law Framework and the Climate Financial Framework should also be closely considered.

The following three sustainability criteria (socio-political, financial, institutional) have been assessed with consideration of the detailed descriptive parameters in the UNEP Review Criteria Rating Matrix and against Graph 1 below.

Graph 1. Assessment of sustainability



This matrix allows us to consider two key features of sustainability. Firstly, on the vertical access, there is a scale of **low to high dependency or sensitivity** to the sustainability issues. For example, if one of a project's outcomes is the application of a new skill or behaviour pattern, how dependent is the continuation of that new practice on the nature of an insitution's culture or its structure ? If the new practice is very consistent with the institutional culture (e.g. the institution has previously adopted the new practice in other parts of its structure and the project has worked to extend this new behaviour into a specifict unit, department or sector), then sustaining the project outcome – the new behaviour – is unlikely to be dependent on continued work at an institutional level; dependency = low.

Secondly, on the horizontal access, there is a scale **of low to high mitigation** of any sensitivity or dependency. For example, if new behaviours have been introduced to one part of an institution and these new practices represent major changes in institutional thinking, then any intervention will need to have embedded those changes in ways that support their continuation. This may be having worked with senior management to ensure their commitment to the changes, establishment of a refresher training mechanism built on focal points or a peer-to-peer exchange model etc; mitigation = high.

The combination of the assessed level of dependency and the assessed degree of mitigation leads to the rating.

Socio-political sustainability	**Moderately likely**

The project can be considered as a substantial and comprehensive first step underpinning broader and longer-term initiatives to strengthen the nation's ability to monitor and respond to climate risks by improving early warning systems, enhance public services, and building long-term climate resilience for Timor-Leste. The national ambition is to achieve a fully operational EWS available to all by 2030. Key factors that will require attention to improve the prospects of sustaining project outcomes, outputs, and results include the availability of national legislation, adequate financial resources, and organizational commitment. The potential for national mobilization of resources plays a significant role. It is recognised that Timor-Leste has made formal commitment to UN initiative Early Warning for All (EW4All), and through its commitment statement to the 8th Global Platform for Disaster Risk Reduction, where the country presented its efforts to adopt and implement international frameworks like the Sendai Framework for Disaster Risk Reduction.

Regrettably, developing nations have a history of seeing momentum being reduced or lost once a project concludes due to the flimsiness of ongoing funding and enabling frameworks, new projects gaining the attention of limited country resources, the cessation of project staff positions that were the key drivers of activity, and changes in national priorities or political trends. These circumstances are very much a common reality to remain cognisant of, and to approach the matter of sustaining project effort beyond the implementation term with a clear-eyed acknowledgement that these realities will need to be successfully mitigated. Timor-Leste is not yet close to functioning fully independently for a comprehensive EWS system, although critical building-blocks are being laid.

Therefore, the sustainability of the project generated work and capacity into the future is a key challenge to be managed. While the main priority is project implementation, sustainability planning should be included as an important project activity within the remaining period of the project and be commenced within 2026.

There are numerous circumstances and factors to be closely considered for project sustainability and in developing a project exit plan / hand-over process / sustainability strategy, and that is coordinated by the NDA/NEE and UNEP PMU and developed with the collaboration of all project partners. These are outlined as follows in this section and in the following sections on Financial Sustainability and Sustainability of the Institutional Framework:

- The lack of strong commitment and application exhibited by the projects current NDA/NEE threatens to derail institutional continuity for this project and vital external investment

bodies at a wider scale and there is a clear need for the entire government body to review the suitability of the existing NDA/NEE arrangement.

- Timor-Leste is a democratic country however its political environment strongly influences project replication and sustainability. The ability to continue or scale up initiatives cannot be fully guaranteed, as it depends on changing government priorities. If future administrations place emphasis on the oil and gas sector, activities like Early Warning Systems (EWS), which are crucial for saving lives, may not be replicated. However, if these areas become a priority, further mobilization and effective actions in resilience, disaster risk reduction (DRR), climate change (CC), and EWS could be achieved.
- High level government officials will actively participate in ceremonies and events such as inaugurations, launches, and openings of trainings, seminars, and workshops. However, there remains a need for individuals with decision making power to make commitment to developing solid plans and long-term thinking about investing in vital sectors such as agriculture, disaster risk reduction (DRR), and other relevant areas.
- The national meteorological strategy (subject to final approval) places strong emphasis on sustainability requirements.
- The EWS project's success and ongoing pursuit of tangible outcomes primarily depends on DNMG, which must coordinate closely with the CPA for disaster alerts. DNMG's continued existence and strengthening are crucial for enhanced meteorological services which are the backbone of EWS.
- It is essential to conduct thorough community outreach, so people understand how to use the digital system for data collection and analysis. Even though each target suco and aldeia has focal points both women and men from the community who have already received capacity building on EWS, the necessary investment and follow-up support remain uncertain.
- Equipping staff with technical training and seeing improved capacity demonstrated is essential to maximise the opportunities created by significant project investments. CPA is conducting training at the suco and municipal levels.
- While deployment of EWS technology is a pragmatic and implementable activity, changing societal behaviours takes significantly more time. Fostering a sense of ownership at the local level, rather than relying solely on externally generated activity and top-down approaches, is essential. Building independent willingness and capacity within communities is key in ownership and capacity. Communication systems and/or public awareness is evolving within this project although it is in its relatively early stages. There remain gaps in knowledge transfer where sharing of information is limited. While the project has initiated knowledge sharing, the transfer has yet to become fully effective or guaranteed across communities.
- Capacity development is an essential element to be maintained after the project concludes and with long-term vision and encouraging reduced dependency on external organizations. The 'train-the-trainer' model is sound and places priority on organisational and community self-capacity rather than reliance on external support.

At a very practical level, there will be a need to have local communities involved in, and resourced for, the care and protection of remote equipment.

Financial sustainability	Unlikely

Financial sustainability is currently unlikely due to a range of factors:

- To continue to realise the full potential that this project has initiated to respond to climate impacts will require the development of appropriate on-going funding. The ongoing maintenance and broader investment costs of the wider EWS systems beyond the project's duration must be clearly understood by government stakeholders, particularly at the political level. As the country looks to move from petroleum dependency to a more diverse and resilient economy, competition for a tightening national budget will be high between many deserving sectors. Although this project will have established a range of operational systems, scarcity of ongoing national funding could be a fatal challenge for the continuance of comprehensive EWS in Timor-Leste. This is a high-risk issue.
- Quite notably, funding by the Systematic Observation Finance Facility (SOFF) funding is fully secured for Timor-Leste (i.e., a maintenance fund of 5.7 million for 5 years.5,7 million and to be administered through the DNMG). While this a substantial boost to the finance stream supporting Timor-Leste in closing the basic weather and climate observations data gap, concerns persist around the need to maintain funding to a wider portfolio of EWS systemic needs particularly investment in human resource capacity and in expanding support and awareness across more sucos.
- Software licenses will also be an ongoing routine cost, and ongoing training will also be a primary cost item. Access to ongoing operational funding will be critical to the long-term success of the project.
- The MoTE has indicated plans to allocate a maintenance budget and provide technical training for meteorologists and data analysts. While DNMG already has a foundation of human resources, increasing the number of technical staff, and with the requisite technical and professional qualifications, remains a critical necessity.
- NDCC has secured an approved GCF Readiness Proposal to bolster EWS and climate change adaptation activities. There is additional readiness proposals approved for Timor-Leste.
- Ongoing staff capacity building is needed for sustainability, with examples like sending NDCC staff abroad for training. DNMG technical staff require further support, and the government should allocate an annual budget for sustainability, complementing development partner contributions.
- Replication of technological solutions like those from Similie is hampered by high costs and limited government resources. Past NGO-led installations of EWS units have struggled with maintenance, as the government tends to favour installing new systems over sustaining existing ones. Accurate upper and lower air forecasting, regular dissemination through EWS and consistent equipment maintenance are crucial for increasing community resilience and ensuring the operational capacity of materials and equipment.

Sustainability of institutional frameworks	Moderately likely

Sustainability of institutional frameworks is currently moderately likely due to a range of factors:

- A primary sustainability ingredient will be the continuity of partnerships and engagement momentum beyond the project timeline to mitigate or avoid end of project wind down, the impacts of key staff leaving, and the general reduction of support services.
- While the national Meteorology Strategy (in progress toward formal endorsement) has a strong focus on sustainability requirements, Timor-Leste has a long way to go before attaining independence in its EWS capacity.
- As well as being an important practical and financial platform, SOFF funding will be a significant boost to institutional optimism and drive.
- There are notable gaps in certain skill sets at the national level. Particularly within DNMG, long-term sustainability is challenged by a lack of technically skilled personnel and insufficient institutional support, namely funding. Addressing these gaps may involve enhancing existing universities or sending individuals abroad via educational scholarship for further training. (i.e., meteorologist, climatologist, oceanographer, data science, telecommunication specialist, web developer, Data System Analyst, IT network and infrastructure, hydrologist, atmospheric science, radars specialist, Internet of Thing Specialist, Climate data management, GIS, GTS [global telecommunication system]). Furthermore, while it is vital to have qualified meteorologists and climatologists in place, a technically capable team must demonstrate results to justify continued funding through national budgets.
- While the above array of skill sets is largely within and around the realm of DNMGs needs, other sectors, including agriculture, fisheries, and health also have shortfalls, and it exemplifies the extent of skill need in Timor-Leste.
- A central question for the project is whether the capacities and resources established during its lifetime will be robust enough to continue delivering benefits after the project and its funding have concluded. In the example of RIMES, foundational work must begin with DNMG, but one month of training is insufficient—ongoing commitment from DNMG is essential. Staff retention is critical; frequent turnover and one-year contracts hinder the ability to sustain organizational capacity.
- Institutionalising major project components, like climate information systems and the decision support systems developed, is essential to ensure sustainability beyond initial deployment. The proposed development of a financial framework and business model for sustainable climate services is planned to be commencement, under this project, in late2025.
- Effective collaboration and synergies among institutions are evident, though continued assessment of institutional arrangements is needed. The continuation of allied work through numerous in-country organisations, including most of the TPS for this project, and not necessarily reliant on external funding, provides an advantageous scaffold for sustainability of some project outputs and the achievement of emerging outcomes from the project.

Replication, scalability and paradigm shift — Moderately likely

The project is contributing significantly to some modest examples of paradigm shift and impact, even at the project mid-point. The strengthening of delivery models and legislation for climate services, improved analysis of climate and its impacts, improved information distribution, and heightened capacity, are laying the groundwork for effective future impact. Subject to successful deployment of all factors required for sustainability, it is possible that many outcomes from the project's interventions will be achieved over the longer term.

Many of the project activities will manifest in benefit to the entire population of Timor-Leste. The development of policies, laws, plans and institutional protocols, the operationalisation of modern technologies, and having better trained personnel in government at national and municipal levels implies that a sound platform for broad ranging advantage is being built. The work done with disaster management committees in municipalities beyond the core EWS focussed municipalities is a good example of replication and upscaling. The work that has been done with target sucos has been important for those more vulnerable locations, with that work still to be embedded more completely. There remains a need to ensure that certain aldeias within target sucos, and more isolated population groupings and individual households are engaged by the project and receiving practical benefits.

However, there also is a need to replicate and upscale that work to provide increased support to other vulnerable municipalities and sucos across the country and with the involvement of those NSPs that have supported the targeted suco work. There is still some way to go in delivering project benefit to the numbers and percentage targets for household and individuals that are identified for the projects fund level outcomes for the mid-term point. However, the mid-term target for Result 3: Improved dissemination and communication of risk information and early warning, has been exceeded with community-based EWS infrastructure systems and awareness established in six sucos.

Importantly, UNEP has used the experiences obtained from this project and the similar project in the Pacific region, to effectively replicate what has proved to be a successful model for other GCF FPs that have been approved in Maldives (SAP050) and Azerbaijan (SAP046) in 2024 and 2025.

Evaluating the paradigm shift / impact (GCF model using applicable indicators)

Noting that paradigm shifts inherently require longer timeframes to materialise than what can be demonstrated at a mid-term project point, or even at termination point. The strength of evidence for the findings in the table below are high and based on observations during country mission, review of APRs and 6-monthly reports and consultation with a wide range of project stakeholders.

Table 9. Evaluating Paradigm shift/ impact

Dimension	Degree of shift	Rating	
SCALE	Degree to which there has been a significant increase in quantifiable results within and beyond the scope of the project.	Modest to clear evidence of a pathway towards increased quantifiable impact in adaptation measures is emerging beyond project targets. Evidence includes increased commitment interest from existing project holders or new interested parties that development of strategies covering larger target areas populations or signs of better-than-expected results from GCF funded or influenced interventions. E.g., FAO trained 8 Master Trainers from MALFF on the Agriculture Stress Index System (ASIS) for Timor-Leste, which could facilitate capacity development impacts and benefits in adaptation measures beyond project targets.	**Medium -**

REPLICABILITY	Degree to which the GCF investments exported key structural elements of the project elsewhere within the same sector as well as to other sectors, regions, or countries.	There are good examples of other intervention models funded and supported by the GCF that have been closely based on this project and that increase resilience in different geographical or sectoral settings or by new organizations. E.g., Similar GCF FPs have been approved in Maldives (SAP050) and Azerbaijan (SAP046) in 2024 and 2025.	**Medium +**
SUSTAINABILITY	Degree to which the outcomes and results of GCF investments are sustained beyond completion through the creation of structural and financial base as well as climate resilient practices.	Clear and emerging examples of where good practice norms and institutional structures are becoming embedded across a range of stakeholders and where intended outcomes could be maintained without being fully reliant on external funding and support. E.g., Awareness campaigns in target sucos where information on climate threats and preparedness measures was disseminated to 32 Women's Network of Timor-Leste representatives and focussing on women's roles, including leadership and participation in Disaster Risk Reduction (DRR) and Early Warning.	**Medium -**

Rating for Sustainability	**Moderately likely**

4.9. FACTORS AFFECTING PERFORMANCE AND CROSS CUTTING ISSUES

(Factors affecting performance and cross-cutting issues – UNEP, including gender equity and country ownership – GCF)

Evaluation questions

- Did the project appropriately address any weaknesses in project design, fill information gaps or consider any changes in the context or needs identified during the inception/ mobilization stage of the project?
- Have the partnerships with, and between, regional technical partners been useful?
- Are there effective cooperation and communication channels between relevant national agencies and partners involved in climate change adaptation or mitigation efforts?
- Are UNEP, the National Designated Authority, and the National Executing Entity undertaking their respective project roles and responsibilities satisfactorily?
- Do all relevant national sectors collaborate for the overall benefit of the project?
- Do you see that there is support for the project at national leadership levels and if so, what is the evidence of that support?
- Have plans for gender inclusivity, equality and/or equity been implemented as planned, or does more need to be done?
- Has the project implemented appropriate outreach and public awareness campaigns?
-

Preparation and readiness	**Highly satisfactory**

The FAA was signed in October 2021 and the project achieved "effectiveness" (the effective implementation starting point), in March 2022 which is the official start of the 5-year project period. Six to twelve months were then required to undertake the fundamental preparations that underpin implementation activity, i.e., staffing recruitments, cooperation agreements between UNEP and the NEE and technical partners, MOUs between the NEE and NSPs, convening a stakeholder inception workshop (July 2022) and an inaugural Project Steering Committee meeting (December 2022), and implanting administrative and financial systems and processes.

Although Project planning documents should identify an 'inception' or 'establishment' period more formally during the first year of a multi-year programme. The inception period should be distinguished from activity implementation work and associated budget allocations (i.e., inception work and costs should be identified in a separate 'inception' budget). A front-loaded implementation budget is difficult to utilise before key staff, project partners and basic resources have been assembled, and contributes to an embedded under-utilisation rate in subsequent project reporting. Key UNEP-PMU staff were not in place until early to mid-2023, one year or more after the FAA date.

Throughout the project establishment period, the NDA/NEE (at that time being the Secretary of State for the Environment [SEE]) supplied strong project leadership, facilitated stakeholder engagement and maintained sound working relationships with UNEP and the GCF. This oversight approach by the NDA/NEE, in close collaboration with UNEP as both AE and EE, Technical Partners (TPs) and National Service Providers (NSPs), built a solid platform on which project activities began to move with confidence. The NDA/NEE provided a degree of in-country oversight and partner engagement during the period it took to recruit UNEP-PMU staff, who could then assume this role. The early and positive stimulus by the NDA/NEE and partners continued into early 2024 (with some slowdowns from mid-2024 to mid-2025).

Quality of Project Management and Supervision	Moderately satisfactory

UNEP Accredited Entity

The AE has provided close, clear and constructive oversight to the project and has been responsive to the need for national level support. This has been apparent when there have been gaps in the PMU staffing cohort and the UNEP AE has then provided additional oversight during staffing transitions to ensure continuity. A key element of this support has been with the challenges of having conformity with UNEP procurement systems and in moving decisions and approvals through the UNEP system. The AE also engages actively and effectively with the various arms of the UNEP that are involved in processing aspects of project procurement, budget and legal matters. UNEP has maintained a proactive adaptive management approach, successfully mobilized UNOPS, and has provided timely technical and reporting support. The AE remains aware of the status of work being undertaken by the NEE, TPs and NSPs including emerging risks and provides guidance on resolution options. The AE is ensuring that reporting is occurring in a timely manner.

UNEP proactively engaged UNOPS to accelerate procurement and HR delivery, which has proven highly beneficial and demonstrates effective adaptive management and has extended the reach of the UNEP-PMU and some technical partners.

The UNEP AE was responsible for initiating and finalising all agreements with the TPs and providing guidance to the NEE on their engagement with NSPs at inception UNEP at AE and EE levels is effectively monitoring and managing the project (including adaptive processes), implementing its EE interventions, and supporting partner activities.

UNEP Executing Entity

The UNEP-PMU is comprehensively aware of the status of project activities, understands issues that require coordination, management or direct intervention, acts on these issues (with high-level support from the UNEP AE as required), and interacts with key stakeholders on a practical, operational basis. Technical partners and national service providers positively acknowledge the support, facilitation and engagement offered the UNEP-PMU. Similarly, the UNEP-PMU and relevant stakeholders acknowledge the level of regular guidance and support provided from by the UNEP-AE. The UNEP-PMU is in a comparatively spacious, clean and suitably equipped office that immediately adjoins the DNMG and RIMES offices, which significantly enhances the efficiency between these three work units. Regular coordination meetings have been organised and led by UNEP, with participation from the NDA/NEE, TPS and NSPs. The PMU played a key role in establishing renewed connections following government structural changes after the 2023 Parliamentary elections.

The recruitment of specialist positions within the UNEP-PMU relatively early in the project term (i.e., Chief Technical Advisor, Gender Expert, M&E Advisor), and as an important supplement for the core positions for project management and finance and procurement, considerably strengthened project visibility, engagement, reporting and gender mainstreaming.

The financial management element of the project is operating effectively with suitable recording and tracking tools in place. The UNEP PMU monitors expenditure closely and engages regularly with technical partners and the NDA / NEE to clarify procurement requirements, processes for budget amendments, and to explain, pursue and obtain expenditure reporting. There appears to be a sound working relationship between the relevant UNEP AE and UNEP EE focal points for financial matters.

The PMU operated with a 'light' structure during mid-2024 to mid-2025. The CTA was based remotely and although fully contactable this proved not to be an effective alternative to being in-person in Timor-Leste (this situation has now concluded with the finalisation of a new CTA recruitment process). There was a modest gap created by the absence of a gender expert and the

momentum of positive gender initiatives slowed (although a recruitment process is now finalised). The UNEP PMU has potential to recruit an additional administrative assistant via a specific budget allocation, and this should be looked at closely due to the need to accelerate expenditure over the next 18 months. These gaps in staffing generate increased commitments on remaining UNEP staff both at AE and EE level yet did not materially affect delivery

The UNEP GEMS air quality monitoring framework is also a UNEP-EE function under this project. UNEP utilises UNOPS as a service provider for procuring and installing air quality sensors. Advancement of the sensors work is contingent on having the NFCSs in place and is also proving to be challenged by procurement difficulties. Pre-selection processes have identified 80 sites for air quality equipment installation. The Air Quality Monitoring (AQM) framework is under review and pending final approval. At present, connections with DNMG, RIMES, and UNEP-PMU are developing including discussion on training for mobile apps for data collection and analysis.

National Executing Entity

After the May 2023 national elections, and although a new government was announced, the SSE continued to act as the NDA. Over time, there was a gradual transition to a new focal point and other personnel, accompanied by a restructuring that moved SSE to the MoTE. This structural transition was accompanied by a prolonged, gradual reduction in involvement by the SSE as NDA/NEE and was then effectively concluded by April 2024 with a new focal point appointment within MoTE made in July 2024. The governmental changes influenced technical and professional services, especially with the appointment of new staff and restructured positions. This situation requires additional training, new orientation, and the establishment of new workflows, all of which can affect service delivery. Responsibility for major and minor procurements across numerous activities fell to the UNEP EE, and who also had to acclimatise many new governments staff to the project after the restructuring.

It has been noted elsewhere in this report that the NDA/NEE is struggling to initiate its activities and those of the NSPs it is responsible for, and to manage project funds in a timely manner. This issue has had a significant negative effect on the project by and disrupting harmonization of services through the UNEP EE, TPs and NSPs. A relatively simple task of coordinating site preparation and fencing for the proposed AWS sites has not progressed which then stops a wide range of dependant project activities from occurring. A further chief concern is that non-performance to this degree by a NDA/NEE (and that is also responsible for other GCF projects and initiatives) will jeopardise future investment from external bodies, a situation that Timor-Leste simply cannot afford to encounter.

An additional risk within the project is that the government structural changes followed by delays associated with the new NDA/NNE has effectively put on hold the convening of the PSC since July 2023. This means that the project has been progressing without formal high-level oversight, strategic leadership and implementation guidance for over two years and critical PSC level decisions remained outstanding.

The highest priority for attention in this project is to fully resolve implementation delays emanating from the NDA/NEE. There are two primary options for this: 1) retain the NDA/NEE as is currently and with existing budget and activity responsibilities and continue to exert pressure via the UNEP-AE and EE and the government-led Working Group on GCF in Timor-Leste to exert pressure on the NDA/NEE to expedite all of its project activities; and 2) shift a suitable range and proportion of project implementation funds currently allocated to the NDA/NEE and distribute to one or more alternate entity/s that could be confidently expected to unblock delays and accelerate implementation and expenditure more effectively than the current NDA/NEE.

Stakeholders' participation and cooperation	Satisfactory

The principal stakeholders for the project are comprised by a wide range of national government ministries and an even larger number of directorates within those ministries; international organisations with a nationally located operating presence; and the rural communities in the projects target municipalities (see Annex 3). Within government the main stakeholders involved in supporting project delivery are the MoTE, DNMG, CPA, CVTL, MoH, UNTL, NDCC and NDPC. The project conducts socialisation processes with all key stakeholders as new initiatives and resources are being developed. Stakeholder responsiveness to the project has been strong, which implies that the project is seen to be delivering important capacity to Timor-Leste and that the engagement techniques being applied through project management are sound.

A challenge has been the limited human resources within government stakeholders which can constrains the scheduling and conduct of capacity-building sessions, socialisation activities, and meetings or extend document review time as they try to balance routine operations with project participation duties. DNMG, in particular, has been a concentrated focus point for project activities, although its willingness to participate as far as possible has been strong. Th project convenes numerous workshops involving key stakeholders and participation rates are good. Monthly project coordination meetings are well attended. TPs and NSPs performing their project roles strongly and are active participants in project implementation. Community level participation and cooperation is sound while there is active support. Individual stakeholders such as CPA and CVTL work very closely together, and this connection has been a positive factor for the project.

As the project has grown, and now with numerous separate activities underway simultaneously (some overlapping), there is potential for stakeholders (including both technical partners and national service providers) to lose sight of the 'big picture' and how their component, effort or role is contributing. Further, project-initiated, or project-related, cooperation platforms include an AA/FbF technical working group, a Climate and Health Working Group, a CBDRM working group, a Capacity Building of CDBRM working group, an EWS technical working group, and a DRR working group. While the extent of relevant working groups appears strong, it is not known how effectively they operate, collaborate and progress outcomes relating to the project. Some important stakeholders (e.g., NGOs, water resources, energy sector) may drop off as time available to engage them and their specific needs diminishes. National service providers (including less central project entities such as the Maritime Police and Timor-Leste Defence Force) and NGOs will be involved in other projects, some of which may be quite similar in scope. Currently, only a percentage of relevant NGOs are actively involved, and increased partnership is required for effective and collaborative project implementation and sustaining project outcomes.

Responsiveness to human rights and gender / Gender equity	Highly Satisfactory

Timor-Leste has made some strides in gender equity, particularly in areas like women's representation in parliament and recognition of gender equity as a fundamental principle in major projects. However ongoing challenges persist due to patriarchal norms. While the constitution and laws guarantee equal rights, discrimination and bias occur in practice and male-dominated traditions and customary laws continue to influence social norms and practices, limiting women's roles and rights.

Gender equity is a core principle of the project, with significant progress made in understanding and building capacity around the issue, particularly for the period while the Gender Expert position was based with the UNEP-PMU (vacant during the MTE process but now filled). The former Gender

Expert had plans to reactivate municipal women's groups as an adaptation measure. Gender (and social inclusiveness) and human rights is well embedded within the project activities as a primary consideration and is made particularly clear as in information requirement in the project reporting templates. The processes in place for environmental and social safeguards are well applied and strongly support consideration of human rights and gender equity.

The project's updated Gender Action Plan strongly guides prioritisation of women's participation in DRR and DRM activities and with clear indicators to track gender-responsive actions across all project activities. These indicators enable continuous monitoring of progress toward gender equality and ensure that gender considerations are mainstreamed (if not concretely achieved) throughout implementation. Consultations with women, marginalized groups, and community leaders at national, municipal, and community levels are conducted to evaluate the gender-responsiveness of interventions and share information on climate-induced disaster risks. These efforts focus on increasing women's awareness and preparedness, ultimately enhancing their resilience to climate-related hazards.

The project demonstrates that it has the right guidance structures to support women, youth, people with disabilities, and other marginalised groups, particularly regarding their contribution to, participation in, and benefits from the project. These areas include project formulation, personnel recruitment, action plans, engagement and direct participation, awareness and information sharing, and disaster preparedness and response. The project has produced the Socially Inclusive and Gender-Responsive Localised Communication Strategies 2023-2027 which further embeds these principles in direct actions associated with project activities.

Despite these guiding principles and plans women's roles may often be limited to support roles rather than leadership or skill development opportunity due to patriarchal norms and logistical barriers posed by women's roles. Information flow relies mostly on dissemination through male-dominated channels, such as WhatsApp (groups that are generally controlled by heads of households). This often leaves women out of the information loop. Trainings are largely attended by men, and participation rates for women in relevant project-led training and discussions remain relatively low, highlighting significant gender gaps. From the projects gender consultations, women expressed that they had difficulty accessing information. Training program and recruitment statistics reveal that actual participation is much lower, indicating that the impetus for gender has not yet succeeded in meaningfully including women in planning and operational elements of EWS.

The project actively encourages the involvement of women, persons with disabilities, the elderly and LGBTI groups and these groups are specifically invited to participate in project activity, reflecting the project's commitment to broad-based inclusivity and equal opportunity. A notable example of success in this facet of the project is the formation of community EWS volunteer groups that are characteristically composed of women, men, and persons with disabilities.

While SOPs and organisational level policies concerning Gender Equity and Social Inclusion (GESI) put people at the centre, continuous improvement is needed. UNEP, TPs, and NSPs all promote inclusivity and screen documents, and participation lists for any gaps. Yet there are limits to how much influence these project partners can exert regarding controlling participation equity.

As a project focussed on bringing direct benefits to the population of Timor it has specific interventions that engage local communities. The project is targeted directly to the health, safety, capacity and resilience of the population of Timor-Leste – i.e., the Indigenous population of Timor-Leste. Indigenous people's rights, integrated approaches to human/natural systems and inclusion of gender perspectives and minority grouping / disaggregation are strongly addressed in the FP.

Environmental and social safeguards	Highly satisfactory

The FP provided an assessment of Environmental and Social Safeguards (ESS) Screening to identify potential risks and risk category of this project and was in accordance with the UNEP Environmental and Social Sustainability Framework (ESSF). Financial risks were not required to be addressed in this process. This risk assessment focussed on operational type risks associated with a project activity rather than more fundamental risks that could undermine the management of implementation. This assessment was elaborated in FP Annex 6a Environmental and Social Safeguards Report. None of the potential impacts identified were expected to have significant environmental or social consequences as the majority of the project activities are related to capacity building and training, which are inherently low-impact activities. Some activities would require low-level monitoring (see Safeguard Standards 1 and 4 below), any environmental and social impacts were deemed be minimal. This project was rated as Category C, as per GCF policies and thus an Environmental and Social Impact Assessment (ESIA) and Environmental and Social Management Plan (ESMP) was not required. The FP also included Annex 6b UNEP Environmental, Social and Economic Review Note (ESERN) during project development in March 2020, where the project and all its activities were determined to be "Low Risk".

As activities are implemented, UNEP maintains a safeguards assessment and monitoring process to ensure compliance, and this is done by using the Safeguard Risk Identification Form (SRIF). For example, Sub-activity 2.1.3 involves the installation of LoRaWAN gateways and low-cost weather stations in Timor-Leste. For technical reasons and to avoid any social risk associated with land tenure, DNMG proposed using existing Timor Telcom towers for installation of all equipment as it was on government owned land. All project activity is to be accompanied by suitable stakeholder consultation which includes identifying any potential social or environmental risk issues. Additionally, there are formal processes available for the lodgement of complaints (grievances) should any person or organisation take issue with any aspect of project implementation.

Country ownership and driven-ness / Country ownership	Moderately satisfactory

The assignment of this project under the MoTE is a test case for evaluating their capacity and effectiveness as a current and perhaps future NDA/NEE. Previously, SSE, acting as both NDA and NEE, proved effective in the role and played constructive and supportive roles during the formulation of the Funding Proposal, and actively convening partners and stakeholders until government restructuring created a structural change to the NDA/NEE role. Regrettably, the MoTE has not fulfilled this role, and in a manner that has been conspicuously demonstrated to all project operatives and many beneficiaries as well.

Currently, the MoTE, as NDA/NEE has made limited progress and this has been discussed elsewhere in this report. This challenge has been escalated to the high levels of the UN and UNEP, prompting the creation of a working group for all GCF projects in Timor-Leste to address the issue and to find ways to expedite project delivery. While there has been some specific improvement in terms of obtaining approvals for critical procurement, funds flow and consultant recruitment, this has taken substantial negotiation effort from UNEP in conjunction with the in-country GCF working group. There remain several important procurement, implementation and facilitation tasks that are 'stuck' at the NDA/NEE level.

There is an across-the-board perspective, backed by demonstrated history that continuance of the necessary investment and follow-up support to grow and sustain a national EWS is likely to be

deficient to needs. It is common for Government entities to strongly express the needs that the project is supporting to recognize the threats of climate change and the challenges for adaptation. However, the pragmatic realities of the nation's low human and financial capacity (that is improving), and the multiplicity of deserving yet competing priorities, means that strategic advocacy on EWS will remain a central tactic for sustainability.

Climate services are a stated priority for Timor-Leste and if awareness, capacities and equipment are successfully generated by the project, this can create a useful platform for continued national investment momentum. Although the investment scale and outputs from the project at the technological and community benefit levels are significant, strengthening the attention and commitment of government is essential both during the project and beyond.

The GCF currently has four active projects in Timor-Leste and five approved readiness proposals. Importantly, this project is a critical opportunity for the government and the specific NDA/NEE to display its capacity as an effective project overseer and demonstrate that Timor-Leste is a sound investment country for the GCF, and other external funding sources.

However, momentum on EWS is not guaranteed. History has shown that government priorities can be ambitious and changeable. As Timor-Leste looks to move from petroleum dependency to a more diverse and resilient economy, competition for a tightening national budget will be high between many deserving sectors. Scarcity of ongoing national funding could be a fatal challenge for the continuance of operational early warning systems in Timor-Leste (both technical and process aspects). The leadup period to the 2027 Presidential election and Parliamentary election in 2028, will undoubtably have influence over the way priorities revolve.

It is observed that the project has overseen effective engagement across operational personnel in government ministries and they have been largely highly supportive. However, they customarily rely on their executive positions to make final strategic, policy and budgetary decisions. It is also recognised that some of the key government ministers have been well sensitised to the project (e.g., Minister for MoTC, NDCC Directorate) and this is an important link to the levels of Prime minister and Deputy Prime Minister. However, some executive positions have shifted, as have some priorities, and new issues emerge that can draw attention away from existing projects such as EWS.

The political level carries high influence for the project and its way forward. While development partners fulfill their mandates, the Government of Timor-Leste holds primary power and responsibility for policy development, project design, procurement, and setting material specifications. A conventional stakeholder analysis reveals that the political level in Timor-Leste is the group with most power but with variable interest and commitment levels. The aim is to understand and meet the needs of these key stakeholders, strengthen their interest and commitment and to shift them to the position of being key players, and potentially advocates for ongoing EWS support.

Although relevant ministries are generally aboard for the project - they know there is a climate / weather / hazard response / information gap and that this project is providing improvements - the project needs to do more to demonstrate and reinforce its practical value to the nation, sectors and communities. The time to do this is within the project term while resources to do this are available.

For this to occur, a strategically planned, well-coordinated and well-packaged program of visibility and engagement needs to be enacted and targeted to the optimum high-level audiences and particularly those with influence, decision powers and useful lobbying capacity. People at this level of influence need to see outcomes and impacts practically demonstrated, understand their significance, be excited by it and be involved in celebrating results.

Essentially this requires a marketing approach rather than conventional project information messaging. Recognition of achievements and demonstrable improvement and impact rely on plainly presenting what fundamental positive change has occurred and not just what has been done / built / installed to underpin that change. The aim is to gain commitment to solid planning and long-term investment in the vital EWS sectors.

Communication and public awareness	**Moderately satisfactory**

Records of attendance at the Inception Workshop (July 2022) and the two PSC meetings convened so far (December 2022 and July 2023) indicate that the project was attracting strong cross sectoral interest and participation during that time. Stakeholders note that from mid-2022 through to early/mid 2024 project interest and cooperation among institutions remained strong, with most contributing expert knowledge and progressing activities. This environment fostered knowledge sharing and mutual learning, particularly beneficial for the government, as UNEP mobilized partners to strengthen collaboration in areas such as the UN system, agroclimatology, health, weather, and environmental information.

On review, full awareness and understanding of the project, and its componentry, has been seen to be variable across stakeholders at this point. Some know about specific aspects of the project but are vague about other aspects that are underway or their purpose. Additionally, information flow concerning project ambitions or specific information generally passes through, and to, numerous levels and commonly involving varying combinations of UNEP-PMU, NDA/NEE, technical partner, specialist consultant, national government and/or municipal service provider, allied organisations, suco leadership and community members. This has potential to diffuse and confuse explanations and messages as information repeatedly changes hands.

These factors prompt a need to boost ‘whole-of-project’ awareness and engagement across the full stakeholder spectrum and to have a means to regularly re/sensitise them and keep the project visible and understood. Further, the array of externally funded and resourced development projects and the status of national and municipal organisational roles and their connections (or roles) with the many components of the project, needs to be mapped, updated and described to stakeholders

Given the impediments to some project implementation activity (and growing frustration with delays), it is increasingly important to develop and provide evidence of the project work that has been done to date, the value that it is contributing, and the way it is intended to underpin ongoing national effort and benefit. This information needs to be well composed, targeted and presented / delivered / broadcast to stakeholders and should include specific engagements with those in influential roles or holding decision/approval powers relevant to the project. Such information should also form the preliminary conversation regarding project exit, ‘hand-over’ arrangements and national sustainability.

Ideally, the project would have the advantage of comprehensive communication and engagement plan with in-house resources to coordinate, deploy and develop either as working blueprint with the FP Annexes and/or as a comprehensive plan early in the inception period. It is noted that a branding guidelines document has been prepared for the project. This would have provided a guide for integrated communication approaches and narratives about the project and its need, benefits and elements, and in support of specific activities. It would also recommend the most effective and inclusive delivery products and methods to the most important audiences.

However, this has not been the case and this project, like many, has comprised the development and deployment of multiple forms of communication methods, products, delivery and targeting. The production of a Socially Inclusive and Gender-Responsive Localised Communication Strategies 2023-2027 and Agro-met bulletins are two examples. Each in their own right are good resources yet are not linked within a wider project communication approach. This is a make-do approach, not strategic or integrated, and which naturally results in fragmented delivery, reduced effectiveness in some components, mixed look and branding, use of non-durable materials and gaps in important messages to key sectors/audiences.

The projects TPs and NSPs have unfurled a wide variety of awareness campaigns to date, yet integration between them is weak and the level of strategic thinking put into them is likely to be modest. Additionally, TPs and NSPs already have existing organisational communication styles and processes they are familiar with, prior to this project. It is acknowledged that a disaster risk awareness and education campaign for women is proposed.

The project itself has implemented various outreach and public awareness campaigns. In 2024, the UN Secretary General's communications team (in country in conjunction with the UN Secretary-Generals visit to Timor-Leste), visited Manatuto to witness a mock disaster drill. This event was featured in a news article on the UN news website, however the degree to which this level of investment contributed significantly to public recognition (apart from the specific community) is difficult to determine. To date the GCF Secretariat has not visited Timor-Leste.

At the grassroots level and at this point of the project, there remain gaps in knowledge transfer. The sharing of information is often limited or not comprehensive, and, for example, farmers continue to rely on their traditional knowledge and customary agricultural practices. This suggests that, while the GCF-supported project has initiated knowledge sharing, the transfer has yet to become fully effective or guaranteed across communities.

Information dissemination also relies on a variety of channels, including Timor Telecom, Facebook, television, and radio. Innovation in EWS communication, such as WhatsApp groups, faces limitations due to connectivity costs, and other media like radio or TV require consistent engagement. Limitations associated with access and transportation are also relevant. Without real-time information sharing, communities do not fully benefit from weather forecasts, affecting various sectors reliant on timely data. Low literacy rates in some communities is a further challenge. Inclusive approaches are needed in message design and distribution.

The CVTL has demonstrated strong capacity to continue outreach activities and to integrate them with other related initiatives and this should be further pursued and supported. Clearly implying a need for collaboration, the CPA plays a crucial role in distributing weather updates to communities via SMS, WhatsApp, television, and community radio. However, insufficient internet connectivity and limited telecommunication infrastructure create significant barriers for many community members, especially with messages sent through CPA's information system or on WhatsApp.

Improving telecommunications infrastructure is critical for reaching communities. To ensure effective information delivery, methods such as megaphones, posters, billboards and banners have been used to complement digital and broadcast modes. Effective community outreach strategies include door-to-door engagement to spread awareness.

As climate and weather forecast information gathering improves as the projects technical elements are finalised and deployed, this information needs to be simple and easy to understand as it is conveyed across all levels of the national population. Basic, meaningful language that avoids technical or numerical information and uses plain terms like extreme, wet, very dry, strong winds, high surf, accompanied by icons or cartoon style images should be utilised. Communities want to

know more about what to do rather than seeing the raw data – 'what triggers what actions.' The effects of weather are what communities are most interested in, not just what the weather will be, but what the expected weather will cause.

Messages need to be ready in pre-prepared content form and distributed quickly (emergency declarations) and cannot afford to be held up by approvals or substantial writing or editing checks. An SOP manual is a useful tool to set out the main content message options for quick choice and distribution including what to do before or during events. The base information products need to have an effective distribution system and can't afford any blockage in their communication, either by human hindrances or by technical capacity, such as internet quality. The SOPs in development should help to address this issue.

Rating for Factors Affecting Performance and Cross-Cutting Issues	Satisfactory

5. CONCLUSIONS AND RECOMMENDATIONS

5.1. Key Findings

Positive performance

The project conceptualisation, design and Funding Proposal (FP) portrays, and responds to, the key relevant issues, the broad needs and gaps, and sets a sound model for required resources, implementation activity and a pathway toward tangible outcome. It is a demand led 'adaptation' project that is aiming to provide appropriate and holistically applied interventions across all four pillars of the Early Warning Systems (EWS) framework. The project aims to address EWS gaps and enhance the overall system, moving towards an end-to-end solution incorporating timely and actionable climate information, impact-based forecasting, people-centred multi-hazard early warning systems (MHEWS) and Forecast-based Financing.

The FAA was signed in October 2021 and the project achieved "effectiveness" (the effective implementation starting point), in March 2022 which is the official start of the 5-year project period. The project then spent six to twelve months undertaking the fundamental preparations that underpinned implementation activity, i.e., staffing recruitments, cooperation agreements between UNEP and the NEE and technical partners, formal agreements between the NEE and NSPs, convening a stakeholder inception workshop and an inaugural Project Steering Committee meeting, and establishing administrative and financial systems and processes.

Throughout this project establishment period, the NDA/NEE (at that time being the Secretary of State for the Environment [SEE]) supplied strong project leadership, facilitated stakeholder engagement and maintained sound working relationships with UNEP as the AE. The AE maintains communications with the GCF for project-related matters. This oversight approach by the NDA/NEE, in close collaboration with UNEP as both AE and EE, Technical Partners (TPs) and National Service Providers (NSPs), built a solid platform on which project activities began to move with confidence. The early and positive stimulus by UNEP, the NDA/NEE and partners continued into early 2024 (with some slowdowns from mid-2024 to mid-2025) and is demonstrated by the following (non-exhaustive) list of commendable project attributes and achievements that have transpired (through to mid-2025):

- Positive interaction and effective cooperative partnerships between the UNEP AE and EE, the former NDA/NEE, TPs and NSPs and with allied aid and development organisations.
- Development of a National Framework for Climate Services (NFCS), a Meteorology Strategy and Act, a Climate Data Strategy, a Climate Sector Action and Communication Plan (CSACP), an Anticipatory Action Roadmap for Forecast based Financing [FbF]) and Decision Support Systems (DSS).
- An upgraded 'National Forecasting Centre', installed in the National Directorate of Meteorology and Geophysics (DNMG) to support observation, collection, analysis, storage, and computation of weather and climate data.
- Procurement and delivery to Timor-Leste of low-cost, manual and automatic weather stations; drones; air quality monitoring sensors (procurement in progress); dual polarisation x-band (weather) radars (procured, not delivered); and one marine observation buoy and two tide gauges (now installed).
- Convening National Climate Outlook Forums (Monsoon Forum) held twice each year, serving as an effective user interface platform between DNMG and priority sectors.
- Availability of DSSs for agriculture, marine and health sectors.
- Awareness campaigns, training (including 'train-the-trainer' modes and establishment of communication modalities for government, organisations and communities) concerning climate,

weather and hazards; Disaster Risk Management (DRM), Disaster Risk Response (DRR) and Climate Change Adaptation (completed in 11 Municipalities); and roles of volunteers and women.

- Social media networks and community located megaphones with microphones and solar panels for recharging equipment and posters and banners at village, school, and household levels in all six targeted sucos in the three project Municipalities (Manatuto, Viqueque and Lautem).
- Support to the agricultural sector via ongoing development of an analytical data system (ALGIS) and provision of computer tablets to field staff to improve access to weather and climate change and provision of agro-meteorological bulletins.
- Formation of DRR/EWS volunteer groups in target sucos and engagement, awareness and information activities conducted in target sucos that has improved understanding and preparedness for disasters.
- Gender and inclusivity mainstreaming as an integral consideration throughout project activity and guided by a socially inclusive and gender response localised communication strategy.

The project has made reasonable headway across the projects four results areas and shows variable degrees of achievement toward mid-term targets (lying between underway and completed). The overall project performance rating is 'SATISFACTORY'. Some of the key gaps in climate related information and capacity are beginning to be filled, and from which numerous new products, systems, tools, and knowledge, and capacities can be progressively generated. Stakeholders are generally positive and there is acknowledgement for the increased capacity, technical knowledge, resources and outreach work being deployed and recognition of the national importance of the project. Important project enabling factors included the valuable personal relationships that exist within the Timorese population, the competence of the UNEP team the engagement of proficient TPs and expert contributors, and the commitment and desire for improvement evidenced by national service providers.

Challenges

In working toward project achievements to date, the project has had to resolve, manage, or co-exist with, challenges that have had modest to substantial impacts on project stakeholders and implementation activity. Foremost of these challenges were the widespread structural changes across the Timor-Leste government following the May 2023 Parliamentary Elections. Ministries and directorates had name changes, were amalgamated or split, and new departments emerged or replaced former branches. There were changes to the heads of ministerial portfolios, directorates, departments and work units, which resulted in changes to the existing project focal points. Bureaucratic approvals procedures that require multiple sign off points added further complications within the structural changes. Some government staff continue to exhibit an air of uncertainty about their changing and ill-defined roles and job security and struggle to understand overlaps or distinctions with related arms of government or between externally funded projects.

More specifically, these progressive structural changes resulted in a change of the NDA/NEE from the SSE to the Ministry of Tourism and Environment (MoTE) and with accompanying change of the NDA/NEE focal point, approvals hierarchies, and personnel transitions. It then took a full year for an amended Project Cooperation Agreement between UNEP and the MoTE (as the new NEE) to be finalised (from early to mid-2024 to April 2025) and during which time there was parallel effort by UNEP as AE and EE to support the new NEE to understand the project, encourage them to build relationships with stakeholders and confirm administrative and financial processes. During this changeover period and to the current point, the new NEE has not substantively progressed their assigned implementation role under the project. Reasons given as largely concerning potential irregularities, illegalities and violations of Timorese laws (and penalties for non-compliance) regarding expenditure responsibilities; accounting procedures; the control point for budget within MoTE; and adherence to hierarchical approvals protocols. As a result, more than one year of

activities assigned to the NEE have been disrupted or ceased and project activities undertaken by UNEP (as EE), TPs and NSPs that are linked to or reliant on NEE activities occurring, have been altered, compromised or postponed.

This is the most significant challenge faced by the project at its mid-point due the distributed impacts on activity implementation, fund utilisation rates, project momentum, stakeholder assurance and commitment, the sustainability of project effort, and the wider issue of major funding entities maintaining confidence in Timor-Leste as a country that can receive and competently manage future investment.

Other fundamental challenges for the project have comprised those commonly associated with more vulnerable developing countries and primarily include: a low institutional base of human and financial capacity; slow turnaround times for document review/approval; a lack of specialised equipment providers in-country; unreliable or inaccessible internet coverage (low bandwidths); baseline data scarcity; private sector market influence over needed facilities; and competition for the time and attention of government and community due to the multitude of funding opportunities, interventions and organizations responding to climate change, disaster preparedness and health and environmental issues generally. In response to challenges encountered, the collective project partnership has routinely examined options and deployed adaptive measures to circumvent blockages or facilitate improved methods or processes.

5.2. Conclusions

Note: The following conclusions provide supporting context for the recommendations section that follows. The conclusions also include matters that could be considered as sub-recommendations that are not necessarily captured in the main recommendations section.

Introduction

The project has been subjected to significant challenges since 2023 including: wholesale restructuring across government ministries and directorates with high and lower-level staff turnover; a mid-project change in the NDA/NEE role; and low capacity in the new NDA/NEE to progress critical tasks with flow-on repercussions to allied project activities.

Adding to these issues there have been other issues including: the fundamental limitations of human and financial capacity in Timor-Leste; complex equipment procurement processes; the periodic staffing gaps within the UNEP-PMU; and poor, unreliable, relatively expensive and limited range internet capacity, to name only a few.

With a more positive view, at this point the project has: a clear and coherent pathway with suitable interventions and budget to support realisation of the projects goal; a wide range of completed or well-developed work; an effective project management unit with a complete, in-country staffing cohort; capable and expert technical partners; and committed and experienced national service providers.

Despite substantial obstacles, the project has managed to deliver a commendable range of outputs and some very early-stage outcomes. It is now timely to initiate a project ‘energiser’, to regroup stakeholders, and invigorate momentum. The status of all project activity should be reviewed to determine the optimum routes toward the termination date and a with a plan for sustaining the project investment. The conclusions and recommendations that follow are intended to support that aim.

NDA/NEE delays

The projects highest priority for attention is to fully resolve implementation delays emanating from the NDA/NEE. There are two main scenarios wherein resolution could be found, and outlined as follows:

In the first scenario, the responsibility for portions of activity and budget that currently lie with the NEE are shifted to one or more alternate entity/s (i.e., UNEP EE, TPs, NSPs) that could be confidently expected to unblock delays and accelerate implementation and expenditure more effectively than the NEE.

Given that the project has in effect only 1.5 years remaining (and subject to any consideration and/or approval of a no-cost extension), the second scenario is that NDA and NEE is retained as is currently in MoTE and with no change to the NDA/NEE focal point. However, to shift the NDA/NEE from its current intractable outlook and toward taking a more constructive role in the project over the remaining term, would require continuous concentrated engagement and urging by the UNEP-AE and PMU and other project stakeholder. Even with a high level of focussed inducement, there is no automatic assumption that the NEE would spontaneously lift its performance and begin fulfilling its implementation role as agreed in the PCA.

PSC Meetings

It is over two years since a PSC meeting was last held in July 2023. As a result, the project has been 'flying' without formal high-level oversight, insight and support, strategic leadership, implementation guidance and formal knowledge and endorsement of project direction, documents and processes. This postponement can be largely attributed to the structural changes in Government following the 2023 Parliamentary elections and the subsequent changes in the nominated NDA and NEE. UNEP / PMU repeatedly requested the PSC meetings be convened and maintained regular coordination to uphold oversight in the interim. To recoup this lost time the next PSC meeting must be a substantial session, with key agenda items and/or briefing papers highlighting: status of project activity; expenditure utilization and acceleration needs; the MTE; NDA/NEE delays and rectification option/s; updated Gender Action Plan; updated Monitoring and Evaluation Framework; planned activity for 2026; key elements required for a project completion period 'energising campaign' including high level advocacy; preliminary approaches to project exit/sustainability; and consideration of the value of a no cost project extension.

High level government support

Continuing momentum on EWS in Timor-Leste post-project is not guaranteed. History has shown that government priorities can be ambitious and changeable. As Timor-Leste looks to move from petroleum dependency to a more diverse and resilient economy, competition for a tightening national budget will be high between many deserving sectors. Scarcity of ongoing national funding could be a fatal challenge for the continuance of operational early warning systems in Timor-Leste (both technical and process aspects).

While project partners fulfill their mandates, the Government of Timor-Leste (the political level) is the group with most power and influence but with variable interest and commitment levels. This critical stakeholder group needs to see project outcomes and impacts practically demonstrated, understand their significance, be excited by it and be involved in celebrating results. This requires a marketing approach rather than conventional project information messaging. Recognition of achievements and demonstrable improvement and impact rely on plainly presenting what fundamental positive change has occurred and not just what has been done / built / installed to underpin that change. The aim is to gain commitment to solid planning and long-term investment in the vital EWS sectors.

Expenditure utilisation

At a project wide level, the expenditure utilization rate is well below the planned level at this current point of the project. In rounded figures, at the current 70 % time point of the project (40 months), expenditure lies at 30%, meaning that 70% of the total project funding should be expended during the remaining 30% of the project term (20 months). The NEE delays are a main (yet not sole) contributor to this low performance level – due to direct non-advancement of its own activities and those undertaken by the NSPs it is required to support, and due to the inability of UNEP to make payments for major equipment due to practical holdups created by the NEE.

As a result, this will push some activity and expenditure expectations harder against the project end point of March 2027, unless a highly accelerated implementation rate occurs and delayed payments can be made. If the NEE delays cannot be swiftly resolved (i.e., by no later than December 2025), then not all aspects of the project and spending will be completed by project end. This would leave activities half done or in 'mid-stream' and a spending rush toward the end stages of the project is likely to result in an ineffective and potentially counter productive use of funds.

Need for a no-cost extension

Looking toward March 2027 there are likely to be shortfalls in output delivery in some specific areas, and associated expenditure, due to a range of actual, and potential, circumstances, influences and variables. It would be prudent to consider seeking approval for a no cost extension to enable sufficient time for key activities to be concluded effectively, expenditure utilised, and transition of responsibilities and sustainability requirements to relevant entities conducted without ambiguity.

Project energiser

As the project has grown, and now with numerous separate activities underway simultaneously (some overlapping), there is potential for stakeholders (including both technical partners and national service providers) to lose sight of the 'big picture' and how their component, effort or role is contributing. Some important stakeholders (e.g., NGOs, water resources, energy sector) may drop off as time available to engage them and their specific needs diminishes. National service providers (including less central project entities such as the Maritime Police and Timor-Leste Defence Force) and NGOs will be involved in other projects, some of which may be quite similar in scope. Given the impediments to some project implementation activity (and growing frustration with delays), it is increasingly important to develop and provide evidence of the project work that has been done to date, the value that it is contributing, and the way it is intended to underpin ongoing national effort and benefit.

These factors prompt a need to boost 'whole-of-project' awareness and engagement across the full stakeholder spectrum and to have a means to regularly re/sensitise them and keep the project visible and understood. This information needs to be well composed, targeted and presented / delivered / broadcast to stakeholders and should include specific engagements with those in influential roles or holding decision/approval powers relevant to the project.

Sustainability

The socio-political, financial and institutional parameters for assessing this project lie between the 'unlikely' to moderately likely levels of the performance scale. This indicates that collectively: socio-political factors (i.e., political steadiness, embedded ownership, interest and commitment among government and other stakeholders); institutional arrangements (i.e., governance structures and processes, policies, legal and accountability frameworks and workplace cultures); and financial needs (i.e., secured external or internal investment funding) are not likely to be robust enough to continue delivering the benefits associated with the project outcomes after project closure, without specific interventions and improvements.

This implies that the sustainability of project generated work and investments including strengthened capacity and impact into the future is a high priority for attention in advance of the project end, and then beyond. Projects in developing nations are often inclusive of a high level of capacity support with the intention that skills and resources deployed through the implementation period will assist in sustaining momentum post-project. The reality of national resourcing and capacity levels is that this objective may only be partially successful and there is a need to carefully consider how a project wind-down and 'hand-over' is managed, and the key elements required for strengthening sustainability.

Integration and cross-communication

The project has numerous lines of activity operating simultaneously at any one time, so coordinating among a wide range of stakeholders presents challenges. Apart from specific issue meetings between partners on an informal, as-needed basis, sharing project information has relied on platforms like Teams, a shared calendar (that relies on regular updates from all partners), a monthly project coordination meeting, and the production of the Annual Performance Report (APR).

There is a need for focussed forum/s to enable sufficient time and focus for more comprehensive sharing of information, activity coordination (e.g., avoiding duplication or overlap in training or community engagement) and to better understand the status of technical development work and products, timing, and challenges. Development of the APR and/or yearly work plans may be useful timepoints to bring partners together in a collaborative workshop style (rather than relying on detached population of these reports and plans). The biannual monsoon forums also present opportunities for partner focussed workshops.

Capacity development

Capacity development generally, and training more specifically, is a large focus and investment component of the project, and it should be undertaken in a highly effective, well scheduled manner, and guided by an overall goal, target outcomes, and clearly defined outputs of training and that align with country gaps and needs. The degree of competent self-directed application or behaviour changes in response to any guidance or information received (outcomes) needs to be critically assessed across all capacity development formats. Cross-organisation collaboration is also required and with suitable assessment of skills gained and being implemented. Capacity development is an essential element to be maintained after the project concludes and with long-term vision, leading to reduced dependency on external organizations.

Skills in government

As a developing country Timor-Leste has some way to go before attaining independence in its EWS human capacity. There are notable gaps in certain skill sets at the national level. Particularly within DNMG, long-term sustainability is challenged by a lack of technically skilled personnel (i.e., meteorologist, climatologist, oceanographer, data science, telecommunication specialist, web developer, Data System Analyst, IT network and infrastructure, hydrologist, atmospheric science, radars specialist, Internet of Thing Specialist, Climate data management, GIS, GTS [global telecommunication system]), and insufficient institutional support, namely funding.

Addressing these gaps may involve enhancing existing universities or sending individuals abroad via educational scholarship for further training. Furthermore, while it is vital to have qualified meteorologists and climatologists in place, a technically capable team must demonstrate results to justify continued funding through national budgets. While the above array of skill sets is largely within and around the realm of DNMGs needs, other sectors, including agriculture, fisheries, and health also have shortfalls, and it exemplifies the extent of skill need in Timor-Leste.

Community support

Installation and operationalisation of megaphones in target suco's have been a relatively simple yet functional tool that has come to symbolise the community benefit of the EWS project and the practical awareness work that CPA and CVTL are implementing for the project. It is a good example of an applied, high visibility initiative that gives focus and realism to an otherwise wide-ranging project that may be hard for communities to fully grasp.

The six sucos that the project is primarily targeting (under project results 3 and 4) are highly vulnerable and require focused attention and resources, particularly in relation to DRR. Effective collaboration and capacity building has been occurring with the sucos and specifically through the community EWS volunteer groups. This is crucial for ongoing community resilience and long-term sustainability, as volunteers should be able to continue the project activities. Volunteers deserve recognition and/or incentive for their time and effort and the formal duty they perform (e.g., a safety vest with logo to enhance their identity/visibility as having an official role and to gain better attention during their information provision activities, a certificate of contribution, a thank you ceremony, some personal protection clothing similar to what CPA may wear in emergency situations, basic materials/resources kits). This is a small but important investment that the project should closely consider.

5.3. Project performance and ratings

GCF and UNEP evaluation criteria

Project performance has been determined and ascribed using the evaluation categories, and sub-criteria derived from the *UNEP MTE review criteria ratings matrix (latest version 21/03/23)*. The UNEP criteria follow the rating scale methodology provided by the matrix to determine a rating for each criterion and sub-criterion. A combined overall project performance rating is also determined. The criteria and sub-criteria ratings rationale are then summarised in table format in this section and are more fully reported in narrative style in Sections 4 to 12.

Project performance rating evaluation is based on project activity to 30 June 2025.

The GCF provides a set of evaluation criteria categories in its *Evaluation Operational Procedures and Guidelines for Accredited Entity-led Evaluations (Version 1 March 2023)*. The GCF does not provide a rating scale calculation for these criteria and requires that evaluations are reported in narrative style.

Some of the UNEP and GCF evaluation criteria categories are distinct, and some are matching or similar. Both UNEP and GCF evaluation criteria are reported in the narrative section and the section heading states whether the criterion is a GCF, UNEP or combined evaluation criteria category. The UNEP and GCF evaluation criteria categories are presented in Annex 3 to show their distinctions and similarities.

Evaluation criterion ratings

Note: The ratings ascribed to each of the UNEP evaluation criterion represent a sum average of each of the criteria's components (some criteria have multiple specific components) and provide a numerical rating between 1 (lowest) and 6 (highest). The GCF evaluation are also included in this performance rating where they correspond with UNEP criteria or as stand-alone criteria.

A project of this scale involves an extensive range of activity and sub-activity that perform at differing levels. The MTE ratings provide a composite / averaged indication of quality or achievement, even though there may be some elements are performing at higher or lower levels than a project-wide average rating attributed. Some sub-components within a criterion may rate well and others not so well however it is the average that is displayed as the assessment. Specific instances of excellent

performance or very weak performance within a specific evaluation criteria category are not identified at this level of rating and are absorbed into the average rating.

Table 10. Evaluation criterion ratings

Criterion	Individual rating	Score	Weight %	Weighted score
Strategic relevance	**Highly satisfactory**	**6.00**	**5**	**0.30**
Nature of external context (not included in overall calculation)	**Moderately unfavourable**	**Not numerically rated**		
Quality of project design	**Satisfactory**	**4.85**	**Not weighted**	
Effectiveness	**Satisfactory**	**4.66**	**45**	**2.10**
Financial management	**Satisfactory**	**4.66**	**5**	**0.23**
Efficiency	**Satisfactory**	**5.00**	**10**	**0.50**
Monitoring and reporting	**Highly satisfactory**	**5.66**	**10**	**0.56**
Sustainability	**Moderately likely**	**3.50**	**20**	**0.70**
Factors Affecting Performance and cross cutting issues	**Satisfactory**	**5.00**	**5**	**0.25**
			Total of weighted score **4.65**	

Overall Project Performance Rating (weighted)
Satisfactory

Table 11. Project Performance Rating Summary (UNEP criteria and rating method)

There are 48 criteria and sub criteria in total between UNEP and GCF evaluation criteria.

*Ratings are as follows: (1) Highly Unsatisfactory; (2) Unsatisfactory; (3) Moderately Unsatisfactory; (4) Moderately Satisfactory; (5) Satisfactory; (6) Highly Satisfactory

Criterion	Summary assessment	Rating 1 to 6	Key assessment notes
Relevance / Strategic Relevance	**Highly satisfactory**	**6.00**	
1. Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) and strategic priorities	Highly satisfactory	6	• Addresses known critical gaps. • Alignment with numerous organisational, international and national strategies, particularly those focused on weather, climate change and information digitisation. • Builds on and complements allied initiatives. • Project strongly based on country needs and supporting target sectors and beneficiaries
2. Alignment to Donor / Partner Strategic priorities	Highly satisfactory	6	
3. Complementarity and coherence with other entities interventions / Coherence in climate finance delivery with other multi-lateral agencies	Highly Satisfactory	6	
Nature of external context	**Moderately unfavourable**	**No numerical rating**	• Timor-Leste is subject to many major contextual challenges and factors that can affect project design and implementation • Government restructuring following 2023 election cycle significantly impacted project.
Quality of project design	**Satisfactory**	**4.85**	See Section 6 UNEP Weighted Rating Table
Effectiveness	**Satisfactory**	**4.66**	
1. Availability of project output	Moderately satisfactory	4	• Sub-activities and deliverables are predominantly lying at the level of planning stage or early implementation stage, and with some not yet commenced. • The number of sub-activities and deliverables that have been completed is relatively low as many are still in progress at the mid-point • There are some isolated instances of deliverables being ahead of time • Timing of delivery and activity expenditure utilisation is well behind schedule for some project partners. • Considering the array of delay and operational factors affecting the project to the mid-point, achievements that have transpired are commendable. • The achievements trajectory is gaining momentum. • Project management and administration have been a strong point (governance, inception

			workshops, problem solving, systems learning, reporting, meeting deadlines, adaptive management).
2. Achievement of project outcomes	Moderately satisfactory	4	• Limited number of strong and tangible outcomes at this early stage of output which is not unexpected at project mid-term.
3. Adaptive management	Satisfactory	5	• Many planning and implementation challenges have emerged with most of these being addressed as swiftly and as acceptably as circumstances and administrative policies permit. • Project operatives have undergone rapid learning curves in multiple areas and have managed this process quite adequately and with a team benefit focus.
4. Likelihood of impact	Moderately likely	4	• The outputs being delivered provide a strong platform for impact subject to outputs being effectively sustained.
5. Innovation in results areas	Highly satisfactory	6	• Project has a foundation basis in applying more innovative approaches and technologies to a region which has had to make use of the most basic systems.
6. Unexpected results	Satisfactory	5	• Stakeholders pro-active with participating in and undertaking significant technical and behavioural changes despite often challenging operating circumstances.
Financial management	**Satisfactory**	**4.66**	
7. Adherence to UNEP's policies and procedures	Satisfactory	**5**	• Procurement policies and procedures are thorough and rigorously applied.
8. Expenditure occurring as planned	Moderately unsatisfactory	**3**	• Project is well short of overall expenditure targets at midterm. • Some specific activity has progressed well with strong expenditure utilisation (e.g., CDIS system, provision of handheld tablets, AA protocols and training to agriculture sector) • Procurement procedures have taken time to learn and implement. • Forecast expenditure utilisation rate hindered by a delayed start up period (not unusual)
9. Communication on finance across project levels	Highly satisfactory	**6**	• Considerable communication occurs between all project levels to develop understanding on financial processes and in finding workable options to facilitate implementation of procurement and expenditure. • UNEP AE and PMU have strong awareness of the current financial status.

			• TPs and PMU interact effectively on financial matters. • Communication across these project levels occurs consistently and effectively. • Financial disbursements are made against good quality financial and technical progress reports and demonstration of 70% delivery. • Financial reports are reviewed and checked prior to final submission.
Efficiency	**Satisfactory**	**5**	• Use of project resources on time and on budget (apart from specific delays noted elsewhere in this report) • Factors supporting project efficiency include capable and motivated project operatives (staff, consultants); a resourced UNEP AE and EE; high training component; TP expertise; enthusiastic NSPs; engagement activity and improving awareness; and the beginnings of tangible products. • Consistent oversight and review process on implementation challenges and options for appropriate solutions making best use of project resources.
Monitoring and reporting	**Highly satisfactory**	**5.66**	
1. Monitoring design and budgeting	Highly satisfactory	6	• Effective tracking system in place and being used on a regular basis
2. Monitoring of project implementation	Highly satisfactory	6	• Structured reporting systems in place and being applied in a timely manner
3. Project reporting	Satisfactory	5	• All required reporting being undertaken at expected time points
Sustainability	**Moderately likely**	**3.50**	
1. Socio-political sustainability	Moderately likely	4	• Evidence suggest that political priorities will continue to be fluid to an extent and exacerbated by the nation's reduction in reliance on oil and gas revenue which could generate changes in national priorities
2. Financial sustainability	Unlikely	2	• In-country funding will always be modest, so sustainability of project outcomes will have a high dependency on external funding flow. • Funding support from the SOFF has been approved.
3. Institutional sustainability	Moderately likely	4	• Sustainability of outcomes is reliant on sufficient and properly qualified staffing, infrastructure and maintenance, continuity of partnerships and engagement

			momentum, and on-going national prioritisation toward climate information services.
4. Replication, scalability and paradigm shift	Moderately likely	4	• Evidence of pathway towards increased quantifiable impact in adaptation measures is emerging beyond project targets. • Increased commitment interest from existing project holders or new interested parties • Other intervention models funded and supported by the GCF based on this project. • Examples of good practice norms and institutional structures are becoming embedded across a range of stakeholders.
Factors Affecting Performance and cross-cutting issues	**Satisfactory**	**5.00**	
A. Preparation and readiness	Highly satisfactory	6	Strong engagement and inputs at country level resulting in a comprehensively developed Funding Proposal in collaboration with UNEP and initiation of project implementation phase.
B. Quality of project management and supervision	Moderately satisfactory	4	UNEP AE and EE's provide comprehensive project oversight. Original NDA/NEE provided strong project leadership and national engagement. Current NDA/NEE is weak in leadership and implementation roles affecting the capacity of the AE and EE to progress work in some areas.
C. Stakeholders' participation and cooperation	Satisfactory	5	TPs and NSPs performing their project roles strongly and are active participants in project implementation. Community level participation and cooperation is sound while there is active support.
D. Responsiveness to human rights and gender equity / Gender equity	Highly satisfactory	6	The project addresses this area to the full limit of its capacity in implementation, monitoring and reporting.
E. Environmental and social safeguards	Highly satisfactory	6	Matters requiring safeguard consideration and adherence to relevant policies are clearly identified known and followed by project operatives
F. Country ownership and driven-ness / Country Ownership	Moderately satisfactory	4	Project commitment by NSPs at operational level is strong. Political advocacy and support are lacking a committed leadership platform.
G. Communication and public awareness	Moderately satisfactory	4	Although the project lacks a systematic, planned and integrated approach to overall communication measures, specific communication outputs across a range of project areas have been well conducted.

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Table 12. GCF Core indicator targets

Core indicator targets for adaptation projects		
Expected Results	**Indicator Target**	**Mid-term status (June 2025)**
Expected total number of direct and indirect beneficiaries (disaggregated by sex)	Direct male / female	161,781 total (73,208 female, 88,573 male)
	Indirect male / female	207,321 total (94,810 female, 112,511 male)
Number of beneficiaries relative to total population (disaggregated by sex)	Direct male / female	Share of direct beneficiaries relative to total population: 12.5% Share of female direct beneficiaries relative to total population: 5.7%
	Indirect male / female	Share of indirect beneficiaries relative to total population: 16% Share of female indirect beneficiaries relative to total population: 7.3%

Table 13. GCF Fund-level impacts

Fund-level impacts				
Expected Results	**indicator**	**Baseline**	**Mid-term target**	**Mid-term actual**
A1.0 Increased resilience and enhanced livelihoods of the most vulnerable people, communities and regions	A1.1 Change in expected losses of lives and economic assets (US$) due to the impact of extreme climate-related disasters	Average annual losses (AAL) caused by natural disasters estimated at USD 51.3 million including direct and emergency losses *(see Annex 3: Economic Analysis Report)* Average annual mortality rate due to natural disasters: 9 deaths per year	Introduction of the early warning system reduces the average damage to economic assets incurred due to extreme climate-related events by 15% or USD 7.7 million and reduce life losses due to extreme climate-related events by 40% or 4 persons.	Information not available as impacts of early warning systems in change of expected losses of lives and economic assets are typically seen in the long-term and not immediately[2]
A2.0 Increased resilience of health and well-being, and food and water security	A2.1 Number of males and females benefiting from introduced health measures to respond to climate-sensitive diseases due to the impact of extreme climate-related disasters	0 – None of the population has access to health-related early warnings	At least 500 people (approx. 50% male and 50% female) downloaded the mobile app for health-related forecasts and advisories developed by the Project	The health DSS as well as the related mobile application is still under development. Mobile app has been demonstrated to health sector and user feedback obtained. Operational use expected in late 2025. .

[2] The Desinventar data on loss of lives for Timor-Leste is available as of 2024 but might be too early to report given the current project implementation progress.

Table 14. GCF Fund-level outcomes

Fund-level outcomes				
Expected Results	**indicator**	**Baseline**	**Mid-term target**	**Mid-term actual**
A5.0 Strengthened institutional and regulatory systems for climate-responsive planning and development	*A5.1 Institutional and regulatory systems that improve incentives for climate resilience and their effective implementation*	Zero: No national meteorological legislation or strategies are in place in Timor-Leste	Timor-Leste has submitted a draft National Meteorology Act and National Meteorological Strategy to the Council of Ministers	A draft National Meteorology Act and National Meteorological Strategy have been developed and submitted for ministerial review
	A5.2 Number and level of effective coordination mechanisms	Zero: No National Framework for Climate Services (NFCS) and related coordination mechanism is established in Timor-Leste	National Framework for Climate Services launched for the effective coordination and collaboration among national institutions in the provision and use of climate services	National Framework for Climate Services is moving into the final stages of review and endorsement
A6.0 Increased generation and use of climate information in decision-making	*A6.1 Use of climate information products/services in decision-making in climate sensitive sectors*	Climate information products and services are not mainstreamed in decision making in climate-sensitive sectors (e.g. agriculture, disaster risk management, health, water)[3]	Climate Sector Action and Communication Plans and Sector Specific Climate Training programs developed for five key sectors to integrate climate information and climate change knowledge into the functions of their agencies	Climate Sector Action and Communication Plans and Sector Specific Climate Training Programs are in the early stages of development Agriculture, DRM, and health sectors have started using climate information provided through the NCOF and DSS for sectoral planning and preparedness activities
A7.0 Strengthened adaptive capacity and reduced exposure to climate risks	*A7.1 Use by vulnerable households, communities, businesses and public-sector services of Fund-supported tools instruments, strategies and activities to respond to climate change and variability*	Zero	Use of EWS services, forecasts, advisories, etc. and implementation of recommended preparedness actions to climate-related hazards by 10% of female-headed households and 10% of male-headed households within the direct beneficiary group	Use of EWS services, forecasts, advisories, etc. and implementation of recommended preparedness actions to climate-related hazards has reached 10.8% of all households withing the direct beneficiaries' group
	A7.2 Number of males and females reached by [or total geogrpahic coverage of] climate-related early warning systems and other risk	Zero	Introduction of EWS that holistically addresses i) disaster risk knowledge; ii) detection, monitoring, analysis and forecasting; iii)	Population reached by climate-related early warning systems and other risk reduction measures: 167195 total

[3] To be re-confirmed at the climate services and disaster risk knowledge workshop in Year 1

	reduction measures established/strengthened		dissemination and communication; and iv) preparedness and response capabilities reaches 40,000 people in Timor-Leste	(74139 female, 93056 male)
A8.0 Strengthened awareness of climate threats and risk-reduction processes	*A8.1 Number of males and females made aware of climate threats and related appropriate responses*	Zero (Limited understanding at community level)[4]	Population aware of climate threats and related appropriate responses increased to at least 10% of direct beneficiaries (103,449 people)	Population aware of climate threats and related appropriate responses: 171215 (75908 female, 95307 male)

Table 15. Project performance indicators (per FP Logical Framework)

Project performance indicators				
Expected Results	**indicator**	**Baseline**	**Mid-term target**	**Mid-term actual**
Result 1: Strengthened delivery model and legislation for climate information and multi-hazard early warning services	Establishment of the NFCS and operationalisation of the NCOF	Timor-Leste has no NFCS or NCOF	Timor-Leste has established an NFCS	The final draft of the multi- lingual NFCS is with the MoTE for final review prior to endorsement at council minister level and expected to be approved by December 2025 The NCOF / Monsoon Forum is well established and effectively operationalized with biannual workshops occurring on schedule
Result 2: Strengthened observations, monitoring, analysis and forecasting of climate and its impacts	Level of enhancement of the climate observation network	Timor-Leste is at level 1[5] on a scale for enhanced climate observation networks	Timor-Leste is at level 3 on a scale for enhanced climate observation networks	A strengthened observation and monitoring network and ocean information services has been designed to fill most critical gaps in coverage with most of the required equipment currently in Timor-Leste. There is a pending phase of installation and deployment for critical equipment and once completed will meet a Level 3 scale for effectiveness of national climate and ocean observations and monitoring networks. This progress will assist in enabling DNMG to

[4] To be re-confirmed in the climate services and disaster risk management workshop in Year 1

[5] Scale for effectiveness of national climate and ocean observations and monitoring networks: (1): Country has significant gaps in network coverage and no ocean information services; (2): Country has designed strengthened observation and monitoring network to fill most critical gaps in coverage; (3): Country has designed strengthened observation and monitoring network and ocean information services to fill most critical gaps in coverage; (4): Country has upgraded and expanded observation and monitoring network to fill most critical gaps in coverage; (5): Country has upgraded and expanded observation and monitoring network to fill most critical gaps in coverage and established ocean information services.

				achieve WMO Category 2 (Essential Services).
Result 3: Improved dissemination and communication of risk information and early warning	Increased dissemination and communication of climate risk information and multi-hazard early warnings	There is limited or no capacity for communities to understand climate risk and MHEWS information There is limited capacity in local government agencies and DNMG to disseminate climate risk and MHEWS information	Community-based early warning systems (EWS) established in two sucos by the Timor-Leste Red Cross Society (CVTL)	Community-based early warning systems (EWS) established in six sucos by the Timor-Leste Red Cross Society (CVTL)
Result 4: Enhanced climate risk management capacity	Number of municipalities implementing disaster preparedness initiatives based on the Forecast-based Financing (FbF) Roadmap due to increased awareness of climate risks and preparedness measures	There is limited or no capacity for communities to understand climate risk and MHEWS information and take appropriate disaster preparedness actions No municipalities are implementing FbF for disaster preparedness	Use of climate risk and MHEWS information based on public awareness raising and the FbF Roadmap in 5 municipalities	Three municipalities and six sucos have been the target for public awareness raising The national roadmap for Forecast-based Financing (Anticipatory Action) had been developed and is awaiting formal endorsement and launch by the government (via CPA) in July 2025. Five municipalities have been targeted for community-level anticipatory action implementation through the flood Early Action Protocol (EAP) of CVTL. Communities from 9 municipalities have started initiating preparedness initiatives following awareness raising done by FAO and CVTL

Activity / sub-activity and deliverables status (per FP Logical Framework)

Progress on activity / sub-activity and deliverables at project mid-term predominantly lies at the level of developmental planning or partial implementation stages. The number of activities / sub-activities and deliverables that have been completed is relatively low as many are still in progress at the mid-point. There are isolated instances of implementation that has exceeded the mid-term target. The following status levels are derived from review of annual and six-monthly reporting and through stakeholder consultation.

Table 16. Activity / sub-activity and deliverable status

Activity not commenced	Activity initiated but progress delayed	Activity well underway but progress delayed	Activity initiated	Activity progressing well	Activity is being fully implemented or is completed

Programme activities		
Activity	**Description**	
1.1 Establish institutional and policy frameworks, legislation and delivery models for climate services.	This Activity will establish comprehensive institutional and policy frameworks, legislation and delivery models for strengthened climate services in Timor-Leste, including the development of a National Framework for Climate Services (NFCS), National Meteorology Act and Meteorological Strategy. A User Interface Platform (UIP) will be established to facilitate interaction between DNMG, its stakeholders and end-users of its climate information products and services. The NFCS will be supported by a systematic five-year process of integrating climate considerations into the decision-making and planning of government, private and community sectors through development of a National Climate Sector Action and Communication Plan (CSACP) and sector-specific training – including in health, agriculture and disaster risk reduction. This Activity will also support Timor-Leste to manage and use climate data and information in conjunction with data from other sectors to mainstream climate considerations, as well as to integrate data from various sector sources with climate data for reporting to the international community on implementation of multilateral environmental agreements such as the Paris Agreement and the UNFCCC in general. Furthermore, a financial framework and business model for sustainable climate services will be developed. Engagement with the private sector and national budget processes will enable justification of the value of climate services, strengthen funding for disaster risk management and contribute to the identification of long-term sources of funds.	
Sub-activity	**Deliverables at midterm**	**Status**
1.1.1 Establish a National Framework for Climate Services.	Consultation workshops on climates services to develop and refine the NFCS (Years 1 – 4)	
	Timor-Leste National Framework for Climate Services (NFCS), National Meteorology Act, National Meteorological Strategy	
1.1.2 Establish a User Interface Platform	National Climate Outlook Forum (NCOF) / Monsoon Forum conducted twice per year (Years 2 – 5)	
1.1.3 Enhance climate data management and governance.	National Climate Data Strategy and Action Plan for DNMG and the Statistics Directorate – including data archival processes and systems strategy and actions to ensure security, integrity, retention policy and technology migration (due to commence Q3 2025	
	Climate Data Informatics System (CDIS) providing an integrated platform for climate and scientific data analytics and visualisation, with linkages to sectoral decision-making tools	
	Technical support and training on climate data management, governance and inter-sectoral data coordination – including data collection, storage and back-up, Quality Assurance, and compliance with WMO QMS standards	
	Data and data management enhanced so that historical and real-time land, ocean and atmospheric observations of Essential Climate Variables (ECVs) are exchanged freely for use in Regional Climate Centres (RCCs) for at least one Global Surface Network site	
	Training of trainers (ToT) workshop for DNMG	

1.1.4 Mainstream climate risk knowledge into health, agriculture, DRR and other sectors	National Climate Sector Action and Communication Plan (CSACP)	
	Sector Specific Climate Training Plans (SSCTP) for five Global Framework for Climate Services (GFCS) priority sectors	
1.1.5 Establish a financial framework and business model for sustainable climate services.	Comprehensive and tailored financial framework for climate services in Timor-Leste based on a value chain approach	
Activity	**Description**	
2.1 Enhance infrastructure and technical support for observations and monitoring	This Activity will enhance infrastructure and in-country technical capacity for climate observations and monitoring in Timor-Leste. Amongst others, this will be achieved through expansion and upgrade of the meteorological observation network in compliance with the WMO Global Basic Observing Network (GBON), enhanced ocean observations and monitoring capacity, and installation of a low-cost dual polarization X-band Doppler weather radar network. Furthermore, this Activity will support DNMG in advancing towards an Internet of Things (IoT) approach to collecting data and disseminating information. An annual workshop will be conducted with 30 key delegates, led by a technical specialist from the International Centre for Theoretical Physics, on the use of wireless connectivity and IoT for climate services and disaster risk management. The Project will also implement a pilot study consisting of 20 low-cost weather stations based on IoT technology, with the aim of developing and demonstrating the potential of diverse, low-cost sensors to provide weather data.	
Sub-activity	**Progress on deliverables at midterm**	**Status**
2.1.1 Expand and upgrade the meteorological observation network to GBON standards	Surface-based observation station network measuring atmospheric pressure, temperature, humidity, horizontal wind and precipitation established in compliance with GBON – including 1 new AWOS and 9 new AWS	
	Ocean observations and monitoring enhanced based on national requirements outlined in the Network Development Plan – including deployment of 1 marine buoy, tide gauge, depth sonar and ocean drone	
	Network of 3 dual-polarization X-band Doppler weather radars installed and operational	
	Compliance with WMO Integrated Global Observing System (WIGOS) regulatory and guidance material enhanced	
	Climate indices and derived products for monitoring of climate change and climate extremes computed	
	Generic monitoring products (i.e. drought monitoring, climate watch) generated	
	Sector-specific climate indices and other sector-oriented climate products	
	Value-added products, such as graphics, maps and reports to explain climate characteristics and evolution, according to the needs of specific sectors (e.g. health, agriculture, water and disaster risk management) generated	
2.1.2. Implement a robust program of training and capacity building including QMS	Technical support and training on equipment operations, maintenance and calibration, and ICT applications for DNMG Training on advanced meteorology and climatology to enhance climate science capacity at DNMG	
	Basic Information Package Meteorological Training (BIP-MT) and Quality Management Systems (QMS) training program for DNMG	
	QMS established to enhance the quality of DNMG activities, including streamlining and optimising the processes and procedures applied and the products and services provided, with the aim of obtaining certification in compliance with relevant ISO standards	
2.1.3. Initiate Internet of Things (IoT) approaches	Annual workshops on the use of wireless connectivity and IoT for climate services and disaster risk management	
	20 low-cost weather stations based on IoT technology deployed and piloted in selected communities	

Activity	Description	
2.2 Strengthen climate modelling and impact-based forecasting	This Activity will establish a national Forecasting Centre in Timor-Leste, which will provide the three critical elements of telecommunications, data management and forecasting that are crucial to strengthening DNMG's capacity to deliver multi-hazard early warning products and services. The Project will build capacity of DNMG to generate sub-seasonal forecasts (2-week, 3-week and 4-week), monthly and seasonal (3-month) forecasts and to include other parameters besides rainfall in its forecasting system. In turn, this will enable the deployment of the following decision-support systems (DSS) for key sectors: • System for Multi-Hazard Potential Impact Assessment and Emergency Response Tracking (SMART) DSS; • Agriculture Stress Index System (ASIS); • Specialised Expert System for Agrometeorological Early Warning (SESAME); • Ocean State Forecasting and Advisory System (OSFAS) DSS; Furthermore, this Activity will enable access for the Centre for Climate Change and Biodiversity (CCCB) at the National University of Timor-Leste to climate change models such as Coupled Model Intercomparison Project Phase 5 (CMIP5) and CCCB staff will undergo intensive training on climate modelling and output interpretation, which in turn will enhance CCCB trainings to relevant ministries and stakeholders.	
Sub-activity	**Progress on deliverables at midterm**	**Status**
2.2.1 Establish a national Forecasting Centre	National Forecasting Centre established to enable DNMG to transmit, store, manage, process and visualise data from different data streams – including Numerical Weather Prediction, satellite, radar, lightning and observation networks – for forecasting and verification of multi-hazard (i.e., meteorological, hydrological and climatological) forecasts for different timeframes.	
	Training and capacity building workshops on ocean modelling and marine forecasting, including customisation of ocean forecast product.	
2.2.2 Enhance climate change risk modelling and prediction	Access to and training on climate change models (e.g. CMIP5) and interpretation of model outputs for Timor-Leste's Centre for Climate Change and Biodiversity.	
2.2.3 Establish impact-based forecasting and decision-support systems for agriculture, disaster risk reduction and marine sectors	Training and workshops on impact-based forecasting and sector-specific decision support systems (DSS) for DNMG, NDMD and MAF.	
	Sector-specific DSS for disaster risk management, agriculture and water/marine sectors established (e.g., SMART, OSFAS, SESAME and ASIS).	
	Mobile applications for SMART, OSFAS and SESAME DSS developed.	
	Sub-seasonal forecasts (2-week, 3-week and 4-week), monthly and seasonal (3-month) forecasts generated.	
	Training for MAF staff on agromet data analysis and development of monitoring indicators, thresholds and triggers for early action.	
	Systematic drought risk analysis and crop monitoring field visits conducted.	
Activity	**Description**	
2.3 Establish climate services for health	This Activity will address the increasing demand for relevant, timely and usable information about weather and climate variability, change, risks and impacts to enable decision-makers to take appropriate actions to keep people safe and healthy. This will include institutional strengthening through establishment of a national Climate and Health Working Group; establishment of a hybrid ambient air quality monitoring system and customised mobile application; and the co-development and delivery of tailored forecasting and health decision-support systems, including a mobile application.	
Sub-activity	**Progress on deliverables at midterm**	**Status**
2.3.1 Establish a national Climate and Health Working Group.	National Climate and Health Working Group established and operational	
	Multi-stakeholder training workshops on climate and health conducted	
2.3.2 Establish an air quality monitoring framework.	Hybrid ambient air quality monitoring system – including low-cost sensors for fine particulate matter (PM2.5 / PM10) and nitrogen dioxide diffusion tubes overlaid with Aerosol Optical depth (AOD) PM2.5 satellite data	
	Training and capacity building on air quality monitoring conducted	
	Customised mobile application for air quality monitoring developed	

	Stakeholder engagement workshops to enhance awareness of air pollution, related health risks and actions to reduce impacts on health and well-being	
2.3.3 Co-develop tailored forecasting and decision support for health.	Sector-specific DSS for health sector established	
	Capacity building workshops for the Ministry of Health and related authorities conducted to identify the required data for analysis, modelling and decision-making	
2.3.4 Develop a mobile app for health-related forecasts and advisories.	Mobile application for health-related forecasts and advisories developed	
Activity	**Description**	
3. 1 Establish targeted multi-hazard early warning information systems	This Activity will establish multi-hazard early warning information systems targeted to the specific needs of different population groups in Timor-Leste. To leverage the large network of organisations with the capacity to further disseminate early warnings, reach community-level stakeholders, and build a robust network of localised early warning systems (EWS) to support the national system, the Project will establish a technical working group for EWS and regularly convene a set of stakeholders for information sharing, updates and feedback for development of the EWS. Gender-responsive localised communication strategies will be co-developed and tailored to the different vulnerabilities and needs of women, as well as other vulnerable groups such as youth, elderly people and people with disabilities.	
Sub-activity	**Progress on deliverables at midterm**	**Status**
3.1.1 Convene a technical working group for EWS	Technical working group for EWS established and operational (including government departments, NGOs, private sector entities, community-based organisations and women's group representatives)	
	EWS organisation and decision-making processes defined	
	Training on EWS and planning, monitoring, evaluation and reporting (PMER) conducted – including peer learning in Indonesia	
	Early warning communication strategies and community feedback mechanisms developed (i.e., EWS SOPs)	
3.1.2 Co-develop socially inclusive and gender-responsive localised communication strategies	Gender-responsive localised communication strategies developed	
3.1.3. Enhance community-based early warning systems	Training for municipal and community-based volunteers to improve understanding, monitoring and communication of forecasts to translate early warnings into effective action	
	Community-based EWS (including flood/sea level markers, megaphones, information signboards, solar panels, and localised frameworks) established in 4 sucos	
3.1.4 Disseminate sector-specific early warning information for agriculture	Agricultural sub-sector-specific early warning products (e.g. food security bulletins, warnings, advisories) and a compendium of agriculture DRM/CCA early actions and climate-resilient agriculture (CRA) technologies developed and adapted to Timor-Leste	
	Training of extension officers, coordinators and MALFF staff on DRM/CCA and CRA technologies (in five municipalities)	
Activity	**Description**	
4.1 Build capacity to prepare for and respond to climate risks and hazards	This Activity will build the capacity of Timor-Leste to prepare for and respond to the impacts of climate change risks and hazards, including related health impacts. The Project will work with the Cruz Vermelha de Timor-Leste (CVTL – Timor-Leste's Red Cross Society) and the National Directorate for Climate Change (NDCC) to enhance disaster preparedness capabilities from national to municipal to community level for effective action in response to climate variability and climate change. This will include capacity building and coordination for community-based disaster risk management and co-development of Community Action Plans (CAPs). In addition, the Project will conduct community workshops to train members on the use of climate forecasts to support contingency planning and preparedness measures based on improved understanding of disaster risk. A broader awareness and education campaign will enable communities around Timor-Leste to understand and act upon messages to minimise losses and damage during disasters. This will be supported by a targeted disaster risk awareness and education campaign for women, which will focus on empowering women with the understanding and knowledge for increased participation in disaster risk management and decision-making for climate resilience. The National Disaster Management Directorate (NDMD) is responsible for providing disaster risk management coordination and technical support to the Government and communities of Timor-Leste, including responsibility for disaster preparedness and early warnings. The Project will build the technological, technical and institutional capacity of NDMD to utilise EWS information for performing its mandated functions in disaster preparedness.	

Sub-activity	Progress on deliverables at midterm	Status
4.1.1 Enhance disaster preparedness capabilities from national to community level	National and municipality level capacity building and coordination for disaster preparedness and risk management, and community-based health and first aid (CBHFA) Community Action Plans (CAPs) to enhance preparedness for early action developed based on improved understanding of differential vulnerabilities and capacities	
	Community-based training and workshops on the use of climate forecasts for contingency planning and disaster preparedness	
4.1.2 Build capacity of the National Disaster Management Directorate (NDMD) for EWS	Standard Operating Procedure (SOP) for NDMD co-developed	
	Targeted training and capacity building for NDMD and Municipal Disaster Management Committees (MDMCs) to enhance risk knowledge, deliver effective EWS and use the existing disaster loss database for improved data collection and analysis	
	Technical support and training for EWS equipment maintenance and upgrade, IT infrastructure and wireless links	
4.1.3 Increase public awareness and education on climate hazards, related health risks and early warning	Public awareness and education campaign focused on climate hazards, related health risks, early warnings, disaster risk reduction and appropriate risk management actions conducted – including community radio broadcasts; Information and Education Communications (IECs); national health education campaign; door-to-door education support; community awareness activities on health and violence prevention; and environmental education	
	International Day for Disaster Risk Reduction (13th October) national event and awareness campaigns conducted annually	
4.1.4 Conduct a targeted disaster risk awareness and education campaign for women	Targeted disaster risk awareness and education campaign for women conducted – including ToT for women's group facilitators, awareness workshops and targeted IECs dissemination	
Activity	**Description**	
4.2. Establish Forecast-based Financing (FbF)	This Activity will introduce Forecast-based Financing (FbF) in Timor-Leste as an innovative mechanism whereby early actions are pre-planned based on in-depth forecast and risk analysis, and resources are automatically allocated when a specific threshold is reached. The combination of FbF mechanisms with impact-based forecasting can be a transformative means of improving disaster preparedness and enabling more efficient management of the national budget to promote the shift from traditional post-disaster response to pre-event early action. The Project will establish a Roadmap for FbF in Timor-Leste, including the following components: i) Stakeholder Identification; ii) Risk Assessment; iii) Impact-based Forecasting (Triggers); and iv) Financial Mechanism. In addition, it will initiate the process of Early Action Protocol (EAP) development and build local capacity to utilise impact-based forecasts and early warning information for FbF / Early Warning Early Action (EWEA) in agriculture.	
Sub-activity	**Progress on deliverables at midterm**	**Status**
4.2.1 Establish a Roadmap for FbF	Roadmap for Forecast-based Financing (FbF) established	
	Financial mechanism for forecast-based early action identified	
	Technical working group established to initiate development of EAPs	
	Draft EAP with information on triggers, early actions and funding allocation developed	
	Capacity built at CVTL for development and implementation of EAPs, and establishment of FbF	
4.2.2 Develop capacity for Early Warning Early Action (EWEA) in agriculture	Training and capacity building for DNMG, DNMD, MAF, Suco Disaster Management Committees, local NGOs and agriculture extension officers on Early Warning Early Action (EWEA)	
	EAPs co-developed focused on addressing agriculture sector-specific risks.	

Table 17. Evaluating the enabling environment (GCF model with applicable indicators)

Core Indicator	Status	Score 1-3
CORE INDICATOR 6: Degree to which GCF projects/programmes contribute to technology deployment, dissemination, development or transfer and innovation.	Clear examples of organizations assessing the possible use of new technologies to address climate change challenges including initial trialling, piloting or regular / routine use. E.g., Planning for installation of low-cost IoT-based meteorological system (gateways, sensors, low-cost weather stations).	**3 -**
	Clear evidence/examples of financial commitment and fund flow to improving innovation and/or utilizing new or transferring existing technologies to address climate change challenge. E.g., project is leveraging existing work being done by MALFF (ALGIS system development) and UNTL (agrotechnology and modelling).	**2**
	There are some examples of organizations where they have staff with the skills to innovate, develop new or apply existing technologies in new ways and a structure which provides them with the opportunity. E.g., DNMG staff have been trained in IT network design and management of ICT and how to support the CDIS Platform.	**2**
	Some evidence of incentivization processes/products – such as access to funding, grants, or tax breaks – being developed at local or national levels and being taken up by firms or private sector bodies. E.g., approved SOFF funding.	**2**
	Mechanisms and platforms available and widely used to promote and transfer innovations to a range of audiences at a sectoral local and national level. E.g., biannual NCOFs	**3 -**
Rating		**Medium +**
CORE INDICATOR 8: Degree to which GCF projects/programmes contribute to effective knowledge generation and learning processes, and use of good practices, methodologies, and standards	Routine and systematised rigorous documented reflection of what has and has not worked at the project level being shared at a national level and influencing future intervention design E.g., multiple working groups being established through the project.	**3 -**
	Effective and resourced monitoring evaluation action and learning system in place at a sectoral or national level able to report on project progress and to influence future project designs. E.g., project applies a comprehensive monitoring framework and tools to track, review and report on progress.	**3 -**
	Clear understanding of the need and commitment to the need to develop some form of shared learning platform, including allocated resources, a critical mass of stakeholders and clear leadership at a local or regional level. E.g., biannual NCOFs are well supported by project stakeholders.	**2 +**
	Clear example(s) of how learning or knowledge has informed standards and/or improved methodologies at a sectoral, regional or national level. E.g., Technical peer review of SOPs for AWS and AWOS maintenance, with comparative evaluation by DNMG participants.	**2 +**
	Examples of organizations showing they can take on board lessons learned and have the flexibility and capability to change what they are doing based on those lessons. E.g., Project workshops on AA lead to improved coordination measures between sectors.	**2**
Rating	Total of all ratings averaged. Specific instances of excellent performance or very weak performance are absorbed into the programme average rating**.**	**Medium +**

5.4. Lessons learned

Note: Lessons primarily concern matters that have affected this project and should now be reflected on in the development and operation of future projects. Elements of these lessons may also be considered as sub-recommendations. The conclusions and recommendations sections following the lessons section are directed more specifically at this project and its immediate needs in moving toward the termination point.

Table 18. Lessons learned

Lesson learned 1	**Separating political and technical focus**
Context / comment	Political cycles, (which often change government every five years in Timor-Leste), involve reassessment and adjustment of plans to reflect the evolving political context. For project continuity through these cycles, technical issues should be overseen by technical / management personnel, and political issues handled by policymakers. This arrangement can assist in mitigating the influence of political agendas into operational matters and support effective implementation flow. An NDA for an external investment package should have a focus on leadership, high level oversight and strategic matters and fulfil a key role on the PSC. Project implementation is then advanced by specific NEE/EEs with operational personnel and specific budget allocation who ensure appropriate fulfilment of coordination, procurement, budgets and finance and reporting processes and direct liaison with the UNEP and national service providers. Although the original NDA/NEE for this project appeared to manage a combined NDA/NEE role successfully, it may not always be the case that there are a distinct NDA and focal point and a distinct NEE and focal point with a dedicated project management team. It is a more secure, defined and realistic approach to separate these key project roles.
Lesson learned 2	**Future NDA and NEE roles in Timor-Leste**
Context / comment	Given the low in-country capacities to meet future needs, it is highly desirable that external funding, including GCF funding, continues to flow to Timor-Leste. With the experiences obtained from observing former and current NDA and NEE roles for GCF projects in Timor-Leste (both positive and negative), the government of Timor-Leste, in conjunction with the GCF and other partners as appropriate, should review and reassess the most suitable ongoing institution/s for the role/s. This review should consider the elements that have made an NDA/NEE role effective to date, the elements that have served to reduce performance so that they are mitigated in future, and the areas that should be strengthened both structurally and in resourcing to improve NDA/NEE performance.
Lesson learned 3	**Inception phase**
Context / comment	Project workplans invariably identify implementation activity timeline commencement from the date of effectiveness of the FFA entering into force (or similar formal commencement point). Work and budget plans often do not reflect that from this time point, essential project management personnel may then need to be recruited, inception workshops convened with stakeholders, and organisational systems and procedures understood and initiated before any substantive project implementation can realistically occur. For all GCF projects, the GCF disbursement is only able to be requested after multiple conditions are met after effectiveness. In this project, effectiveness was attained in March 2022, but the first disbursement was only received in July 2022. This translates to a loss of 4 months of implementation as there was no budget to implement activities during that time. Project design documents should formally identify an 'inception' or 'establishment' period during the first year (six to twelve months) of a multi-year project to account for the realistic time it takes to get the project mobilised. The inception period should be distinguished from, and separately scheduled from, activity implementation work and associated budget allocations (i.e., inception work and costs should be identified in a separate 'inception' budget). The quantum of actual activity implementation work and associated budget allocations in the first year should be measured and staged realistically against the availability of progressively developing human and other resources, systems, agreements, and donor funding flows that are required for programme management and coordination purposes.

Lesson learned 4	Timely response to critical issues
Context / comment	Project risk assessments at design stage generally account for the most likely risks and indicate suitable mitigation. However, the propensity for far more substantial impacts from those risks identified and the degree of mitigation required or need for alternative solution, should also be considered i.e., 'expect the unexpected'. Where these circumstances have occurred, they should be documented to describe the issue, the solution or option pathways, the resolution process used, and the degree of success achieved. For example, where a project partner (hypothetically of any type or at any level) is not performing as expected according to their contractual agreements, it can exert a modest / manageable / tolerable effect through to substantial detrimental impact. To ensure the impact from this type of issue does not awkwardly perpetuate, there needs to be clear reference guidelines, and based on previous experience, readily available for project leaders and managers for determining acceptable (and legally binding) remedial processes and options that can be taken before a problem reaches a critical level.
Lesson learned 5	**Procurement**
Context / comment	The project has encountered numerous unique challenges associated with procurement. Obstacles have included: limited suppliers (both nationally and internationally); products that require seeking multiple providers for component product units; and adherence to both UNEP and government / organisational procedures; and a limited number of suppliers that service the region, that made procurements particularly challenging as there were cases where despite multiple extensions to the bidding timeline and extensive outreach to potential suppliers where there was only one bidder. UNEP provided specific procurement capacity building sessions for relevant TPs and the NEE, also providing personalised guidance. One-page guidelines for procurement processes were also developed. There will have been many lessons learned from these experiences. The adaptation and solution methods (and guidance resources developed) should be documented in 'how-to' guides for future reference and annexed to future project risk mitigation assessments.
Lesson learned 6	**Activity coordination**
Context / comment	Projects such as this one being evaluated have numerous lines of activity (sometimes quite complex) operating simultaneously at any one time, so coordinating among a wide range of operative partners presents challenges. Partners invariably have important skills and experiences to share with allied partners. It is advantageous to plan in periodic dedicated session time for comprehensive sharing of information, activity coordination (e.g., avoiding duplication or overlap in training or community engagement) and to better understand the status of technical and institutional development work and products, timing, and challenges. While meeting fatigue needs to be avoided, and in addition to regular routine coordination meetings and information sharing modes, the options for focussed forum/s or workshops that piggy-back on project milestone points (i.e., annual work planning, scheduled project workshops and forums, during project reporting periods) should be considered.
Lesson learned 7	**Demonstrating outcomes**
Context / comment	A results framework can be improved by the inclusion of 'immediate' or 'short term / intermediate' outcomes (and not necessarily through target statements as these are often output focussed) which establish outcome levels that are plausible to report against within project timeframes. Most time-bound projects will fail to meet 'aspirational' outcomes, as the outcome statements are too long-range in scope. This leaves the project to be primarily assessed by what the project has done – the outputs rather than the solid adoption, application and behavioural changes required to fully utilise the outputs provided by the project.
Lesson learned 8	**Specialist input**
Context / comment	The funding of, and recruitment of, specialist positions within a project management team relatively early in the project term (e.g., a Chief Technical Advisor, Gender Expert, M&E Advisor, Communications Expert, etc), are an important supplement for the core positions for project management, administration and finance and procurement. These roles can substantially strengthen project buy-in, advocacy, visibility, engagement, reporting and gender mainstreaming and represent 'value for money'. Further, the investment in, and recruitment/procurement of, specialist national and international consultants can be highly effective in advancing specific project activity, and particularly if they are brought in at the optimum timepoint of the project.

Lesson learned 9	**Local knowledge and connections**
Context / comment	Working relationships in the Timorese population are based strongly on connections, associations and networks formed by previous mutual background – birthplace origins, family, study, church, political party, workplaces and collaborative projects. Connections made via previous roles/projects or other links can effectively support ongoing collaboration and is a significant 'enabler' to activity implementation in this project. The engagement of technical partners and project staff with existing in-country experience, that are from or based in-country, and that are likely have ongoing presence in-country or remain closely connected, is an invaluable asset in project mobilisation and implementation. It also provides an advantageous (potential) scaffold for sustainability of some project outputs and the achievement of emerging outcomes from the project, especially where partners have an ongoing remit in Timor-Leste. The connections that come with these types of partners and staff helps to 'open doors' more confidently and is a significant and cost-free asset for collaboration and cooperation.
Lesson learned 10	**Staffing gaps**
Context / comment	Staffing fluidity is a significant and regular impediment to project progress. Due to the relatively normal fluidity of organisational staff, intermittent staffing and delivery interruptions occur due to resignations, internal transfers, periods of personal leave or remote working arrangements, or even dismissal create discontinuity and time loss in project activity. In a five-year project with minimal latitude for stalled activity, any timing lapse, or change, in a key staff position is difficult to absorb without some detrimental repercussions. This places additional burden on remaining staff to stretch in covering gaps. While periodic changes in staffing are a cycle that organisations routinely manage, these changes do exert impact on timebound projects and cause discontinuity – time and effort is required to recruit, brief, sensitise, guide and train new staff and assist them in establishing working relationships. Key tasks may lapse and then take time to reintroduce or reinvigorate. Remote working agreements also have repercussions to project effectiveness and relationships, particularly in countries that rely on face-to-face relationships. These situations require careful and proactive management to ensure project continuity and effectiveness is maintained to the best extent possible. Any potential, or actual, gaps that appear in staff cohorts need to be predicted and successfully acted upon as quickly as possible. The budget generally remains for positions, even if unfilled, which provides opportunity for efficiently reducing the shortfall by using alternate, capable human resources for fill-in roles in the interests of maintaining project momentum.
Lesson learned 11	**Staff satisfaction**
Context / comment	Given the depth of project knowledge, relationships and skillsets that project staff (across an entire project spectrum) usually possess, effort to retain them is a priority. While it may appear to be a relatively minor issue, staff can find small negative issues become quite grievous to their daily work roles and can incite a feeling that their needs are not being considered properly by the 'organisation'. Relatively simple benefits or inducements should be considered to reduce (reasonable) anxieties that may lead to reduced performance or resignations.
Lesson learned 12	**Traditional knowledge**
Context / comment	It is essential that scientific data does not overshadow the depth of traditional knowledge that exists within Timor-Leste. While some traditional signs and indicators may shift due to climate change, this area of knowledge must be heard and strongly acknowledged and integrated in EWS interventions. Different communities possess varying expertise.

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5.5. Recommendations

Note: The following specific recommendations are made in response to the issues, findings and conclusions expressed in this MTE. They are listed in order of practical actioning priority relative to project performance needs over the remaining project term.

Table. 19. Recommendations

Recommendation 1	**Undertake a precise review of the status of all implementation activity**
Challenge/problem to be addressed by the recommendation	There have been implementation and expenditure delays during the first half of the project term. As a result, considerable expenditure and some activities are now behind their anticipated progress rate. The project is now in its latter phase and there is a need to determine: any outstanding activity progression needs and the probability of successful implementation; estimation of realistic implementation timings; and anticipated expenditure utilisation to March 2027. Any anticipated outcome of Recommendation 2 should be factored into this review.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP
Proposed implementation timeframe	By December 30 2025
Recommendation 2	**Resolve the delays associated with the NDA / NEE** **Recommended option 3.1. Remove certain budget and activity responsibilities from the NDA / NEE and assign these to an alternate entity** **Alternate option 3.2. Retain the NDA / NEE entity as is with existing responsibilities and continue to appeal for an expedited implementation rate**
Challenge/problem to be addressed by the recommendation	Since mid-2024 the NDA / NEE has not performed its implementation, expenditure, PSC and reporting responsibilities at a satisfactory pace. There is now a need for an urgent solution to this issue due to the negative repercussions that are being felt across the project from these delays. The recommended option is to shift a suitable range and proportion of the project implementation funds currently allocated to the NDA/NEE and distribute to one or more alternate entity/s that could be confidently expected to unblock delays and accelerate implementation and expenditure more effectively than the current NDA/NEE. Potential choices would be the Ministry of Interior, Government of Timor-Leste (includes CPA), MoTC (includes DNMG) and the UNEP EE. Project technical partners should also be considered. A potential alternate executing entity, or entities, should be assessed against test criteria, such as: assessment criteria to include: the requirements of applicable Timorese Decree Laws; relevant experience to perform as a NDA and/or a NEE; level of capacity, skills and resources; availability and efficacy of administrative and financial systems and processes that need to be utilised; demonstrated willingness and commitment; likelihood of qualifying under due diligence screening factors; potential impact on other GCF projects – existing, pending and future; ability to ensure full disbursement of project funds held within MoTE if there was to be a full transfer of the NDA/NEE role to another entity; any other potential negative repercussions relating to a change option; estimated time needed for reaching an in-principle agreement on a change option; estimated time needed to formally conclude any agreed change processes including project cooperation / agreement / Memorandum of Understanding [MOU] amendments). An alternate option is to retain the NDA and NEE as is currently in MoTE and with no change to the NDA/NEE focal point. This option is likely to require strong and regular urging from the UNEP-AE and PMU, relevant representatives from within MoTE, and other relevant government agencies to induce improvement in the performance of the NDA/NEE over the remaining project term. This level of effort would involve seeking to understand, negotiate and swiftly resolve administrative blockages and include close involvement from the government-led (in-country) Working Group on GCF to help monitor, facilitate and expedite improvements

	to the NDA/NEEs performance. This option may not guarantee improved implementation progress by the NEE but is suggested due to the relatively short time remaining in the project, the potential implications of making significant change to the NDA/NEE's role and project resources allocations, and the processes required to instate any alternate EE/s to conduct activity transferred away from the NEE.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP
Proposed implementation timeframe	By December 30 2025
Recommendation 3	**Convene a PSC meeting**
Challenge/problem to be addressed by the recommendation	It is over two years since a PSC meeting was last held in July 2023. As a result, the project has been 'flying' without formal high-level oversight, insight and support, strategic leadership, implementation guidance and formal knowledge and endorsement of project direction, documents and processes. This postponement can be largely attributed to the structural changes in Government following the 2023 Parliamentary elections and the subsequent changes in the nominated NDA and NEE. There is now an urgent need to convene a PSC meeting either as a regular meeting, an out of session or ad-hoc meeting, and inclusive of the two PSC representatives (and also encouraging the participation of 'observer' representatives from government entities involved in project implementation and representatives from technical partner agencies, either as active contributors in meeting discussion or in review of 'out of session' papers). This will need to be a substantial session, with key agenda items and/or briefing papers including for example: status of project activity; expenditure utilization and acceleration needs; the MTE; NDA/NEE delays and rectification option/s; high-level government advocacy; updated Gender Action Plan; updated Monitoring and Evaluation Framework; key elements required for a project completion period including 'energising program'; approach to project exit/sustainability; and consideration of the value of a no cost project extension.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP
Proposed implementation timeframe	By December 30 2025
Recommendation 4	**Convene a dedicated project integration, cross-communication and collaboration workshop**
Challenge/problem to be addressed by the recommendation	The project is implementing multiple and closely allied lines of activity involving a wide range of TPS, NSPs and stakeholder groups. Further, there is a considerable expenditure shortfall and a need to expedite a number of activities. Although the project has existing processes in place for bringing project participants together, these need to be further strengthened by convening a dedicated project integration, cross-communication and collaboration approach for all key management, technical and operational partners to coordinate the most effective pathways for recouping time lost to delays and finalising activities effectively. This could be undertaken in part initially in conjunction with Recommendation 1 or alternatively, as a component of Recommendation 6.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP

Proposed implementation timeframe	By December 30 2025
Recommendation 5	**Campaign for cross-government and cross-sectoral support for EWS**
Challenge/problem to be addressed by the recommendation	Timor -Leste has a changeable political context, priorities can shift, and national budgets are limited. There is a need to enhance cross-government and cross-sectoral support for EWS and this should be mobilised through a mini-campaign aimed at effectively promoting EWS and strengthening high level support. This is to be primarily targeted at building consensus on the importance of ongoing institutional and financial support and by demonstrating valuable outcomes from the project to date, outcomes expected to occur by project end, and outcomes that could occur in future with a strong sustainability plan in place.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP
Proposed implementation timeframe	Throughout 2026 and to March 2027
Recommendation 6	**Conduct a project energiser program**
Challenge/problem to be addressed by the recommendation	Due to delays and stoppages in implementation, various stakeholder groups have experienced loss of momentum to their project interests, and this elevates their concerns about project integrity. With an outcome decision concerning Recommendation 3 and in conjunction with Recommendations 1, 2, 4 and 5, commence planning for a suitable project 'energiser' program to convey the project strongly into its final implementation and hand-over phase. Ideally this would occur as a major project event, or series of events, with thoughtful agendas, and may be built around, for example, the scheduling of a PSC meeting, the 2025 wet or dry season Monsoon Forum, a relevant national conference, national celebratory days or events (e.g., International Day for Disaster Risk Reduction [13th October]), relevant planning activities, workshops and training, demonstrations and launches, and to include in-person representation from as many project stakeholder sectors as possible.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP
Proposed implementation timeframe	From late 2025 and through 2026
Recommendation 7	**Seek a no-cost extension**
Challenge/problem to be addressed by the recommendation	There have been implementation and expenditure delays during the first half of the project term. As a result, considerable expenditure and some activities are now behind their anticipated progress rate and there is some likelihood that they may not be completed satisfactorily by March 2027. In response, two measures should be taken regarding a no-cost extension and outlined as follows: Using the MTE, results of the review of the status of all implementation activity, outstanding needs, and anticipated expenditure utilisation, and the outcome of the NDA/NEE role decisions (per Recommendations 1 and 2) and decide on the need to begin the process for seeking approval for a no cost extension.. This is a key matter to be examined by the PSC. If so, seek approval for a no cost extension of an appropriate time length to enable key activities to be concluded effectively, expenditure utilised, and transition of responsibilities and sustainability requirements to relevant entities conducted without ambiguity. The delays associated with the major government restructuring would provide the primary justification for

	this request along with lengthier time periods required to satisfactorily have project documents reviewed and approved and the difficulties experienced with procurements.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP
Proposed implementation timeframe	From late 2025 and to mid-2026
Recommendation 8	**Plan the project exit strategy**
Challenge/problem to be addressed by the recommendation	The project is putting considerable resources into building capacity towards supporting the sustainability of project interventions. However, the context of Timor-Leste as a developing nation, and subject to political priorities and a limited national budget, means that the sustainability of socio-political, financial and institutional frameworks to continue project outputs and enable project outcomes to mature, will be a critical area of weakness. While project implementation is a key focus for the remainder of the project term, there is a need to commence preliminary planning for an exit strategy. This would be based on considering the key 'exit' elements originally identified in the FP (Section B.6.Exit strategy and sustainability), and then with further elaboration as the emergent contextual circumstances of the project have dictated, and along with guidance provided in the Roadmap for AA (FbF) in Timor-Leste including the financial mechanism, the Meteorology Law Framework and the Climate Financial Framework, and other project developed documents as relevant.
Priority level	Important
Type of recommendation	Project level
Responsibility	UNEP
Proposed implementation timeframe	Subject to the approval and timing of a no-cost extension

6. ANNEXES

Annex List	
Annex 1	Key documents consulted
Annex 2	GCF Project Evaluation Criteria Matrix
Annex 3	List of GCF evaluation criteria and UNEP evaluation criteria and sub-criteria
Annex 4	Stakeholder groups
Annex 5	Stakeholder feedback request form
Annex 6	Stakeholders consulted for the Mid-term Evaluation
Annex 7	Project images
Annex 8	TOR for a Mid-Term Evaluation Consultant
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Annex 10	Official Comments to the MTE and Responses

Annex 1. Key documents consulted

GCF and UNEP MTE guidance documents.

Funding Proposal 171 and its Annexes

- Annex 2 Feasibility Study
- Annex 4 Detailed Budget Plan
- Annex 5 Implementation Timetable
- Annex 6 ESS report
- Annex 7 Consultation and Stakeholder Engagement Plan
- Annex 8 Gender Assessment and Action Plan
- Annex 9 Land Ownership Letters
- Annex 10 Procurement Plan
- Annex 11 Monitoring and Evaluation Plan
- Annex 13 Co-financing Commitment Letters
- Annex 17 Multi Country Programme Information

Project inception period documents

- Funded Activity Agreement (UNEP-GCF)
- Inception Report
- Project Cooperation Agreements at all levels
- UN2UN Agreements

Project implementation documents

- National meetings and associated reports made, and documents presented.
- Records of stakeholder engagement
- Position Descriptions
- Project Implementation Plans
- Procurement Monitoring Plan
- Monitoring and Evaluation Plan and information tools
- Financial documents and programme budget
- Annual Performance Reports and financial reporting and audits
- PSC Meeting Minutes
- Minutes of monthly project coordination meetings
- Mission Reports
- Relevant correspondence and issue-specific briefing notes

Annex 2. GCF Project Evaluation Criteria Matrix

Evaluation criteria Sub criteria and primary questions	Sub-questions	Indicator/s	Data source and collection / analysis methods	Data availability and reliability (Weak, Medium or Strong)
RELEVANCE **Key evaluation sub-criteria are:** • Alignment to UNEP's, Donors, and Country (global, regional, sub-regional and national) Strategic Priorities • Complementarity with existing interventions / coherence in climate finance delivery • Relevance to target beneficiaries				
Was the context, problem, needs and priorities well analysed and reviewed during project formulation and initiation (the 'funding proposal' FP147)?	Do you see the project being relevant to improving information and knowledge for early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health? Was the formulation of the project participatory and inclusive? Has there been any re-direction of processes or activity if better methods or approaches have been identified (budget changes, activity revisions, etc.)? Do you see any specific strengths or weaknesses in the Project design? Are there effective cooperation and communication channels between relevant national agencies, regional projects, and technical partners involved in climate change	Relevance and appropriateness of the interventions to the degree of the problem in target countries. Level of alignment across GCF, UNEP, regional and/or national development strategies, plans, policies, or agreements concerning climate change and associated thematic issues. Adequate project prioritisation given to national priorities.	Desk review of Project document (FP) and its relevant annexes (inc. feasibility and cost benefit analyses). Desk review of relevant regional and/or national development strategies, plans, policies, and agreements. Desk review (overview level) of relevant allied interventions. Interviews with UNEP personnel, specialist consultants, and key stakeholders such as national designated authority representatives (and including some technical partners) involved in project formulation and initiation, and generation of summative notes.	Main review documents are relatively current, comprehensive, formally endorsed, and include cross referencing. UNEP personnel and key stakeholders (including some technical partners) historically involved in project formulation and initiation were available for consultation. **STRONG**
Is the project relevant to the needs of target beneficiaries, i.e., government policy, technical bodies, NMHS's, major infrastructure operators, key sectors, and island communities?		Level of alignment between the key assumptions formulated in the FP and the needs and priorities documented, or expressed, in target countries by stakeholder / beneficiary groups	Desk review of project document (FP)) and its relevant annexes (inc. feasibility and cost benefit analyses). Desk review of relevant regional and/or national development strategies, plans, policies, or agreements. Desk review of Project Steering Committee minutes and mission reports. Interviews with technical partners and national stakeholders (inc. designated authority, project implementation, government, sectoral) involved in, or associated with, project implementation and generation of summative notes.	Main review documents are relatively current, comprehensive, formally endorsed, and include cross referencing. Stakeholders responsive to interview invitations. Wide cross-section of stakeholders interviewed enabling diverse perspectives to emerge. Site and workshop visits illuminate issues transparently. **STRONG**

	adaptation or mitigation efforts?		Stakeholder inputs provided through online presentations and workshops. Visits to project implementation sites and workshops with stakeholder / beneficiary commentary captured in-situ.	
Has the project complimented or built synergies with other regional and/or local-level initiatives on climate change adaptation or mitigation efforts?		Level of complementarity and practical synergy between the project and allied initiatives (existing, commencing or planned). Evidence of mechanisms enacted through the project to coordinate with, or build on, allied initiatives (existing, commencing or planned).	Interviews with UNEP personnel, technical partners, and national stakeholders (inc. designated authorities, project implementation teams, national service providers and sectoral bodies), and generation of summative notes.	Key stakeholders responsive to interview invitations and knowledgeable about cross-initiative connections and complementarity. **STRONG**
QUALITY OF PROJECT DESIGN **Key evaluation sub-criteria are:** • Project formulation • Theory of Change and intervention logic • Design strengths or weaknesses • Risk identification • Re-direction or revision of processes or activity				
Has the project Theory of Change /results statements and intervention logic been realistic?	In which areas does the project have the greatest achievements? Why and what have been the supporting factors for success? Are there any aspects of the project that aren't working, or are gap areas, or that you feel are beyond the realistic scope and ambition of this project? Is the project dealing with issues and risks efficiently?	Evidence of clear and rational linkages within and between the problem statement, drivers/assumptions, inputs, outputs, outcomes, and impact, and the causal pathways thus presented. Feasibility of the logical framework within regional and national context/s and project budgets and time	Desk review of project document (FP) and Inception Workshop outcome reports. Desk review of relevant regional and/or national development strategies, plans, policies, or agreements. Desk review of Annual Performance Reports. Interviews with senior UNEP personnel and key national stakeholders (including some technical partners) involved in project formulation, initiation, and implementation and generation of summative notes.	Main review documents provide substantial background context and rationale for the projects TOC and logical framework and its degree of suitability and application, Key stakeholders responsive to interview invitations and likely to provide candid and insightful observations. **MODERATE**
NATURE OF EXTERNAL CONTEXT				
Were there any unanticipated events, opportunities, or constraints that contributed to or hindered the delivery of activities?		Extent of impacting circumstances, events, or operating conditions (either positive or negative) and their effect on project delivery.	Interviews with UNEP personnel, technical partners, and national stakeholders (inc. designated authorities, project implementation teams, national service providers) involved in project formulation,	**STRONG**

			inception and implementation and generation of summative notes.	
EFFECTIVENESS **Key evaluation sub-criteria are:** • Project output achievements • Adaptive management • Impact				
To what extent is the project management structure appropriate for achieving progress towards outcomes?	Have you yet seen good effects from this project? Has it improved the way you or your organisation can work or deliver services?	Evidence of clear roles and responsibilities. Evidence of sufficient management resourcing and capacity (at both regional coordination and national implementation levels) in relation to the projects operating context and scale. Evidence of timely and transparent decision making and meeting reporting requirements. Level of responsiveness of the project team and respective implementing agencies to changing needs.	Desk review of project document (FP) and its relevant annexes (inc. budget / workplan), project cooperation agreements (and annexes), and grievance mechanisms. Interviews with UNEP personnel, technical partners, and national stakeholders (inc. designated authorities, project implementation, national service providers) involved in project implementation and generation of summative notes.	Main review documents provide comprehensive details about desired project operations. Key stakeholders responsive to interview invitations and likely to provide candid and insightful observations. **STRONG**
Are you yet seeing any benefits to organisations, communities, infrastructure, or foresee the project will yield benefits and might further expand in future?	Do you have a good understanding of the specific activities, targets, and outcomes that this project is intending to deliver?	Emerging evidence of strong potential for, or actual, paradigm shift.	Interviews with UNEP personnel, technical partners, and national stakeholders (inc. project implementation, government, sectoral) involved in, or associated with, project implementation and generation of summative notes. Visits to project implementation sites, workshops and project planning meetings involving project personnel, technical partner and national stakeholders.	Key stakeholders responsive to interview invitations and likely to provide candid observations about the extent of improvements to former / existing conditions. Site and workshop visits illuminate issues transparently. **MODERATE**
EFFICIENCY **Key evaluation sub-criteria are:** • Project assumptions • Enabling factors • Use of project resources				
Are the project's governance structure and mechanisms functioning efficiently? (i.e., Project Steering Committee, National Coordination Committees)	Have there been factors and/or activities that have helped build an a better 'enabling environment'?	Evidence of regional steering, and national coordinating, committees being established, functioning appropriately, and contributing useful project guidance.	Desk review of minutes of Project Steering Committee and National Coordinating, Committee meetings. Interviews with UNEP personnel, technical partners, and national stakeholders (inc. designated authorities, project implementation, national service providers), and generation of summative notes.	Availability of endorsed committee minutes. Key stakeholders responsive to interview invitations and likely to provide candid observations about their experiences. **MODERATE**

Is work happening according to well organised priorities and in a good roll-out sequence?		Evidence of workflow being aligned with the logical framework. Evidence of progress on the fulfillment of activities and timing against the budget / workplan. Evidence of alternate processes, activities, or risk mitigation measures in response to significant emerging issues.	Desk review of project logical framework and budget / workplan (and any updated budget / workplan versions). Desk review of minutes of Project Steering Committee and associated annexes concerning workflow, expenditure and issues, and Annual Performance Reports. Interviews with UNEP personnel, technical partners, and national stakeholders (inc. designated authorities, project implementation, national service providers), and generation of summative notes.	Availability of minutes of Project Steering Committee and Annual Performance Reports. Key stakeholders responsive to interview invitations and likely to provide accurate information about the state of workflow (to the extent of their role in the project). **STRONG**
Have project resources been utilized in the most economical, effective, and equitable ways?		Level of alignment between planned and budgeted implementation resources and costs and the actual resources and costs incurred, and the nature of divergences. Evidence of efforts made by project personnel to proactively respond to procedural difficulties. Evidence of procedural measures and systems applied and/or developed to enhance project efficiencies.	Desk review of minutes of Project Steering Committee and associated annexes concerning workflow, expenditure and issues, and Annual Performance Reports. Sighting of guidance templates and/or SOPs used or developed to enhance procedural clarity and efficiency. Interviews with UNEP personnel, project implementation teams, and technical partners and generation of summative notes.	Availability of minutes of Project Steering Committee and Annual Performance Reports. Noting of guidance templates or SOPs applied or developed. Key stakeholders responsive to interview invitations and likely to provide clear information about procedural challenges and response measures. **MODERATE**
FINANCIAL MANAGEMENT **Key evaluation sub-criteria are:** • Adherence to policies and procedures, including procurement • Expenditure occurring as planned • Communication on finance across project levels				
Has financial management and reporting adhered to required policies and procedures, including procurement?	Are there any aspects of financial management that are affecting project performance, including communication on finance across project levels?	Delivery of required financial reporting information achieved in expected timeframes and with correct format and requisite content.	Has financial management and reporting adhered to required policies and procedures, including procurement?	Are there any aspects of financial management that are affecting project performance, including communication on finance across project levels?
Is expenditure flow occurring as forecast /planned for the project mid-point, including co- financing?		Level of alignment between planned expenditure utilization rate and co-financing and actual expenditure utilization rate and co-financing.	Desk review of project budget. Desk review of minutes of Project Steering Committee and associated presentation updates and annexes concerning the expenditure utilization rate, and Annual Performance Reports. Desk review of specific expenditure reports provided on request that present expenditure information in	Availability of project budget, minutes of Project Steering Committee and associated presentation updates and annexes concerning the expenditure utilization rate, Annual Performance Reports, and

			various metrics (i.e., per time period, activity, output, country, stakeholder group, against forecast, underspend level). Interviews with UNEP project coordination and financial personnel, national project implementation teams, and technical partners, and generation of summative notes.	specifically requested expenditure reports. Key stakeholders responsive to interview invitations and with moderate to excellent capacity to provide accurate information about expenditure utilization rates. **STRONG**
PROJECT MONITORING • Monitoring progress and impact • Structured reporting systems • Reporting				
Is information about the project being effectively captured according to indicator categories?	Have project reporting requirements benefited from using a structured information monitoring system? Is this information being analysed to determine progress toward targets?	Evidence of effective systems in place, and in use, for capturing and recording information on activity status. Evidence of contribution of the project activities and outputs to direct outcomes. Number and extent of achievement of milestones towards meeting direct outcome indicators.	Desk review of the monitoring and evaluation plan and tools and completed datasets concerning activity status. Interviews with monitoring and evaluation specialist consultant and UNEP project coordination personnel, and generation of summative notes.	Availability of monitoring and evaluation plan and tools and completed datasets identifying activity status. Consultant and project coordination personnel responsive to interview invitations and with excellent capacity to provide accurate information about project monitoring processes, tools, and status records. **STRONG**
SUSTAINABILITY				
Are the capacities and resources being built within the project robust enough to continue delivering benefits beyond the lifetime of the project?	What are the key factors that will require attention to improve prospects of sustainability of project outcomes/outputs/results?	Degree to which continuation of project results and eventual impact is dependent on availability of national legislation, financial resources, local expertise?	Interviews with UNEP personnel, technical partners, and national stakeholders (inc. designated authorities, project implementation, national service providers), and generation of summative notes. Visits to project implementation sites, training workshops and project planning meetings involving project personnel, technical partner and national stakeholders, and observations noted.	Ability to clearly observe the extent and quality of relevant capacities and resources available to support sustainability of project benefits. Key stakeholders responsive to interview invitations and with capacity to assess the extent to which project benefits are likely to be sustained. **STRONG**
INNOVATION				
Are you seeing tangible improvements in climate observations and response plans,	Are there particular activities that have been implemented that you thought were	Evidence of substantive improvements from the 'business as usual' case scenario.	Interviews with UNEP personnel, technical partners, and national stakeholders (inc. designated	

data access and storage, climate services, local technical expertise, equipment /technology in place, communication systems or public awareness?	innovative, or led to additional funding opportunities?	Number and type of activities that were considered at an innovative level. Evidence of the project reaping additional funding opportunities by direct virtue of its demonstrated achievements (not by good fortune or opportunistically).	authorities, project implementation, national service providers), and generation of summative notes.	**MODERATE**
FACTORS AFFECTING PERFORMANCE • Inception period issues • Quality of project management and supervision • Stakeholders' participation and cooperation				
Did the project appropriately address any weaknesses in project design, fill information gaps or consider any changes in the context or needs identified during the inception/ mobilization stage of the project?		Nature and extent of weaknesses, changes or needs identified during inception/ mobilization. Number, quality, and timeliness of adjustments made.	Comparisons made of progressive budget / work plan updates. Interviews with UNEP personnel, specialist consultants, and key stakeholders such as national designated authority representatives (and including some technical partners) involved in project inception and generation of summative notes.	Availability of copies of progressive budget / work plan updates. Key stakeholders from the inception period still accessible and responsive to interview invitations and likely to provide accurate and candid recollections about their experiences. **STRONG**
Are UNEP, the National Designated Authorities, the National Executing Entities undertaking their respective project roles and responsibilities satisfactorily?	Are there any areas for improvement?	Participation rates in scheduled meetings. Protocols for response timing in place and applied. Perceptions of quality and performance of respective roles and responsibilities. Effective measures developed and applied to address emerging challenges. Level of capacity and resources to undertake respective project roles and responsibilities satisfactorily.	Desk review of Inception workshop outcomes, Project Steering Committee minutes, mission reports. Desk review of specific budget allocations for coordination, management, and supervision of project activity. Sighting of relevant protocols for project administration and performance elements. Interviews with UNEP, national designated authorities, national implementation teams, national service providers, national coordination committees and technical partners and generation of summative notes.	Availability of relevant workshop, meeting, and mission records, relevant budget allocations and administrative protocols. Key stakeholders responsive to interview invitations and likely to provide candid observations about their experiences. **STRONG**
Have the partnerships with, and between, regional technical partners been useful?		Extent and quality of interaction/ exchange between project management, national implementation teams, technical partners, and national service providers.	Have the partnerships with, and between, regional technical partners been useful?	
GENDER				

Have plans for gender inclusivity, equality and/or equity been implemented as planned, or does more need to be done?	Are there examples of how the project has supported women, youth, people with disability, and other marginalised groups to contribute to, participate in and benefit from the project?	Number and type of assessments and plans in place to identify, address and respond to gender issues. Information available that identifies the gender mix recorded for participation in, or benefit from, project activities.	Desk review of gender assessments and plans. Interviews with gender specialist consultants and national project implementation teams and generation of summative notes. Visits to project workshops and meetings where gender mix and participation levels observed in-situ.	Availability of gender assessments and plans. Key stakeholders responsive to interview invitations and likely to provide accurate observations about their experiences. Site and workshop visits illuminate issues transparently. **STRONG**
COUNTRY OWNERSHIP • Leadership support • National sectors collaboration				
Do you see that there is support for the project at national leadership levels and if so, what is the evidence of that support?		Number of relevant national frameworks, strategies and policies developed, adopted and/or in use. Number and types of representatives actively participating in project governance or project activities. Declared acknowledgement or project priority within national leadership levels and willingness to sustain project initiatives.	Sighting of relevant frameworks, strategies, and policies. Interviews with national designated authorities, national implementation teams and national service providers and generation of summative notes.	Availability of monitoring and evaluation plan and tools and completed datasets identifying activity status. Key stakeholders responsive to interview invitations and likely to provide candid observations about their experiences. **STRONG**
Do all relevant national sectors collaborate for the overall benefit of the project?		Evidence of collaboration mechanisms, and active usage, between national sectors.	Interviews with national designated authorities, national implementation teams, national service providers and national coordination committees and generation of summative notes.	Key stakeholders responsive to interview invitations and likely to provide candid observations about their experiences. **STRONG**
COMMUNICATION AND PUBLIC AWARENESS				
Has the project implemented appropriate outreach and public awareness campaigns?	Does the project effectively communicate lessons and experience within the wider project stakeholder cohort?	Number and quality of knowledge sharing mechanisms across a range of target groups. Level of perceived awareness of the value of project outputs. Degree, and nature, of change in awareness and knowledge across project beneficiary groups.	Sighting of relevant communication, outreach, and awareness materials. Interviews with UNEP, Project coordination team, national designated authorities, national implementation teams, national service providers and national coordination committees and generation of summative notes.	Availability of examples of relevant communication, outreach, and awareness materials. Key stakeholders responsive to interview invitations and able to provide relevant information. **STRONG**

Annex 3. List of GCF and UNEP evaluation criteria and sub-criteria

UNEP evaluation criteria (9) and sub-criteria (37) – BLACK font, GCF evaluation criteria (9) – BLUE font

UNEP criterion rating calculated adjust for	
Strategic relevance / Relevance	Alignment to UNEP Medium Term Strategy (MTS) and Programme of Work (POW) strategic priorities
	Complementarity/coherence with existing interventions **/ Coherence in climate finance delivery with other multi-lateral agencies**
	Relevance to global, regional and national environmental priorities
Nature of external context	
Quality of project design	Operating Context
	Project Preparation
	Strategic Relevance
	Intended Results and Causality
	Logical Framework and Monitoring
	Governance and Supervision Arrangements
	Partnerships
	Learning, Communication and Outreach
	Financial Planning / Budgeting
	Efficiency
	Risk identification and Social Safeguards
	Sustainability / Replication and Catalytic Effects
	Identified Project Design Weaknesses/Gaps
Effectiveness / Effectiveness	Theory of change
	Availability of outputs
	Progress towards project outcomes
	Likelihood of impact **/ Impact**
	Adaptive management
	Innovation in results areas
	Unexpected results
Financial management	Adherence to UNEP's/donor financial policies/procedures
	Completeness of financial information
	Communication between finance and project management staff
Efficiency / Efficiency	
Monitoring and reporting	Monitoring design and budgeting
	Monitoring of project implementation
	Project reporting
Sustainability	Socio-political sustainability
	Financial sustainability
	Sustainability of the institutional framework
	Replication, scalability and paradigm shift
Factors affecting performance and cross-cutting issues	Preparation and readiness
	Quality of project management and supervision
	Stakeholders' participation and cooperation
	Responsiveness to human rights and gender equity / **Gender equity**
	Environmental and social safeguards
	Country ownership and driven-ness / **Country ownership**
	Communication and public awareness

Annex 4. Stakeholder groups

Table 1. Key stakeholder groups responsible for direct project oversight, management or implementation, or providing implementation support

Stakeholder group	Stakeholder
Accredited Entity	UNEP, Nairobi, Kenya – specific project personnel
Executing Entity	UNEP via a PMU based in Timor-Leste including project personnel; UNEP's Global Environment Monitoring Systems (GEMS) Unit, and specialised consultant/s,
Executing Entity and National Designated Authority	Formerly Secretary of State for the Environment (SSE) in Timor-Leste, now Ministry of Tourism and Environment (MoTE) in Timor-Leste (officially from April 2025)
National Service Providers	National Directorate for Meteorology and Geophysics (DNMG) within the Ministry of Transport and Communication (MoTC)
	Civil Protection Authority (CPA) within the Ministry of Interior
	Cruz Vermelha de Timor-Leste (CVTL) – Red Cross, Timor-Leste
	National Directorate for Climate Change (NDCC), Ministry of Tourism and Environment (MoTE)
	National University of Timor-Leste (UNTL) – Engineering Campus, Hera
National Stakeholders	National Directorate for Water and Energy, Ministry of Public Works
	Ministry of Agriculture and Fisheries (MAF) originally, then Ministry of Agriculture, Livestock, Fisheries and Forestry (MALFF) following formation of new government of Timor-Leste
	National Directorate for Pollution Control (NDPC), Ministry of Tourism and Environment (MoTE)
Technical Partners	UN Food and Agriculture Organization (UN FAO)
	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
	Red Cross Red Crescent Climate Centre (RCCC)
	Indonesian Meteorological, Climatological and Geophysical Agency (Badan Meteorologi, Klimatologi dan Geofisika (BMKG)
	Abdus Salam International Centre for Theoretical Physics (ICTP)
Service Provider	United Nations Office for Project Services (UNOPS)
Project Steering Committee Co-chairs	Representative from UNEP Accredited Entity
	Representative from Timor-Leste National Designated Authority
Project Working Groups	National Climate and Health Working Group (CHWG) Technical working group for EWS (TWG-EWS)
Allied Government Ministries	Ministry of Health (MoH) Ministry of Finance Ministry of Social Solidarity and Inclusion (MSSI) National Directorate for Statistics (DGE)
Complementary Programmes, Projects or Initiatives	United Nations Development Programme (UNDP) GCF-funded FP109 (Safeguarding rural communities and their physical and economic assets from climate induced disasters in Timor-Leste) Japan International Cooperation Agency (JICA) SAP021 (Community-based Landscape Management for Enhanced Climate Resilience and Reduction of Deforestation in Critical Watershed) Agriculture and Land use Geographic Information System (ALGIS) National University of Timor-Leste (UNTL) – specific schools Systematic Observations Financing Facility (SOFF) Asia-Pacific Technical Working Group on Anticipatory Action
Allied Organisations	United Nations Country Team (UNCT) and United Nations Resident Coordinator (head of UN country team) UN-RC

	Airports x 2 (Dili, Suai) Palang Merah Indonesia (PMI) - Indonesian Red Cross Society United Nations Satellite Centre (UNOSAT) International Non-Government Organisations (INGOs) Non-Government Organisations (NGOs) Community Based Organisations in Timor-Leste UN Secretary General Media Group
Expert Consultants to the Project	E.g., strategy, plans and legislation; EWSs; data; Information and Communication Technology (ICT); gender; communication (messaging); Forecast-based Financing (FbF); technical training; technical platforms, systems and informatics; electronics and instrumentation, and language translation
Civil society	Suco leadership Municipal and community-based volunteers
Other	Project-procured personnel in Government ministries Trained trainers Technical extension service personnel Municipal Disaster Management Committees Representatives of infrastructure, biodiversity, and tourism sectors

Table 2. Key beneficiary stakeholder groups

Stakeholder group	Stakeholder
Government Agencies	Timor-Leste Defence Force (F-FDTL) National Agency for Planning, Monitoring and Evaluation (ANAPMA) National Directorate of Agricultural Extension and Training (DNEFA) National Directorate, Horticulture and Industrial Plant (DNAHCPI) National Directorate of Local Development - Ministry of State and Administration (DNDL-MAE) Air Navigation Administration Timor-Leste (ANATL) Port Authority of Timor-Leste (APORTIL) National Directorate of Maritime Transport (DNTM), Maritime Police Unit (UPM) National Authority for Environmental Assessment (ANLA) Secretary State of Equality and Inclusion (SSEI) National Directorate of Information and Communication (DNIC), Bee Timor-Leste Impresa Publica (BTL, E.P) Ministry of Public Works (MPW) National Directorate of Public Health (DNSP) Directorate-General for Electricity, Water, and Sanitation Regulation Sectors (DGREAS), (MPW) National Directorate of Electricity (DNRE) National Procurement Commission (CNA) National Institute of Public Health (INSP) / Instituto Nacional de Saúde Pública de Timor-Leste (INSP-TL) National Maritime Authority (ANM) Civil Aviation Authority (AACTL)
Organisations Working in Timor-Leste	ALOLA Foundation (campaign against sexual and gender-based violence in Timor-Leste) Mercy Corps CARE International OXFAM Rede Feto (Women's Network) of Timor-Leste Raes Hadomi Timor Oan (RHTO) (national disabled people's organisation)

	International Organization for Migration (IOM) RAEBIA (NGO using sustainable agriculture)
Municipality (e.g., Manatuto, Viqueque and Lautem, etc)	Administrative posts (municipality sub-district) Local Authorities Municipal Disaster Management Committees (MDMCs) Municipal volunteers
Suco (village) (e.g., Orlalan, Fatumakerek, Bahlarauain, Uaitame, Daudere and Afabubo, etc)	Xefe du sucos / chefe suco (Chief of Village) Suco council members Suco individuals of all ages, gender and abilities, and in all roles and circumstances, and including vulnerable, under-represented and marginalised groups Suco Disaster Management Committees (SDMCs) Community health post Women's groups Teachers Community-based volunteers Training participants Farmers, fishers
Aldeia (sub-village)	Aldeia office Households
Other	Technical extension service personnel

Annex 5. Stakeholder feedback request form

Mid-Term Evaluation of project FP171

funded by the Green Climate Fund (GCF)

"Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste"

Stakeholder feedback request



Introduction

The Mid-Term Evaluation of the "Early Warning System Project (FP171) in Timor-Leste" is being done by an independent 'Evaluator' on behalf of UNEP, and at the projects mid-point and while it is underway.

It will look at project performance and to see whether the desired results are being achieved and whether they can be sustained. It also finds what may be lacking in the project.

We want to hear from stakeholders about their project experiences. All stakeholders who work directly on the project, provide support from similar projects, or who may be benefitting from it, are being invited to give their feedback. This will help in raising important issues and to find the good parts, or possibly not-so-good parts, of the project.

A national evaluation consultant is helping with getting stakeholder feedback in Timor-Leste.

Stakeholder feedback

Feedback can be given by an informal meeting – usually of one hour. This can be done virtually, or in-person, and individually or as a group. Written feedback can also be given.

Stakeholder feedback is:

- voluntary
- allows for questions to the Evaluator
- gives choice to not respond to questions or information requests
- limited to telling only what is comfortable to be shared
- kept anonymous

Inputs provided to the Lead Evaluator and National Consultant are treated confidentially.

The Evaluator and national consultant are unbiased and record findings objectively.

Survey questions

A set of questions about the project is provided as a guide.

Different questions will be used for different stakeholders, depending on their links with the project.

Stakeholders are encouraged to look at the questions before a scheduled interview or meeting time, and to think about the issues they want to raise.

The main feedback stage for the project evaluation will be 05 June to 25 July 2025.

Thank you in anticipation of your feedback to the evaluation.

Mr Tony O'Keeffe, Lead Mid-Term Evaluation Consultant

Mr Paulo Soares, National Mid-Term Evaluation Consultant

Questions to stakeholders (aligned with GCF and UNEP Evaluation Criteria categories as applicable to this project)	Space for notes
RELEVANCE (GCF, UNEP)	
To what extent do the project objectives align with GCF, UNEP, and Timor-Leste strategic priorities?	
Is the project complementing other projects or existing interventions? i.e., UN projects, aid agency projects	
Is the project relevant to target beneficiaries? i.e., government ministries, aid agencies, technical bodies, the meteorological service, infrastructure builders, key sectors (agriculture, farming, disaster risk management, energy, health, water, fisheries, tourism) and municipalities and Suco communities?	

NATURE of EXTERNAL CONTEXT (UNEP)	
Have there been any unanticipated events, opportunities, or constraints that contributed to or hindered the delivery of activities? E.g., health crises, complex procedures, communication flow, national 'sign-off' requirements, reliance on external actors, background studies, emerging funding, new staff appointments, scheduling workshops, technology choices, local skills, power/internet capacity)	

EFFECTIVENESS (GCF, UNEP)	
Are you yet seeing any benefits to organisations, communities, infrastructure, or foresee the project will yield benefits and might further expand in future?	
Is the project applying adaptive management approaches effectively to deal with emerging issues and risks, new information or new opportunities?	
To what extent is the project management structure appropriate for achieving progress towards outcomes? (i.e., organization, resources, distribution of responsibilities)	
Have the partnerships with, and between, technical partners and national service providers been positive?	
Have there been factors and/or activities that have helped build an a better 'enabling environment' (i.e., improved collaboration or coordination mechanisms, new technology, regulatory frameworks, awareness raising, knowledge generation and learning, good practice methods)	
Has the project improved the way you or your organisation can work or deliver services?	

EFFICIENCY (GCF, UNEP)	
Is work happening according to well organised priorities and in a good roll-out sequence?	
Have project resources been utilized in the most economical, effective and equitable ways?	
Are there good cooperation and communication channels between project stakeholders - relevant national agencies, regional projects, and technical partners? If not, do you have suggestions on how this can be improved?	

FINANCIAL MANAGEMENT (UNEP)	
Has financial management and reporting been adhering to required policies and procedures (GCF, UNEP and/or at national level or organisational level), including procurement?	
Has expenditure flow occurred as forecast/planned, including co-financing? If not, then why?	
Were there any aspects of financial management that have affected project performance (+ve or -ve)?	

COHERENCE in CLIMATE FINANCE DELIVERY with OTHER MULTILATERAL ENTITIES (GCF)	
Has the project complimented or built synergies with other regional and/or local-level initiatives (by stakeholders, aid agencies, funding bodies, governments, CSO's) on climate change adaptation or mitigation efforts?	
Are there effective cooperation and communication channels between relevant national agencies and partners involved in climate change adaptation or mitigation efforts??	

GENDER EQUITY *(GESI)* (GCF, UNEP)	
Have plans for inclusivity, equality and/or equity been implemented as planned, or does more need to be done?	

COUNTRY OWNERSHIP OF PROJECT and 'DRIVEN-NESS' (GCF, UNEP)	
Do you see that there is support for the project at national leadership levels (i.e., in government executive branches and ministries and if so, what is the evidence of that support?	
Do all relevant national sectors collaborate for the overall benefit of the project? E.g., where a strategy or policy needs multiple sector input and support. If not, what are the gaps or weaknesses?	

INNOVATION IN RESULTS AREAS (GCF)	
Are you seeing tangible improvements in: e.g., climate observations and response plans, data access and storage, climate services, local technical expertise, equipment/technology in place, communication systems or public awareness?	
Are there any particular activities that have been implemented that you thought were innovative, or led to additional funding opportunities?	

REPLICATION and SCALABILITY (GCF)	
What are the project's lessons learned, failures/lost opportunities to date? What might have been done better or differently?	

SUSTAINABILITY (UNEP)	
Are there any key areas that require greater attention to improve the sustainability of project outputs and outcomes, at both regional and national levels?	
What specific elements are now contributing to the sustainability of project outputs and outcomes?	
Are the capacities and resources being built within the project robust enough to continue delivering benefits beyond the lifetime of the project and its funding?	
To what extent are the continuation of project results and eventual impact dependent on availability of national legislation, financial resources? Can these resources for these factors be mobilized nationally?	

OTHER FACTORS AFFECTING PERFORMANCE and CROSS CUTTING ISSUES (UNEP)	
Quality of project management and supervision by Accredited Entity and Executing Entity Are UNEP, the National Designated Authority, and the National Executing Entity undertaking their respective project roles and responsibilities satisfactorily?	
Stakeholders participation and cooperation Are there any specific stakeholders or stakeholder groups that are not able to contribute effectively to the project? If not, why do think not?	
Communication and public awareness Has the project implemented appropriate outreach and public awareness campaigns?	

UNEXPECTED RESULTS (GCF)	
Are there any other interesting or unexpected aspects of the project that you would like to mention?	
Would you have other recommendations to strengthen the work at the county level?	

From your view of the project, do you have any other comments?

Annex 6. Stakeholders consulted for the Mid-term Evaluation

Name	Position	M/F	Organisation
Jochem Zoetelief	Head, Climate Early Warning and Capacity Building Unit, Portfolio Manager	M	UNEP Accredited Entity
Bo Ra Kim	Programme Management Office, Task Manager	F	UNEP Accredited Entity
Amrita Matharu	Fund Management Officer, Fund Certifying Officer	F	UNEP Accredited Entity
Simanchal Pattnaik	Chief Technical Advisor for UNEP	M	UNEP Executing Entity
Shobari Guterres	Project Manager	M	UNEP Executing Entity
Eldita Marques	Fund Management and Procurement Officer	F	UNEP Executing Entity
Consolee Umulisa	M&E Advisor	F	UNEP Executing Entity
Ngongang Danube	Technical Specialist – Environmental, Air Quality	F	UNEP Executing Entity
Dr Elisha Moyo	Consultant - Met strategy, policy, legislation	M	UNEP Executing Entity
Shobari Guterres	Project Manager	M	UNEP Project Management Unit
Eldita Marques	Fund Management and Procurement Officer	F	UNEP Project Management Unit
Consolee Umulisa	M&E Advisor	F	UNEP Project Management Unit
Tony/Felizberto Duarte Araujo	President of National Designated Authority of Timor-Leste to GCF (AND.I.P), National Executing Entity focal point	M	Ministry of Tourism and Environment (MoTE)
Carlos Conceicao	Director, National Directorate of Climate Change (NDCC)	M	MTE
Terencio Fernandes Moniz	Director.	M	National Directorate of Meteorology and Geophysics
Martinho Fatima	Deputy President	M	Civil Protection Authority of Timor-Leste
Severino da Costa	Geologist	M	Civil Protection Authority of Timor-Leste
Joviano Soares Fonseca	Meteorologist	M	Civil Protection Authority of Timor-Leste
Nilton Ribeiro	ALGIS Chief of Department	M	ALGIS (Agriculture and Land Use Geographical Information System)
Rita Soares	ALGIS technical staff member	F	ALGIS (Agriculture and Land Use Geographical Information System)
Hipolita da Costa	National Director of Agricultural Land Extensionists	M	Ministry of Agriculture, Livestock, Fisheries and Forests (MALFF)
Nilton Ribeiro	ALGIS Chief Department.	M	Ministry of Agriculture, Livestock, Fisheries and Forestry (MALFF)
Elizario Soares, Bendolina, Martinha	Head of Department, 2 Officers	M, F	MoH (Environmental Health)
Augusto Pinto	Former Director	M	NDCC
Francisco Fatima da Cruz	Director	M	National Directorate for Disaster Management
Ermelinda Pires	Officer for Emergency Department	F	National Directorate for Disaster Management
Joana Belo	Advisor for Environmental Affairs and Green Fund and NFP-Biodiversity	F	National Executing Entity, Ministry of Tourism and Environment
Sirilio Soares Gomes	Municipal Commander	M	Civil Protection Authority, Viqueque
Olivio Soares	Municipal Director	M	Ministry of Agriculture, Livestock, Fisheries and Forests, Viqueque
Domingos de Sousa Freitas	Deputy Dean, Faculty of Engineering Science and Technology (T-UNTL).	M	National University of Timor-Leste (UNTL)
Mitesh Sawant	Project Manager (Agriculture Specialist).,	M	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
Natividade Rodrigues	RIMES Country Coordinator in Timor-Leste	M	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
Simao Salvador	Information and Technology Officer	M	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)

Bojara Asvakittimakul	Oceanographer	M	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
Putcharaporn Prasongsuk	Procurement Assistant	F	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
Valentino Gusmao Ornai da Silva	Agriculture Technical Coordinator	M	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
Marcelino Pinto Alves	Xefe de Suco	M	Uataime, Viqueque
Selvador Fernandes	Youth Leader	M	Uataime, Viqueque
Mutie Kachulu, PhD	Team Lead – GCF/UNEP Project	M	UN Food and Agriculture Organization (UN FAO)
Paula Lopez	Assistant Representative, FAO Timor-Leste	F	UN Food and Agriculture Organization (UN FAO)
Marcolino Goncalves	Agrometeorologist	M	UN Food and Agriculture Organization (UN FAO)
Emidia Belo	DRM Coordinator	F	Cruz Vermelha de Timor-Leste
Maria Pascoela da Cruz	Disaster Management Project Manager, Cash & Voucher Assistance Focal Point.	F	Cruz Vermelha de Timor-Leste
Orlando de Carvalho	Project Coordinator (EWS project)	M	Cruz Vermelha de Timor-Lest (CVTL)
Adelina Freitas da Silva	Project Support (EWS project)	F	Cruz Vermelha de Timor-Leste (CVTL)
Anni Arumsari Fitriany	Director Education and Training Centre, BMKG.	F	Indonesian Meteorological, Climatological and Geophysical Agency (Badan Meteorologi, Klimatologi dan Geofisika (BMKG)
Noer Nurhayati	Senior Lecturer, Center for Education and Training.	F	Indonesian Meteorological, Climatological and Geophysical Agency (Badan Meteorologi, Klimatologi dan Geofisika (BMKG)
Nina Amelia Sasmita	International Affairs Officer, BMKG.	F	Indonesian Meteorological, Climatological and Geophysical Agency (Badan Meteorologi, Klimatologi dan Geofisika (BMKG)
Madhab Uprety	Asia Pacific Regional Lead, RCCC Climate Centre	M	Red Cross Red Crescent Climate Centre (RCCC)
Augustinho Dos Reis Fatima	Technical Adviser	M	Red Cross Red Crescent Climate Centre (RCCC)
Marco Zennaro	Research Scientist, Science Technology and Innovation Unit	M	Abdus Salam International Centre for Theoretical Physics (ICTP)
Rytis Paškauskas	Lab Technician.	M	Abdus Salam International Centre for Theoretical Physics (ICTP)
Mateus Ximenes	Director	M	RAEBIA (NGO using sustainable agriculture)
8 individuals	EWS Community Volunteers	6M 2F	Under CVTL - Uataime, Viqueque
8 individuals	EWS Community Volunteers	6M 2F	Under CVTL - Bahalarwain, Viqueque
Jose de Piedade Ribeiro	Agricultural Extensionist	M	Suco Uataime, Viquque
Angelo Pinto	Xefe de Suco	M	Bahalarwain, Viqueque
Jordao Pinto	Agricultural Extensionist		Suco Bahalarwain, Viquque
Cornelio deDeus Gomes	Project Manager	M	Cooperative for Assistance and Relief Everywhere (CARE)
Esmerelda Quintao	CHOSIS Project Officer	F	Cooperative for Assistance and Relief Everywhere (CARE), Viqueque
50 Male, 24 Female			

Annex 7. Field validation mission to Timor Leste

FP171

Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste

Mid-Term Evaluation



Timor-Leste Mission Report

14 – 18 July 2025

Prepared by Tony O'Keeffe, Lead MTE Evaluator

v.1 DRAFT for review

27 July 2025

Cover photograph: EWS community volunteers with EWS awareness posters and banners with CVTL EWS project coordination staff and the Lead MTE Consultant and the National MTE Consultant - Suco Bahalarwain, Viqueque Municipality, Timor-Leste, 18 July 2025

Acknowledgements

Gratitude is expressed to all persons who gave their time to contribute valuable perspectives in meetings and sessions convened during the mission period. The National MTE Consultant, Paulo Soares, is specifically acknowledged for his contributions to the conduct of the mission through his extensive local knowledge, engagement prowess with a wide range of stakeholders including language translation, and his ability to illuminate issues and circumstances associated with the project. The support from the UNEP Task Manager Bo Ra Kim with travel organisation, information provision and clarifications is recognised and appreciated. UNEP Project Management Unit (PMU) staff Shobari Gutteres and Eldita Marques, and Cruz Vermelha de Timor-Leste (CVTL) project staff Orlando de Carvalho and Adelina Freitas da Silva are particularly acknowledged for their support with community engagement.

Background

Tony O'Keeffe, as the Lead MTE Consultant for the Mid-Term Evaluation of FP171 *Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste* (the project), visited Timor-Leste for a 5-day period from Monday 14 to Friday 18 July 2025. He met with stakeholders with varying associations to the project including: the UNEP Project Management Unit staff; national, municipal and suco (village) level government officials; technical partners, and; leaders and members of rural communities where the project was being implemented. The National MTE Consultant Paulo Soares arranged, coordinated and facilitated stakeholder meetings during the mission and provided language translation where necessary.

A separate and coincidental mission to Timor-Leste was being undertaken in the week 14 – 18 July 2025 by representatives of consultancy firm IRM Associates who were conducting an independent evaluation of GCF CIEWS interventions globally, including those in Timor-Leste. These representatives were contacted by the Lead MTE Consultant to find a suitable meeting point and although they agreeably responded, separate schedules precluded a convenient meeting point.

Primary objectives of the mission

- To enhance the overall stakeholder consultation process for the Mid-Term Evaluation of FP171 Enhancing Early Warning Systems (EWS) to build greater resilience to hydro-meteorological hazards in Timor-Leste by obtaining in-person feedback from a wide cross-section of project stakeholders, including operatives and beneficiaries (actual and potential)
- To improve understanding of project context, implementation conditions, specific project activities, stakeholder capacities, and accomplishments and challenges
- To appraise various systems, processes and information that are being used, or developed, to support and implement the project.
- To record information that will be used to inform and supplement the development and content of the MTE Initial Findings Report and the Draft and Final MTE Report for FP 171.

Key observations and conclusions

Note: Records of discussions between the MTE consultants and stakeholders are confidential, therefore the substance of those discussions is not detailed in this mission report. Table 1 identifies those individuals met and spoken with during the mission; Map 1 identifies the geographic locations of stakeholder consultations held in Timor-Leste, and; Table 2 provides a photographic record of aspects of the mission.

The following summary of general observations and conclusions is confined to those specifically acquired by visiting sites and talking with stakeholders during the mission. Some observations may overlap with, or further strengthen, a more extensive range of observations and conclusions obtained through conversations with stakeholders and review of relevant documents, prior to and after the mission and that will be outlined in further MTE reports.

Project progress

Stakeholders generally view the project as activating a major leap for Timor-Leste in EWS and in building physical and human capacity for greater resilience to hydro-meteorological hazards. Progress in project results areas and activities was seen to be characterised by the following activity (as examples):

- development of: a National Framework for Climate Services (NFCS); a Meteorology Law Framework; the creation of a Climate Financial Framework; a Climate Data Strategy; and a

Climate Sector Action and Communication Plan (CSACP) (all currently in various stages towards formal endorsement)

- completion of a project Gender Action Plan and a project Monitoring and Evaluation Plan (in practical use as implementation guidelines but still waiting on a future PSC meeting for a formal endorsement opportunity)
- establishment of a variety of partnerships and linkages (notionally, actively, technically and collaboratively) between various stakeholders, particularly technical partners and national service providers
- the development of Decision Support Systems
- equipment procurement, provision and receipt in Timor-Leste, e.g., low-cost, manual and automatic weather stations; drones; air quality sensors, dual polarisation x-band (weather) radars; (all are currently in storage in Dili awaiting installation)
- servers installed in DNMG to support observation, collection, analysis, storage, and computation of weather and climate data
- an upgraded 'National Forecasting Centre', enhancing capabilities for data analysis, visualization, and forecasting via contemporary equipment and technology additions to DNMG's operations
- transfer of knowledge and technology through forums (e.g., National Climate Outlook Forum, specific topic training sessions)
- community engagement including improved awareness in DRR and EWS action for communities in the projects target municipalities and sucos (#Anticipatory Action [AA] is the more commonly used and understood term at municipal level)

Project management via UNEP PMU

Evidence and impressions were gathered during the mission that the PMU/PM was thoroughly aware of the status of project activities, understood issues that required coordination, management or direct intervention and was acting on these issues (with support from the UNEP AE as required), and was interacting with key stakeholders on a practical, operational basis. Feedback from various technical partners and national service providers was uniformly positive concerning the support, facilitation and engagement offered by UNEP and the UNEP PMU. The PMU is located in a spacious, clean and suitably equipped office and immediately adjoins the DNMG and RIMES offices, which significantly enhances the interaction between these three units. efficient and fosters collaboration

Project financial management

The financial management element of the project appeared to be operating effectively with suitable recording and tracking tools in place, as demonstrated in the UNEP PMU office. The UNEP PMU is tracking expenditure closely and engages regularly with technical partners and the NDA / NEE to clarify procurement requirements, processes for budget amendments, and to explain, pursue and obtain expenditure reporting. There appears to be a sound working relationship between the relevant UNEP AE and UNEP EE focal points for financial matters. As a result, expenditure information presented to the MTE consultants is expected to be a reliable indicator of the financial status of the project.

Tracking project progress

Although a Monitoring and Evaluation (M&E) Advisor was not in place until December 2023 (some 18 months after the effective date of the Funded Activity Agreement [FAA]), a comprehensive and well-articulated M&E plan was largely designed by January 2024 and is being implemented. This plan (including recommendations for practical amendments to indicators and some other elements in the project logical framework) and accompanying tracking tools, is in daily use, as demonstrated in the

UNEP PMU office. The M&E Advisor engages regularly with the UNEP PMU, technical partners, the NDA / NEE and national service providers to pursue and obtain information and reports about project activity and to encourage provision of documentary evidence to substantiate such information and reports.

Political context in Timor-Leste

The influence and outcomes of political viewpoints, preferences, allegiances and alliances and personal relationships often determines government priorities, decisions and processes - a setting that is experienced to varying degrees worldwide. Timor-Leste is generally no different, however it is clearly characterised by quite strong, distinct and loyal factional followings based on its history of indigenous occupation, colonisations, resistance fighting, periods of severe living conditions, seeking self-determination, gaining independence, conducting responsibilities as an independent state and maintaining regional inter-relationships. Consequently, sectarianism has a distinct influence on government bureaucracy and the way individuals conduct their duties, set priorities and make decisions. This can have either positive or negative impact on projects.

Structural changes within national government

The impact of structural changes within government following the Parliamentary elections in May 2023 has clearly generated significant personnel changes within executive, senior and middle level government and even within the more operational staffing cohorts of specific government directorates and departments. Government ministries and directorates have had name changes and new departments have emerged or replaced former branches. There have been changes to the heads of ministerial portfolios, directorates, departments and work units. As a result, project focal points have changed. Bureaucratic approvals procedures that require multiple sign offs can instill further complications within the structural changes. Some staff exhibit an air of uncertainty about their changing and ill-defined roles and job security. They struggle to understand overlaps or distinctions with related arms of government of between externally funded projects. Government restructuring has caused work units and personnel to be re-housed in different premises, some without sufficient basic needs such as ICT resources or even enough personal working space, tables and chairs.

The government structural changes since May 2023 have extended quite beyond what is generally experienced in Timor-Leste or similar developing countries and has had substantial impacts on the ability of the project to maintain its planned delivery milestones. These evolving structural dynamics are still unfolding as the government of Timor-Leste continues to define, refine and imprint its mandate and priorities and shift ministerial positions and human and budgetary resources accordingly.

Due to the political cycle, which often changes every five years, incoming governments continuously assess and adjust plans to reflect the evolving political context. Moving forward, it is desirable to separate technical issues from political - technical matters should be addressed by technical experts, while political matters should be handled by policymakers. This is important because political agendas often dominate and influence programs and activities. Therefore, a clear separation between technical and political domains is needed to ensure more effective planning and implementation.

Performance of the National Designated Authority (NDA) / National Executing Entity (NEE)

The performance of the NDA / NEE under the Ministry of Tourism and Environment was the pervasive issue emphasised by many stakeholders during the mission. The PMU, technical partners, and some national service providers are unilaterally recognising delays that they perceive to be directly associated with the current NDA/NEE's inadequacy in facilitating timely implementation of key project processes and activities. They have strong concerns that some project activities are losing

momentum, losing stakeholder attention and commitment and may not be completed effectively, if at all, by March 2027 (20 months from now) because of delays associated with the NDA/NEE. Stakeholders see these delays as compromising an important opportunity for Timor-Leste to enhance climate observations in concurrence with health, agriculture and disaster preparedness capacity building – issues that are of high concern to Timor-Leste.

It is acknowledged that a reasonable time period of 'changeover' was necessary to: amend an existing Project Cooperation Agreement (PCA) involving a name change for the NDA / NEE (i.e., Secretariat of State for the Environment [SSE] to The Ministry of Tourism and Environment [MoTE]), and; provide the new NDA / NEE time to be briefed and understand the project, build relationships with stakeholders and confirm administrative and financial processes. This changeover period (underway from early to mid-2024), also involved some time periods for the GCF and UNEP to undertake their duties regarding the PCA amendment.

However, while UNEP has demonstrated commitment to moving ahead with activity implementation, including during the PCA amendment period, it is observed that the new NEE did not progress implementation duties during the PCA amendment period and has not yet been demonstrably pro-active in attempting to swiftly make up lost implementation time since the PCA amendment was completed on 7 April 2025.

As a result, one year of activities assigned to the NEE have been disrupted or ceased and project activities undertaken by UNEP as NEE, technical partners and NSPs that are linked to or reliant on NEE activities occurring have been compromised or stopped. The NDA / NEE is focussed on fulfilling national government procurement, financial and approval procedures. While it is important that national government procedures are respected, finding collaborative solutions that blend UNEP, GCF and national procedures (as specified in the PCA conditions) is essential in maintaining the planned project implementation pace and ensuring that the NDA NEE can concentrate on its core role of guiding, supporting and stimulating the project.

Documentary evidence and stakeholder feedback obtained indicates that there is a marked difference between the commitment of the former NDA / NEE focal point (under SEE) and the new NDA / NEE focal point (under MoTE). While the former NDA / NEE focal point appears to have been an effective motivator and facilitator for the project, the new NDA / NEE focal point under MoTE does not appear to advocate for the project pro-actively – which accentuates the disparity in project engagement and motivation previously experienced by stakeholders and accentuates their concerns (UNEP, technical partners and national service providers).

The Lead MTE Consultant reached out the NDA/NEE focal point prior to, and during, the mission however could not secure a meeting and was therefore unable to obtain in-person comments or responses about apprehensions expressed by project stakeholders. However, a meeting was subsequently confirmed and held with an Advisor for Environmental Affairs and Green Fund and NFP-Biodiversity with the National Executing Entity, MoTE and who was able to describe some of the process circumstances, particularly the internal approval procedures relating to the NDA / NEEs role with the project. It was explained that a 'working group' (comprising three representatives, being from MoTE, the health sector and the NDCC, and with some facilitation assistance from the UNEP Accredited Entity]) had been established in response to concerns raised from numerous sectors about NDA / NEE holdups with GCF projects in Timor-Leste and to assist in resolving and expediting processes to better support GCF projects.

Notwithstanding the examples of project progress provided in this report, the foundation task to enable many activities to progress onward from the projects mid-term point, is the installation and operationalisation of meteorological equipment. This work stage is critical in converting data into meaningful information and action for key sectors and communities yet has largely not yet occurred

and has in fact stalled. While the project is in this 'holding pattern', moving to project finalisation stages, consolidating the initial sound developmental, procurement, preparation, training and awareness work and achieving desired outputs and outcomes and demonstrating project value, cannot occur effectively.

Some examples (# the Initial Findings Report will detail further examples) of specific repercussions generated by the NDA/NEE delays, as described by stakeholders, include:

- To progress a critical project activity such as convening the six monthly Monsoon Forum / National Climate Outlook Forum (an allocated and budgeted task with the NEE/NDA that is not progressing), it is being jointly organised and paid for independently by UNEP, the National Directorate of Meteorology and Geophysics (DNMG) and the Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES) to ensure that it occurs (utilising cost savings within other project areas). Another example of bypassing the NEEs duty to fund and coordinate its designated activity is where RIMES is using its project funds to progress installation of two AWSs.
- The NDA/NEE has not proceeded with the relatively clear-cut task of arranging site preparation and security fencing associated with installing Automatic Weather Stations (AWSs) thus triggering a series of flow-on project impacts such as:
    - AWSs remain in storage in Dili, pending installation
    - the project cannot yet utilise, and positively and practically showcase (to national, municipal and suco levels), improved real-time information concerning weather conditions
    - the Climate Data Informatics System (CDIS) installed by RIMES within DNMG cannot be operationalised
    - sector-specific decision support systems (DSS) for agriculture (e.g., Specialized Expert System for Agro-Meteorological Early Warning [SESAME]), disaster risk reduction (DRR) and marine/ocean sectors that have been developed to enhance preparedness planning, early warning and information dissemination, cannot be effectively operationalised without the new AWS equipment
    - the AWS supplier cannot be paid (approx. 1.5 million) by the United Nations Office for Project Services (UNOPS) until they complete installation (AWS equipment is currently in storage in Dili).
- The NDA/NEE has not made fund disbursements to the DNMG to pay wages for five graduate staff recruited to support the DNMG role in the project. This delay was initially related to the lengthy sign-off period associated with amending the Project Cooperation Agreement to reflect the name change of the NDA from the Secretariat of State for the Environment (SSE) to the Ministry of Tourism and Environment (MoTE). However, it is some four months since this amendment was finalised and the NDA/NEE has not yet disbursed funds to DNMG. This means that project-paid staff have now been working for approximately one year without wages and while their trust in waiting is diminishing there is accompanying risk that they may resign (if they haven't already). It also means that the procurement by DNMG of project funded specialists in ICT, Climate and instrumentation has not occurred.
- Nine project-sponsored Cruz Vermelha de Timor-Leste (CVTL) staff resigned from their positions in municipal project work due to delays created by the NDA / NEEs approach to implementation. CVTL has been closely engaged with target municipalities and sucos to strengthen community-based EWS and disaster preparedness capabilities and to deliver awareness and education on climate hazards, related health risks and early warning. With

delays in support from the NDA / NEE, the ensuing staff reductions are leading to diminished project presence at community level, lowering commitment from EWS volunteers, declining numbers in the volunteer cohort, and postponement of activity specified in local plans of actions established for the EWS project.

- There is regular changeover within the cohort of staff that are instated by the NDA/NEE to support its project responsibilities (i.e., recurring dismissals with replacement by new recruitments). This lack of staff continuity is being faced acutely by the UNEP Project Manager and Fund Management and Procurement Officer in Dili, as they attempt to establish fresh working relationships and re-engage different individuals and sensitise them on project objectives and administrative systems, processes and reporting requirements.
- The National University of Timor-Leste (UNTL), Hera engineering campus, has planned to coordinate training to interpret the CMIP6 (Coupled [Climate] Model Intercomparison Project Phase 6) for relevant sectoral government departments. A contract agreement with the NDA has been drafted but has not been finalised, thus delaying the training.
- The Project Steering Committee has not convened since 26 July 2023, with the project progressing without formal high-level oversight, strategic leadership and implementation guidance for two years.

These delays are damaging the project. It is essential that an appropriate rectification response is determined and acted a upon quickly to consolidate existing work, enable progress to be made with key activities, and to maintain stakeholder engagement and confidence in the project. The MTE Initial Findings Report will suggest rectification options for preliminary consideration by project stakeholders.

Community benefit

The installation and operationalisation of megaphones in suco's has been a relatively simple yet functional tool that has come to symbolise the community benefit of the EWS project and the practical awareness work that CVTL is implementing for the project. The megaphones are being used to share information with the community as they receive information from the municipal CPA. The megaphones are also being used to share other types of information, such as health-related information or announcements regarding elderly payment.

Although the entire population of sucos Uataime and Bahalarwain (the only two sucos visited on mission) are not yet able to hear megaphone alerts/messages, (some suco hamlets [aldeias] are too distant in the suco), the extent of megahertz capacity and audible coverage is a good start and is further backed up by aldeia chiefs and members of the local Suco Disaster Management Committee (SDMC) who disseminate disaster-related information where there are gaps in direct megaphone coverage (i.e., direct verbal exchange, mobile phones, Whatsapp). It was noted that some of the rural population live in beraus (very small hamlets not part of sucos) or more singularly on farms or in very remote locations. These 'last mile' communities are a challenge to access in terms of awareness support, disaster preparedness, communications, and event or relief assistance. 'Last mile' also includes those people with disabilities (a significant % of the national population).

CVTL has formulated groups of community volunteers who are given training (training of trainers) to improve their own knowledge regarding early warning and early attention. They have then been able to support the dissemination of EWS-related information through house-to-house awareness-raising activities and display of posters and banners information on the types of disasters that commonly occur in Timor-Leste (i.e., landslides, localised inundation, small and large-scale flooding, flash flooding, high wind events, crop wash) and how people can prepare. While these volunteers (met with in sucos Uataime and Bahalarwain) are diligent in their roles as strong supporters of community, they feel that deserve some basic recognition and/or incentive for their time and effort and the

formal duty they perform (e.g., a safety vest with logo to enhance their identity/visibility as having an official role and to gain better attention during their information provision activities, a certificate of contribution, a thank you ceremony, some personal protection clothing similar to what CPA may wear in emergency situations, basic materials/resources kits). These volunteers may also be involved in other community support work including water supply, sanitation, health and nutrition and observe that while improvements to EWS via information and awareness interventions are important, there remain significant gaps in these allied issues in terms of mitigation work, provision of infrastructure and maintenance.

It was also noted that the activities of CVTL, APC and organisations like CARE, seem to work well together and coordinate and support each other's roles effectively on community engagement and action and disaster risk reduction and response. It was further understood that there is a degree of competition between projects in obtaining and scheduling time with communities, not only in the context of disaster risk but from a range of other community support programs.

Information flow concerning project ambitions or specific information generally passes through numerous levels and generally involving varying combinations of UNEP-PMU, NDA/NEE, technical partner, specialist consultant, national government and/or municipal service provider, allied organisations suco leadership and community members. This has potential to diffuse and confuse explanations and messages as information repeatedly changes hands.

It was noted that the residents of Dili are an important and concentrated population group (approx. 330,000 pop.), although the projects overt extension work is predominantly focussed/piloted with rural areas.

Operationalization of tablets to agriculture sector

The Ministry of Agriculture, Livestock, Fisheries and Forestry (MALFF) operates an extensive network of agricultural extensionists who are located in most sucos in Timor-Leste (some 400 extentionists in total under the Agriculture Extension Directorate in Dili). The project, via FAO, has distributed some 350 tablets to municipal MALFF offices with a number of tablets further distributed to extentionists. FAO have provided some basic orientation training about the tablets and their purpose and some elementary training on the topic of climate change. Some extentionists have the tablet but have not yet had any training about them and some do not yet have a tablet. Extentionist staff comprise a wide range of ages, backgrounds, experiences, qualifications, motivations and technical skills and this effects their abilities to make effective use of the tablets.

At this point it does not appear that there has been widespread progress in data collection and transmission via extentionists and staff are seeking more clarity around the purpose of the product and its application. The Agriculture Extension Directorate in Dili also observed that that they are still not well informed by FAO concerning the tablet and feel that more interaction is required at the national level to help FAO understand the needs and challenges of the extentionist program. It was advised that tablets have not yet been installed with the system that FAO plans to use to support extension officers in collecting data or profiles for each suco regarding land use, crop production or pest attacks. Internet connectivity is often poor which will compromise the ability of extentionists to send data collected.

Related to the tablets intervention and the provision of information to farmers, the Agricultural Land Geographic Information System (ALGIS) was viewed. It is supported by the project with improved software to obtain, analyse and produce agrometeorological forecast information and to produce printed bulletins for farmers delivered via extensionists. It was also reflected that the ALGIS initiative would appreciate additional information from FAO concerning the overall EWS project.

Internet access

Internet reliability is patchy and a visitor to Timor-Leste could be immediately confronted with this situation during arrival at the national airport and undertaking customs and visa procedures, checking in to a hotel or paying for a restaurant meal, when conventional expectations about normal internet-based processes can be very slow or simply do not work.

Timor-Leste's internet access is hindered by a combination of factors including limited infrastructure, high costs, and geographic challenges. The country relies heavily on satellite internet, which is significantly more expensive and slower than terrestrial options like fibre optic cables. Furthermore, Timor-Leste's mountainous terrain and dispersed population make it difficult and costly to expand internet infrastructure, particularly fibre optic cables, into more remote areas. Wet weather can affect internet reception. The cost of internet access, especially mobile data and fixed broadband, is high compared to other countries in the region, making it unaffordable for many. The reliance on satellite internet results in slower speeds and higher costs compared to terrestrial options.

Staff in government positions are often found using their own smart phones as internet hotspots (and personally paying for data) because the government internet is too slow or ineffective for the needs associated with their position duties. The circumstances above pose significant daily challenges for the conduct of the project.

Showcasing the project

Awareness and understanding of the project, and its componentry, was seen to be variable across by stakeholders. Some knew about specific aspects of the project but were vague about other aspects (i.e., the four pillars of EWS). Given the impediments to some project implementation activity, it is increasingly important to develop and provide evidence of the project work that has been done to date, the value that it is contributing and the way it is intended to underpin ongoing national effort and benefit. This information needs to be well composed, targeted and presented / delivered / broadcast and should include specific engagements with those in influential roles or holding decision/approval powers relevant to the project. Such information should also form the preliminary conversation regarding project exit, ‘hand-over’ arrangements and national sustainability.

Further, the array of externally funded and resourced development projects and the current status of national and municipal organisational roles and their connections (or roles) with the many components of the project, needs to be clearly mapped, updated and described to stakeholders.

A biannual project newsletter is in development, supported by the Monitoring and Evaluation function of the UNEP-PMU, and this is one constructive initiative in line with the observations above.

Sustainability

While Timor-Leste has made progress since gaining independence in 2002, it remains a lower-middle-income country with significant challenges related to poverty, unemployment, and infrastructure. Although external development and aid revenue injects important value for the country in terms of infrastructure provision, improved processes, skills building and awareness raising, the sustainability of these benefits was a key issue raised during the mission. Examples of project closures or funding stoppages were noted, with concerns being raised by affected project personnel about how interventions commenced can/could be maintained, if at all.

The project will produce a legacy of equipment, instrumentation, products, ICT systems and networks. There will be ongoing need for regular staffing along with specialist expertise to support and utilise a range of technical infrastructure. Further, capacity building, coordination and collaboration arrangements motivated by the project need to continue without the drivers of dedicated project management facilitation (e.g., training programs, volunteer groups, those identified with duties in standard operating procedures [SOPs] or Early Action Protocols). These are

critical elements in maturing and sustaining the outcomes of the project after its 5 years duration. National government must understand these elements and their place within overall national priorities and apportion suitable annual budget funding going forward.

It was noted that EU funding had supported the installation of 46 AWSs some 10 years ago however as there has been no national budget allocation for their maintenance only 22 (and quite possibly less) are still functional. Allied to this situation is the issue of ensuring that infrastructure and equipment is monitored and secured from vandalism, theft, abandonment and harsh conditions.

Table 1: List of stakeholders consulted during mission

Name	Position	M/F	Organisation
Shobari Guterres	Project Manager	M	UNEP Project Management Unit
Eldita Marques	Fund Management and Procurement Officer	F	UNEP Project Management Unit
Consolee Umulisa	M&E Advisor	F	UNEP Project Management Unit
Terencio Fernandes Moniz	Director	M	National Directorate of Meteorology and Geophysics
Martinho Fatima	Deputy President	M	Civil Protection Authority of Timor Leste
Severino da Costa	Geologist	M	Civil Protection Authority of Timor Leste
Joviano Soares Fonseca	Meteorologist	M	Civil Protection Authority of Timor Leste
Nilton Ribeiro	ALGIZ Chief of Department	M	ALGIS (Agricultural Land Geographical Information System)
Rita Soares	ALGIS technical staff member	F	ALGIS (Agricultural Land Geographical Information System)
Hipolita da Costa	National Director of Agricultural Land Extensionists	M	Ministry of Agriculture, Livestock, Fisheries and Forests
Francisco Fatima da Cruz	Director	M	National Directorate for Disaster Management
Ermelinda Pires	Officer for Emergency Department	F	National Directorate for Disaster Management
Joana Belo	Advisor for Environmental Affairs and Green Fund and NFP-Biodiversity	F	National Executing Entity, Ministry of Tourism and Environment
Sirilio Soares Gomes	Municipal Commander	M	Civil Protection Authority, Viqueque
Olivio Soares	Municipal Director	M	Ministry of Agriculture, Livestock, Fisheries and Forests, Viqueque
Domingos de Sousa Freitas	Deputy Dean, Faculty of Engineering Science and Technology	M	National University of Timor-Leste
Simao Salvador	Information and Technology Officer	M	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
Valentino Gusmao Ornai da Silva	Agriculture Technical Coordinator	M	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES)
Marcelino Pinto Alves	Xefe de Suco	M	Uataime, Viqueque
Selvador Fernandes	Youth Leader	M	Uataime, Viqueque
Orlando de Carvalho	Project Coordinator (EWS project)	M	Cruz Vermelha de Timor-Lest (CVTL)
Adelina Freitas da Silva	Project Support (EWS project)	F	Cruz Vermelha de Timor-Leste (CVTL)
8 individuals	EWS Community Volunteers	6M 2F	Under CVTL - Uataime, Viqueque

8 individuals	EWS Community Volunteers	6M 2F	Under CVTL - Bahalarwain, Viqueque
Jose de Piedade Ribeiro	Agricultural Extentionist	M	Suco Uataime, Viquque
Angelo Pinto	Xefe de Suco	M	Bahalarwain, Viqueque
Jordao Pinto	Agricultural Extentionist		Suco Bahalarwain, Viquque
Cornelio deDeus Gomes	Project Manager	M	Cooperative for Assistance and Relief Everywhere (CARE)
Esmerelda Quintao	CHOSIS Project Officer	F	Cooperative for Assistance and Relief Everywhere (CARE), Viqueque

Map 1. Locations of community site visits and travel routes used

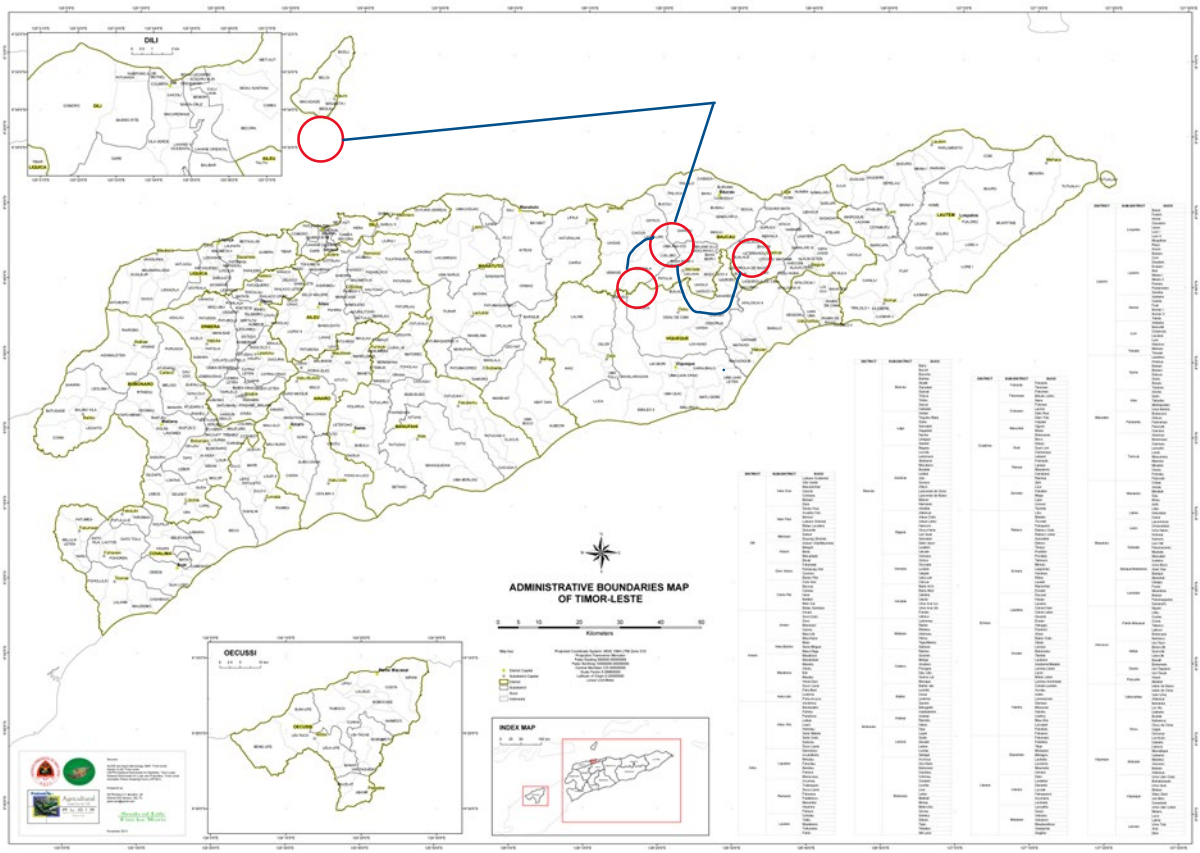


Table 2. photographic record of mission engagement



Meeting with Domingos de Sousa Freitas, Deputy Dean, Faculty of Engineering Science and Technology UNTL



AWS located at UNTL campus rooftop, Hera

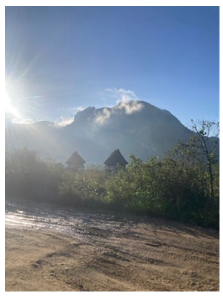


On the way to Suco Uataime





Meeting with Francisco Fatima da Cruz, Director, National Directorate for Disaster Management and his staff in their crowded workspace



Across the mountains between Bacau and Viqueque



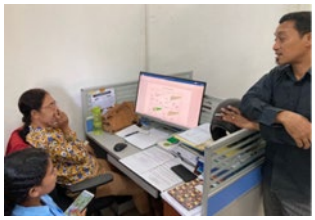




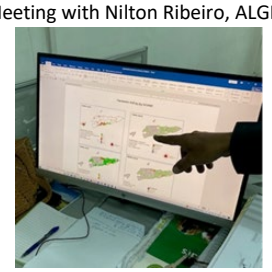
Project equipment stored at UNEP-PMU office , Dili

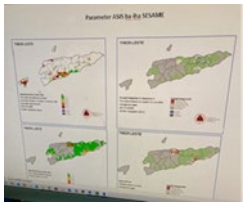






Meeting with Nilton Ribeiro, ALGIS Chief of Department and Rita Soares, ALGIS technical staff member at the ALGIS Office, Dili





ALGIS sytem data display



Meeting with Terencio Fernandes Moniz,
Director, National Directorate of Meteorology and Geophysics

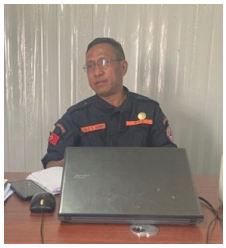




Meeting with Hipolita da Costa, National Director of Agricultural Land Extensionists, MALFF, and members of his staff



Meeting with RIMES project staff Simao Salvador, Information and Technology Officer and Valentino Gusmao Ornai da Silva, Agriculture Technical Coordinator





Meeting with Sirilio Soares Gomes, Municipal Commande, Civil Protection Authority, Viqueque and members of his staff



Meeting with Cornelio de Deus Gomes, Project Manager, CARE



Meeting with Olivio Soares, Municipal Director MALFF Viqueque



Meeting with Esmerelda Quintao, CHOSIS Project Officer, CARE, Viqueque





Meeting with CVTL EWS volunteers, Uataime



Meeting with Marcelino Pinto Alves, Xefe de Suco, Uataime, and Selvador Fernande, Youth Leader, Uataime



Meeting with Jose de Piedade Ribeiro, Agricultural Extentionist, Uataime



Meeting with Angelo Pinto, Xefe de Suco and staff member, Bahalarwain



Megaphone installed at community centre in Bahalarwain



Meeting with Jordao Pinto, Agricultural Extentionist, Bahalarwain



Orlando de Carvalho, Project Coordinator, EWS project, CVTL



Adelina Freitas da Silva, Project Support, EWS project, CVTL







Meeting with CVTL EWS volunteers, Bahalarwain



Senors Paulo and Tony from the MTE team



Annex 8. TOR for a Mid-Term Evaluation Consultant

Standard Format for Terms of Reference (ToR)

Request for:	Consultant	x	Individual contractor	

Organizational Unit - ***UN Environment, Early Warning and Assessment Division, Climate Early Warning and Capacity Building Unit***
Title: Mid-Term Evaluation Consultant
Location: Home-based, part-time (60 days)

1. Purpose

BACKGROUND AND ORGANIZATION SETTING

The United Nations Environment Programme (UNEP) is the leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and serves as an authoritative advocate for the global environment. Its mandate is to coordinate the development of environmental policy consensus by keeping the global environment under review and bringing emerging issues to the attention of governments and the international community for action.

This consultancy is managed by UNEP's Climate Early Warning and Capacity Building Unit in the Early Warning and Assessment Division. The Early Warning and Assessment Division is responsible for analyzing the state of the global environment, providing early warning information, and assessing global and regional environmental trends to catalyse and promote international cooperation and action on the environment.

The consultant will report to the Task Manager of the Climate Early Warning and Capacity Building Unit of the Early Warning and Assessment Division, UNEP. The consultant (International Consultant Level C) will work to provide a Mid-Term Evaluation (MTE) for the USD 21.7 million project "Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste" (Timor-Leste CIEWS Project), funded by the Green Climate Fund. This MTE will provide an assessment of project performance at the Project's mid-point and will be a formative exercise, covering whether the Project is on track, what problems and challenges the Project is encountering, and what corrective actions are required so that the Project can achieve its intended outcomes by Project completion in the most efficient and sustainable way. The MTE will be conducted in accordance with the GCF and UNEP requirements.

The MTE must provide evidence-based information that is credible, reliable and useful. The consultant will review all relevant sources of information including documents prepared during the proposal phase, including the Funding Proposal submitted to the GCF. The consultant is expected to follow a collaborative and participatory approach ensuring close engagement with relevant Project focal points, the Project Management Unit (PMU), Executing Entities, Technical Partners, National Designated Authority (NDA) focal points, government counterparts, National Service Providers (NSPs), UNEP, and other key stakeholders. Stakeholder involvement should include interviews with stakeholders who have project responsibilities. Additionally, the consultant is expected to conduct field missions to the project beneficiary country, to be decided in consultation with UNEP. The MTE report should describe the full MTE approach taken and the rationale for the approach, making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review. The MTE should be conducted in line with the "Evaluation Policy for the GCF", "Evaluation Operational Procedures and Guidelines for Accredited Entity-led Evaluations", "Green Climate Fund Evaluation Standards", UNEP requirements, and other relevant policies and procedures. The Evaluator will provide an independent and rigorous evaluation function, designing and implementing a framework which will assess the project along the GCF evaluation criteria and consistent with the GCF Evaluation Policy. The Evaluator will report the findings and lessons learned and provide recommendations.

The evaluation should be rigorous allowing for verification and triangulation of findings. It will seek, to the extent possible, to be inclusive and participatory, involving principal stakeholders and beneficiaries in the analysis. As per the policy, a mixed methods approach is recommended, which at a minimum will include:

1. Desk review of relevant documents including baseline studies, progress reports and any records of surveys conducted during the project, stakeholder maps, etc.
2. Qualitative methods such as interviews and focus group discussions to explore and explain observed changes. The type of methods used may vary depending on the cultural constraints or opportunities presented by the project's context.
3. Quantitative methods such as survey or secondary data analysis to assess and validate reported results.

Other data collection should be undertaken as needed (government data/records, field observation visits, CDM verifications, public expenditure reporting, GIS data, etc.) to validate evidence of results and assessments (including but not limited to assessment of the TOC, activities delivery and results/changes occurred

Project Information:

The project "Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste" was approved by the Green Climate Fund Board in October 2021, with a total budget of USD 21.7 million. UNEP serves as the Accredited Entity for the project. Activities will be executed by the Executing Entities in Timor-Leste and UNEP. The project will be implemented across five years and aims to deliver transformative impact to the entire population of Timor-Leste, including 80% of the populations as direct beneficiaries, directly contributing to the attainment of selected targets and indicators of Article 7 of the Paris Agreement, Sustainable Development Goal (SDG) 13 on Climate Action, SDG 3 on Good Health and Well-Being and the Sendai Framework for Disaster Risk Reduction.

The project will address the urgent need for accurate, timely and actionable information and early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health. This will be achieved through four inter-related components – the Project Results:

Result 1. Strengthened delivery model and legislation for climate information and multi-hazard early warning services;
Activity 1.1 Establish institutional and policy frameworks, legislation and delivery models for climate services
Result 2. Strengthened observations, monitoring, analysis and forecasting of climate and its impacts;
Activity 2.1 Enhance infrastructure and technical support for observations and monitoring
Activity 2.2 Strengthen climate modelling and impact-based forecasting
Activity 2.3 Establish climate services for health
Result 3. Improved dissemination and communication of risk information and early warning;
Activity 3.1 Establish targeted multi-hazard early warning information systems
Result 4. Enhanced climate risk management capacity
Activity 4.1 Build capacity to prepare for and respond to climate risks and hazards
Activity 4.2 Establish Forecast-based Financing (FbF)

Local Context:
Timor-Leste is a Least Developed Country (LDC), a Small Island Developing State (SIDS) and a post-conflict newly independent country whose infrastructure and governmental systems have been devastated by a 25-year war of independence. It is ranked 131 out of 189 countries on the Human Development Index (HDI) and over 70% of the population is classified as living in or vulnerable to multidimensional poverty.

Climate change presents serious challenges to Timor-Leste's development, including increased climate-related risks to lives, livelihoods, biodiversity, food security, water supply and economic growth. The country is increasingly under threat from climate change impacts common to tropical SIDS – rising mean temperatures, warming and rising seas, ocean acidification and deoxygenation, less predictable and more extreme rainfall, tropical cyclones, flooding, landslides and prolonged droughts. Climate variability and change has direct impacts on the health and well-being of Timor-Leste's population – for example, deaths from extreme weather events, wildfires and emerging infectious diseases – with disproportionate impacts on women and girls. Health and well-being are further affected by climate-related ecosystems degradation, associated biodiversity loss and worsening air quality. In 2019, the World Risk Index identified Timor-Leste as the 15th most at risk country in the world to natural disasters, as result of its location, geography and very limited capacity to prepare for and recover from climate impacts.
As the effects of climate change manifest and the frequency and intensity of climate-related hazards increases, Timor-Leste needs accurate, timely and actionable information and early warnings on local weather, climate and ocean conditions and related risks to human and environmental health.

Under the general supervision of the Task Manager, Climate Early Warning and Capacity Building Unit, in the Early Warning and Assessment Division, the specific duties and responsibilities of the incumbent will be as follows;

- Review and fully understand GCF policies and procedures for Mid-Term Evaluations
- Gather information and consult with key stakeholders including the project beneficiaries, stakeholders, Executing Entities, Technical Partners, Project Steering Committee (PSC), National Service Providers (NSPs), and the Accredited Entity
- Prepare the following documents and send them for review:
    - inception report;
    - summary of initial findings;
    - draft Mid-Term Evaluation report;
    - final Mid-Term Evaluation report including all activities conducted for the exercise;
    - responses to comments and queries from the GCF
- Deliver virtual presentations to relevant stakeholders throughout the consultancy
- Incorporate comments received from project beneficiaries, stakeholders, Executing Entities, Technical Partners, PSC, NSPs and UNEP, when finalizing all documents mentioned above.

1.2 Qualifications/Special skills or knowledge

Academic Qualifications: Advanced university degree in any of the areas such as Environmental studies, environmental management, environmental protection, climate change, environment, governance, landscape, rural management, business administration or related field is required

Work Experience: At least 7 years of experience in monitoring and evaluation and project delivery, including experience in Monitoring and Evaluation for various environmental and climate change-related projects is required. Experience in Timor-Leste is desirable. Experience conducting evaluations for GCF projects is desirable.

Language: English and French are the working languages of the United Nations Secretariat. For the consultancy, fluency in oral and written English is required.

Other Skills and Knowledge:

- Must be able to work with minimum supervision, while being an integral part of a team involving members of staff from a wide range of disciplines.
- Must have speaking, listening and writing skills, with ability to ask clarifying questions to attain key information and keep stakeholders informed of various work processes.

1.3 Ultimate result of services:

Mid-Term Evaluation for the USD 21.7 million project "Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste", funded by the Green Climate Fund.

1.4 Legislative authority reference*:* N/A

1.5 Title and identification number of programme / project:
"Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste" GCF FP171 –
1.6 Duration
9 Months starting from 1 March 2025 to 30 November 2024

2. Funding

2.1 Source of Funds	Regular Budget		Extra-budgetary	x

2.3 Indicative level of remuneration
Total remuneration for the 9-month period is US$30,000 (Level C) This consultancy is deemed to be a Level C consultant as they are required to independently conduct a Mid-Term Evaluation report for a 21.7m USD project and draft and finalize the project's Mid-Term Evaluation Report.

- [30 March 2025] First installment at the beginning of the contract, following the submission and approval by UNEP of the Inception Report and facilitated virtual Inception Meeting with project stakeholders on the planned activities (output 1)
- [30 May 2025] Mission Report for in-country mission and stakeholder consultations (or virtual stakeholder consultation report in case a mission is not possible) (output 2)
- [15 July 2025] Satisfactory submission of summary of initial findings based on stakeholder engagements, critical document review and consultant expertise (output 3)
- [15 August 2025] Satisfactory submission of a draft Mid-Term Evaluation report based on stakeholder engagement, critical document review and consultant expertise and presentation on the findings to relevant project stakeholders (output 4)
- [15 September 2025] Satisfactory submission of a final Mid-Term Evaluation report on all activities conducted (output 5)
- [15 November 2025] Satisfactory submission of responses to GCF comments, requests for revisions and queries (output 6)

3. Travel involved

The assignment may involve travel to Timor-Leste to conduct interviews with stakeholders such as the National Executing Entity, Project Steering Committee (PSC) members, National Service Providers (NSPs), Project Management Unit (PMU), etc. to inform the Mid-Term Evaluation. Travel will be determined on an as-needed basis and as agreed upon with UNEP. Travel will be raised and organized separately from the contract, and the travel budget will be managed separately by UNEP.

Travel will be organized by	Substantive Office	x	Selected candidate	

4. Workplan

4.1 Objectives, output expectations and performance indicators

Output 1 – Develop Inception Report and facilitate virtual Inception Meeting with project stakeholders on the planned activities (electronic submission)
Output 2 – Mission Report for in-country mission and stakeholder consultations (or virtual stakeholder consultation report in case a mission is not possible) (electronic submission)
Output 3 – Initial findings report with summary of stakeholder engagements and interviews and facilitate virtual stakeholder workshop on the findings (electronic submission)
Output 4 – Draft Mid-Term Evaluation Report and facilitate virtual stakeholder workshop on the findings (electronic submission)
Output 5 – Final Mid-Term Evaluation report (electronic submission)
Output 6 – Responses to GCF comments, requests for revisions and queries (electronic submission)

4.2 Specific tasks and responsibilities
The consultant is expected to work closely with UNEP, the PMU and national focal points to develop the following ultimate outputs:

1. Develop Inception Report and facilitate virtual Inception Meeting
2. Mission report for in-country mission and stakeholder consultations (or virtual stakeholder consultation report in case a mission is not possible)
3. Initial findings report with summary of stakeholder engagements and interviews, and facilitate virtual stakeholder workshop on the findings
4. Draft Mid-Term Evaluation Report and facilitate virtual stakeholder workshop on the findings
5. Final Mid-Term Evaluation report
6. Responses to GCF comments, requests for revisions and queries

These tasks have been described in further detail below:

1. Develop Inception Report and facilitate virtual Inception Meeting
    - Prepare an Inception Report for the expected outputs including a detailed timeline

- Facilitate a Inception Meeting on the planned Mid-Term Evaluation activities, proposed methodology, schedule, etc.
- Sample outline of the Inception Report:
    - Project description, including a brief description of the requirements of the TOR and evaluation audience
    - Evaluation questions
    - Evaluation approach, including overall design, data collection methods and analytical procedures
    - Ethical considerations
    - Stakeholder engagement and dissemination plan
    - Quality assurance, risk management plan
    - Roles and responsibilities
    - Detailed evaluation work plan indicating the activities at each phase, timing of delivery, key deliverables, and milestones
    - Annex: Evaluation matrix, draft data collection tools

2. Mission Report for in-country mission and stakeholder consultations (or virtual stakeholder consultation report in case a mission is not possible)
    - Provide a mission report including summaries of stakeholder interviews; on-the-ground findings; and problems and challenges encountered from missions to Timor-Leste to conduct interviews with stakeholders such as the National Executing Entities, Project Steering Committee (PSC) members, NSPs, etc. to inform the Mid-Term Evaluation, which will be determined on an as-needed basis and as agreed upon with UNEP
    - Should a mission be deemed not possible, this report can be replaced with a virtual stakeholder consultation report including summaries of stakeholder interviews; on-the-ground findings; and problems and challenges encountered
3. Initial findings report with summary of stakeholder engagements and interviews
    - Provide an initial findings report including summaries of stakeholder interviews; mission reports of travel conducted to countries as applicable; and initial findings on project performance, and problems and challenges encountered.
4. Draft Mid-Term Evaluation Report
    - Prepare a draft Mid-Term Evaluation Report in accordance with the GCF Evaluation Operational Procedures and Guidelines for Accredited Entity-led Evaluations and UNEP requirements
    - Facilitate a virtual stakeholder workshop on the findings of the Mid-Term Evaluation report for any final comments or inputs
    - Sample outline of the Evaluation Report:
        - Executive summary – no more than three pages containing a summary of the key findings and recommendations.
        - Introduction – including but not limited to context, description of project under evaluation, evaluation scope, evaluation methodology, methodological limitations and mitigation measures, audience, and dissemination plan.
        - Findings – can be structured by evaluation criterion. Ensure that the findings are based on multiple sources and be clear on the strength of evidence supporting/refuting the findings.
        - Lessons learned – should directly link to the key findings, which will then shape the recommendations.
        - Recommendations
        - Annex: Evaluation matrix, mission reports, list of interviewees, list of documents reviewed, data sources used, detailed calculations and supporting evidence for mitigation and adaptation results, detailed scorecards and others.
5. Final Mid-Term Evaluation Report, including responses to GCF comments and queries as needed
    - Prepare a comprehensive final Mid-Term Evaluation Report in accordance with the GCF Evaluation Operational Procedures and Guidelines for Accredited Entity-led Evaluations, and fully meeting the GCF Secretariat requirements and UNEP requirements
6. Responses to GCF comments, requests for revisions and queries
    - The Green Climate Fund will provide comments and queries, which will need to be addressed by the consultant to ensure that the final report fully meets the GCF Secretariat requirements

4.3 Reporting lines

The consultant will report to the Task Manager, Climate Services and Capacity Building Unit, Early Warnings and Assessment Division, UNEP.

Annex 9. TOR for a Mid-Term Evaluation National Consultant

Standard Format for Terms of Reference (ToR)

Request for:	Consultant	x	Individual contractor	

Organizational Unit - *UN Environment, Early Warning and Assessment Division, Climate Early Warning and Capacity Building Unit*
Title: Mid-Term Evaluation – National Consultant (NO-B level)
Location: Home-based, part-time (32 days)

1. Purpose

BACKGROUND AND ORGANIZATION SETTING

The United Nations Environment Programme (UNEP) is the leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and serves as an authoritative advocate for the global environment. Its mandate is to coordinate the development of environmental policy consensus by keeping the global environment under review and bringing emerging issues to the attention of governments and the international community for action.

This consultancy is managed by UNEP's Climate Early Warning and Capacity Building Unit in the Early Warning and Assessment Division. The Early Warning and Assessment Division is responsible for analyzing the state of the global environment, providing early warning information, and assessing global and regional environmental trends to catalyse and promote international cooperation and action on the environment.

The consultant will report to the Task Manager of the Climate Early Warning and Capacity Building Unit of the Early Warning and Assessment Division, UNEP. The consultant (Level NO-B) will work to assist aspects of a Mid-Term Evaluation (MTE) for the USD 21.7 million project "Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste" (Timor-Leste CIEWS Project), funded by the Green Climate Fund. This MTE will provide an assessment of project performance at the Project's mid-point and will be a formative exercise, covering whether the Project is on track, what problems and challenges the Project is encountering, and what corrective actions are required so that the Project can achieve its intended outcomes by Project completion in the most efficient and sustainable way.

The consultant will work under the guidance of the Task Manager to support the lead MTE consultant and in close communication with the Project Management Unit (PMU). The MTE must provide evidence-based information that is credible, reliable and useful. The consultant is expected to follow a collaborative and participatory approach ensuring close engagement with relevant Project focal points, the Project Management Unit (PMU), Executing Entities, Technical Partners, National Designated Authority (NDA) focal points, government counterparts, National Service Providers (NSPs), UNEP, and other key stakeholders. Additionally, the consultant is expected to arrange, participate in, and independently conduct meetings and field missions within the project beneficiary country, to be determined in consultation with the lead MTE consultants, PMU and UNEP. The MTE will have an independent and rigorous evaluation function and assess the project along with the GCF evaluation criteria and consistent with the GCF Evaluation Policy and develop a report of findings and lessons learned and provide recommendations.

The evaluation should be rigorous, allowing for verification and triangulation of findings. It will seek, to the extent possible, to be inclusive and participatory, involving principal stakeholders and beneficiaries in the analysis. As per the policy, a mixed methods approach is recommended, which at a minimum will include:

4. Desk review of relevant documents including baseline studies, progress reports and any records of surveys conducted during the project, stakeholder maps, etc.
5. Qualitative methods such as interviews and focus group discussions to explore and explain observed changes. The type of methods used may vary depending on the cultural constraints or opportunities presented by the project's context.
6. Quantitative methods such as survey or secondary data analysis to assess and validate reported results.

Other data collection should be undertaken as needed (government data/records, field observation visits, CDM verifications, public expenditure reporting, GIS data, etc.) to validate evidence of results and assessments (including but not limited to assessment of the Theory of Change [TOC], activities delivery and results/changes occurred).

Project Information:
The project "Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste" was approved by the Green Climate Fund Board in October 2021, with a total budget of USD 21.7 million. UNEP serves as the Accredited Entity for the project. Activities will be executed by the Executing Entities in Timor-Leste and UNEP. The project will be implemented across five years and aims to deliver transformative impact to the entire population of Timor-Leste, including 80% of the populations as direct beneficiaries, directly contributing to the attainment of selected targets and indicators of Article 7 of the Paris Agreement, Sustainable Development Goal (SDG) 13 on Climate Action, SDG 3 on Good Health and Well-Being and the Sendai Framework for Disaster Risk Reduction.

The project will address the urgent need for accurate, timely and actionable information and early warnings on local weather, water, climate and ocean conditions and related risks to human and environmental health. This will be achieved through four inter-related components – the Project Results:

Result 1. Strengthened delivery model and legislation for climate information and multi-hazard early warning services.
Activity 1.1 Establish institutional and policy frameworks, legislation and delivery models for climate services
Result 2. Strengthened observations, monitoring, analysis and forecasting of climate and its impacts.
Activity 2.1 Enhance infrastructure and technical support for observations and monitoring

Activity 2.2 Strengthen climate modelling and impact-based forecasting
Activity 2.3 Establish climate services for health
Result 3. Improved dissemination and communication of risk information and early warning.
Activity 3.1 Establish targeted multi-hazard early warning information systems
Result 4. Enhanced climate risk management capacity
Activity 4.1 Build capacity to prepare for and respond to climate risks and hazards
Activity 4.2 Establish Forecast-based Financing (FbF)

Local Context:
Timor-Leste is a Least Developed Country (LDC), a Small Island Developing State (SIDS) and a post-conflict newly independent country whose infrastructure and governmental systems have been devastated by a 25-year war of independence. It is ranked 131 out of 189 countries on the Human Development Index (HDI) and over 70% of the population is classified as living in or vulnerable to multidimensional poverty.

Climate change presents serious challenges to Timor-Leste's development, including increased climate-related risks to lives, livelihoods, biodiversity, food security, water supply and economic growth. The country is increasingly under threat from climate change impacts common to tropical SIDS – rising mean temperatures, warming and rising seas, ocean acidification and deoxygenation, less predictable and more extreme rainfall, tropical cyclones, flooding, landslides and prolonged droughts. Climate variability and change has direct impacts on the health and well-being of Timor-Leste's population – for example, deaths from extreme weather events, wildfires and emerging infectious diseases – with disproportionate impacts on women and girls. Health and well-being are further affected by climate-related ecosystems degradation, associated biodiversity loss and worsening air quality. In 2019, the World Risk Index identified Timor-Leste as the 15th most at risk country in the world to natural disasters, as result of its location, geography and very limited capacity to prepare for and recover from climate impacts.

As the effects of climate change manifest and the frequency and intensity of climate-related hazards increase, Timor-Leste needs accurate, timely and actionable information and early warnings on local weather, climate and ocean conditions and related risks to human and environmental health.

Under the guidance of the UNEP Task Manager and with support from the lead MTE consultant and with effective communication with the PMU, the specific duties and responsibilities of the incumbent will be as follows:

1. Become familiar with the project components and the timing, requirements, methodologies and processes for the MTE including understanding of impartiality and confidentiality matters.
2. Lead the collection of relevant data and information from stakeholders based in Timor-Leste at both national and community level.
3. Contribute to the design and content of interview questions, data collection tools and sampling methodologies.
4. Contact key informants at national level, schedule interview appointments and clarify the interview purpose and approach where necessary.
5. As determined with the lead MTE consultant, participate in and/or conduct interviews with key informants (virtual and/or in-person) at both national and community level and record key information supplied.
6. For the lead MTE consultant's mission to Timor-Leste, plan and coordinate a suitable schedule of meetings, approved community and site visits, and interviews, including the arrangement of overnight accommodation, transport and language translation as required.
7. Undertake data entry, transcriptions and translations from local language to English, and vice versa, where required.
8. Provide input to the MTE Initial Findings report.
9. Contribute to the development, delivery and outcomes notes of a stakeholder presentation/s on the MTE initial findings and the substantive Mid-Term Evaluation process.

1.2 Qualifications/Special skills or knowledge
Academic Qualifications: Advanced university degrees in any of the areas such as environmental studies, environmental management, environmental protection, climate change, environment, environment, governance, business administration or related field are required

Work Experience: At least 2-3 years of relevant professional experience in project management and delivery, including experience in Monitoring and Evaluation for various environmental and climate change-related projects is required. Experience in Timor-Leste is essential.

Language: English and French are the working languages of the United Nations Secretariat. For the consultancy, fluency in oral and written English, Portuguese and Tetum is required.

Other Skills and Knowledge:
- Must be able to work with minimum supervision and within short turn-around times.
- Must have speaking, listening and writing skills, with ability to ask clarifying questions to attain key information and keep stakeholders informed of various work processes.
- Must have familiarity with relevant national government ministries, organizations, service providers and communities in Timor-Leste.

1.3 Ultimate result of services:
Effective contribution to the Mid-Term Evaluation of the USD 21.7 million project "Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste", funded by the Green Climate Fund, including the Initial Findings Report and the substantive Mid-Term Evaluation process.

1.4 Legislative authority reference*:* N/A

1.5 Title and identification number of programme / project:
"Enhancing Early Warning Systems to build greater resilience to hydro-meteorological hazards in Timor-Leste"
1.6 Duration
3 Months starting from 16 June 2025 to 12 September 2025

2. Funding

2.1 Source of Funds	Regular Budget		Extra-budgetary	x

2.3 Indicative level of remuneration
Total remuneration for 3-month period is US$4,000 (32 days). This consultancy is deemed to be a Level NO-B consultant.

- *[27 June 2025] Submission of comments on the design and content of interview questions, data collection tools and sampling methodologies; a schedule of interview appointments with key informants; local mission plans for any travel outside of Dili, and a program of activity for the lead MTE consultants' mission to Timor-Leste*

- *[31 July 2025] Submission of written (hard copy and/or electronic) and recorded reports and/or notes based on missions, meetings, workshops, consultations, interviews and site visits conducted, or supported, in person in Timor-Leste, or virtually*
- *[29 August 2025] Submission of a compendium of relevant data and information obtained from stakeholders transcribed and translated information from Tetum to English; comments on a draft Initial Findings report, and inputs/comments on the substantive Mid-Term Evaluation process (as contracted time permits)*

3. Travel involved
The assignment will involve travel within Timor-Leste to visit project sites and conduct interviews with stakeholders such as the National Executing Entity, Project Steering Committee (PSC) members, National Service Providers (NSPs), Project Management Unit (PMU), communities, etc. to inform the Mid-Term Evaluation. Travel will be determined on an as-needed basis and as agreed upon with UNEP and in consultation with the lead MTE consultant. Travel will be raised and organized separately from the contract, and the travel budget for the national consultant including DSA and transport will be managed separately by UNEP.

Travel will be organized by	Substantive Office	x	Selected candidate	

4. Workplan

4.1 Objectives, output expectations and performance indicators

Output 1 Provide comments on the design and content of interview questions, data collection tools and sampling methodologies (electronic submission).

Output 2 – Develop a schedule of interview appointments with key informants and mission plans for travel outside of Dili (electronic submission).

Output 3 – Develop a program of activity for the lead MTE consultants' mission to Timor-Leste including a schedule of meetings, approved community and site visits, and interviews, and all logistics in place to support these activities (electronic submission).

Output 4 – Produce written (hard copy and/or electronic) and recorded notes of missions, meetings, workshops, consultations, interviews and site visits conducted, or supported, in person in Timor-Leste, or virtually in English (electronic submission).

Output 5 – Develop a compendium of relevant data and information obtained from stakeholders based in Timor-Leste (electronic submission).

Output 6 – Provide comments on a draft Initial Findings report and the substantive Mid-Term Evaluation process (as contracted time permits) (electronic submission).

The consultant is expected to work closely with the lead MTE consultant and contribute to the development of the following ultimate outputs:

7. Record of stakeholder consultations, including interviews
8. Report/s on in-country mission/s
9. Draft Initial findings report with summary of stakeholder engagements and interviews
10. Virtual stakeholder workshop on the initial findings

4.3 Reporting lines
The consultant will report to Task Manager, Climate Services and Capacity Building Unit, Early Warnings and Assessment Division, UNEP.

Annex 10. Official Comments to the MTE and Responses

Comment number	Name of comment provider	Section of MTE	Comment/s	Response from MTE consultant
1	UNEP AE	Throughout	Minor corrections and edits	Minor corrections and edits accepted
2	FAOTL	Throughout	Minor corrections and edits	Minor corrections and edits accepted
3	FAOTL	Throughout	Updates on progress after June 2025	Not accepted as MTE report based on activity to June 30, 2025
4	UNTL	Overall/general	Suggested updates on progress after June 2025	Not accepted as MTE report based on activity to June 30, 2025
5	RCCC	Where needed	Use of term “International Federation of Red Cross and Red Crescent Societies (IFRC)” has been used in some instances, whereas it should be always “Red Cross Red Crescent Climate Centre (RCCC).” IFRC has no active role or engagement in this project.	Comment accepted and edits made
6	UNEP AE	Lessons learned sections	UNEP proactively provided dedicated procurement capacity building sessions for relevant technical partners and the national executing entity, also providing personalised guidance. One-page guidelines for procurement processes were also developed. There were also other procurement challenges unique to Timor-Leste, such as a limited number of suppliers that service the region, that made procurements particularly challenging as there were cases where despite multiple extensions to the bidding timeline and extensive outreach to potential suppliers, there was only 1 bidder.	Comment accepted and report text edited accordingly
7	UNEP AE	Main conclusions sections	PSC meetings were delayed by governmental restructuring/changes in NDA/NEE focal points. UNEP/PMU repeatedly requested PSC convening and maintained regular coordination to uphold oversight in the interim.	Comment accepted and report text edited accordingly
8	UNEP EE	Quality of project design	It would be appreciated if the MTE consultant can indicate which recommendations by the PRC were adopted (in the blank column)	Examples of the PRC issues raised have been included in MTE report
9	UNEP EE	Effectiveness	"The high degree of delayed output activity at this stage of the project is cause for major concern and requires a dedicated response plan to individually pin-point the causes and responsible parties and determine ways to solve or mitigate the delays" - this has been done/is being done. The root cause of most delays is the delays associated with the political shifts. Various approaches have been taken by UNEP to	Comment accepted and report text edited accordingly

			address this, including adaptive management and escalation through the Climate Finance Working Group.	
10	UNEP EE	Effectiveness	Suggest mentioning that these outcome formulations are from the project theory of change, which will make the next paragraph more meaningful, when it includes a different formulation of outcomes from GCF while having same meaning.	Comment accepted and report text edited accordingly. GCF states "Fund' level outcomes, while the project pursues Project" level outcomes as expressed via the TOC.
11	UNEP EE	Effectiveness	There are four outcomes (rather than the three currently listed in the document): Strengthened institutional and regulatory systems for climate-responsive planning and development Increased generation and use of climate information in decision-making Strengthened adaptive capacity and reduced exposure to climate risks Strengthened awareness of climate threats and risk-reduction processes	Comment accepted and report text edited accordingly
12	UNEP EE	Effectiveness	Request the evaluation consultant to provide further details on the identified gaps and provide a suggested way forward for the remaining project period to improve this aspect of the project during the second half of implementation.	Comment accepted and report text edited accordingly with examples of responses to gaps now provided
13	UNEP EE	Effectiveness	Request for further information to be provided on if there are any gaps in the way the project is conducting adaptive management now that could be improved to help decrease delays in activities during the second half of project implementation.	Comment accepted. Gaps and responses are expressed in MTE report via the report sections on main conclusions, lessons learned and recommendations
14	RCCC	Effectiveness	To make it a bit specific and factual: "Similarly, RCCC has overseen work by CVTL at community level to strengthen anticipatory action approaches in the disaster risk management efforts."	Comment accepted and text adjusted
15	RCCC	Effectiveness	Again, to make it a bit specific and factual: "Similarly, RCCC has capacitated CVTL and its branches on anticipatory action, including the formulation of flood early action protocol (EAP) and its implementation at community level."	Comment accepted and text adjusted
16	RCCC	Effectiveness	Some rephrasing to make it clearer "The capacity of organisations like RCCC to help CVTL access additional funds from IFRC for work that directly supports the project has been advantageous."	Comment accepted and text adjusted
17	UNEP AE	Monitoring of project implementation	On the project M&E, UNEP has ensured M&E oversight throughout project implementation, and an M&E expert is embedded in the PMU. The pending PSC endorsement of the revised framework reflects national approval delays, not absence of M&E capacity.	Comment has been addressed through minor revision of text, but performance rating remains the same

18	UNEP EE	Monitoring of project implementation	Project document highlighted several baseline and target values that needed to be 'validated and refined'. PMU has completed this task and recommended refinements to the logical framework, awaiting PSC approval. These refinements address the issues being raised in this section.	Comment accepted and text adjusted
19	UNEP AE	Monitoring of project implementation	Suggested clarification on delays in finalizing the M&E plan: The M&E plan has been developed and is pending PSC endorsement, which was delayed due to government restructuring, not UNEP delivery. After PSC endorsement, the project will then submit the M&E plan to the GCF. Suggested revised text: "Although the FP included an annexed a (basic) M&E system, while indicators remained constant, some targets and baselines were changed and updated through revie by UNEP (as required in the funding proposal). Adaptive measures to the M&E plan have not yet been endorsed by the PSC for submission to GCF. There are still some remaining concerns around mortality rate measurement and alternative approaches, including referencing the Sendai Framework and moving from qualitative to quantitative outcome indicators. While the project awaits the PSC endorsement, M&E processes have been clearly explained to all project participants, and a gender-specific tracking sheet is in use."	Comment generally accepted and text adjusted accordingly
20	UNEP AE	Sustainability criteria sections	While we agree that financial sustainability risks remain, we believe socio-political and institutional sustainability should be assessed more positively. Timor-Leste's formal commitment to EW4All, high-level endorsement at the 8th Global Platform for DRR, and attainment of additional donor funding through the Systematic Observation Financing Facility (SOFF) with UNEP support, suggests high national ownership of the project. This translates to increased likelihood of sustainability after the project timeframe.	Comment considered and evaluation parameters for socio-political and institutional sustainability reviewed. As a result, comment accepted, and ratings altered for a slightly higher score. Overall rating for Sustainability changes to moderately likely.
21	UNEP EE	GCF Core indicator targets	These are disaggregated data for beneficiaries relative to total population, for the MTE status as of June 2025: Share of direct beneficiaries relative to total population: 12.5% Share of female direct beneficiaries relative to total population: 5.7% Share of indirect beneficiaries relative to total population: 16% Share of female indirect beneficiaries relative to total population: 7.3%	Comment accepted and report text and figures edited accordingly

22	UNEP EE	Sub-activity and deliverable status	Sub activity 1.1.3: As per the Biannual report (June 2025) and the monitoring data, the climate data strategy development is yet to be developed and is scheduled to be developed in quarter 3 2025. So, it would be good to change the status of the deliverable: from "Activity initiated" to "Activity not commenced" Sector specific climate training program is a duplicate from sub-activity 1.1.4 and should be deleted under 1.1.3 to only keep the one under 1.1.4	Comments accepted and status ratings adjusted accordingly
23	UNEP EE	Sub-activity and deliverable status	Sub activity 1.1.4: The two deliverables are at different stages of implementation. It would be good to include different statuses for the deliverables: CSACP: progressing well SSCTPs: not commenced	Comments accepted and report text and ratings adjusted as appropriate
24	UNEP EE	Sub-activity and deliverable status	Sub activity 2.1.2: QMS training by BMKG is planned to be conducted twice for the entire project period: So far BMKG conducted 1 training and the second one is planned in year 5. So, the status should be “activity progressing well” instead of: “Activity initiated”	Comment accepted and status rating adjusted accordingly
25	UNEP EE	Sub-activity and deliverable status	Sub activity 2.1.3: the two deliverables are at different stages of implementation. It would be best to reflect the different statuses of the two deliverables: Workshop: initiated but progress delayed 20 low-cost weather stations: Activity well underway but progress delayed	Comment accepted and status ratings adjusted accordingly
26	UNEP EE	Sub-activity and deliverable status	Sub activity 2.2.1: Several related trainings and capacity building workshops were conducted, especially in Jan-Jun 2025. Therefore, the status should be revised to “Activity progressing well”	Comment accepted and status rating adjusted accordingly
27	UNEP EE	Sub-activity and deliverable status	Sub activity 2.2.2: Activity not commenced, to be conducted by UNTL	Comment accepted and status rating adjusted accordingly
28	UNEP EE	Sub-activity and deliverable status	Sub activity 2.3.1: The multistakeholder training workshops are yet to commence.	Comment accepted and status rating adjusted accordingly
29	UNEP EE	Sub-activity and deliverable status	Sub activity 2.3.3: Deliverable on “Stakeholder engagement workshops on air pollution.” should move up to 2.3.2	Comment accepted and text adjusted
30	UNEP EE	Sub-activity and deliverable status	Sub activity 3.1.1: “Training on EWS and planning, monitoring, evaluation and reporting (PMER) conducted – including peer learning in Indonesia” status should be “not commenced”	Comments accepted and status ratings adjusted accordingly

			"EW communication strategy." If this is refering to the EWS SOPs, the status should be "Activity well underway but progress delayed"	
31	UNEP EE	Sub-activity and deliverable status	Sub activity 3.1.4: "Training of extension officers, coordinators and MAF staff on DRM/CCA and CRA technologies" This activity is progressing well, as FAO has already completed trainings in all municipalities There is also another missing deliverable "Develop and disseminate agriculture specific forecasts, advisories and EW products" with the same implementation status	First comment accepted and status rating adjusted accordingly Second comment advises that this is a missing deliverable however this is not correct according to the Logical Framework
32	FAOTL	Sub-activity and deliverable status	Sub activity 3.1.4: "Training of extension officers, coordinators and MAF staff on DRM/CCA and CRA technologies" This activity is progressing well, as FAO has already completed trainings in all municipalities	First comment accepted and status rating adjusted accordingly
33	UNEP EE	Sub-activity and deliverable status	Sub activity 4.1.1: Not commenced (to be done by NDCC). The milestone is: Training and workshops on the use of climate forecast for improved water management	This milestone deliverable was not found in the Logical Framework or in reporting documents so was not accepted as a change
34	RCCC	Sub-activity and deliverable status	Suggest rephrasing the Mid-term (Actual): "As of 30 June 2025, the national roadmap for Forecast-based Financing (Anticipatory Action) had been developed and was awaiting formal endorsement and launch by the government (CPA) in July. Five municipalities have been targeted for community-level anticipatory action implementation through the flood Early Action Protocol (EAP) of CVTL."	Comment accepted and status rating adjusted accordingly
35	UNEP AE	Factors affecting performance and cross-cutting issues	Suggest for the MTE to consider UNEP's proactive adaptive management, successful mobilization of UNOPS, and timely technical and reporting support, the project's implementation arrangements in the rating	Comment accepted and report text edited accordingly
36	UNEP AE	Factors affecting performance and cross-cutting issues	Suggest rephrasing "AE required to insert themselves more closely in operational aspects." to: "UNEP AE provided additional oversight during staffing transitions to ensure continuity."	Comment accepted and report text edited accordingly
37	UNEP AE	Factors affecting performance and cross-cutting issues	"Obtaining formalised support of UNOPS… has been highly beneficial." Suggest clarifying wording to: "UNEP proactively engaged UNOPS to accelerate procurement and HR delivery, which has proven highly beneficial and demonstrates effective adaptive management."	Comment accepted and report text edited accordingly
38	UNEP AE	Factors affecting performance and cross-cutting issues	Temporary staffing transitions (e.g., CTA and gender expert recruitment) were addressed quickly, and the PMU is now fully staffed. These short gaps did not materially affect delivery.	Comment accepted and report text edited slightly

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