



PAGE PARTNERSHIP FOR ACTION
ON GREEN ECONOMY



**Evaluation
Office**

Evaluation of the Implementation of the Partnership for Action on Green Economy (PAGE) Interagency Programme 'Operational Strategy 2016-2020'



Evaluation Office of the United Nations Environment Programme

April 2023



**International
Labour
Organization**





Photo Credits:

Front cover:

- © Thomas Lambert/ Unsplash, aerial view, unknown location
- © Pixabay, fishermen, Ghana
- © Unsplash, girls working, Indonesia
- © UNEP, Solar panels, UNEP Headquarters, Nairobi, Kenya

This report has been prepared by an external Evaluation Team and is a product of the Evaluation Office of UNEP. The findings and conclusions expressed herein do not necessarily reflect the views of Member States or the UN Environment Programme's Senior Management.

For further information on this report, please contact:

Evaluation Office of UNEP

P. O. Box 30552-00100 GPO

Nairobi Kenya

Tel: (254-20) 762 3389

Email: unep-evaluation-director@un.org

Website: <https://www.unep.org/evaluation-office>

Title: Evaluation of the Implementation of the Partnership for Action on Green Economy (PAGE) Interagency Programme 'Operational Strategy 2016-2020'

04/23

All rights reserved.

© (2023) UNEP

ACKNOWLEDGEMENTS

This Terminal Evaluation was prepared for UNEP by an external 3-person Evaluation Team (Ms. Joyce Miller in the capacity of Principal Evaluator/Team Leader, together with Evaluation Specialists Ms. Stephanie Robert Oksen and Mr. Achim Engelhardt).

The Evaluation Team would like to express their gratitude to all individuals and their organisations who were interviewed for this evaluation, as listed in Annex III Key Stakeholders Consulted as well as numerous other contributors who participated in surveys and meetings.

The Evaluation Team would also like to thank the PAGE Secretariat for their support throughout this endeavour as well as UNEP's Evaluation Manager Susanne Bech and the Evaluation Reference Group (ERG) who provided support and guidance during the process.

Acknowledgement is extended to all partners and other stakeholders who generously contributed their time and perspectives. All input provided by PAGE's partners, the executing team, government representatives, beneficiaries, and other stakeholders consulted during the process are gratefully acknowledged.

It is hoped that these findings, conclusions, and recommendations will provide inspiration, guidance, and be useful for enhancing the ongoing operation of the PAGE programme and other interagency endeavours being pursued under UN Reform.

BRIEF BIOGRAPHY OF CONSULTANTS

Dr. Joyce Miller is CEO of a Swiss-based consultancy, Capacity Building Resource Exchange (CAPRESE) Sàrl. She has undertaken evaluation work for United Nations' agencies since 2015, leveraging two decades of experience in organisational learning, capacity building, and institutional strengthening in developing and emerging countries in areas related to resource efficiency, green economy, circular economy, entrepreneurship, private sector development, impact monitoring, and evaluation. As well as coaching over 1,000 senior corporate staff to tap their talents, build their leadership repertoire, and create high performance teams through programmes of the International Institute for Management Development (IMD, Switzerland), she co-developed a virtual 8-week learning journey in innovation, pioneering the institute's first "global leadership in the cloud" offering. She is a founder of PREMANet e.V., a global network of practitioners and development professionals competent in applying Profitable Resource Efficient Management approaches (PREMA®), as part of the toolset of German International Cooperation (GIZ). She is on the Executive Board of the Swiss Knowledge Management Forum (SKMF) and is a founder of the LEGO Serious Play Community of Practice.

Dr. Stephanie Robert Oksen is an independent consultant with over 15 years of professional experience related to development cooperation and sustainability issues, with a main focus on sustainable energy, impacts of infrastructure development (including job creation and gender equality), climate change, and more generally, the green transition. She has been engaged in advisory and consultancy services around renewable energy for climate change mitigation, barriers and opportunities to climate finance, green energy transition for development and growth, and more recently, international environmental governance. She is experienced in project/programme formulation, evaluation, and review. This includes global thematic evaluation, strategic evaluation, as well as project and programme evaluation. She has developed strong competencies in assessing and designing project/programme Theory of Change and intervention logic, assessing and designing project/programme results frameworks, and defining SMART indicators for M&E. Stephanie has also worked on good management practices and social responsibility in extractive industries. She was part of a World Bank social and gender impact of large electricity infrastructure development projects,

streamlining social and gender impact monitoring indicators for inclusion in the Bank's energy programme and project portfolio. She also conducted several socio-economic impact assessments of mining operations in Laos and supported the development of Community Participatory Plans within the mines' Environmental and Social Management Plans.

Dr. Achim Engelhardt is a geographer with a PhD in sustainable development. With his international development research background, he is specialised in results-based management, monitoring and evaluation with over 20 years' experience in 30 developing countries. He has undertaken 200+ M&E related assignments including 50+ assignments for the former United Kingdom's Department for International Development (DFID). He has also supported the World Bank and 20 UN agencies. His core expertise includes design and implementation of results-based monitoring frameworks, designing and leading complex evaluations, research to provide high-level evaluation guidance, and the facilitation of the development of programme logic/theory of change across a range of sectors. Sector expertise includes private sector development, trade, investment, world of work, governance, natural resources, access to justice, gender, food security, education and health. From 2001 to 2006 he worked as M&E advisor in DFID's Monitoring and Evaluation Resource Centre Park. He acted as auto-evaluation advisor in FAO's headquarters in 2005. From 2008 to 2012, he supported the Commonwealth Business Council as M&E advisor on a DFID Governance and Transparency Fund Programme across Africa. He is founder and member of the Swiss Evaluation Society's international development working group on programme evaluation.

Evaluation team

Dr. Joyce Miller – Principal Evaluator, Team Leader

Dr. Stephanie Robert Oksen – Evaluation Specialist

Dr. Achim Engelhardt – Evaluation Specialist

Evaluation Office of UNEP

Ms. Susanne Bech – Evaluation Manager

Ms. Mela Shah – Senior Evaluation Programme Assistant

ABOUT THE EVALUATION

Joint Evaluation: Yes

Report Language: English

Evaluation Type: Terminal Evaluation

Brief Description: This report is an evaluation of the 'Operational Strategy 2016-2020' of the Partnership for Action on Green Economy (PAGE), an interagency programme initiated in 2013 involving: International Labour Organisation (ILO), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations Industrial Development Organisation (UNIDO), and United Nations Institute for Training and Research (UNITAR). UNEP led the evaluation on behalf of the five participating United Nations agencies. PAGE's overall development goal was that countries transform their economies to eradicate poverty, increase jobs and social equity, strengthen livelihoods and environmental stewardship, and sustain growth in line with the Sustainable Development Goals (SDGs). The evaluation assessed the performance of PAGE's Operational Strategy 2016-2020 (in terms of its strategic relevance, effectiveness, and efficiency), and determine outcomes and impacts (actual and potential) stemming from its implementation, including their sustainability. The evaluation had three purposes; to: (i) meet accountability requirements; (ii) promote operational improvement and share knowledge for scaling-up results; iii) draw out recommendations and lessons to inform PAGE's ongoing implementation under its Strategy 2021-2030. The audience for this report includes the above-mentioned implementing agencies; PAGE's funders, including: the European Commission (EC) and the governments of Finland, Germany, Norway, Republic of Korea, Sweden, and Switzerland; and PAGE implementers and beneficiaries in its 20 Partner countries and provinces, listed in chronological order of joining PAGE since 2013: Mongolia, Peru, Senegal, Mauritius, Ghana, Burkina Faso, Jiangsu Province (China), South Africa, Barbados, Mato Grosso (Brazil), Kyrgyz Republic, Guyana, Uruguay, Argentina, Guatemala, India, Indonesia, Kazakhstan, Morocco, and Thailand.

Keywords: Inclusive Green Economy, Climate Change, Poverty Reduction, Decouple, Economic Policy Transformation, Circular Economy, Sustainable Consumption and Production, Inter-Agency Programme, UN Reform, Multi-Partner Trust Fund.

Primary data collection period: June – October 2022

No field missions were undertaken given that the PAGE Operational Strategy 2016-2020 implementation related to the development of plans, strategies, capacity, and knowledge – with no physical objects available for direct observation.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	3
ABOUT THE EVALUATION	5
TABLE OF CONTENTS	6
LIST OF ACRONYMS	8
PROJECT IDENTIFICATION	9
EXECUTIVE SUMMARY	10
I. INTRODUCTION	18
II. EVALUATION METHODS	19
III. THE PROJECT	24
A. Context.....	24
B. Results Framework	25
C. Stakeholders	28
D. Global Management and Implementation Structure	29
E. Financing.....	30
F. Changes in Design during Implementation.....	31
IV. THEORY OF CHANGE AT EVALUATION	32
V. EVALUATION FINDINGS	35
A. Strategic Relevance.....	35
B. Quality of Project Design	39
C. Nature of the External Context.....	41
D. Effectiveness	41
E. Financial Management	48
F. Efficiency.....	51
G. Monitoring and Reporting	53
H. Sustainability.....	58
I. Factors Affecting Performance and Cross-Cutting Issues	65
VI. CONCLUSIONS AND RECOMMENDATIONS	76
A. Conclusions	76
B. Summary of Findings and Ratings	82
A. Lessons Learned.....	87
B. Recommendations	88
ANNEX I - RESPONSE TO STAKEHOLDER COMMENTS	94
ANNEX II - KEY DOCUMENTS CONSULTED	95
ANNEX III - KEY STAKEHOLDERS CONSULTED	98
ANNEX IV – WEIGHTED RATINGS TABLE	102
ANNEX V - CONTRIBUTION CASE STUDIES	103
<i>Mongolia</i>	104
<i>Ghana</i>	116
<i>South Africa</i>	124
<i>Kyrgyz Republic</i>	133
<i>Uruguay</i>	145
<i>Guyana</i>	153
ANNEX VI - BRIEF CURRICULA VITAE OF EVALUATION TEAM	161
ANNEX VII - EVALUATION TOR (WITHOUT ANNEXES)	164
ANNEX VIII - QUALITY ASSESSMENT OF THE EVALUATION REPORT	188

LIST OF TABLES AND FIGURES

Table 1—Project Identification Table	9
Table 2 – Summarized Rating Table	16
Table 3 – Planned Budget for PAGE Operational Strategy 2016-2020, in USD	30
Table 4 – Funds Received and Disbursed from Multi-Partner Trust Fund, 2017-2020.....	31
Table 5 – Overview of Results at Outcome Level	45
Table 6 – Quality Assessment of Overall PAGE Outcome Indicators.....	54
Table 7 – Quality Assessment of PAGE Outcome Indicators	55
Table 8 – Evaluation Survey Comments related to PAGE Output Indicators.....	55
Table 9 – Gender References in Key PAGE Documents.....	71
Table 10 – Gender and Human Rights in PAGE Countries.....	72
Table 11 – PAGE Participation in High-Level Events (2016-2020).....	75
Table 12 – Summary of Findings and Ratings	82
Table 13 – List of Lessons Learned with Their Context	87
Table 14 – List of Recommendations with Priority, Responsibility, Timeframe	88
Table 15 – People Interviewed for the Evaluation.....	98
Table 16 – Research and Evidence of Policy Influence in Mongolia	110
Table 17 – Research and Evidence of Policy Influence in Ghana	120
Table 18 – Research and Evidence of Policy Influence in South Africa	129
Table 19 – Research and Evidence of Policy Influence in Kyrgyz Republic.....	140
Table 20 – Assessment of Change in Uruguay.....	146
Table 21 – Research and Evidence of Policy Influence in Uruguay	150
Table 22 – Assessment of Change in Guyana	154
Table 23 – Research and Evidence of Policy Influence in Guyana	159
Figure 1 – Criteria for Selection of Contribution Case Studies	21
Figure 2 -- Countries/Regions Supported by Page Operational Strategy 2016-2020	27
Figure 3 – Mapping of Stakeholder Interest and Influence	29
Figure 4 – PAGE Implementation and Governance Structure	30
Figure 5 – Theory of Change at Evaluation	34
Figure 6 – National Level Interaction and Coordination with Partners	39
Figure 7 – Delivery of PAGE Outputs: Assessments (2016-2020)	42
Figure 8 – Sectoral and Cross-Sectoral Consultations and Workshops (2016-2020).....	42
Figure 9 – PAGE Policy Support (2016-2020)	43
Figure 10 – Utility of PAGE Activities and Outputs	44
Figure 11 – Extent of Contribution to PAGE’s Four Outcomes	46
Figure 12 – MPTF: Donor Commitments, Deposits, Budgets, Transfer, Expenditure (2017-2020).....	50
Figure 13 – MPTF donor deposits for PAGE (2017-2020)	50
Figure 14 – Timeliness in Availability of Funds	52
Figure 15 – PAGE Co-Financing.....	53
Figure 16 – Availability and Use of PAGE Monitoring	57
Figure 17 – Availability of Sex-Disaggregated Data and Reporting Quality.....	58
Figure 18 – Perceptions of Socio-Political Sustainability of PAGE Results.....	59
Figure 19 – Stakeholder Perceptions of PAGE’s Financial Sustainability	62
Figure 20 – Perceptions about Institutional Sustainability	62
Figure 21 – Sufficiency of PAGE’s 5-year Timeframe to Sustain Benefits (All Stakeholders)	64
Figure 22 – Sufficiency of PAGE’s 5-year Timeframe to Sustain Benefits (Government Stakeholders).....	64
Figure 23 – Country Driven-ness	64
Figure 24 – PAGE Identification and Stakeholders’ Engagement	69
Figure 25 – Engagement with Other Initiatives and Actors	70
Figure 26 – Responsiveness of PAGE Implementation to Gender and Inclusiveness.....	72
Figure 27 – Perceptions about Country Driven-ness and Ownership of PAGE	74
Figure 28 – Performance of Communication Channels.....	75
Figure 29 – Gender-Disaggregated Data in PAGE Training/Events in South Africa.....	127
Figure 30 – Perceived Usefulness of PAGE Outputs by Kyrgyz Republic Stakeholders	137

LIST OF ACRONYMS

10YFP	10 Year Framework of Programs on Sustainable Consumption & Production Patterns
AVZUR	Alliance of Universities in Kyrgyz Republic for Green Economy & Sustainable Development
BMUV	Germany's Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection
BMZ	Germany's Federal Ministry for Economic Cooperation and Development
COP	Conference of the Parties
COVID-19	Corona Virus Disease 2019, designation by the World Health Organization (WHO) for the disease in 2019 caused by the novel coronavirus SARS-CoV-2
CSO	Civil society organisation
ERG	Evaluation Reference Group
EOU	Evaluation Office of UNEP
FMO	Fund Management Officer
GCF	Global Climate Fund
GEF	Global Environment Facility
GEI	Green Economy Initiative
GGGI	Global Green Growth Institute
GGKP	Green Growth Knowledge Platform
GHG	Greenhouse gases
IGE	Inclusive green economy
ILO	International Labour Organisation
M&E	Monitoring and Evaluation
MDB	Multilateral Development Bank
MET	(Mongolia's) Ministry of Environment and Tourism
MOF	(Mongolia's) Ministry of Finance
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NGDP	(Mongolia's) National Green Development Policy
NGO	Non-governmental organisation
PAGE	Partnership for Action on Green Economy
PEI	Poverty Environment Initiative
PIGE	Partners for Inclusive Green Economy
PDQ(A)	Project Design Quality (Assessment)
POW	Programme of Work
Rio+20	UN Conference on Sustainable Development 2012
SCP	Sustainable Consumption and Production
SDG(s)	Sustainable Development Goal(s)
SIDA	Swedish International Development Cooperation Agency
SMART	Refers to being Specific, Measurable, Achievable, Realistic, and Time-Bound
SME(s)	Small- and Medium-Sized Enterprise(s)
T21	Threshold 21 (modelling tool)
TE	Terminal Evaluation
TLS	Traffic Light System
TOC	Theory of Change
ToR	Terms of Reference
UN CC Learn	UN Partnership for Climate Change Education
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework (now UNSDCF)
UNDP	United Nations Development Programme
UNEA	United Nations Environment Assembly
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organisation
UNITAR	United Nations Institute for Training and Research
UN(RC)(O)	United Nations (Resident Coordinator) (Office)
UNSDCF	United Nations Sustainable Development Cooperation Framework Guidance

PROJECT IDENTIFICATION

Table 1—Project Identification Table

Name:	Partnership for Action on Green Economy Interagency Programme 'Operational Strategy 2016-2020'		
UNEP PIMS ID 01659 UNEP PIMS ID 02032	Partnership for Action on Green Economy (PAGE) 1 September 2013 to 31 December 2017 for the portion relevant to PAGE Operational Strategy (1 January 2016 to 31 December 2017) Encompasses UNEP's Partnership for Action on Green Economy project 2018-2021		
Implementing Partners	ILO, UNDP, UNEP, UNIDO and UNITAR		
Most relevant SDG targets	<p>SDG 8: Promote inclusive and sustainable economic growth, employment and decent work for all</p> <p>SDG 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development. Target 17.16 Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.</p> <p>SDG 13: Advance implementation of International Climate Change Agenda to foster policymaking for Nationally Determined Contributions (NDCs)</p>		
Expected start date:	January 2016	Actual start date:	January 2016
Planned completion date:	December 2020	Actual operational completion date:	December 2020
Planned project budget at approval:	USD 43,500,000	Actual funds available as of 31 December 2020:	USD 45,210,523 (total pledged: USD 52,811,627)
Planned UNEP allocation:	USD 10,589,195	Actual UNEP expenditures reported as of 31 December 2020	N/A
Planned in-kind	N/A	Secured In-kind:	USD 4,800,000
		Actual Extra-Budgetary Financing expenditures reported as of [date]:	N/A
First disbursement:		Financial closure:	31 December 2020
# of formal project revisions:	0	Date of last approved project revision:	N/A
# of Steering Committee meetings:	12	Steering Committee meeting:	Last: 15-16 June 2021 Next: June 2022
Mid-term Review planned:	N/A	Mid-term Review (actual):	April 2017
Terminal Evaluation planned:	October 2021 to April 2022	Terminal Evaluation (actual date):	March to November 2022
Coverage - Countries:	20 countries: Mongolia, Peru, Senegal, Ghana, Mauritius, Burkina Faso, South Africa, China (Jiangsu Province), Brazil (Mato Grosso), Guyana, Kyrgyz Republic, Uruguay, Argentina, Kazakhstan, Indonesia, Guatemala, India, Barbados, Morocco, Thailand	Coverage - Region(s):	Asia Pacific, Africa, Latin America and the Caribbean
Previous project phases:	Launched in 2013 as a UNEP project	Status of future project phases:	Strategy 2021-2030 already in operation

Background

1. Launched by UNEP in 2013 as an interagency programme with a 7-year duration under its Green Economy Initiative, the Partnership for Action on Green Economy (PAGE) was established as a joint programme in early 2014 by its founding agencies: ILO, UNEP, UNIDO, UNITAR, joined by UNDP in June 2014. Taking up the call for the UN to support countries interested in advancing a green economy¹ and based on PAGE's early success in supporting Mongolia and Peru in advancing on this trajectory, more countries showed interest to join and more donors came forward with the needed support. Perceived as sufficiently mature to run as a fully-fledged programme, the Operational Strategy 2016-2020 was jointly developed by the five UN agencies. It had a budget of USD 43.5 million funded by the European Commission (EC) and the governments of Finland, Germany, Norway, Republic of Korea, Sweden, and Switzerland. PAGE's Multi-Partner Trust Fund (MPTF) became operational from January 2017 and ran alongside a donor agreement in which UNEP managed funds provided by the EC.
2. Foreshadowing developments in cross-agency collaboration that came to be associated with Secretary-General Antonio Guterres' push for UN Reform since 2017², PAGE brought together the expertise, perspectives, and convening power of five UN agencies to progressively assist Partner Countries in advancing on green economy pathways by developing, adopting, and implementing relevant enabling conditions, policies, and strategies. The collective, coordinated, and complementary support of the five agencies was expected to provide a more comprehensive, strategic support package, beyond individual departmental mandates, that would build needed capacities and trigger policy reform with reduced transaction costs for the participating countries and PAGE partners.
3. Under PAGE's Operational Strategy 2016-2020, support had been extended to 20 Partner Countries and Provinces, listed in chronological order of joining PAGE since 2013: Mongolia, Peru, Senegal, Mauritius, Ghana, Burkina Faso, Jiangsu Province (China), South Africa, Barbados, Mato Grosso (Brazil), Kyrgyz Republic, Guyana, Uruguay, Argentina, Guatemala, India, Indonesia, Kazakhstan, Morocco, and Thailand.

Evaluation Objectives and Scope

4. This evaluation was managed by the Evaluation Office of UNEP (EOU) and undertaken by an independent team during March-November 2022 to: i) meet accountability requirements; ii) promote operational improvement and share knowledge for scaling-up results; and iii) draw out recommendations and lessons to inform PAGE's ongoing implementation under its Strategy 2021-2030.
5. The scope of this evaluation covered the design and implementation of the PAGE Operational Strategy, which ran from January 2016 to December 2020.
6. The Evaluation Team used a participatory approach whereby key stakeholders were kept informed and consulted. Together with desk review of relevant documentation, 75 interviews (52% women, 48% men), and contribution case studies were developed based on in depth focus on 6 countries were used to collect quantitative and qualitative data to develop triangulated, evidence-based findings regarding the performance of this Operational Strategy. Due to the challenge of gathering primary data from all countries covered by the PAGE framework, an online survey was deployed which garnered data from all 20 PAGE countries

¹ Reflected in the outcome document of the UN Conference on Sustainable Development (Rio+20, in June 2012)

² Since the beginning of the UN Secretary-General's term in January 2017, sweeping changes had been underway to improve the delivery of the UN mandate, including the emergence of a new generation of country teams centred on a strategic UN Development Assistance Framework (UNDAF), led by an impartial, independent, empowered Resident Coordinator <https://reform.un.org/>

(35.5% response rate, i.e. 109 responses spread relatively equally across women and men). A Theory of Change (TOC) was used as an analytical framework to assess its outcome.

7. The key audiences for the evaluation's findings, lessons, and recommendations include the five involved UN Agencies, PAGE's Secretariat, and implementers and beneficiaries in current and future Partner Countries.

Key Findings

The strategic relevance of PAGE's Operational Strategy 2016-2020 is assessed as "highly satisfactory" based on its strong alignment with global/regional/sub-regional/national priorities, perceived value add, and the strategic priorities of the five participating UN agencies and its donors, although new directions towards specific development challenges (e.g. increased focus on climate and biodiversity issues) and actions on the ground had tested the PAGE delivery model in its later years of implementation (i.e. balance between the macro-economic/upstream focus of PAGE and support for downstream sectoral/thematic interventions).

8. This Operational Strategy offered a clear platform for coordination and the pursuit of complementarities and synergies within and beyond PAGE. While governance and management mechanisms were set-up to ensure internal coherence, the Operational Strategy appeared to rely on an assumption of strong national ownership and leadership and did not strongly address PAGE's external coherence (i.e. provide direction as to how PAGE's in-country governance set-up would drive the coordination beyond the inter-ministerial steering committee and avoid overlap and duplication of efforts from other development partners).
9. From a design viewpoint, the strengths of the Operational Strategy 2016-2020 included: governance arrangements; partnership strategy; learning, communication, and outreach; and sustainability, replication, and catalytic effects. Areas of weakness related to risk assessment, the TOC and results framework, and financial planning/budgeting. While this Operational Strategy had a clear analysis of the problem, an even more robust stakeholder analysis could have identified potential complementarities, synergies with other development partners and confirmed risks arising from groups that may be affected by the IGE approach.
10. PAGE was effective in producing outputs, particularly in countries where engagement started before the Operational Strategy 2016-2020. However, at outcome level, results achievement was mixed. Outcome 1 (national planning) and Outcome 4 (knowledge base for IGE) were fully achieved (14 and 15 countries, respectively, demonstrated achievement of outcomes), Outcome 2 (sectoral and thematic policy) and Outcome 3 (capacity strengthening) were partially achieved (9 and 13 countries, respectively, demonstrated achievement of outcomes). PAGE had excelled in facilitating knowledge exchanges through numerous events and dissemination of knowledge products. At global level, it contributed to debates about IGE as a driver for achieving sustainable development and climate goals. PAGE did contribute to increased coordination and collaboration across sectors, enabling policy coherence, and reached its objective of building capacities to strengthen IGE action. In some cases, it also contributed to empowering strategic ministries to bring in IGE changes (e.g. in South Africa, Mongolia). While its contribution to mainstreaming IGE at country level was recognised and valued, there was evidence that PAGE had not sufficiently engaged in addressing some important drivers of unsustainable economic development (e.g. extractive industries, agriculture³). PAGE's work in mainstreaming IGE often remained at a technical level and would

³ While there is not yet consensus on what constitutes sustainable agriculture, food and fiber productivity have soared since the end of World War II due to new technologies, mechanization, increased chemical use, specialization, and government policies that favoured maximizing production and reducing food prices – with consequences for topsoil depletion, groundwater contamination, air pollution, GHG emissions, decline of family farms, and new threats to human health and safety due to the spread of new pathogens, economic concentration in food and agricultural industries, and disintegration of rural communities.

have benefitted from having stronger political support and by bringing in more influential partners to generate higher traction for change in the short- to medium-term.

11. It is too early to directly assess impact and even likelihood of impacts. Accordingly, the assessment that has been carried out is primarily based on the articulation of the pathway of PAGE countries transforming their economies to eradicate poverty, increase jobs, and social equity, strengthen livelihoods and environmental stewardships, and sustain growth in line with the SDGs in its reconstructed TOC. Green economy topics were made more relevant and visible at country level. PAGE built-up or improved countries' knowledge base for advancing green economy and contributed to stakeholder collaboration and strengthening planning for green economy as a contribution towards achieving the SDGs. As such, the implementation of the Operational Strategy 2016-2020 moved Partner Countries towards advancing green economy on their national agenda. However, for impact to be realised, Partner Countries will have to accelerate the implementation of reforms in line with IGE priorities and drive investments towards transitioning sectors and activities. PAGE has been implemented in a context of international commitments towards the SDGs; as such, the global context is a favourable factor for the impacts to be realised. A major impact driver in PAGE's TOC is that public and private stakeholders invest in supporting the transition. The Evaluation Team does not find that this driver is yet fully in place.
12. No lack of compliance was found with the financial policies and procedures that govern the MPTF. Its financial information is publicly available and complete for 2017-2020 (the years that this structure has been in place during PAGE's Operational Strategy 2016-2020). The fact that non-MPTF funding was still apparent during this period is a legacy issue that resulted from a transition in the different ways of receiving funds. In this light, calculating the actual spend compared to the approved budget was less easy to answer for the remaining non-MPTF funded PAGE activities and is not deemed to be an issue of concern. Communication between the Fund Management Officer, Secretariat and project staff was effective as well as between the PAGE Secretariat and the MPTF.
13. While it is acknowledged that the non-MPTF funds are a legacy issue, related to EC funds channelled to UNEP, the fact remains that there were profound differences in the efficiency of financial management between MPTF and non-MPTF resources, which affected the timeliness of available funds, resulting in severe delays in the implementation of country workplans for activities under non-MPTF budgets. The 2017 introduction of the MPTF generated striking efficiency gains for PAGE with quicker funds transfers, reduced to 5 days (from up to 90 days). Synergies emerged when donors aligned their bilateral development cooperation programmes with PAGE at country level.
14. PAGE's monitoring design includes indicators for all outcomes and outputs following corrective action after the mid-term evaluation (MTE) in 2017. Targets were omitted in the monitoring framework and SMART criteria were partly met. At Secretariat level, PAGE monitoring used a high-quality monitoring framework - in the form of a 'traffic light system' (TLS) - that adequately supported annual reporting activities. PAGE's annual reporting was supported by additional processes and tools, such as the narrative country reporting cycles, bi-annual updates to the country monitoring frameworks with regards to progress on indicators, and the monthly highlights' survey. At national level, the UN agencies' and National Coordinators' use of the TLS was voluntary. Country-level data was mainly activity- and output-based. The level of data disaggregation was largely satisfactory. While a coordinated process was initiated by the PAGE Secretariat to provide ongoing central visibility into progress at country level, with gaps identified at country level expected to be filled in through iterative, bi-annual cycles, the uneven application of the TLS tool led to slow identification and remedial action in some countries. Its uneven use consequently only partly supported project

management. Reporting data was largely publicly available, which is considered by the Evaluation Team as a good practice concerning transparency.

15. The sustainability of PAGE outcomes during the Operational Strategy 2016-2020 period was found to have a high degree of dependency on socio-political factors, with varying success across Partner Countries in securing strong ownership and commitment on the part of the government and other stakeholders to sustain outcomes with a generally weak mechanism put in place to adapt to changes in the social/political context. Some factors affecting financial sustainability were within PAGE's remit, such as: the strong role of the PAGE Secretariat, room for improvement to engage Multilateral Development Banks (including potential investment plans linking downstream activities with PAGE's upstream achievements), and the timing of developing sustainability plans as part of the exit strategy from core PAGE support. The coordination of national actors, anchoring capacities in national training institutions, and the role of the Resident Coordinator Office (RCO) influenced the institutional sustainability of PAGE benefits. Stakeholders were positive about the level of country driven-ness and ownership of PAGE although they assessed other aspects of institutional sustainability more critically.
16. The trust-based, consensus-based governance system – with its built-in early warning, feedback loops, robust accountability, and engagement with funding partners – functioned well in managing this complex global partnership, competently supported by a highly professional, effective, service-oriented Secretariat. At country level, the governance mechanism provided a vehicle to express priorities and foster national leadership and inter-ministerial engagement, although marshalling efforts to tackle the drivers of inclusive green economy sometimes proved challenging. PAGE was managed according to an Operational Strategy jointly drafted and endorsed by the five participating agencies, operationalised and aligned through guidance (Operational Manual) provided by the Secretariat, which also worked collectively with country teams to collectively design the work planning based on a logical framework set up for each country. Identifying, engaging, and managing the human resources to deploy activities was an area of challenge for PAGE, stemming from constraints related to administrative and contracting procedures, as well as organisational culture. While the consensus-driven approach and involvement of all five UN agencies in each country generated high transaction costs and potentially sub-optimal programming, one of PAGE's management strengths was found in its adaptability and flexibility to reprogramme, according to evolving contexts.
17. Gender was only marginally addressed in the Operational Strategy 2016-2020 and reporting shows room for improvement. Human rights issues, per se, were largely omitted in the Operational Strategy (2016-2020), although the 'inclusivity' concept (which is arguably related to human rights) used in PAGE.
18. In contrast to more technically-oriented projects, PAGE intervened upstream at policy level. In this light, identification and assessment of environmental and social safeguards was not carried out in the design phase, nor subsequently monitored. The notion of safeguarding was appropriately framed in project documentation in terms of pursuing green economy while ensuring protection of the environment and natural resources.
19. Country ownership of PAGE seems largely positive due to the demand-driven nature of the partnership, the rigour of the application process and in-country governance.
20. PAGE professionally managed communication and public awareness, ensuring high visibility during global events.

Summary Responses to Key Strategic Questions

21. **What does the evidence of countries that have completed five years (2016-2020) in the PAGE partnership suggest about the nature and sustainability of changes arising from their**

involvement? The Evaluation Team found that 83% of countries that joined PAGE in 2013 and 2014 achieved results across all four PAGE outcomes by 2020, within a 7-8 year timeframe. However, only 40% of countries that joined PAGE in 2015 and 2016 achieved results across the four outcomes within a 5-6 year timeframe. This evidence would suggest that a 7-8 year timeframe could be more appropriate to achieve PAGE outcomes and is consistent with the international development context in which projects typically achieve their envisaged outcomes beyond project close, although their outputs are expected to indeed be delivered within the project's lifetime (through the use of those outputs). The evaluation survey uncovered mixed stakeholder perceptions about the sufficiency of the 5-year timeframe. While positive ratings appeared to dominate, the disaggregated data showed that there were not significant differences in perceptions across stakeholder groups. Given that PAGE spends about one year in an inception phase (which includes negotiations amongst the UN agency partners and government counterparts) and one year at the end of the intervention cycle on sustainability planning, there is, de facto, only three years remaining for implementation. Such a timeframe is very short to document achievement of outcomes.

22. **During the implementation of the Operational Strategy 2016-2020, in which ways has PAGE made inclusive green economy topics more relevant and visible at the global level?** Considering the assessment of outcomes, at global level, PAGE contributed to debates and exchanges on IGE as a driver for achieving sustainable development and climate goals. The bi-annual Green Economy Global Academy that was designed, organised, and co-financed by the ILO International Training Centre (ITC-ILO) was a key global mechanism for learning and knowledge building. Furthermore, during 2016-2020, PAGE convened 34 global events, although it is unclear how their influence on mainstreaming IGE and pushing the sustainability agenda forward was monitored. At country level, PAGE played a significant role in informing and facilitating knowledge exchanges through numerous events and dissemination of knowledge products. Although the peer-to-peer learning did not appear systematic in the first phase of the Operational Strategy (with interviewees pointing out that more could have been done on this), the Global Green Academy was experienced as a valuable platform for exchange. PAGE would have benefited from considering its exchange platforms as community of practice at an earlier period in its implementation and from driving further opportunities for South-South cooperation.
23. **To what extent has PAGE effectively leveraged co-financing during the 2016-2020 period? Co-financing in the PAGE context refers to in-kind contribution by the involved UN agencies.** The amount of co-financing increased from USD 630,000 (2013-2016) to USD 8,590,000 (2013-2020). In the same period, percentage of co-financing (in-kind) increased from 1.8% to 9.65% of the PAGE budget. Those numbers seem to reflect under-reporting from PAGE, as systematic documentation of co-financing at country level is less developed.
24. **Which models operationalised during the 2016-2020 period have proved to be effective in supporting peer learning and South-South exchange under the PAGE context?** A portfolio of approaches supported peer learning and South-South exchange, including formal mechanisms (conferences; meetings and inter-ministerial meetings; the bi-annual Global Green Academy, the Paris Forum (which brought together education and training institutions from around the world in 2015 and 2018); collaboration with programmes like SWITCH Africa Green; the regular 'PAGE family gathering' from May 2020, etc.) and informal mechanisms (i.e. individuals taking their own initiative to link actors together). These were deployed in an opportunistic, unstructured manner, highly dependent on personal relationships, networks, and motivation (which included cases where global PAGE partners had stimulated connections). Furthermore, while not always optimally leveraged by Partner Countries, there was a prevailing notion that the Secretariat was best placed to identify and facilitate exchange. A frequently cited South-South collaboration success emerged out of a more structured context underpinned by resources and supportive actors, referring to the 'peer learning events' launched in 2021 to explicitly support and leverage knowledge and experience

sharing between policymakers and other PAGE stakeholders, Originating in a 2017 study tour of a Kyrgyz Republic delegation to Mongolia, following several bilateral visits, a Memorandum of Understanding signed in February 2021 set the stage for ongoing exchange, supporting Kyrgyz Republic in setting up its own Green Finance facility, modelled on Mongolia's experience in establishing its Green Finance Corporation (MGFC) and attracting green finance to the country. This advance was nudged along by a model piloted by UNITAR from 2020 aimed at scaling up learning and experience exchange, using budget under the regular PAGE global workplan 2020-2021. After identifying thematic interests and country pairings, virtual sessions were convened, and joint collaboration space was set up to support ongoing intervening dialogue. The overall impact of this more systematized approach is seen by the Evaluation Team as limited in the absence of a continuing mandate and support (roles, responsibilities, budget, monitoring, ongoing follow-up).

25. **Which insights from the design and implementation of PAGE's Operational Strategy 2016-2020 could be usefully shared to inform the ongoing UN Reform process? In which ways has UN Reform supported PAGE's outcomes?** PAGE is an initiative working with multiple UN agencies over an extended period of time perceived to "deliver as one" in supporting the development trajectory of Partner Countries. In this light, its trust-based, consensus-based architecture – backed up by a comprehensive work planning, management, monitoring and reporting system supported by a centralised Secretariat also providing gate-keeping/brand-keeping force – has achieved a high degree of internal coherence. However, PAGE still faced challenges in some countries related to tackling sensitive areas (e.g. brown sector, subsidies) fundamental to the pursuit of inclusive green economy and to drive the coordination to avoid overlap and duplication, and to leverage synergies between PAGE and its funders' activities in Partner Countries, thereby also achieving external coherence. Under UN Reform, the anticipated integrative work of the strengthened Resident Coordinator could expect to encounter similar challenges in the absence of a systemic approach with suitable resourcing, appropriate skills, and authority for driving alignment. A key challenge is to connect upstream work (national/sectoral policy in the case of PAGE and country strategy, in the case of the Resident Coordinator) to the needed initiatives and investment to operationalise policy/strategy. Meaningful support for PAGE outcomes could be found in directly linking the variety of small projects initiated by PAGE into the larger country strategies that Resident Coordinators are now charged with orchestrating and shifting PAGE's policy support and advocacy to results and demonstrable impact on people's lives on the ground.
26. **To what extent was PAGE able to adapt and respond effectively to Partner Country needs during the COVID-19 pandemic in relation to promoting inclusive green economy policy reform under the Operational Strategy 2016-2020?** PAGE's shift to online meetings, together with the 'family gathering' launched by the Secretariat in May 2020 and peer learning exchanges conceived in this same period, provided a valuable virtual space for PAGE actors to discuss challenges, allay concerns, and maintain momentum. Leveraging EUR 6 million in additional funding provided by the German Ministry of Environment, Nature Conservation and Consumer Protection (BMUV), PAGE was able to reinvigorate its focus on green economy policy reform through the 'Green and Inclusive Recovery' programme, which has been operationalised under PAGE's Operational Strategy 2021-2030. While gauging the extent to which this was an effective response to Partner Country needs was outside the assessment of the Operational Strategy 2016-2020, stakeholders did indicate that this support enabled PAGE to re-engage with countries considered to have graduated (e.g. Mongolia, Peru, Ghana, Senegal, Burkina Faso) and those where PAGE activity had halted or phased down (e.g. Barbados, Guyana).

Conclusions

27. Strengths of PAGE's Operational Strategy 2016-2020 were found in its strategic relevance; the coordination and trust developed amongst the five UN partner agencies that succeeded in

fostering inter-ministerial dialogue for policy coherence at national level; the role, competence, and approach of the Secretariat in supporting joint programming and implementation and gatekeeping to uphold the PAGE brand; the belief in the importance, value, and practice of peer learning that permeated PAGE’s organisational culture; and the introduction of the MPTF that significantly boosted PAGE’s efficiency and financial transparency.

28. Areas for improvement related to better balancing the focus of PAGE’s work at technical level with building high level political support for IGE; strengthening efforts related to the impact driver of investment to connect PAGE’s upstream normative work with follow-up action on the ground to operationalize IGE; more effectively tackling the gender equality and human rights agenda; managing talent; and more systematic use of monitoring tools to support results-based management, risk management, and promote organisational learning.
29. **Table 2** summarizes the ratings with respect to nine categories of evaluation criteria.

Table 2 – Summarized Rating Table

Criterion	Rating ⁴
A. Strategic Relevance	HS
B. Quality of Project Design	S
C. Nature of External Context	MU Note: this rating is not included in the calculation of the overall project rating
D. Effectiveness	S
E. Financial Management	S
F. Efficiency	MS
G. Monitoring and Reporting	S
H. Sustainability	MU
I. Factors Affecting Performance	S
Overall Project Rating	S

30. Based on the findings from this evaluation and calculations using a weighted score (see **ANNEX IV Weighted Ratings Table**) which puts the heaviest weight on ‘Effectiveness’ and ‘Sustainability’, the performance of PAGE’s Operational Strategy 2016-2020 has been assessed as “Satisfactory”. **Table 12** in the Conclusions (Section VI) provides further details regarding the findings and assessment of the ratings across the evaluation criteria. PAGE is particularly strong on strategic relevance. Areas that would benefit from further attention relate to the sustainability of its results and benefits.

Lessons Learned

31. **Lesson 1:** Unearmarked funding provides important flexibility to respond to country needs, which is particularly important for a demand-driven programme like PAGE, whose legitimacy and sustainability are anchored in national ownership.
32. **Lesson 2:** The stability, institutional authority, competences, and personal motivation of boundary-spanning actors, like a National Coordinator, are key for building bridges between

⁴ Most categories are rated according to the following scale: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). Likelihood of Impact and aspects related to Sustainability are rated from Highly Likely (HL) to Highly Unlikely (HU). The rating for ‘Nature of External Environment’ is not included in calculating the overall performance rating.

project implementers and government partners as well as for facilitating collaboration between stakeholders within national steering and governance mechanisms.

33. **Lesson 3:** Ensuring relevance and additionality can be enhanced through deep context analysis, baseline setting, and identification of entry points and impact channels. as evidenced by PAGE's stocktaking exercise, which ideally strengthens high level political support in a context where influence on government partners is low.

Recommendations

34. **Recommendation 1:** For UNEP FMO, in collaboration with PAGE Secretariat and MPTF Office
Continue to channel all donor funds through the existing MPTF to enhance efficiency and effectiveness.
35. **Recommendation 2:** For PAGE Management Board and Donor Steering Committee
Build high level political support in Partner Countries for IGE while also strengthening connections between PAGE's upstream normative work and follow-up action on the ground to operationalise IGE through optimising connections with donors' bilateral programmes and bringing in more influential partners (like MDBs and/or specialised UN agencies, like IFC, World Bank) strengthening these impact drivers in the programme's TOC.
36. **Recommendation 3:** PAGE Country Teams and National Coordinator, supported by Secretariat
Strengthen linkages with the Resident Coordinator's Office to ensure that PAGE elements feed integrally into country programming and to leverage the Resident Coordinator's role as the UN's 'ambassador to the country' to build high level political support and enhance PAGE's external coherence in order to marshal the needed force and investment towards supporting IGE action.
37. **Recommendation 4:** For National Coordinators, PAGE Country Teams, and PAGE Secretariat
Enforce systematic use of the traffic light system as a monitoring instrument and results-based management tool.
38. **Recommendation 5:** For PAGE Secretariat
Develop and include appropriate indicators for gender mainstreaming and human rights within performance management and reporting systems. This should go beyond the work on gender mainstreaming led by partner initiatives/agencies with specialized mandate. Add a line into relevant templates, which would serve to highlight the importance placed on these topics which would oblige attention to reporting on progress.
39. **Recommendation 6:** For PAGE Secretariat in collaboration with the Management Board (as it was understood a proposal regarding support for peer learning had been formulated)
Adopt a more strategic approach (underpinned by adequate resourcing); an institutionalised mandate with roles, responsibilities, appropriate support mechanisms for the involved actors, monitoring, and ongoing follow-up; using mutually understood shared criteria and a systematic process for documentation and dissemination feeding into knowledge management and to evaluate effectiveness, document good practice, promote organisational learning), to leverage peer learning and South-South exchange towards strengthening execution and sustainability
40. **Recommendation 7:** For EOU and Evaluation Offices of other UN agencies
Considering the ambition of UN Reform: Develop relevant guidance, tools, and templates (including detailed criteria matrix) for the evaluation of interagency programmes.

I. INTRODUCTION

41. PAGE was first launched by UNEP in 2013 as an interagency programme with a 7-year duration following the June 2012 UN Conference on Sustainable Development (Rio+20), which affirmed green economy as an important tool to achieve sustainable development, emphasizing that “it could provide options for policymaking but should not be a rigid set of rules”, asserting that countries “can choose an appropriate approach in accordance with national sustainable development plans, strategies, and priorities”⁵.
42. During its start-up phase, PAGE was housed in UNEP’s Green Economy Initiative (GEI)⁶, then established as a joint programme in June 2014 with its four founding agencies: ILO, UNEP, UNIDO, UNITAR, joined by UNDP later that year. Bringing together the expertise, perspectives, and convening power of these five UN agencies, PAGE set out to progressively assist qualifying countries in advancing on green economy pathways by developing, adopting, and implementing enabling conditions, policies, and strategies. The collective, coordinated, complementary support of these agencies was expected to provide a more comprehensive, strategic support package, beyond individual departmental mandates, that would build needed capacities and trigger policy reform with reduced transaction costs for the participating countries and PAGE partners.
43. In its initial stage, UNEP hosted the PAGE Secretariat and the Green Economy Trust Fund that had been set up to receive and administer donor funds. As more countries showed interest in joining and more donors came forward with the needed support, it was reported in project documentation that a perception emerged amongst the involved UN agencies that PAGE was mature enough to run as a fully-fledged programme. Endorsed by its Management Board, PAGE’s Operational Strategy 2016-2020 (with a budget of USD 43.5 million funded by the European Commission (EC) and the governments of Finland, Germany, Norway, Republic of Korea, Sweden, and Switzerland) provided the basis for the interagency cooperation, and consequently provided the scope for this terminal evaluation.
44. While the PAGE programme had been subject to a Mid-Term Evaluation (MTE) carried out in 2017 by UNEP, an EC review carried out in 2019, and was included in 2020 in an independent clustered evaluation on the SIDA-ILO Partnership Programme (focussed on its outcomes related to a just transition to environmental sustainability and green jobs initiatives), the performance of PAGE’s Operational Strategy 2016-2020 had not been previously evaluated.
45. This evaluation was designed to i) meet accountability requirements; ii) promote operational improvement and share knowledge for scaling-up of the project’s results; iii) stimulate recommendations and draw lessons to inform PAGE’s ongoing implementation under its Strategy 2021-2030. The key audiences for the evaluation’s findings include: the five partner UN Agencies, the PAGE Secretariat, and PAGE implementers and beneficiaries in its 20 Partner Countries and Provinces listed in order of joining PAGE since 2013: Mongolia, Peru, Senegal, Mauritius, Ghana, Burkina Faso, Jiangsu Province (China), South Africa, Barbados, Mato Grosso (Brazil), Kyrgyz Republic, Guyana, Uruguay, Argentina, Guatemala, India, Indonesia, Kazakhstan, Morocco, and Thailand.

⁵ Page 15, The Future We Want: Outcome document of the UN Conference on Sustainable Development, Rio de Janeiro, Brazil, 20-22 June 2012, <https://sustainabledevelopment.un.org/content/documents/733FutureWeWant.pdf>

⁶ Launched in 2008 at the height of the global financial crisis, UNEP’s Green Economy Initiative (GEI) was a precursor for PAGE. <http://www.unep.org/greeneconomy/>, an umbrella project that covered 16 individual sub-projects, set the foundation for subsequent independent projects such as the Partnership for Action on the Green Economy (PAGE) and the Green Growth Knowledge Platform (GGKP) Source: Terminal TE Report of GEI, January 2017

II. EVALUATION METHODS

Evaluation Approach

46. The evaluation of PAGE's Operational Strategy 2016-2020 was triggered by the close of this 5-year strategy implementation involving five UN agencies, each with differing administrative requirements vis-à-vis evaluation. UNEP led this evaluation, which was funded by the EC, on behalf of the five PAGE agencies. In this setting, UNEP's evaluation procedures were applied.
47. The Terms of Reference [see ANNEX VII - Evaluation TOR (without annexes)] jointly developed by the five PAGE agencies, which was provided by UNEP to the external team engaged to carry out this independent evaluation, as well as the United Nations Evaluation Group (UNEG) principles underlying Joint Evaluations, together with UNEP's evaluation policies and strategies⁷ and accompanying guidance and tools guided the evaluations' aim, design, and conduct. The assessment covered the 2016-2020 period of implementation.
48. The Evaluation Team worked in partnership with and under the supervision of an Evaluation Manager in UNEP's Evaluation Office (EOU). Following UNEG principles for evaluations of larger programmes and 'flagship' projects, the Evaluation Team also benefitted from the strategic and advisory support of a 20-member Evaluation Reference Group (ERG). It was comprised of representatives from each of the participating UN agencies (PAGE's Technical Focal Point and an Evaluation Officer), selected funders (European Union and Governments of Germany and Sweden), and the PAGE Secretariat. The ERG accepted the offer of UNEP's Evaluation Manager to convene the group and chair its discussions.
49. The Inception Report, which was finalized with feedback from the EOU and ERG, assured mutual understanding regarding: a) the aim, scope, key questions to be explored; b) evaluation approach, methods for data gathering, analysis, rating; and c) the inquiry's conduct. It contained an assessment of the design quality of the Operational Strategy 2016-2020, a draft reconstructed TOC, and a stakeholder analysis (used to identify actors who could provide important perspectives and evidence during the evaluation's main phase).
50. The evaluation fostered a positive, participatory approach, keeping key stakeholders regularly informed, while maintaining independence. As a representative body, the ERG was provided with formal opportunities to clarify facts and provide feedback on preliminary findings as well as on the draft and final Evaluation Reports. In addition to enhancing the robustness of the assessment, this approach was designed to enhance stakeholders' ownership of the evaluation's findings and motivate uptake of lessons learned and recommendations.
51. While the templates, tools, and guidance provided by UNEP were oriented for a project-level assessment, the Evaluation Team assessed the PAGE Operational Strategy 2016-2020 according to its nature as an interagency initiative, looking at its alignment to the strategic priorities of its UN agency partners, donors, Partner Countries; its quality of design; the Operational Strategy's success in producing outputs/outcomes planned for the 2016-2020 period; and so on. For outcome level results, the Evaluation Team looked at progress against indicators, the strength of the indicators to reveal the intended changes, and tried to ascertain whether effects were delivered from PAGE alone, PAGE together with other factors, or not PAGE at all. In assessing the likelihood of impact, the Evaluation Team looked at whether the TOC for the Operational Strategy 2016-2020 had held, the extent to which planned outputs and outcomes were delivered as intended, were there credible assumptions and impact drivers, and when tested, did those hold?
52. This theory-based approach was deemed suitable for assessing an initiative like PAGE, which had been in operation for a sufficiently long period so that its support could feasibly contribute

⁷ <https://www.unep.org/about-un-environment-programme/evaluation-office/policies-and-strategies>

to changes at outcome/impact level and whose support was expected to lead to predicted changes. The selected approach was also suitable for addressing questions of 'why' and 'how' and building attribution, contribution, and credible association. Establishing the contribution of PAGE's Operational Strategy 2016-2020 in the complex national settings of Partner Countries relied heavily on prior intentionality (e.g. approved intervention design documentation, logical framework) and the articulation of causality (TOC and accompanying narrative). These aspects were explored through the development of in-depth case studies in six Partner Countries selected through the application of sampling criteria.

53. Following UNEP evaluation requirements, nine categories (and their constituent aspects) were assessed and rated⁸, including: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, including assessment of provision of outputs, achievement of outcomes, and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Performance. The overall rating was calculated using a weighted table (see **ANNEX IV**). These categories, together with six Key Strategic Questions elaborated in the evaluation's ToR⁹, were used as the basis for developing an Evaluation Matrix, which contained a pool of relevant questions, organised by evaluation category, together with indicators and sources of evidence. This instrument was used to guide data collection and analysis.
54. To develop and triangulate the findings, quantitative and qualitative data were collected from varied sources, using different means:
- i) Desk Review: of key documentation available from the PAGE website and supplied by the PAGE Secretariat, including the approved Operational Strategy 2016-2020, country application summaries, PAGE agency annual work plans, minutes of the Management Board, Donor Steering Committee, National Steering Committee meetings, Technical Team reports, monitoring reports (annual progress reports, output reports at global and country level), previous PAGE evaluation reports, consultant reports, training programmes publications, other relevant documents and correspondence, MPTF contracts and reports, etc. (see **ANNEX II - Key Documents Consulted**).
 - ii) Interviews at Global and Country Level: as outputs and outcomes of the Operational Strategy 2016-2020 were related to the development of plans, strategies, capacities, and knowledge with no physical objects that could be directly observed, no field missions were undertaken. Instead, interviews were carried out using remote means (using Zoom, Skype). From the pool of 179 primary informants identified through desk review, interviews were carried out with 75 stakeholders (39 women, 36 men; see **ANNEX III - Key Stakeholders Consulted**), spanning the PAGE Secretariat, Management Board, Donor Steering Committee, MPTF Office, UN Agency Technical Focal Points, National Coordinators, Resident Coordinators, UN Country Team, consultants engaged in developing outputs to support the planning/policy reform process, Action Partners engaged in PAGE work in Partner Countries; governmental counterparts, line ministries and institutions as well as ministries/entities/actors in countries selected for in-depth case study that were expected to take up or be influenced by their PAGE engagement.

These semi-structured interviews, which lasted 45-60 minutes (the maximum amount of time typically granted) were carried out using a protocol, which contained a pool of 21 key questions (mapped to the evaluation criteria and key strategic questions) delving

⁸ Most categories are rated according to the following scale: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). Likelihood of Impact and aspects related to Sustainability are rated from Highly Likely (HL) to Highly Unlikely (HU). The rating for 'Nature of External Environment' is not included in calculating the overall performance rating.

⁹ As per UNEP guidance, these have been summarily addressed within the Executive Summary of the Terminal Evaluation Report

into areas where these stakeholders were expected to be able to provide key evidence and perspectives that contributed to the evaluation’s aims.

- iii) Survey: to provide for a wider consultation across all 20 Partner Countries, a survey was developed and administered to national government Focal Points and PAGE teams to gather quantitative and qualitative evidence regarding key questions drawn from the Evaluation Matrix;
- iv) Case studies: six contribution cases were developed to identify and substantiate causal factors (to the extent possible, within the available resource envelope for the evaluation) between PAGE’s inputs and advocacy and the resulting policy outcomes in beneficiary countries. The selection of these countries (see **Figure 1**) through the application of multiple sampling criteria reflecting PAGE’s global reach, its Partner Countries’ varying stages of development, and the potential to investigate the synergistic potential of PAGE’s interagency architecture;
- v) Meetings: Evaluation Team members participated as observers in three meetings (national-level and interagency) organised by the PAGE agency assigned as lead in the respective Partner Countries;
- vi) Exchanges: with the PAGE Secretariat and other ERG members to clarify specific points and gather direct feedback on various issues;
- vii) Presentation of Preliminary Findings: discussion with the ERG yielded additional data, observations, and clarifications that were used in finalizing the assessment.

Figure 1 – Criteria for Selection of Contribution Case Studies¹⁰

#	Country	Geography	Type	PAGE Entry / Phase	Assessments Made / Policies Supported	Intervention Sectors	Lead Agency
1	South Africa	Africa	Emerging, middle income	2015 / Graduating	4 assessments 1 policy	Waste and Water Management Green Industry and Trade and Circular Economy Resource Efficiency	ILO
2	Ghana	Africa	Emerging, middle income	2014 / Graduating	2 assessments 1 policy	Green Finance Green Jobs/ Business	UNDP
3	Guyana	Americas	SIDS, middle-income	2017 / Continuing	2 assessments 0 policy so far	Green Industry and Trade, Circular Economy Green Jobs/ Business Sustainable Agriculture/Forestry	UNEP
4	Uruguay	Americas	Emerging, high-income	2017 / Continuing	4 assessments 1 policy	Waste and Water Management Green Industry and Trade and Circular Economy Resource Efficiency	UNIDO
5	Kyrgyz Republic	Asia	Emerging, landlocked, middle income	2016 / Continuing	5 assessments 2 policies	Green Finance Green Industry and Trade and Circular Economy Green Jobs/ Business Sustainable Agriculture/Forestry Sustainable Transport/Cities	UNEP-UNDP
6	Mongolia	Asia	Emerging, landlocked, middle income	2013 / Graduating	15 assessments 3 policies	Sustainable Public Procurement Green Finance Green Buildings and Construction Waste and Water Management Green Industry and Trade and Circular Economy	UNITAR

¹⁰ Upstream/cross-sectoral economic/development planning were not assessment criteria. Source: PAGE Annual Report, 2020

Stakeholder Engagement

55. To increase engagement, this exercise was formally introduced to stakeholders by UNEP's Evaluation Manager, based on text provided by the Evaluation Team, who then followed up with a request for survey and/or interview. An interview protocol was shared in advance to enable informants to prepare for this exchange. They were also given the option to provide written input using the protocol and/or further elaborate their perspectives.
56. For the analysis, an evidence-based approach with robust analytical underpinning was used. The quality of data analysis was assured using a software tool¹¹, which provided a trace back to evidence underpinning the findings. This tool was used to systematically code, analyse, cross-reference, and comment interviews based on the evaluation criteria, allowing for triangulation of findings and evidenced-based recommendations. This approach was aimed at enhancing stakeholder confidence in the evaluation and motivating uptake of its lessons and recommendations.
57. The preliminary findings were presented and discussed with the ERG. While this yielded valuable clarifications, additional input, and observations, which were included in finalizing the assessment, such an approach was also aimed at generating interest in utilizing the lessons and recommendations for operational improvement and learning.
58. To preserve the integrity of the evaluation process and enhance freedom of expression, respondents were assured of the confidentiality of their input. This was maintained throughout the analysis, the exchange with all PAGE actors, and the reporting process.
59. Throughout the evaluation process and in developing the Evaluation Report, efforts were made to present the views of both mainstream and less represented views. Data was collected in a manner that respected ethics, human rights issues, and followed UN Standards of Conduct. Prior consent was gained for data collection and use. Anonymity was preserved at all stages of the process. Within the Evaluation Report, evidence has been presented in a way that informants and their organisations cannot be specifically identified.

Limitations and Mitigation Measures

60. Given the evaluation's resourcing, direct consultation could not be undertaken with all partners engaged in all activities and all relevant stakeholders in Partner Countries. In this light, illustrative informants were identified representing key groups uncovered in the stakeholder analysis (see **Figure 3**) in terms of their interest in and influence on the implementation and results of PAGE's Operational Strategy 2016-2020. Furthermore, case studies assessing PAGE's contribution to advancing the IGE trajectory were developed. Their selection was carried out through the application of multiple sampling criteria reflecting PAGE's global reach, its Partner Countries' varying stages of development, and the potential to investigate the synergistic potential of PAGE's interagency architecture.
61. The evaluation was launched over one year after the end of the Operational Strategy 2016-2020 and its deployment endured almost another full year. Together with the situation that PAGE is an ongoing programme, operating under a new Strategy 2021-2030, this limited the ability of some stakeholders to distinguish effects stemming from the delivery of the strategy under evaluation, compared to the strategy currently in place. Moreover, the time elapsed since the launch of the Operational Strategy 2016-2020 reduced recall of specific, detailed information concerning its initial phase.
62. Another challenge that this evaluation faced stemmed from the mismatch between the nature of the evaluand as a complex, ongoing, interagency programme and the agreement of the constituent PAGE agencies to undertake an evaluation of the Operational Strategy 2016-2020

¹¹ QDA Miner. See <https://provalisresearch.com/products/qualitative-data-analysis-software/freeware/>

using UNEP's evaluation criteria, guidance, structure, procedures, templates, and tools that have been established to carry out a project performance assessment under the full authority of a single UN agency. This limitation was particularly challenging in light of the detailed criteria and elements that were to be used to assign ratings across a broad set of performance dimensions. This situation was addressed by adapting the constituent aspects of the required evaluation criteria to reflect the interagency PAGE context, including: reformulation of sub-criteria under Strategic Relevance and under Financial Management and not using the sub-categories under Quality of Project Management and Supervision. These modifications did allow for meaningful use of the weighted evaluation criteria form, which calculated an overall performance rating of "Moderately Satisfactory".

63. The decision to omit field missions – thereby missing out on face-to-face contact, verbal and non-verbal cues (including body language that signals discomfort, enthusiasm, etc), and opportunistic probes to deepen the line of questioning – could be perceived as a limitation on the evaluation. As PAGE's interventions were upstream at policy level, with little to be physically observed in the field, together with the largescale shift to virtual and home-office work practices, the interest to meet externals travelling in from other geographies (in a time when COVID-19 restrictions were still ongoing and could potentially flare up again) were deemed by the Evaluation Team to not be fully reliable to justify such travel. To compensate:
 - A survey was administered widely to 307 stakeholders, which reached 35.5% rate of response (i.e. 109 responses, fairly equally spread across men and women); 53% of respondents were UN staff and 20% (i.e. 22 respondents) were government stakeholders spanning 11 Partner Countries;
 - 75 stakeholders were interviewed using remote means (representing 42% of 179 primary stakeholders identified by the Evaluation Team);
 - Evaluation Team members participated as observers in interagency and nationally organised meetings held virtually to gain insights into PAGE's implementation in the field
64. While there was limited opportunity to obtain data directly from the field, this was also compensated by the availability of monitoring reports. The Evaluation Team believed that with the perspectives and material that were available, it has been possible to arrive at a balanced assessment of performance and that useful lessons and recommendations have been generated.

III. THE PROJECT

A. Context

65. UNEP's Green Economy Initiative (GEI)¹² was the precursor for PAGE. Recognizing that unsustainable development patterns were linked to the misallocation of capital to activities that generated economic benefits with negative social and environmental externalities, GEI was launched in 2008 responding to the conviction that economies needed to be transformed. Analyses carried out by UNEP and others showed that transformation of national economic structures through policy reform could shift investment towards a new generation of assets (e.g. clean technology; energy- and resource-efficient infrastructure; sustainable trade opportunities; well-functioning ecosystems; green skilled labour; strong institutions; good governance), thereby integrating the three pillars of sustainability over the medium- and long-term¹³.
66. Green economy and related concepts (including circular economy, low carbon economy, ecological civilisation, well-being, decent work, green growth) were seen as key to decoupling economic growth from environmental degradation and increasing opportunities for marginalized populations (i.e. women, youth, and the poor). According to its founding argumentation, PAGE would gain the most traction in situations where policymakers had "a strong appetite and mandate for reforms to stimulate green growth and jobs for all, as well as for higher efficiency and innovation to reduce pressure on national capital"¹⁴. Sectoral reforms, piloting and uptake of new strategies were expected to be realised in the mid-term, with the evaluation of uptake, continued capacity-building, and uptake with civil society falling towards the end of the policy cycle¹⁵.
67. PAGE was announced at UNEP's Governing Council in February 2013 as a response to the June 2012 UN Conference on Sustainable Development (Rio+20)'s call for the UN to support countries wishing to embark on greener, more inclusive growth trajectories. Placed initially within UNEP's GEI, in early 2014, PAGE was established as a joint programme with its four founding agencies (ILO, UNEP, UNIDO, UNITAR), joined by UNDP in June 2014. From inception phase discussions, the Evaluation Team learned that initial ideas about what to do and how to do it (including concepts for governance and management structures) emerged through extensive discussion amongst these agencies' Focal Points. With sufficient funding raised, key elements were put in place to make the programme operational¹⁶ and offer country-level support to Mongolia¹⁷ and Peru¹⁸, two countries seen to be at the forefront of willingness and commitment to transition towards a green economy. Through stocktaking studies carried out in this phase, PAGE's promotion of inclusive green economy (IGE) was already in evidence.
68. Initially, UNEP hosted the PAGE Secretariat and the Green Economy Trust Fund set up to administer donor funds. The first full interagency PAGE programme was captured in a UNEP Project Document (PIMS ID 01659). During 2013-2017, UNEP governed PAGE's work under

¹² Green Economy Initiative (GEI) <http://www.unep.org/greeneconomy/>, an umbrella project that covered 16 individual sub-projects, set the foundation for subsequent independent projects such as the Partnership for Action on the Green Economy (PAGE) and the Green Growth knowledge Platform (GGKP) Source: Terminal TE Report of GEI, January 2017

¹³ p8, PAGE original Programme Document (2013-2017)

¹⁴ p13, Operational Strategy 2016-2020 https://www.un-page.org/files/public/page_operational_strategy_2016-2020_web_0.pdf

¹⁵ p13, Operational Strategy 2016-2020 https://www.un-page.org/files/public/page_operational_strategy_2016-2020_web_0.pdf

¹⁶ p2, PAGE Annual Progress Report (1 January 2013-31 March 2014)

¹⁷ In 2014, Mongolia ratified its Green Development Policy, becoming one of the world's first countries to have a national policy on green development (p8, Mid-Term Review (2021) of Green Economy Policy Review of Mongolia's Green Development Policy, prepared for UNEP by Economic Policy and Competitiveness and Research Centre), <https://wedocs.unep.org/handle/20.500.11822/36922;jsessionid=758C11AF75EA4274086E939650E4E953>

¹⁸ As noted on p5 of PAGE's Annual Progress Report(1 January 2013 to 1 March 2014), Peru's Minister of Environment confirmed clear interest to use green growth to reconcile economic development with social inclusion, decent work and more efficient use of natural resources but to achieve this transformation, he indicated that policy instruments were needed to integrate the green economy concept into national policies and strategies, such as the *Bicentennial Development Plan*, the *National Environmental Policy*, and the *Multiannual Macroeconomic Framework*

this framework, signed agreements with the involved agencies, and managed financial receipts and disbursements. Following its own requirements for the receipt, disbursement, and stewardship of donor funds, UNEP formulated a 2018-2021 successor project (PIMS ID 02032), which was subsequently extended until December 2022. This UNEP Project Document reflected only parts related to UNEP's implementation. PAGE's full interagency programme was reflected in the Operational Strategy 2016-2020 (and subsequently its Strategy 2021-2030).

69. As more countries showed interest in joining and more donors came forward with the needed support, it was reported in project documentation that a shared perception emerged amongst the involved agencies that PAGE was mature enough to run as a fully-fledged programme. Building on ideas in UNEP's 2013-2017 Project Document (which envisaged supporting 30 countries), recommendations emerging out of its inception phase, and lessons from the first two years of PAGE's implementation, an Operational Strategy for 2016-2020 was jointly developed by the five UN partner agencies. It also set out plans to mobilize resources, grow the partnership, and align with the 2030 Agenda for Sustainable Development, especially with the Sustainable Development Goals (SDGs) related to the economy, jobs, the environment and climate change, and partnerships¹⁹.
70. Endorsed by the PAGE Management Board, the Operational Strategy 2016-2020 provided the basis for the interagency cooperation. During the 2016-2020 period, a total of 18 Partner Countries and 2 Provinces were supported (see **Figure 2**). Countries were designated according to their phase of PAGE implementation (with typical durations): Inception (1 year), full implementation (3 years), phase-out/transition (1 year), post-graduation (1-2 years), and graduated. If delays occurred, countries could remain in a phase without progressing. PAGE faced a specific challenge in implementing its Operational Strategy 2016-2020 from around March 2020 until late 2021 (depending on the country) due to the imposition of restrictions on meeting and mobility imposed globally in relation to the COVID-19 pandemic.

B. Results Framework

71. The programmatic logframe was jointly developed by the five participating UN agencies. It was not revised during the implementation of PAGE's Operational Strategy 2016-2020.
72. The goal of the Operational Strategy 2016-2020 was for countries to transform their economies to eradicate poverty, increase jobs and social equity, strengthen livelihoods and environmental stewardship, and sustain growth in line with the SDGs. Four outcomes related to planning and macro-economic, sectoral, and thematic policy reform; capacity-building; and knowledge management were to contribute to this long-term impact, formulated as follows:

Outcome 1: Countries have reinforced and integrated IGE goals and targets into SDG-aligned national economic and development planning through multi-stakeholder collaboration (underpinned by outputs related to diagnostics, assessments, engagement of public/private/civil stakeholders in cross-sectoral IGE prioritization);

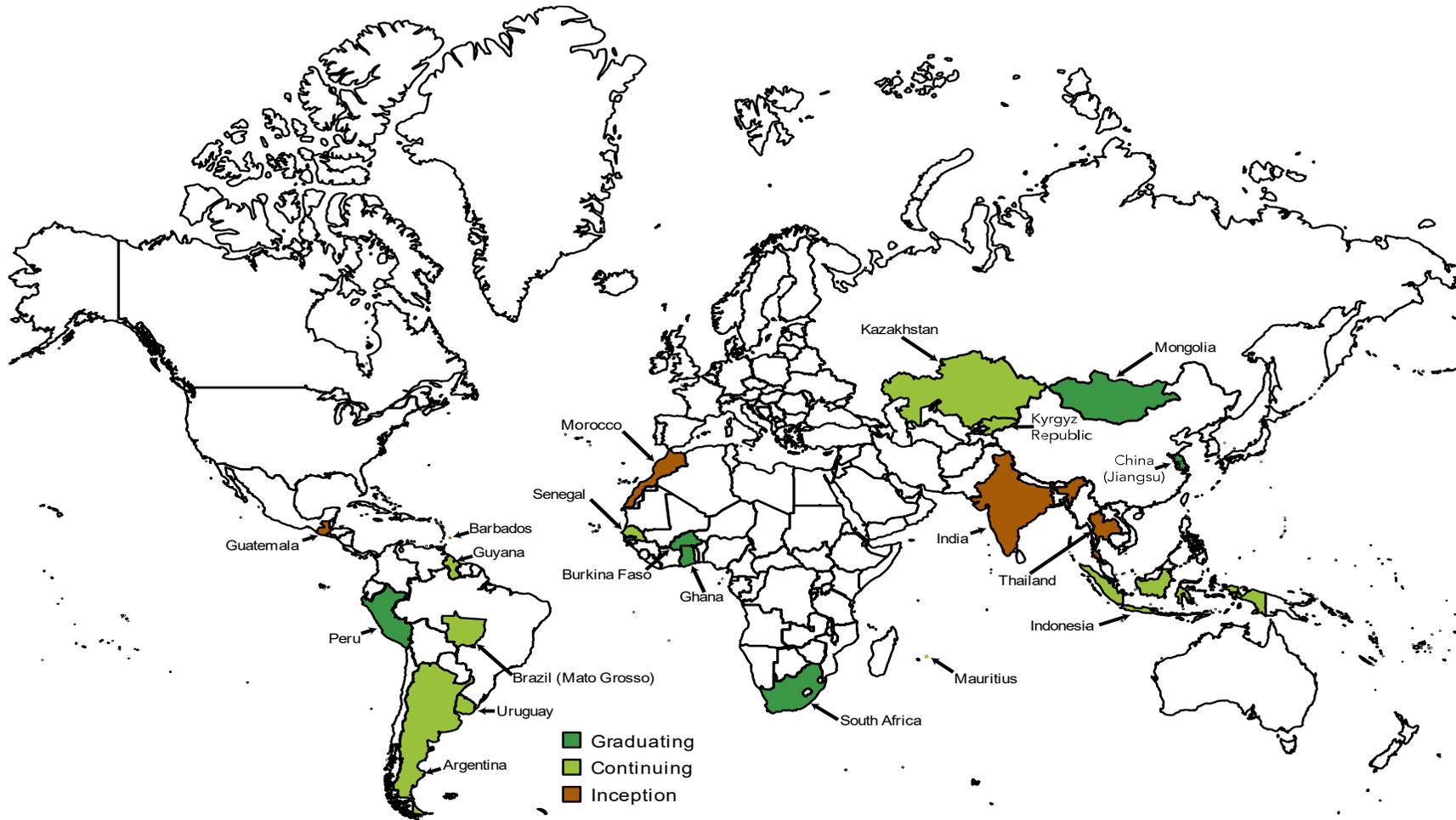
Outcome 2: Countries are implementing evidence-based sectoral and thematic reforms in line with national IGE priorities (supported by outputs related to sectoral and thematic diagnostics; assessments; advisory support in policy design and planning; mobilisation of IGE financing partners);

Outcome 3: Individual, institutional and planning capacities for IGE action strengthened at the national and global levels (powered by capacity development; tailored national, regional, and global training for individuals and institutions);

¹⁹ p8, PAGE Operational Strategy 2016-2020 https://www.un-page.org/files/public/page_operational_strategy_2016-2020_web_0.pdf

Outcome 4: Countries have improved their knowledge base for advancing IGE (supported by generation/sharing of IGE knowledge products; global IGE advocacy, outreach, and communications strategy).

Figure 2 -- Countries/Regions Supported by Page Operational Strategy 2016-2020



73. Various planning steps were carried out jointly by the participating UN agencies to generate UN agency workplans, which built on joint country workplans and the jointly-developed workplan for PAGE's global activities – following the logic that funds would get disbursed at the time when the workplans were ready (which could be at different moments in a year). In setting up an approach to manage, monitor, access progress and recalibrate where and when needed, key outputs were specified in these workplans, assigned a budget with costs summed up to the respective outcome level, mentioning tentative completion dates.

C. Stakeholders

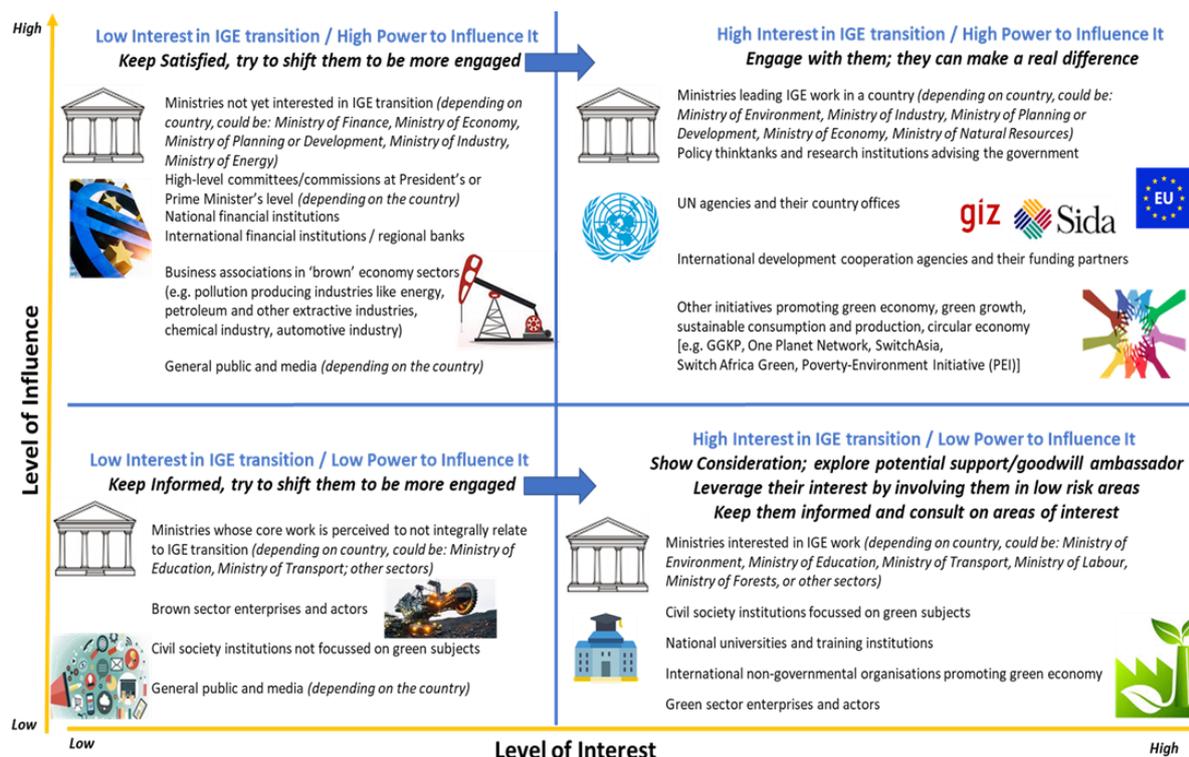
74. The PAGE partnership brought together a variety of stakeholders:
- **Five UN Agency Partners** (ILO, UNEP, UNDP, UNIDO, UNITAR) and their networks: This interagency collaboration was conceived to provide an integrated offer to qualifying countries, taking into account each agency's strengths, expertise, and country demand. Partner Agencies implemented PAGE at both national and global levels. Representatives from the five agencies formed the PAGE Management Board and led (or co-led) PAGE's overall country coordination through a Technical Team;
 - **Funding Partners** contributed to the MPTF established in January 2017 to enable receipt of donor funds and their disbursement to the implementing agencies (see **Table 4**). Representatives of the Governments of Germany, Norway, Sweden, Republic of Korea, Finland, and Switzerland as well as the European Commission sat on the PAGE Donor Steering Committee, which provided overall strategic guidance and followed PAGE's implementation and evolution;
 - **Country Partners**, which included national governments, particularly IGE-relevant sector ministries, who exercised a leadership role in identifying intervention sectors and priority actions, and in the overall implementation;
 - **Action Partners**, who were expected to bring additional expertise; in some cases, they were co-financers, and/or offered in-kind support for national and global level activities. Several initiatives were to be leveraged. Amongst those listed²⁰, it was noted that UNEP was a key implementer for the majority (i.e. UNEP Finance Initiative, 10YFP, UN-REDD, Green Growth Knowledge Partnership, SwitchAsia, SwitchAfrica Green). UNDP was featured together with UNEP in the Poverty-Environment Initiative (PEI); UNDP was also a joint implementer of UN-REDD.
75. At country level, key stakeholders were gathered under a National Steering Committee (NSC), expected to direct and supervise PAGE activities, while also advancing national policies, strategies, and programmes. NSC functions were to be provided by an existing body with responsibility for national development planning, policies, and sustainable development²¹. This coordinating institution was expected to designate a senior government official as Government Focal Point, providing guidance, coordination, oversight and operational support for PAGE's implementation.
76. In mapping stakeholders²² according to their interest in IGE and their power to influence this transition (see **Figure 3**), the Evaluation Team gained insights that were used to review PAGE management strategies to leverage the interest and participation of those perceived to be in a position to drive forward the IGE agenda (e.g. government ministries and sectors that were already leading IGE work in a country) as well as efforts made to shift those with lower interest to positions of higher engagement in embracing IGE.

²⁰ See Figure 8 PAGE Partnerships on p21, PAGE Operational Strategy 2016-2020 https://www.un-page.org/files/public/page_operational_strategy_2016-2020_web_0.pdf

²¹ Operational Guidance to PAGE National Steering Committee https://www.un-page.org/files/public/page_national_steering_committee.pdf

²² These stakeholders were documented in UNEP's PAGE Project Document 2018-2021 (PIMS ID 02032)

Figure 3 – Mapping of Stakeholder Interest and Influence

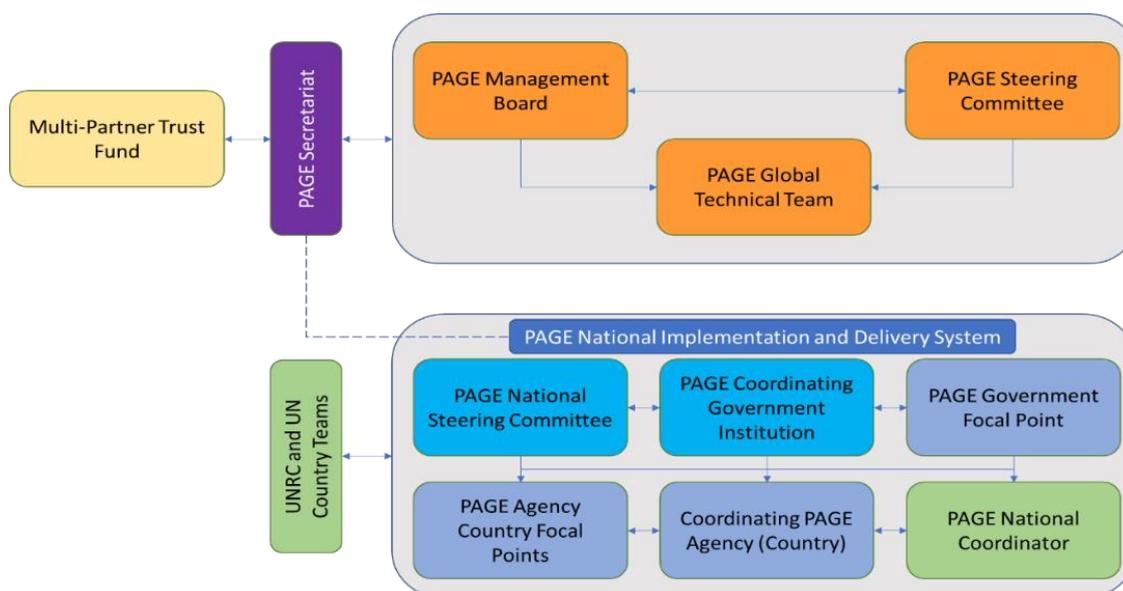


D. Global Management and Implementation Structure

77. As visualised in **Figure 4**, PAGE's national implementation and delivery system was managed and governed by its Donor Steering Committee, Management Board, Technical Team, and a Secretariat, whose constitution and roles were as follows:

- The **Steering Committee** was constituted by representatives of governments and institutions that provided financial support to PAGE (referred to as Funding Partners); this body followed the programme's development and implementation and provide overall strategic guidance;
- The **Management Board**, which included one director-level representative from each of the five UN partner agencies; this body signed off on the work programme and deployment of resources; it was chaired by UNEP until 2020, then chaired by ILO until mid-2022 when UNEP took over this responsibility following that board member's retirement.
- The **Technical Team** was comprised of the participating UN agency representatives who developed the work plan for PAGE under the leadership of the PAGE Secretariat and ensured consistency across national- and global-level activities;
- The **PAGE Secretariat** (hosted in Geneva by UNEP) served as the central liaison body amongst the PAGE partners. It provided services to the Technical Team, Management Board and Steering Committee, including organizing their meetings and implementing their decisions. It was also responsible for managing the **PAGE Trust Fund**, which included managing the relationship with the PAGE MPTF, which was housed by UNDP. Before the establishment of the PAGE MPTF, the Secretariat oversaw the delivery of funds from the UNEP Trust Fund and prepared interagency agreements for transferring funds to PAGE partners. In addition, the Secretariat prepared resource mobilisation proposals; it tracked progress on national and global outputs; it organized and supported evaluations and audits and facilitated cooperation regarding the programme in the broader sense.

Figure 4 – PAGE Implementation and Governance Structure



Source: p6, PAGE Evaluation ToR; updated based on implementation

E. Financing

78. PAGE was not a legal entity. It functioned as a partnership with a Secretariat (hosted by UNEP). Jointly endorsed by the five UN partners, the MPTF²³ was established and operated from 1 January 2017, thereby creating a mechanism for a coordinated approach to collaboration with donors. The MPTF Office served as the administrative interface between the donors and the involved UN organisations. The participating UN agencies assumed full programmatic and financial accountability for the funds disbursed to them by the MPTF Office. Under this setting, each UN partner agency implemented its PAGE work according to its own rules and procedures.
79. At design, the planned budget for the Operational Strategy 2016-2020 was set at USD 43.5 million. This was to be spread across four main elements: i) funds supporting country-level work (which accounted for a major share: USD 32.5 million, representing 74.7% of the budget); ii) global capacity-building work; iii) global knowledge creation and sharing; and iv) the PAGE Secretariat, as shown in **Table 3**.

Table 3 – Planned Budget for PAGE Operational Strategy 2016-2020, in USD

Activity	2016	2017	2018	2019	2020	Total
4-year Country Engagement	11 countries 500/country = 5.5 million	15 countries 500/country = 7.5 million	16 countries 500/country = 8 million	14 countries 500/country = 7 million	9 countries 500/country = 4.5 million	32.5 million
Global capacity-building activities	600,000	600,000	600,000	600,000	600,000	3 million
Global knowledge creating and sharing	600,000	600,000	600,000	600,000	600,000	3 million
PAGE Secretariat	1 million	1 million	1 million	1 million	1 million	5 million
Total for PAGE activities	7.7 million	9.7 million	10.2 million	9.2 million	6.7 million	43.5 million

Source: p27 PAGE Operational Strategy 2016-2020

²³ A Memorandum of Understanding (MOU) was signed in October 2016 between the five participating UN organisations and MPTF Office of UNDP regarding the Operational Aspects of the Partnership for Action on Green Economy Trust Fund. In 2020, this was complemented by an MOU Addendum for European Union Contributions to ensure alignment with its requirements

80. PAGE's Operational Strategy 2016-2020 was financed through three sources:
- Remaining funds held in the UNEP Trust fund, which was the main funding vehicle for PAGE during 2013-2016. In 2016, ILO, UNDP, UNIDO and UNITAR held funds that had been transferred to them under interagency agreements while UNEP drew its share directly from the UNEP Trust Fund. Remaining funds were used in parallel to resources from the PAGE MPTF until mid-2018;
 - Funds received by the MPTF since its 2017 establishment. USD 21,109,942 was expended by PAGE activities during 2017-2020 period;
 - Funds received through an EC contribution to UNEP administered through the UNEP Trust Fund between 2017-2021.
81. PAGE benefitted from contributions from funding partners, which included the EC and the governments of Finland, Germany, Norway, Republic of Korea, Sweden, and Switzerland. Their contributions to the MPTF during 2017-2020 (as of 31 December 2020) are shown in Error! Reference source not found..

Table 4 – Funds Received and Disbursed from Multi-Partner Trust Fund, 2017-2020

Funds Received		Funds Disbursed	
Funding Partner	USD	PAGE Partner	USD
European Commission	2,000,000		
Government of Finland	1,849,356	ILO	4,535,302
Government of Germany ²⁴	24,586,700	UNDP	6,244,606
Government of Norway	5,693,155	UNEP	2,635,410
Government of Republic of Korea	3,318,459	UNIDO	3,575,300
Government of Sweden	5,338,659	UNITAR	3,746,074
Government of Switzerland	1,555,998		
Total	44,342,327	Total	20,736,692

Source: p8 Evaluation ToR

F. Changes in Design during Implementation

82. Launched in February 2013, PAGE was an ongoing programme. The Operational Strategy for 2016-2020 was used as the basis for the interagency cooperation and related programmatic work. Its scope and parameters did not change during the period of implementation of its Operational Strategy 2016-2020. There were no formal revisions to the results framework. Following the end of this implementation period, it was succeeded by the Strategy 2021-2030 (which was accompanied by an addition of funding and expansion of tasks related to a Green Recovery Country Support Package added to deal with effects related to the COVID-19 pandemic²⁵). These aspects, formulated as an addendum to the Strategy 2021-2030, fall outside the scope of the current evaluation of the preceding strategy implementation period.

²⁴ Included USD 7.5 million allocated in 2020 for PAGE Green Recovery work (from 2021)

²⁵ p4, Addendum to PAGE Strategy 2021-2030 portrayed COVID-19 recovery as a "steppingstone for pursuing economic transformation, SDGs and climate targets". Under the UN Development System (UNDS), within the document "A UN Framework for the Immediate Socio-Economic Response to COVID-19", PAGE was selected to be mobilised as a "vehicle to support peer learning and knowledge transfer on policies that stimulate growth and recovery in the wake of COVID-19" <https://www.un-page.org/page-support-green-and-inclusive-economic-recovery>

IV. THEORY OF CHANGE AT EVALUATION

83. The TOC for PAGE's Operational Strategy 2016-2020 was reconstructed by the Evaluation Team²⁶ based on its logical framework, intervention logic, and accompanying narrative description (see **Figure 5**). This visualisation also takes into account the TOC elaborated in UNDP's Project Document for PAGE. It was also triangulated with the reconstruction contained within the 2017 MTE of PAGE commissioned by UNEP on behalf of the partners.
84. PAGE's causal pathway was in improving countries' knowledge base to advance green economy and strengthening stakeholder collaboration and planning for green economy. The Operational Strategy 2016-2020 was designed to move Partner Countries to advance green economy on their national agenda. For impact to be realised, they would have to accelerate implementation of reforms in line with IGE priorities and drive investments towards transitioning sectors and activities. Assuming that global social, economic, financial and environmental shocks would be avoided, PAGE's **long-term impact** relies on the materialisation of **intermediate states** (seen to be powered by ongoing support for IGE reforms, despite changes in national contexts and governments) related to:

At global level

- Uptake of PAGE approaches for a transition to IGE, based on outputs of Partner Countries and global products;
- Mainstreaming of IGE learning and skills and their systematic integration into training and learning institutions, including formal tertiary education systems;

At country level

- Strong uptake of investments/projects/actions in line with IGE policy measures across a critical mass of sectors and policy areas, and partnerships with strong private sector engagement and institutional backing;
 - Upscaling of IGE catalyzed by demonstration of concrete results.
85. PAGE was a response to growing evidence that transitioning to a green economy had sound socio-economic justifications and potential to deliver a "far more intelligent management of natural and human capital"²⁷. Transformational change was seen to have higher likelihood of taking root when windows for reform were open; e.g., in the early days after a new government takes office. Sectoral reforms, piloting and uptake of new strategies could be expected in the mid-term, with uptake, continued capacity-building, and adoption by civil society falling towards the end of the policy cycle²⁸.
86. To deliver on its vision and mission, PAGE set its **overall outcome** as stimulating countries to reframe economic policy around sustainability and put in place enabling policy conditions, reforms, incentives, business models, and partnerships to catalyze greater action and investment in green technologies and natural, human, and social capital). The realisation of this outcome was based on the assumption that other actors and initiatives would provide additional support that help countries align their policies with the sustainability agenda.

PAGE's Operational Strategy 2016-2020 sought to deliver **four direct outcomes** related to the integration of IGE goals and targets into national economic and development planning, policy reform in key sectors/themes, strengthening of IGE planning capacities, and enhancing IGE

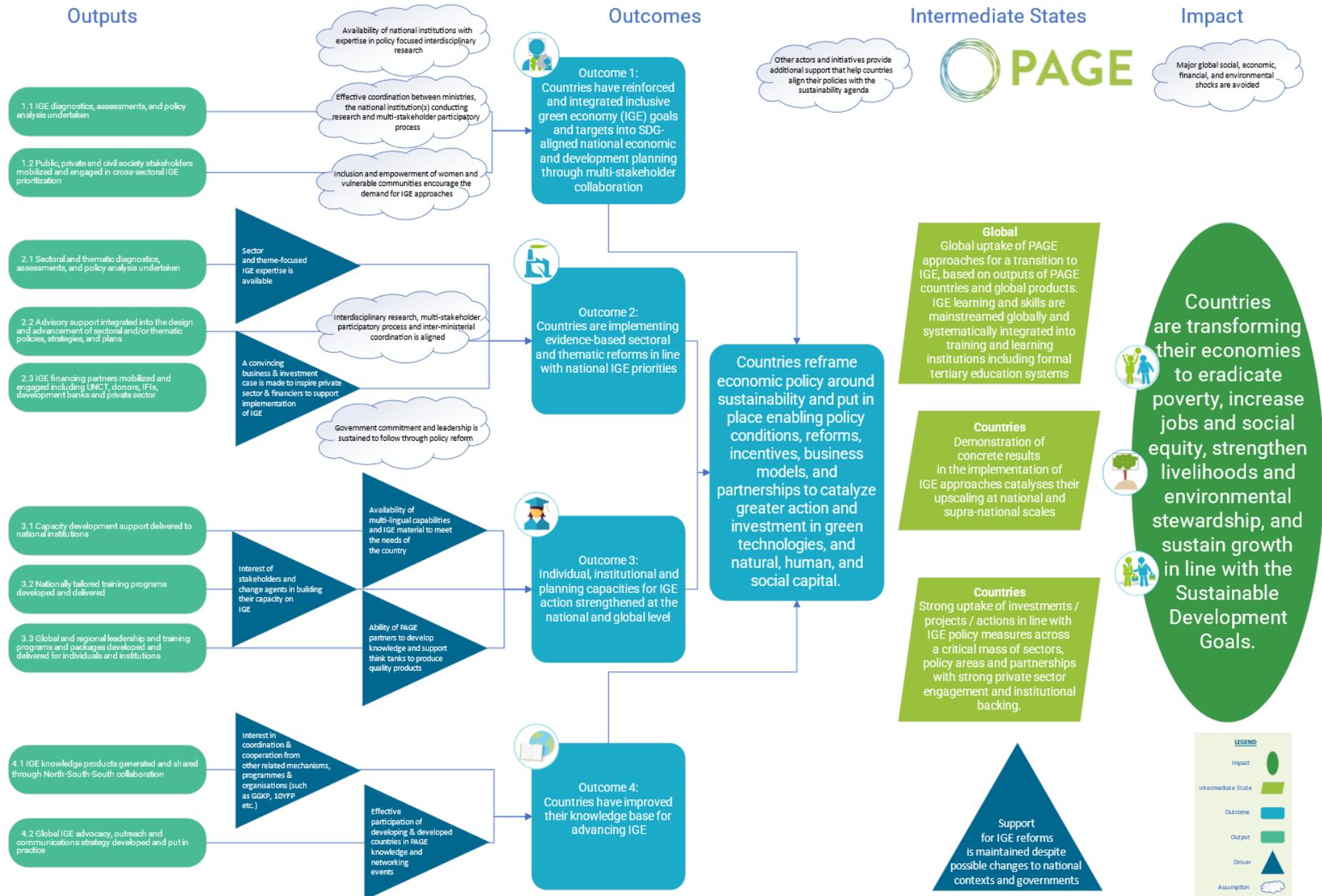
²⁶Reconstructed and documented in the Inception Report, this is called 'TOC at Evaluation Inception'. Having tested its assumptions and drivers, the TOC is then documented as 'TOC at Evaluation', reflecting any refinements gleaned through the consultation/analysis process.

²⁷ p1 (UNEP, 2011), *Towards a Green Economy: Pathways to Sustainable Development and Poverty Eradication – A Synthesis for Policy Makers*; quote from its forward by UNEP Executive Director and UN Under-Secretary General Achim Steiner <https://www.unep.org/resources/report/towards-green-economy-pathways-sustainable-development-and-poverty-eradication-10>

²⁸ p13 Operational Strategy 2016-2020 https://www.un-page.org/files/public/page_operational_strategy_2016-2020_web_0.pdf

knowledge. These outcomes were underpinned by outputs (underpinned by activities), accompanied by assumptions and drivers as deduced by the Evaluation Team in **Figure 5**.

Figure 5 – Theory of Change at Evaluation



V. EVALUATION FINDINGS

A. Strategic Relevance

Summary Assessment: The strategic relevance of PAGE's Operational Strategy 2016-2020 is deemed to be Highly Satisfactory. It added value and was well-aligned with the strategic priorities of the five participating UN agencies and its donors, although new directions taken towards addressing specific development challenges and actions on the ground had tested the PAGE delivery model in its later years of implementation. The PAGE programme itself was highly relevant to global, regional, sub-regional, and national priorities. Its Operational Strategy 2016-2020 offered a clear agenda for coordination and the pursuit of complementarities and synergies within and beyond PAGE. Mechanisms were set-up to ensure internal coherence, although the Operational Strategy did not strongly address PAGE's external coherence.

Overall Rating for Strategic Relevance: **Highly Satisfactory**

Alignment to Strategic Priorities of UN Partner Agencies

Summary Assessment: The Operational Strategy 2016-2020 was well-aligned to its UN partners' priorities, strategies, and work programmes, which reflected PAGE objectives. PAGE provided a framework for the participating UN agencies to deliver on their own expected targets (e.g. strengthening institutional capacities, advancing policy reforms).

87. PAGE's Operational Strategy 2016-2020 was well-aligned to PAGE partners' strategies and programme of work; e.g.:
- UNITAR's *Strategic Framework 2018-2021*, particularly, with its strategic objective 3.1 "Foster a green, low carbon and climate-resilient transition";
 - UNIDO's *Medium-Term Programme Framework 2018-2021* strategic priorities, particularly strategic priority iii Safeguarding the Environment.
 - UNDP's *Strategic Plan 2018-2021* commitments to i) "working in partnership", ii) "accelerating structural transformation for sustainable development" (including "transition to zero carbon development") and in some cases, with UNDP Country Programmes (e.g. South Africa);
 - UNEP's *Programme of Work 2018-2019 and 2020-2021* and its Sub-programme 6 – Resource Efficiency, with the objective that: "Countries transition to sustainable development through multiple pathways, including inclusive green economy and trade, and the adoption of sustainable consumption and production patterns, increasingly decoupling economic growth from unsustainable resource use and environmental impacts while improving human well-being".
 - ILO *Strategic Plan for 2018-2021*, particularly regarding its vision on how ILO can address "environmental sustainability", "sustainable development" and "Just Transition".
88. UN agencies' strategic priorities and programmes reflected PAGE objectives. PAGE also provided a framework for the participating UN agencies to deliver on their expected targets (e.g. strengthening institutional capacities, advancing policy reforms, etc.).
89. PAGE's Operational Strategy 2016-2020 was also well-aligned with and responded to the 2017 United Nations Development Assistance Framework (UNDAF) principles (i.e. structuring a "collective vision and response of the UN system to national development priorities and results

on the basis of normative programming”²⁹) and approaches (e.g. mainstreaming sustainable development and policy support).

Rating for Alignment to Strategic Priorities of PAGE Partners: Highly Satisfactory

Alignment to Strategic Priorities of Donors

Summary Assessment: As a direct response to the 1992 Rio Declaration, PAGE was well-aligned with its donors’ strategic priorities. Furthermore, the broad framework, the multisectoral approach of the green economy concept and the overall partnership paradigm facilitated the alignment with donors’ own agendas. With the 2016 adoption of the SDGs, PAGE’s Operational Strategy 2016-2020 became even more relevant for its donors, who had all committed to achieving the SDGs, although resource mobilisation was becoming an increasing concern as interest dispersed across pressing issues and new global challenges.

90. As a direct response to the 1992 Rio Declaration (¶67), PAGE was well-aligned with its donors’ strategic priorities³⁰. With the adoption of the SDGs in 2016 (¶69), PAGE’s Operational Strategy 2016-2020 became even more relevant for its donors, who had all committed to their realisation. Furthermore, its broad framework, the multisectoral approach of the green economy concept, and its overall partnership paradigm reflected donors’ own agendas (e.g. “links well to the UNEA resolution on Circular Economy³¹ which is of special interest to some funding partners³²; it aligned well with the EU SWITCH to Green Flagship Initiative under the EU Global Public Goods and Challenges Programme³³; for Sweden: “PAGE feeds into 3 core objectives/interests: i) Capacity Development; ii) One UN (UN Reform); iii) Sustainable Development³⁴); PAGE was also fully aligned with Germany’s strategic priorities and embedded into its green economy portfolio (i.e. International Climate Initiative (IKI) and GIZ’s Green Economy Transformation).
91. PAGE’s relevance has remained strong over the years and even increased with the formulation of more explicit policies, like the EU’s ‘Green Deal’ and ‘Just Transition’ mechanism³⁵. With the increased focus on pressing issues/global challenges, there was also evidence that PAGE’s Operational Strategy 2016-2020 was in need of adjustment: for example, PAGE’s Donor Steering Committee noted in 2019 that: “(For) the content, the strategy will benefit from more explicitly mentioning climate and biodiversity issues. There is still an ongoing discussion among funding partners regarding the balance between the macro-economic/upstream focus of PAGE and support for downstream sectoral/thematic interventions”.³⁶ The increased attention from development partners to “actions on the ground” has progressively raised questions on how results on the ground can be delivered, and PAGE’s position. This was also corroborated by some interviewees.

Rating for Alignment to Strategic Priorities of Donors: Satisfactory

²⁹ [UNSDG | UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK GUIDANCE](#)

³⁰ In 2011, the European Parliament had already adopted a resolution on developing a common EU position ahead of the United Nations Conference on Sustainable Development (Rio+20).

³¹ Convened in March 2022, the 5th United Nations Environment Assembly (UNEA) of 193 UN Member States, represented by their Environment Ministers, agreed 14 resolutions to curb pollution, protect and restore nature worldwide

<https://www.unep.org/news-and-stories/press-release/un-environment-assembly-concludes-14-resolutions-curb-pollution>

³² Interview.

³³ EU Delegation Agreement DCI-ENV/2016/372-8732 and <https://www.switchtogreen.eu/the-eu-green-deal-promoting-a-green-notable-circular-economy/>

³⁴ Interview.

³⁵ https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal/finance-and-green-deal/just-transition-mechanism_en

³⁶ PAGE Steering Committee Minutes of Meeting, 2019.

Relevance to Global, Regional, Sub-Regional, and National Priorities

Summary Assessment: PAGE was well-aligned with the global commitments of the Paris Agreement (2015) and the SDGs (2016). At country level, PAGE's Operational Strategy 2016-2020 laid down the right mechanisms for a country driven partnership and for ensuring alignment with national and sectoral priorities. PAGE was well-aligned with national development and sectoral development plans.

92. PAGE was well-aligned with the SDGs as well as the global commitments of the 2015 Paris Agreement on Climate Change³⁷. Systematic efforts (see PAGE's webpage³⁸) could be observed to link PAGE interventions to these global objectives at country level.
93. The Operational Strategy 2016-2020 laid down the right mechanisms for a country-driven partnership and for building alignment with national priorities, policies, and sectoral plans; such as:
 - The evaluation of country applications submitted to PAGE for selection was based on criteria ensuring alignment, such as “linkages between potential national activities to be carried out through PAGE and relevant national planning processes, such as for the SDGs and NDCs” and “demonstrated high-level support and commitment of key ministries, evidence of inter-ministerial coordination, a written expression of interest, and a clear demand for technical assistance”³⁹. The Evaluation Team views a demand-driven approach as an important modality for alignment with country needs.
 - Consultations and ongoing stakeholder engagement for the identification of priorities, i.e. inception workshops. Stocktaking exercises and modelling tools were also systematically used, which enabled the UN agencies to jointly identify priorities with key government partners. Findings were shared and discussed through national cross-sectoral consultations and dialogues, as well as through sectoral and thematic consultations and dialogues.
 - An inception phase was conducted in all countries following entry into PAGE, which was linked to other programmes in cases where there were pertinent ongoing initiatives; e.g. UNEP's green economy work in South Africa, UNDP/UNEP work under the Poverty Environment Initiative (PEI) in Kyrgyz Republic and Mongolia.
94. The Evaluation Survey showed that most respondents found PAGE to be aligned with national development (96%) and sectoral development plans (94%). This was corroborated by findings of the six cases studied in-depth (**ANNEX V – Contribution Case Studies**).
95. PAGE's mission was to support countries in developing integrated approaches to sustainable development. In this light, its Operational Strategy 2016-2020 identified contributions to global and national SDGs as well as climate and environmental targets (e.g. contribution to SDG 8, 13, 17; operationalization of Senegal's Nationally Determined Contribution (NDC) plan)⁴⁰. Contributions to SDGs were elaborated at outcome level in each Partner Country's logframe, as illustrated in **Table 16, Table 17, Table 18, Table 19, Table 21, and Table 23**.

Relevance to Global, Regional, Sub-Regional, National Priorities: Highly Satisfactory

³⁷ This legally binding international treaty adopted by 196 Parties at the Conference of the Parties (COP) 21 in Paris on 12 December 2015 brought its signatories together in a common cause to undertake ambitious efforts to combat climate change and adapt to its effects <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement>

³⁸ [Sustainable Development Goals - UN PAGE - Partnership for Action on Green Economy \(un-page.org\)](https://un-sustainabledevelopmentgoals.org/UN-PAGE-Partnership-for-Action-on-Green-Economy)

³⁹ PAGE Summary of Country Applications 2016-2019.

⁴⁰ PAGE Operational Strategy 2016-2020.

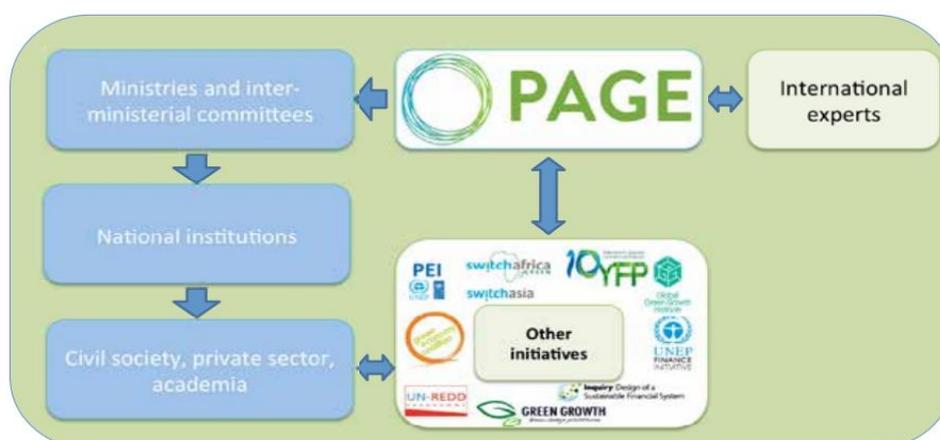
Complementarity with Existing Interventions / Coherence

Summary Assessment: By design, PAGE added value from the pooled resources of the collaborating UN agencies, their collective convening power, and joint programming/results framework. The Operational Strategy 2016-2020 offered a clear agenda for coordination and the pursuit of complementarities and synergies within and beyond PAGE. Mechanisms were set-up to ensure internal coherence. However, the Operational Strategy did not strongly address PAGE's external coherence.

96. This criterion considers complementarity and coherence at design stage. Complementarity and coherence during the implementation are discussed under Efficiency (¶158).
97. By design, PAGE had a strong added value. The Operational Strategy 2016-2020 highlighted:
 - Five UN agency collaboration and coordination pooling their technical expertise and delivering joint work.
 - PAGE's "collective convening power". The five UN agencies had complementary expertise and networks enabling them to collaborate and engage with a variety of stakeholders: e.g. ministries of planning, labour, environment, transport, agriculture, industry, and education, amongst others, and the private sector and civil society.
 - Joint workplans and results framework for the five UN agencies.
98. Mechanisms were set-up to ensure coordination, complementarity, and coherence amongst the five UN agencies, such as the PAGE Management Board and Technical Team where joint work programmes were discussed and agreed by the involved agencies. The agencies did not actually prepare annual PAGE workplans. After a sequence of steps in the planning process, there was a step where all that was previously agreed in country workplans and a jointly-developed global workplan was transferred one-on-one-into UN agency workplans to allow for a fund transfer from the MPTF. In this context, there was no step in which the agencies developed annual workplans. Rather, the UN agency workplans mainly fulfilled the function to communicate with the MPTF Office on a fund transfer.
99. The presence of one director-level representative from each UN agency in the PAGE Management Board (¶211) was designed to ensure internal coherence across the agencies. PAGE's Donor Steering Committee also acted as a platform for ensuring coherence across funders' initiatives.
100. The Operational Strategy 2016-2020 set a clear framework for seeking complementarities and synergies with other development partners at global and country level.
101. The identification of complementarity and synergies was part of PAGE's country delivery model and for some countries, PAGE had already identified opportunities at its outset (i.e. Peru, Mauritius, Burkina Faso, South Africa). The in-country coordination between government stakeholders was foreseen through inter-ministerial coordination committees (see **Figure 6**), though there was no clear indication about how to ensure that these committees would drive the coordination beyond them and avoid overlap and duplication of efforts from other development partners.
102. Through its activities and tools to enable stakeholders consultation and engagement, the Operational Strategy 2016-2020 presented PAGE as a coordination mechanism in itself. While it missed providing clarification about how PAGE would move from reaching out to partners to actually joining forces and working strategically on the same agenda, a long list of in-country cooperation with other initiatives was included within each Annual Report. These collaborations were described as "country-driven, dependent on the opportunities offered by the local context and needs", with PAGE consequently functioning as "a flexible mechanism for engaging with a large number of global, regional and local organisations and initiatives" (p131, 2020 Annual Report). There were no clear mechanisms to ensure complementarity

and/or synergies between PAGE and its funders' activities in-country. An even more robust stakeholder analysis could have been undertaken to account for potential complementarities, synergies with other Development Partners. For many of those listed in the 2016-2020 Operational Strategy, UNEP was the key implementer [i.e. UNEP Finance Initiative, 10YFP, Green Growth Knowledge Platform (GGKP), SwitchAsia, SwitchAfrica Green]. Overall, the Operational Strategy did not sufficiently address PAGE external coherence.

Figure 6 – National Level Interaction and Coordination with Partners



Source: PAGE Operational Strategy 2016-2020

Rating for Complementarity with Existing Interventions / Coherence: Satisfactory

B. Quality of Project Design

Summary Assessment: Key design strengths include governance arrangements; partnership strategy; learning, communication, and outreach; and sustainability, replication, and catalytic effects. Areas of weakness related to risk assessment, the TOC and results framework, and financial planning/budgeting. While the Operational Strategy 2016-2020 had a clear analysis of the problem, an even more robust stakeholder analysis could have identified potential complementarities, synergies with other development partners and confirmed risks arising from groups that may be affected by the IGE approach.

103. During the implementation of PAGE's Operational Strategy 2016-2020, there was no formal project revision. Therefore, the web-published document that lays out PAGE's Operational Strategy 2016-2020 was used as the basis for reviewing its design quality, together with the Project Design Quality Assessment (PDQA) template and guidance provided by UNEP.
104. The key design strengths of PAGE's Operational Strategy 2016-2020 include:
 - **Governance and Supervision Arrangements** – which could be expected to facilitate interagency coordination as well as ensure cost-effectiveness, given PAGE's complexity, and dynamism.
 - **Partnership Strategy** – the five UN agencies engaged in a pioneering interagency collaboration (foreshadowing key principles of UN Reform), Country Partners, Action Partners, and Funding Partners who, by working together, were expected to deliver synergies and catalyse further IGE action. This approach appears to be robust, although the extent to which the absorption capacity of Country Partners was assessed during inception activities and country selection was not clear.
 - **Learning, Communication, and Outreach** – as part of PAGE Secretariat's global services, these activities were expected to inform and inspire the public and policymakers by disseminating IGE knowledge, business practices, results, case studies through national

and international platforms, as well as generate a 'ripple effect' to countries beyond the direct support of PAGE.

- **Sustainability, Replication, and Catalytic Effects** – there were clear considerations for how to sustain the results and benefits of PAGE support and enhance the potential for replication and catalytic effect. PAGE supported all countries in developing a Sustainability Strategy (typically in the latter phase of implementation) for the period beyond its programme delivery. This was intended to include ideas to mobilise resources for continuing, replicating, and/or even potentially connecting PAGE's upstream work into downstream projects. PAGE's catalytic effect was also seen through its partnership approach, where the collective action of involved actors was magnified, generated synergies, etc.

105. PAGE's justification contained a clear analysis of the problem, locating the root causes of unsustainable development patterns within flawed national economic planning processes that have historically promoted short-term gains in income and Gross Domestic Product (GDP) growth at the cost of undermining natural wealth and inclusive development⁴¹. Given that PAGE intended to intervene upstream to ensure that sufficient policy analysis capacity would be embedded in national economic planning, the situation analysis suitably highlighted the growing acceptance of IGE as an appropriate policy and planning framework for achieving sustainable development and poverty eradication, linking this back to the high-level decision undertaken in Rio+20 (2012).
106. An even more robust stakeholder analysis could have been undertaken to account for potential complementarities, synergies with other Development Partners (for the bulk of those listed, UNEP is the key implementer; i.e. UNEP Finance Initiative, 10YFP, GGKP, SwitchAsia, SwitchAfrica Green) and to confirm risks arising from groups that may be affected by the IGE approach [e.g. 'brown sectors' (pollution-producing, like extractive industries)], which were characterised in the stakeholder analysis as having low interest in IGE transition and low power to influence it.
107. In the design phase, attention was put on identifying the traditional risks that were expected to challenge PAGE, together with elaborating well-identified stages and procedures to mitigate those risks. This was especially the case with respect to risks related to the political environment and country engagement, which were operationalised in the country selection process, throughout PAGE support, and through the development of Sustainability/Exit Strategies. Natural disaster risk was not assessed, even though there is growing global evidence of climate change effects. Furthermore, while instances of regional and national epidemic were known in the era in which PAGE was designed, there was heretofore no experience with a pandemic like COVID-19 (considered to be a natural disaster). This risk was understandably not identified, although its effects felt in 2019 necessitated the creation and resourcing of a 'Green and Inclusive Recovery' programme launched in 2021-2022.
108. The PDQA unveiled some weaknesses in the TOC; these were already pointed out in PAGE's MTE in 2017. Although some improvements were consequently made in UNEP's PAGE Project Document (2018-2021), the PAGE Operational Strategy 2016-2020 – which governs the programme involving the five PAGE agencies and therefore provides the common base of understanding – would have also benefitted from a more robust TOC with elaboration of assumptions and impact drivers at all levels and strengthening the impact driver related to explicitly building high level political support for IGE as part of PAGE's core mandate (¶253).
109. Baseline information and targets were not included in the Operational Strategy 2016-2020 at overall programme level. As the logical framework was used as the basis for the monitoring framework, this architecture has been carried forward into the monitoring system. This

⁴¹ p7, UNEP Project Document 2018-2021

structural weakness means that the link between activities, uptake, absorption capacity, and their use to stimulate change cannot be assessed from the format in which the planning has been presented.

110. The 2017 MTE pointed out that the financial planning/budgeting did not appear consistent with the level of PAGE's ambition. It was understood that the 2015-2020 Operational Strategy was meant to be a tool to continuously raise the projected funding. As of March 2016, less than 38% of the total funds needed to service nine PAGE countries were committed or pledged, with an ambitious resource mobilisation strategy to fund the remaining 62% of the 2016-2020 budget for the envisaged programme. Within this Operating Strategy's period of implementation, a further thirteen countries were planned for acceptance – far outstripping secured funding commitments at programme approval.
111. Overall, the design of PAGE's Operational Strategy 2016-2020 has been rated as 'Satisfactory', scoring 4.72 out of 6 using the requested assessment framework and weighted scoring (documented in Annex III of the Evaluation's Inception Report, May 2022).

Rating for Project Design: Satisfactory

C. Nature of the External Context

112. With the 2016 adoption of the SDGs and international and national commitments put in place for their achievement, the global context was favourable for PAGE's envisaged impacts to be realised.
113. However, during the 2016-2020 period, PAGE faced several unfavourable country conditions that delayed its operations, led to changes in the partnership setting at country level, and/or put the programme on hold at national level. The political context partially affected project operations in Ghana, Peru, Kyrgyz Republic, and Mongolia. Economic slowdown and/or crisis in Mongolia, Kyrgyz Republic, and Argentina also moderately affected PAGE operations. Finally, from March 2020, COVID-19 effects were experienced in every PAGE country, although PAGE operations were not significantly affected in all countries.⁴²

Rating for Nature of the External Context: Moderately Unfavourable

D. Effectiveness

Summary Assessment: PAGE was effective in producing outputs, particularly in countries where engagement started before the Operational Strategy 2016-2020. However, at outcome level, results achievement was mixed. Outcome 1 (national planning) and Outcome 4 (knowledge base for IGE) were fully achieved, Outcome 2 (sectoral and thematic policy) and Outcome 3 (capacity strengthening) were partially achieved.

Overall Rating for Effectiveness: Satisfactory

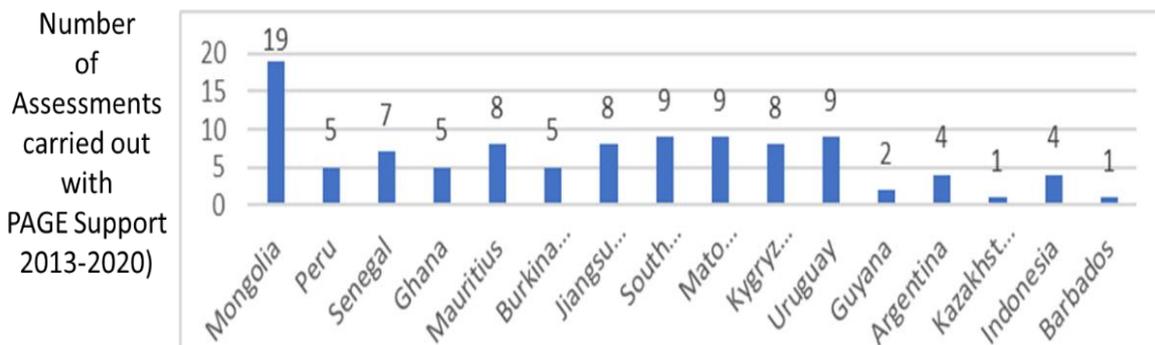
Availability of Outputs

Summary Assessment: PAGE delivered a large number of outputs during 2016–2020, which were predominantly of high utility to its stakeholders. The length of country engagement and the political context affected the output delivery in Partner Countries.

⁴² PAGE Annual Progress Reports, 2016-2020

114. The assessment of outputs was considered in terms of the quantity of assessments, policies supported, consultations and workshops, knowledge products, and trainings packages. Stakeholder perceptions about the quality of PAGE outputs complemented this assessment.
115. In implementing the Operational Strategy 2016–2020, PAGE undertook 104 assessments (see **Figure 7**) spanning topics like sustainable procurement, sustainable finance, construction, waste and water management, green industry and trade, green jobs, agriculture and forestry, infrastructure, oil and gas, resource efficiency and sustainable tourism. The most assessments were carried out in Mongolia (PAGE’s first Partner Country, with 19), followed by Mato Grosso/Brazil, South Africa, and Uruguay (9 assessments each). The least number of assessments were carried out in Barbados (1), Kazakhstan (1), and Guyana (2).

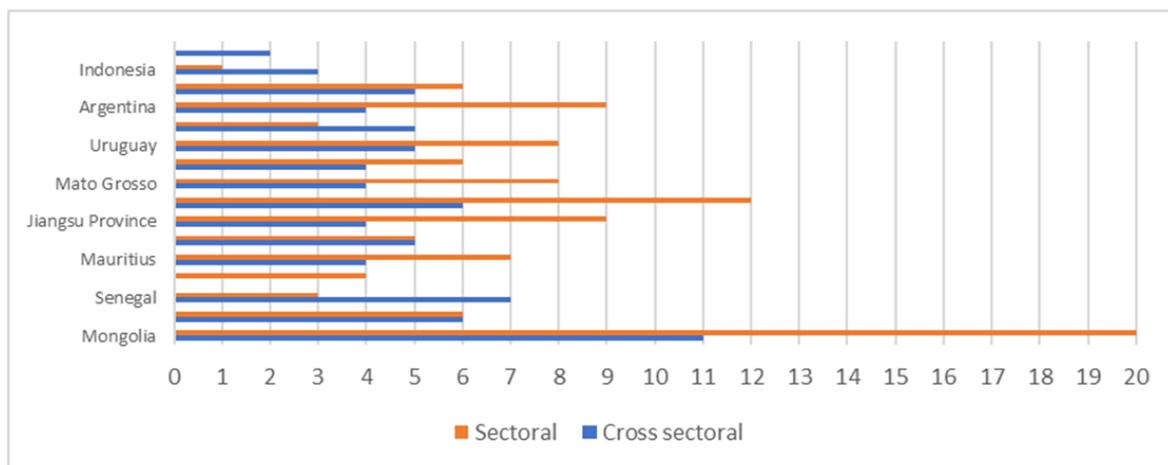
Figure 7 – Delivery of PAGE Outputs: Assessments (2016-2020)



Source: PAGE Annual Reports 2016 and 2020

116. During the same period, PAGE undertook 107 sectoral consultations/workshops and 75 that were cross-sectoral in nature (see **Figure 8**). Again, most outputs were delivered in Mongolia (31 consultations/workshops), followed by South Africa (18) and Jiangsu Province/China, Uruguay, and Argentina (13 each). The fewest such consultations and workshops were carried out for Barbados (2), Ghana (4), and Indonesia (4).

Figure 8 – Sectoral and Cross-Sectoral Consultations and Workshops (2016-2020)



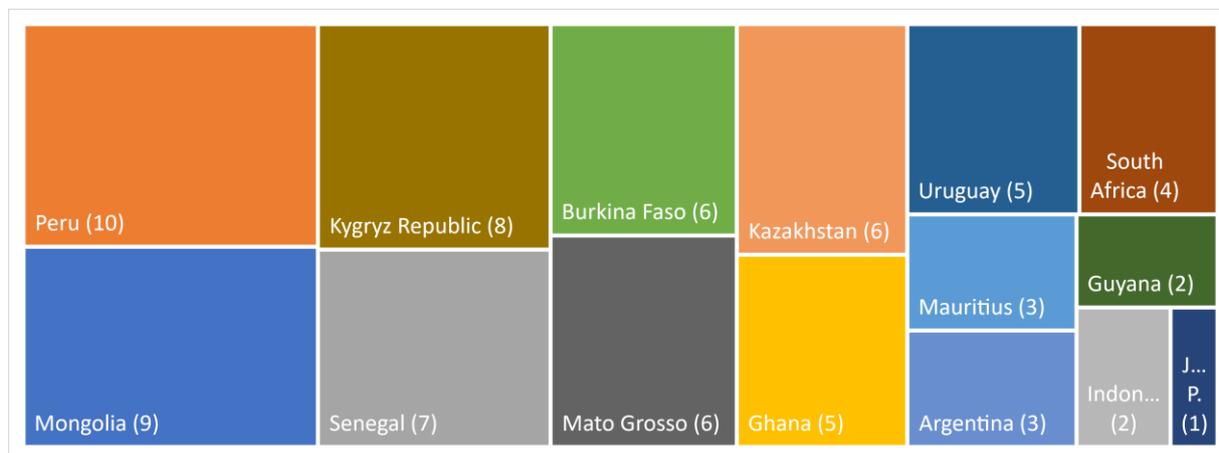
Number of Consultations/Workshops carried out with PAGE Support (2016-2020)

Source: PAGE Annual Report 2020

117. As a result, PAGE supported 77 policies during the 2016-2020 timeframe. As an example, support for circular economy was evident in Mauritius (identification of business opportunities to set up an industrial symbiosis programme in 2016); in Peru (support for Roadmap on Circular Economy, adopted by end of 2019); in Uruguay (started implementation of National Circular Economy Action Plan in 2020, investment in the Circular Economy

Innovation and Research Fund (₺159), and provision of funding for National Circular Economy Prize (₺176). In Ghana, PAGE leveraged the European Delegation’s work on circular economy. See **ANNEX V - Contribution Case Studies**. Across PAGE countries, the most policies supported were in Peru (10), followed by Mongolia (8) and Kyrgyz Republic (8). PAGE supported the fewest policies in Barbados (0), Jiangsu Province/China (1), Guyana (2), and Indonesia (2). See **Figure 9**⁴³. Details of assessments, consultations, workshops, and policies supported, and the respective hyperlinks can be found in the Annual Report 2020.

Figure 9 – PAGE Policy Support (2016-2020)

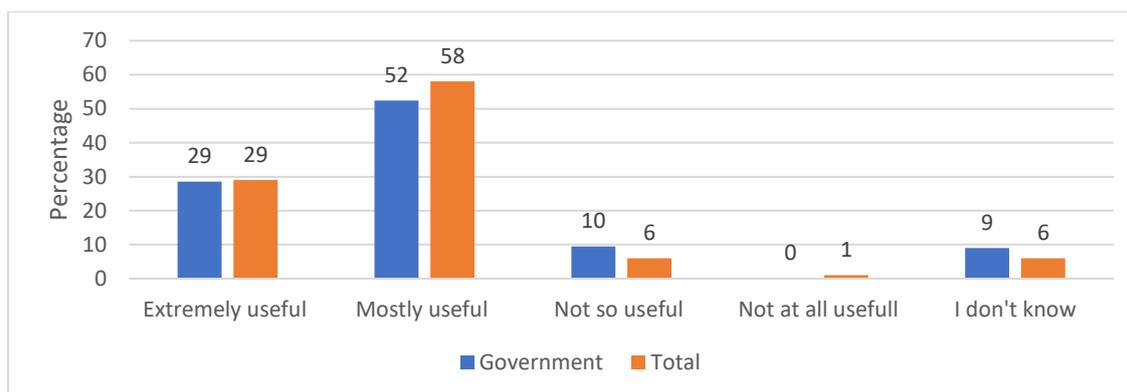


Source: PAGE Annual Report 2020

118. A key deliverable of PAGE - the bi-annual Green Economy Global Academy (organised, designed, and co-financed by ILO’s International Training Centre (ITC-ILO) – was delivered through four editions. It functioned as a global mechanism for knowledge building and learning.
119. The 17 training packages developed during 2016–2020 contain self-paced e-learning courses, training modules, moderated online courses, modelling materials, and a training guidebook, amongst others. While most materials were available only in English, the self-paced e-learning course ‘Introduction to Green Economy’ were also available in French, Mongolian, and Ukrainian by the end of 2020. The Evaluation Team also identified 20 knowledge products developed during 2016–2020.
120. **Figure 10** provides an overview of the evaluation survey results concerning the utility of PAGE activities and outputs, which serves as a proxy indication of user perception of their quality. The breakdown of data shows that perceptions are rather similar for all stakeholders and the sub-group of government stakeholders. Positive ratings reached 81% for all stakeholders and 87% for government stakeholders. Negative ratings (“not so useful” and “not at all useful”) show for 10% of all stakeholders and 7% for the sub-group of government stakeholders.

⁴³ The number of years of PAGE support influences these results. The longer a country has been receiving support from PAGE (like Mongolia and Peru since 2014-2015), the higher contribution to results at the policy level. The contrary effect applies for countries that joined in 2018-2020.

Figure 10 – Utility of PAGE Activities and Outputs



Source: Evaluation Survey, n=109 (All); n=21 (Government Respondents)

Rating for Availability of Outputs: Satisfactory

Achievement of Outcomes

Summary Assessment: Outcome 1 (national planning) and Outcome 4 (knowledge base for IGE) were fully achieved while Outcome 2 (sectoral and thematic policy) and Outcome 3 (capacity strengthening) were partially achieved. PAGE had excelled in informing and facilitating knowledge exchanges through numerous events and dissemination of knowledge products. At global level, it contributed to debates and exchanges about IGE as a driver for achieving sustainable development and climate goals. PAGE did contribute to increased coordination and collaboration across sectors, enabling policy coherence – and reached its objective of building capacities to strengthen IGE action. In some cases, it also contributed to empowering strategic ministries to bring in IGE changes. While its contribution to mainstreaming IGE at country level was recognised and valued, PAGE’s work often remained at a technical level and in this light, may not have generated sufficient political traction to influence policy changes in the short- and medium-term.

121. This section reviews PAGE’s cumulative results during 2013-2020, considering that PAGE’s support in the programme’s first tranche of countries was still underway under the Operational Strategy 2016-2020.
122. By 2020, 6 of 20 countries had adopted national budget allocations for IGE; 12 countries and 2 states/provinces had adopted IGE policies, plans, and strategies with clear responsibilities⁴⁴; and only 8 had aligned key policies (fiscal, trade, industrial, sectoral, social, labour) with national IGE priorities.⁴⁵
123. PAGE’s achievements during the 2016-2020 period need to be put into perspective, considering that: i) transformative changes take time to come to fruition (based on the assessment of changes that have taken place); ii) seven of these 20 countries joined PAGE in the 2018-2019 phase; and iii) PAGE operated in a moderately unfavourable context (¶112). As such, the summary of reported results/contributions at outcome level (see **Table 5**) has been compiled according to the following principle:
 - In more than 65% of the countries, the outcome is considered as achieved (Green);

⁴⁴ 9 countries and 2 states/provinces are implementing with PAGE support, 3 countries have adopted and 1 is in the process of adopting. PAGE 2016-2020 Operational Strategy Global Result Framework.

⁴⁵ PAGE 2016-2020 Operational Strategy Global Result Framework.

- Between 35% and 65% of the countries, the outcome is considered as partially achieved (Orange);
- Under 35% of the countries, the outcome is considered as not yet achieved.

124. Overall, **Table 5** shows that Outcome 1 on integrating IGE into national development plans and Outcome 4 on improving countries’ knowledge base for advancing IGE were achieved, while Outcome 2 on implementing evidence-based sectoral and thematic reforms in line with IGE priorities and Outcome 3 on strengthened national capacities for IGE actions were partially achieved. In fact, only 3 countries and 1 state were implementing sectoral/thematic reforms (i.e. Senegal, Mauritius, Uruguay, Mato Grosso State)⁴⁶. The overview of results also shows that achieving sectoral and thematic policy reforms is challenging even in countries that joined PAGE at an early stage.

125. In some countries, the lack of results at outcome level lies more in the country context and attribution of results to PAGE. For example, in South Africa, the PAGE result framework was adapted to account for the government partners’ priorities and context (see **ANNEX V Contribution Case Studies South Africa**). The country was already well-advanced with IGE and the landscape was crowded by other partners working on sustainable development and just transition. As such, even though by the PAGE result framework, the country appears amongst those where PAGE did only partially achieve results, the PAGE team’s own assessment is not fully representative of what has been achieved.

Table 5 – Overview of Results at Outcome Level ⁴⁷

	Year Joined	Outcome 1	Outcome 2	Outcome 3	Outcome 4
Mongolia	2013	✓	✓	✓	✓
Peru	2013	✓	✓	✓	✓
Senegal	2014	✓	✓	✓	✓
Ghana	2014	✓		✓	✓
Mauritius	2014	✓	✓	✓	✓
Burkina Faso	2014	✓	✓	✓	✓
Jiangsu Province, China	2015	✓		✓	✓
South Africa	2015			✓	✓
Barbados	2016	✓			
Kyrgyz Republic	2016	✓	✓	✓	✓
Mato Grosso State, Brazil	2016	✓	✓	✓	✓
Uruguay	2017	✓	✓	✓	✓
Guyana	2017	✓		✓	✓
Kazakhstan	2018	✓	✓		✓
Argentina	2018				✓
Guatemala	2018				
India	2018			✓	
Indonesia	2018	✓			✓
Morocco	2019				
Thailand	2019				
Total		14	9	13	15

Achieved

Partially Achieved

Not Achieved

Source: Compiled by the Evaluation Team based on PAGE’s result framework

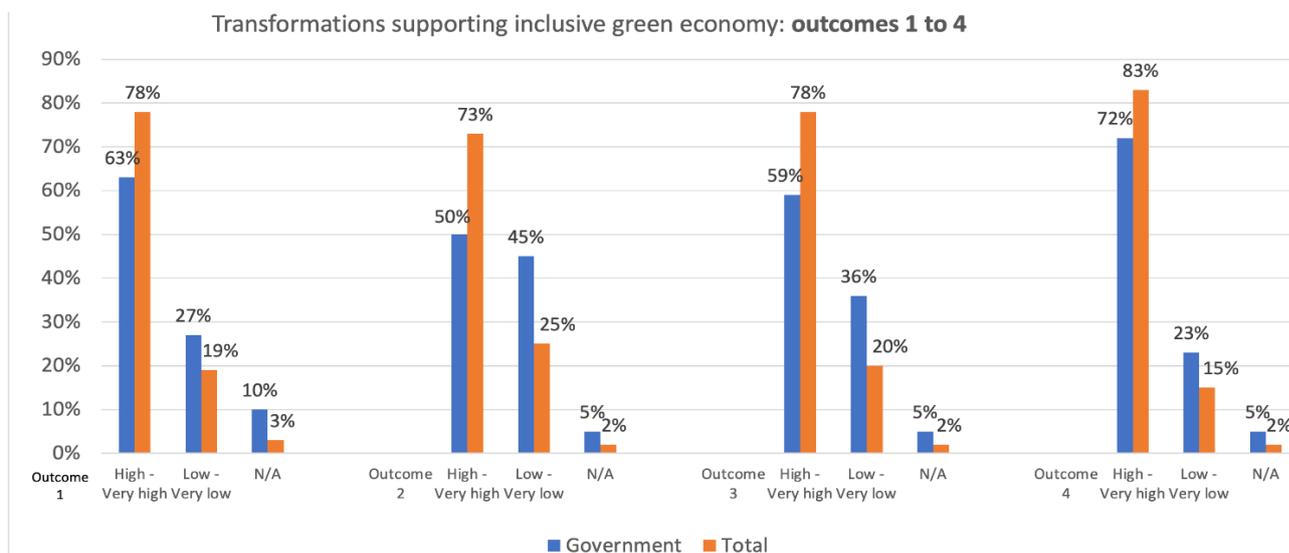
126. The results reported in **Table 5** are consistent with data collected through the evaluation survey. A significant share of government respondents found that PAGE contributed to improving the knowledge base for advancing IGE and integrating IGE into national development plans (72% and 63%; respectively), while 45% found that PAGE contributed only

⁴⁶ PAGE 2016-2020 Operational Strategy Global Result Framework.

⁴⁷ **Outcome 1:** Countries have reinforced and integrated IGE goals and targets into SDG-aligned national economic and development planning through multi-stakeholder collaboration. **Outcome 2:** Countries are implementing evidence-based sectoral and thematic reforms in line with national IGE priorities. **Outcome 3:** Individual, institutional, and planning capacities for IGE action strengthened at the national and global levels. **Outcome 4:** Countries have improved their knowledge base for advancing IGE. The boxes shaded in grey indicate that that the outcomes have not yet been achieved in these countries.

to a limited extent to the implementation of evidence-based reforms in line with IGE priorities and 59% found that PAGE contributed to strengthening capacities (see **Figure 11**).

Figure 11 – Extent of Contribution to PAGE’s Four Outcomes



Source: Evaluation Survey; n=109

127. Interviews used to develop the contribution case studies offer some explanation for the lack of results related to policy change. According to some stakeholders, PAGE lacked the traction to influence policy change. Despite PAGE’s work on mainstreaming IGE, it was felt that the contribution often remained at technical level and that PAGE would have benefitted from bringing in more influential partners to enhance the priority of IGE in the political agenda. PAGE did contribute to increased coordination and collaboration across sectors, enabling policy coherence, which was valued by government representatives (e.g. Kyrgyz Republic, South Africa). In some cases, PAGE also contributed to empowering strategic ministries to bring in IGE changes (e.g. South Africa, Mongolia).
128. PAGE’s Annual Reporting for 2020 concluded that, “the pandemic and additional political crises caused a rapid shift in policy and planning priorities. As a result, new policies reflective of the COVID-19 situation were pushed through and adopted incredibly fast, while others in the works were pushed to the sideline”⁴⁸. In this light, the global pandemic was clearly identified as a factor that hampered PAGE in achieving results, but it also provided opportunities to drive changes towards IGE. PAGE intensified its support to countries by channelling additional funding to 17 countries to green their Recovery Plans.
129. **Table 5** shows that PAGE supported national institutions in delivering IGE policy analysis, IGE training, developing IGE related policies and leading related policy processes and stakeholder consultations in 13 countries out of 20, and from the case studies there are good evidence that the respective institutions have started to deliver analysis, training and advisory services (See Annex V Case Studies) ⁴⁹.
130. While PAGE’s contribution to mainstreaming IGE at country level was recognised and valued, interviewees and survey respondents also pointed out that PAGE had not engaged enough in addressing some important drivers of unsustainable economic development (e.g. extractive industries). The analysis of PAGE’s portfolio of main activities by partnership country⁵⁰ also shows that its interventions were limited in sustainable agriculture and forestry (28% of the partner countries) as well as in areas that could create incentives for changes in extractive

⁴⁸ PAGE Annual Progress Report 2020.

⁴⁹ PAGE Annual Progress Report 2020.

⁵⁰ PAGE country presentation (former website).

industries, such as sustainable public procurement (17% of the partner countries) and green fiscal policies (17% of the of the partner countries). Furthermore, in Mongolia, UN stakeholders pointed to their own “*reluctance to move out of the comfort zone*”, hesitation to tackle sensitive topics, like subsidies, and observed that the involved UN agencies were working separately (“*nobody wanted to take the lead and raise those strategic issues with the government for how to transform on green economy*”).

131. At global level, PAGE contributed to debates and exchanges on IGE as a driver for achieving sustainable development and climate goals. During 2016-2020, PAGE convened 34 global events, although it is unclear how their influence on mainstreaming IGE and pushing the sustainability agenda forward was monitored. PAGE launched various initiatives, such as:
 - Ministerial meetings for mainstreaming green economy at global level;
 - Contributing to and sustaining coalitions at global level, e.g. Partners for Inclusive Green Economy (PIGE);
 - The bi-annual Global Green Academy;
 - The Knowledge Hub: e.g. conceptualised Practitioners’ Guide from national experience; e-learning.
132. At global level, PAGE played a significant role in informing and facilitating knowledge exchanges through numerous events and dissemination of knowledge products. Although the peer learning did not appear systematic in the Operational Strategy’s first phase (with interviewees pointing out that more could have been done on this, ¶24), the Global Green Academy was experienced as a valuable platform for exchange. PAGE would have benefited to consider earlier its exchange platforms as a community of practice and to drive further opportunities for South-South cooperation.
133. At global level, PAGE has reached its objective of building capacities to strengthen IGE action: 97% of participants enrolled in PAGE global training found the training useful, 93% of them said that the training increased their capacity to identify and create opportunities for the promotion of IGE, and 81% said they have applied the knowledge/skills provided by the training.⁵¹

Rating for Achievement of Outcomes:	Satisfactory
--	---------------------

Likelihood of Impact

Summary Assessment: It is too early to directly assess impact and even likelihood of impacts. The assessment that has been carried out is primarily based on the articulation of the pathway of PAGE countries transforming their economies to eradicate poverty, increase jobs, and social equity, strengthen livelihoods and environmental stewardships, and sustain growth in line with the SDGs in its reconstructed TOC. Green economy topics were made more relevant and visible at country level. PAGE built-up or improved countries’ knowledge base for advancing green economy and contributed to stakeholder collaboration and strengthening planning for green economy as a contribution towards achieving the SDGs. As such, the implementation of the Operational Strategy 2016-2020 moved Partner Countries towards advancing green economy on their national agenda. However, for impact to be realised, Partner Countries will have to accelerate the implementation of reforms in line with IGE priorities and drive investments towards transitioning sectors and activities. PAGE has been implemented in a context of international commitments towards the SDGs; as such, the global context is a favourable factor for the impacts to be realised. A major impact driver in PAGE’s TOC is that public and private

⁵¹ PAGE Impact Survey

stakeholders invest in supporting the transition. The Evaluation Team does not find that this driver is yet fully in place.

134. Transformative change takes time, far beyond the timeline of a project or programme. It is too early to assess impact and even likelihood of impact of engagements between 2016-2020. As such, the likelihood of impact of the Operational Strategy 2016-2020 has been primarily assessed based on the articulation of the pathway to PAGE countries transforming their economies to eradicate poverty, increase jobs and social equity, strengthen livelihoods and environmental stewardships, and sustain growth in line with the SDGs, as shown in the reconstructed TOC in **Figure 5**.
135. Two PAGE outcomes were fully achieved and two were partially achieved. Green economy topics were made more relevant and visible at country level, PAGE built-up or improved countries' knowledge base for advancing green economy, and PAGE contributed to stakeholder collaboration and strengthening planning for green economy and the SDGs. As such, it has moved towards advancing green economy on Partner Countries' agenda. For impact to be realised, however, countries will have to accelerate the implementation of reforms in line with IGE priorities and drive investments towards transitioning sectors and activities.
136. While PAGE was implemented in a context of international commitments towards the SDGs (¶112), suggestive of a favourable global context for the realisation of its envisaged impact, the assumption that other actors and initiatives will provide additional support that help countries align their policies with the sustainability agenda did not fully hold. A major impact driver in PAGE's TOC is that public and private stakeholders invest in supporting the transition. The Evaluation Team found that this driver is not yet fully in place, based on the following evidence: i) PAGE partnerships did not significantly translate into catalysing investments towards green and sustainable actions (¶227); ii) PAGE's 'building block' approach was largely focused on identifying priorities, planning, and supporting enabling framework; while long lists of in-country collaboration were included in Annual Reports, these did not always reflect downstream interventions that built on PAGE's upstream work as the Donor Steering Committee noted in 2019 (¶91) and as shown in MDBs' apparent challenges to connect with PAGE's work (¶184); iv) only 6 of 20 PAGE-supported countries had adopted national budget allocations for IGE (¶122); v) Partner Countries' Sustainability Plans were not sufficiently geared towards the formulation of an investment plan for actions and the identification of financing opportunities⁵². Furthermore, interviewees pointed out to the need to engage with international financial institutions and to be more systematic in supporting Partner Countries in applying to international climate and environmental funds. In this respect, the Evaluation Team identified only one case (i.e., in Kyrgyz Republic). PAGE has missed the opportunity to support governments in accessing global and regional climate, impact, and environment funds (¶229).

Rating for Likelihood of Impact: **Moderately Likely**

E. Financial Management

Summary Assessment: No lack of compliance was found with the financial policies and procedures governing the MPTF. Its financial information is publicly available and complete for 2017-2020 (the years that this structure has been in place during PAGE's Operational Strategy 2016-2020). The fact that non-MPTF funding was still apparent in this period is a legacy issue (transition of the different ways of receiving funds). In this light, calculating the actual spend compared to the approved budget was less easy to answer for the remaining non-MPTF funded PAGE activities and is not deemed to be an

⁵² Review of Sustainability Plans for South Africa, Ghana, Mongolia, Kyrgyz Republic, and Uruguay.

issue of concern. Communication between the Fund Management Officer, Secretariat and project staff was effective as well as between the PAGE Secretariat and the MPTF.

Overall Rating for Financial Management: Satisfactory

Adherence to Multi-Partner Trust Fund Financial Policies and Procedures

Summary Assessment: The evaluation did not detect any lack of compliance with financial policies and procedures that govern the MPTF. Examples of both saved and wasted resources were evident (with stakeholders using a wider definition in pointing these out), and there was one example of reducing the carbon footprint.

137. Concerning the MPTF, PAGE agencies had to adhere to their own agency's financial policies and procedures. The evaluation did not detect any instances of non-compliance. For non-MPTF resources, in the case of any doubt, UNEP Financial Officers did not approve payments in order to be assured of observing the strict financial rules of the donor (EC), which were under UNEP's own responsibility to respect. While this attitude is laudable from a compliance perspective, this generated paralyzing effects on financial decision making.
138. In the evaluation survey, nine stakeholders commented on saved or wasted resources under the PAGE framework: 67% of statements were positive, referring to saving resources, 11% of statements concerned wasting resources, and 22% of statements were neutral. Stakeholders perceived the turnover of National Coordinators and use of short-term consultancy contracts as wasting resources. Coordination gaps and the need to accelerate the onboarding of the new coordinators affected PAGE performance. In the case of Uruguay, the lead ministry decided to take on the PAGE coordination towards the end of implementing the 2016-2020 Operational Strategy, rather than recruit a new National Coordinator through the UN agencies. Another area of perceived waste of resources were PAGE activities that were non-MPTF funded. In these cases, while UNEP had the funds, there were delays in releasing these funds (due to the extended time required to revise and authorise the donor agreement's extension, recognising that funds could not be spent beyond the original agreement date). These delays affected the implementation of specific activities within workplans, while frustrating national counterparts who were willing to support activities through in-kind contributions but had to then frequently reallocate resources. This resulted in time wasted by the involved stakeholders.
139. Resource savings transpired across many countries where governments or sub-national governments paid for staff travel expenses to attend PAGE events, and venues. In all PAGE countries, the government provided human resources as in-kind contributions.
140. One PAGE agency followed a strategy in Latin America to rely on national consultants rather than international experts. Avoiding such flights had a positive effect for reducing PAGE's carbon footprint. While PAGE generally followed an approach to use national consultants and institutes as the first line of implementation in countries, international experts were invited for areas where they were needed. The latter was not the case for the specific PAGE agency in Latin America, where only national consultants were engaged.

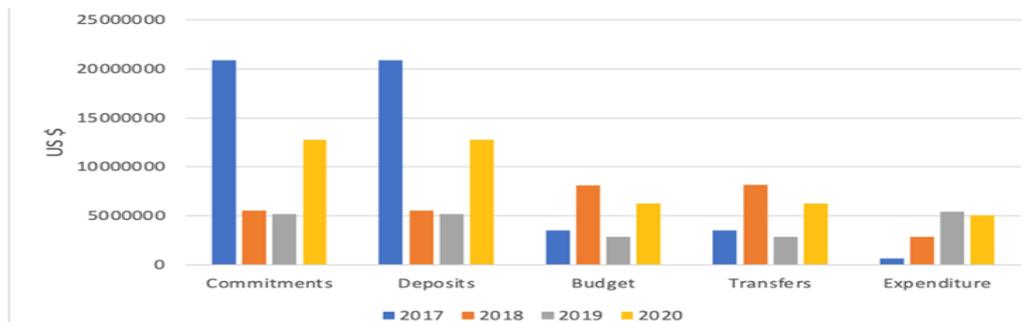
Rating for Adherence to MPTF Financial Policies and Procedures: Satisfactory

Completeness of Financial Information

Summary Assessment: Financial information for the MPTF was complete and publicly available.

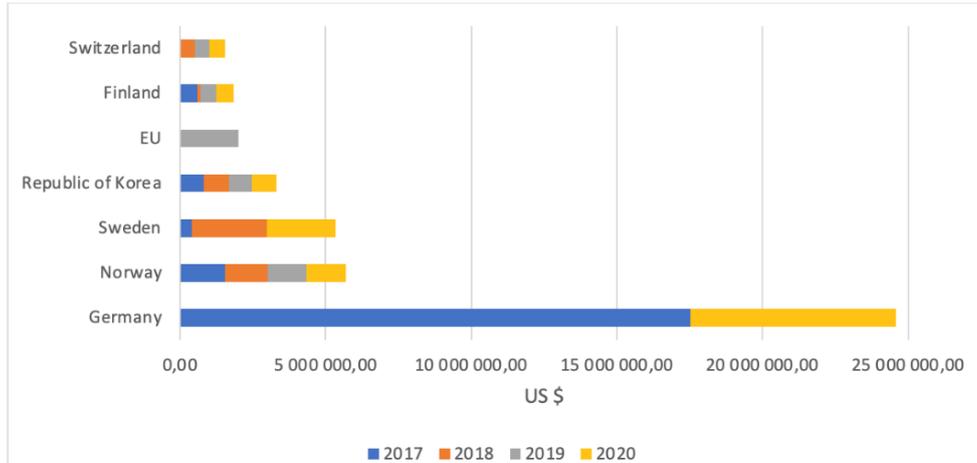
141. For all MPTFs managed by UNDP, financial information was publicly available, including PAGE⁵³. The Evaluation Team verified that data is complete for 2017-2020 (the years that the MPTF has been in place during the Operational Strategy 2016–2020). Data related to annual commitments, deposits, budget, transfers, and expenditure, as presented in **Figure 12**. This data allowed for the calculation of annual expenditure rates and delivery rate by agency.
142. The MPTF expenditure made a slow start in 2017 (18,4% expenditure rate) and 2018 (35,3% expenditure rate), following significant deposits in 2017 (USD 20,9 million). However, in 2019, expenditure picked up, with a 191,3% expenditure rate, using funds transferred in 2017-2019.
143. **Figure 13** shows donor contributions to the MPTF during 2017-2020, with a high regularity of annual contributions from Republic of Korea and Norway. Germany (55,4% of funding), Norway (12,8% of funding) and Sweden (12,0% of funding) were the top three MPTF donors during 2017-2020.

Figure 12 – MPTF: Donor Commitments, Deposits, Budgets, Transfer, Expenditure (2017-2020)



Source: <https://mptf.undp.org/fund/pge00>

Figure 13 – MPTF donor deposits for PAGE (2017-2020)



Source: <https://mptf.undp.org/fund/pge00>

144. Out of the MPTF budget of USD 20.664.678 for 2017-2020, PAGE had spent USD 13.957.458,3. This reflects an expenditure rate of 67,54%. However, the calculation of the actual spent compared to the approved budget is less easy to answer for the non-MPTF funded PAGE activities. The reason being that non-MPTF funding is a running process, which started before the Operational Strategy 2016-2020 and did not have an official end date by the end of 2020. The official end date of non-MPTF funds (especially EC-provided funds) was the end of the donor agreement, which was originally December 2021, extended to December 2022.
145. At the beginning of the Operational Strategy 2016-2020, UNEP used remaining financial contributions from Finland and Switzerland. Funds allocated under the Operational Strategy

⁵³ <https://mptf.undp.org/fund/pge00>

2016-2020 could be spent at a later point, in countries joining in 2019, for example, in the subsequent five years. Hence, the Evaluation Team was unable to analyse the actual spent compared to the approved budget for non-MPTF funded components of PAGE.

Rating for Completeness of Financial Information: Satisfactory

Communication Between Multi-Partner Trust Fund and PAGE Management Staff

Summary Assessment: Communication between the FMO, PAGE Secretariat and project staff were effective, as well the communication between the Secretariat and the MPTF. The timeliness and quality of financial reporting was high.

146. The FMO oversaw the funds held in UNEP accounts and monitored funds by budget category. It can alert in case of risk of overspending on budget lines and reconfirms spending requests based on contract allocations. Budget tracking was based on budget categories.
147. Project staff tracked spend by outputs and activities; for example, expenditure by staff, consultants, or travel – with a focus on the budget per country. Communication between the FMO, other parts of the Secretariat and project staff was effective. Despite the high workload for the FMO, who worked on PAGE part-time, there was adequate responsiveness to requests. A relationship between the PAGE Secretariat and the FMO, and the FMO's relationship with the MPTF reflects a high level of trust and cooperation.
148. From the MPTF's perspective, the PAGE Secretariat was very supportive, responsive, and well-informed. The Evaluation Team did not detect any instances when the PAGE Secretariat did not respond to any MPTF queries. The recent signature of a new MoU with the participating PAGE agencies was undertaken in a consultative process, which the MPTF described as a good practice example. The MPTF explicitly lauded the exceptionally good communication and relationship with the PAGE Secretariat compared to other UN secretariats.
149. For the MPTF, the PAGE Secretariat excelled in keeping to reporting deadlines. The quality of reports complied with the required standards.

Communication Between MPTF and PAGE Management Staff: Satisfactory

F. Efficiency

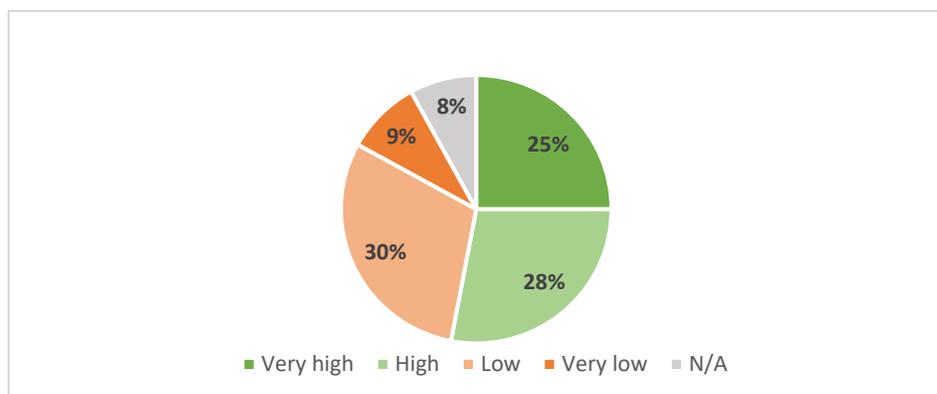
Summary Assessment: While it is acknowledged that the non-MPTF funds are a legacy issue, related to EC funds channelled to UNEP, the fact remains that there were profound differences in the efficiency of financial management between MPTF and non-MPTF resources, which affected the timeliness of available funds, resulting in severe delays in the implementation of country workplans for activities under non-MPTF budgets. The 2017 introduction of the MPTF generated striking efficiency gains for PAGE with quicker funds transfers, reduced to 5 days (from up to 90 days). Synergies emerged when donors aligned their bilateral development cooperation programmes with PAGE at country level.

Timeliness in Availability of Funds

150. The Evaluation Team found a profound difference in the efficiency of financial management between MPTF and non-MPTF resources. This also affected the timeliness of the availability of funds, as observed in the previous section.
151. **Figure 14** shows largely positive results in stakeholders experiences with the timeliness of the availability of resources, with ratings of 25% "very high" and 28% "high". The 30% "low" and 9% "very low" ratings mainly relate to non-MPTF-funded activities, which affected UNEP

operations under the PAGE framework. Due to complexities with the administration of non-MPTF funds, the flexibility of disbursement was significantly limited. Hence, the implementation of specific activities in country workplans suffered in these instances, with delays of several months encountered. In the case of Uruguay, the delay exceeded one year.

Figure 14 – Timeliness in Availability of Funds



Source: Evaluation Survey; n=109

152. The introduction of the MPTF (which resulted from PAGE’s implementation of a recommendation of the 2017 MTE), generated striking efficiency gains for PAGE. Until the end of 2016, PAGE used UN-to-UN agreements for financial management, an inefficient modality with complicated funds transfers. The latter entailed the need to agree how to split project support costs between agencies with requirements of administratively complicated waivers. Each agency supposed that its rules prevailed, which led to lengthy and complex negotiation processes. This situation appeared even more challenging for UNEP in the context of UN Secretariat financial rules that leave very little room for such negotiations about project support costs.
153. As a result, the use of UN-to-UN agreements was a very slow and cumbersome process, which changed in 2017 due to the establishment of the MPTF. The MPTF was based on mutual grounds, avoiding that one agency ruled over another.
154. Due to the harmonization of processes and the reduction of the number of approvals down to one, funds transfers were reduced to 5 working days (from up to three months). Also, agreements with funding partners could now be signed within one week. However, as stated above, not all PAGE operations benefitted from the MPTF due to the legacy issues related to UNEP-implemented activities, which affected the results observed in **Figure 14**.

Non-MPTF funds

During the transition to the MPTF, UNEP implemented PAGE activities mainly with EC funds, which were outside the MPTF. Funds were transferred in tranches. However, when the contract between UNEP and the EC needed revision, approval of allocations took up to several months. In some cases, UNEP implementation came to a halt due to delays in receiving funding tranches, which hampered predictability of UNEP’s implementation of PAGE activities. This situation was witnessed, for example, in PAGE operations across Latin America and the Caribbean.

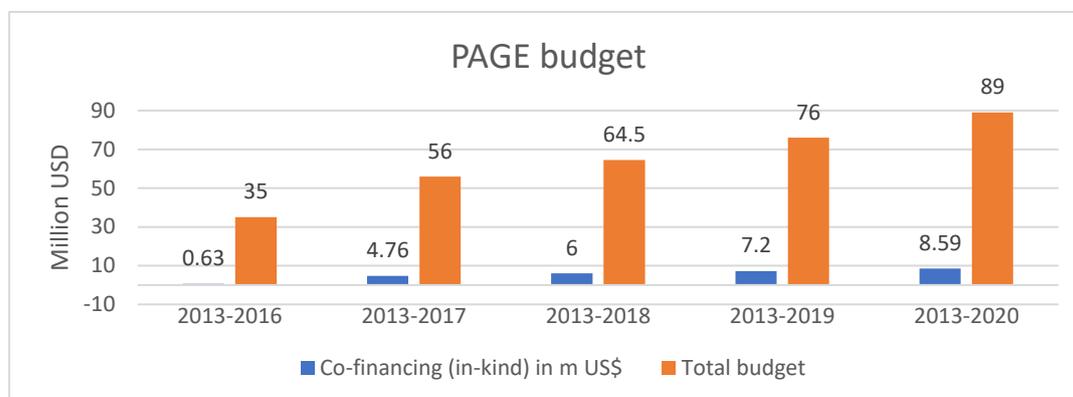
Co-Financing and Synergies

155. **Figure 15** shows that PAGE co-financing, in terms of in-kind contributions by the involved UN agencies, significantly increased during 2016-2020, both proportionally in relation to the overall PAGE budget and in real terms, based on the Annual Reports. During 2013-2016, PAGE leveraged 1,8% of its budget (USD 0.630 million out of a total budget of USD 35 million) through co-financing. This cumulative figure increased to 8,5% in 2017 (USD 4,76 million), 9,3% in 2018 (USD 6 million), and 9,5% in 2019 (USD 7,2 million). In 2020, the in-kind

contribution from partners was estimated at a cumulative value of USD 8.59 million, 9,65% out of the total budget of USD 89 million).

156. At the same time, PAGE experienced an increase of the number of initiatives that provided co-financing. This increased from 18 in 2017 to 24 in 2018, 43 in 2019, to 49 in 2020⁵⁴.

Figure 15 – PAGE Co-Financing



157. In some countries, the Evaluation Team observed synergies (rather than co-financing, strictly speaking) when partners aligned funds to PAGE. For example, GIZ and its Green Economic Transformation (GET) Program aligned funding to PAGE by financing complementary activities or sharing costs (e.g. in the case of events).
158. For all country operations, the five PAGE agencies agreed country workplans. While this process was lengthy, it ensured that synergies were sought, efforts were made to avoid duplications, and coordination was facilitated with other development partners and implementation partners. Joint operations between PAGE agencies were not the rule, given that each agency filled a particular niche. However, examples emerged from Uruguay where UNITAR's capacity building expertise was used for other UN agencies to mainstream their technical agendas.
159. An interesting example of PAGE leveraging funds for its operations was detected in Uruguay. Following a USD 120,000 PAGE investment in the Circular Economy Innovation and Research Fund, the Inter-American Development Bank invested another US\$ 120,000, which the National Innovation Agency also matched with USD 120,000. Hence, the initial PAGE investment was tripled. Economic returns of PAGE were not calculated as part of this evaluation, as this was considered to be out of scope.

Rating for Efficiency: Moderately Satisfactory

G. Monitoring and Reporting

Summary Assessment: PAGE's monitoring design includes indicators for all outcomes and outputs following corrective action after the MTE in 2017. Targets were omitted in the monitoring framework and SMART criteria were partly met. At Secretariat level, PAGE used a TLS to aid its monitoring, which has been assessed as a high-quality framework that supported Annual Reporting (Annual reporting in PAGE is supported by the other reporting processes and tools such as the narrative country reporting cycles, bi-annual updates to the country monitoring frameworks with regards to progress on indicators, and the monthly highlights survey). At country level, there was an uneven use of the TLS, which was voluntary. In this light, it was considered to only partly support countries' project management. Reporting data was largely publicly available, which is

⁵⁴ No data was available for 2016.

considered by the Evaluation Team as a good practice concerning transparency. Country level data was mainly activity and output based. The level of data disaggregation was largely satisfactory.

Overall Rating for Monitoring and Reporting: Satisfactory

Monitoring Design and Budgeting

Summary Assessment: PAGE monitoring design included indicators for all outcomes and outputs, following corrective action stemming from the MTE. Targets were omitted in the monitoring framework. Hence, SMART criteria have only been partly met.

160. The Evaluation Team assessed the monitoring design using the performance indicators and targets in the PAGE monitoring framework as an entry point. Also, a comparison was made with the status of PAGE monitoring design at the time of the MTE.
161. For PAGE's overall outcome, 7 indicators served to monitor progress. No targets were set in the results framework⁵⁵. **Table 6** shows that the SMART⁵⁶ criteria for the 7 indicators were partly met.

Table 6 – Quality Assessment of Overall PAGE Outcome Indicators

Overall outcome indicator	Comment	Meeting SMART criteria
1. Number of countries announcing national IGE priorities and targets including at sector level	Time-bound target missing.	Partly met
2. National budget allocations for IGE adopted	Denominator missing, e.g. number of countries/provinces/states. Time-bound target missing.	Partly met
3. IGE policies, plans and strategies with clear responsibilities adopted	Denominator missing, e.g. number of countries/ provinces/states with at least one policy, plan or strategy. Time-bound target missing.	Partly met
4. Key policies (fiscal, trade, industrial, sectoral, social, labour) aligned with national IGE priorities	Denominator missing, e.g. number of countries with at least one policy, plan or strategy. Time-bound target missing.	Partly met
5. Inclusion of gender dimension in key policy documents	Denominator missing, e.g. number of countries with at least one policy. Time-bound target missing.	Partly met
6. Private sector commitment documented	Denominator missing, e.g. number of countries with at least one commitment documented. Time-bound target missing.	Partly met
7. Mechanism for continued stakeholder involvement institutionalized	Denominator missing, e.g. number of countries with a National Steering Committee being transformed into a national coordination mechanism. Time-bound target missing	Partly met

162. **Table 7** shows the results of the quality assessment of PAGE outcome indicators based on the monitoring framework⁵⁷. Again, quality criteria were partly met due to the absence of measurable targets. Indicators were available for monitoring the progress towards Outcomes 3 and 4 in the monitoring framework, a previous gap to which the MTE referred in 2017⁵⁸.

⁵⁵ For example, see PAGE 2020 Annual Report – PART IV – Monitoring framework (Final)

⁵⁶ Refers to being Specific, Measurable, Achievable, Realistic, and Time-Bound

⁵⁷ PAGE 2020 Annual Report – PART IV – Monitoring framework (Final)

⁵⁸ UN Environment, 2017: Mid-term Evaluation (MTE) of the UN Environment-ILO-UNDP-UNIDO-UNITAR project 'Partnership for Action on Green Economy (PAGE), page 3.

Table 7 – Quality Assessment of PAGE Outcome Indicators

Outcome indicator	Comment	Meeting SMART criteria
Outcome 1: Number of countries or provinces (at sub-national level) that started implementing/have adopted and/or are in process of adopting national development plans or cross-sectoral strategies integrating IGE priorities	Time-bound target missing.	Partly met
Outcome 2: Number of thematic and sectoral policies and instruments supporting IGE priorities that PAGE countries are implementing / have adopted or are in process of adopting	Time-bound target missing.	Partly met
Outcome 3: Number of people using knowledge and skills acquired from the PAGE training and capacity development activities	Time-bound target missing. Reporting is based on percentages, which does not allow to track the number of people using knowledge and skills.	Partly met
Outcome 4: Number of PAGE stakeholders and countries report having made use of PAGE knowledge products for the implementation of IGE priorities at national level	Time-bound target missing.	Partly met

163. At output level, indicators were available for all outputs in the monitoring framework. SMART criteria were met, apart from the omission of time-bound targets. As seen in **Table 8**, stakeholders only commented on indicators concerning SMART criteria.

Table 8 – Evaluation Survey Comments related to PAGE Output Indicators

Output indicator	Comment
Indicator #1.2.2: Number of countries with national steering committees (NSC) overseeing IGE work meeting regularly	The indicator is not specific enough, as the regularity of meetings remains undefined. In fact, the monitoring framework does not track the number of meetings.
Indicator #2.1: Number of reports available providing sectoral or thematic IGE diagnostics, assessments, and policy analysis	The quality of reports and their utility might be a complementary output measure, which is more results oriented. Stakeholder feedback concerning the quality and utility of reports could be collected, for example, during an event where the report is launched.
Indicator #2.2: Number of sectoral or thematic consultations and dialogues organized, informed by results of sectoral policy analysis	Again, the quality of consultations and dialogues and their utility might be a complementary output measure, which is more results oriented. Stakeholder feedback concerning the quality and utility of consultations and dialogues could be collected, for example, during an event.
Indicator #2.3: Number of partners formally agreeing to co-financing, complementary follow-up programming, pledges, PPPs, etc.	The actual amount of co-financing might an even more results-focused output measure and could complement this indicator. This new indicator would allow PAGE to systematically track and report on co-financing, which seems highly relevant due to donor interest.
Indicator #4.1.2: Number of global and regional knowledge sharing events / dialogues held in cooperation with other partners	To collect some more results data, it could be useful to track the participation in events/dialogue (number of participants) through a complementary indicator. In addition, the media reach of events/dialogue could be tracked, as this shows PAGE's reach of the wider public.

164. No data was available about the budgets available for PAGE monitoring.

Rating for Monitoring Design and Budgeting: Moderately Satisfactory

Monitoring of Implementation

Summary Assessment: At Secretariat level, PAGE monitoring used a high-quality monitoring framework (in the form of a TLS) that adequately supported Annual Reporting. At national level, the UN agencies' and National Coordinators' use of the

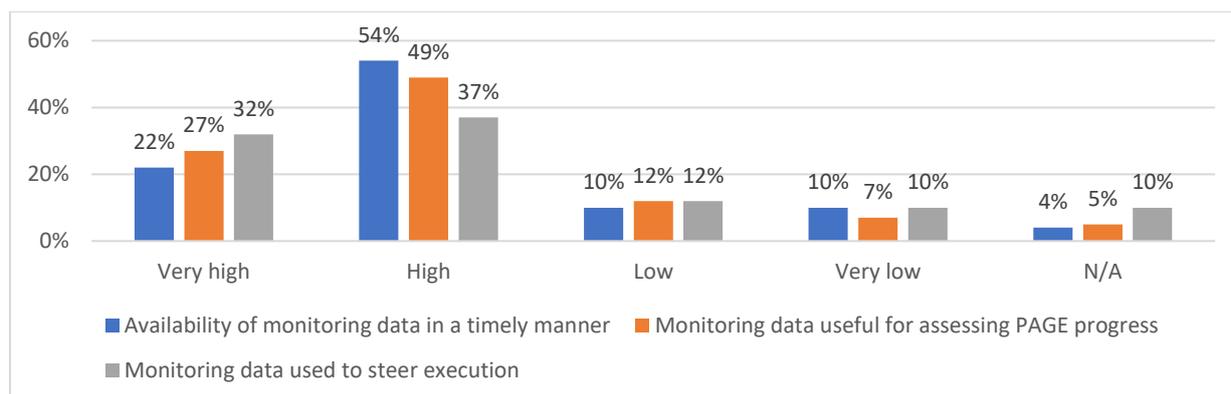
traffic light tool was voluntary. While a coordinated process was initiated by the PAGE Secretariat to provide ongoing central visibility into progress at country level, with gaps identified at country level expected to be filled in through iterative, bi-annual cycles, the uneven application of the TLS tool led to slow identification and remedial action in some countries.

165. The PAGE Secretariat demonstrated high discipline in carrying out regular monitoring, drawing on application of the TLS, as timeliness was key to feed data into its Annual Reports.
166. As part of the Annual Reporting, PAGE presented its monitoring framework with annual results for PAGE's overall outcome, each output, and a cumulative baseline for the end of the previous year. In this light, the quality of the monitoring framework is considered to be very high.
167. At country level, while the UN agencies and National Coordinators were asked to fill the traffic light tool in a coordinated process initiated by the PAGE Secretariat for monitoring progress, its actual use was voluntary, with the proviso that country teams could use whichever tools they found useful to monitor implementation⁵⁹. The Evaluation Team found that the TLS was used unevenly at country level, despite the notion that gaps would be identified and dealt with in half-year cycles. For example, for Ghana, data was incomplete, comments about progress made were missing, and there was a consequent delay of up to two years to come to understand the need to change the lead agency⁶⁰. By contrast, in Uruguay, the TLS was systematically applied with useful comments on the performance, suggested remedial actions, with corrective actions undertaken. The Evaluation Team acknowledges that the TLS is just one monitoring mechanism. Others include the narrative reporting processes, regular interagency team meetings, and national steering committee meetings to report to the national inter-institutional coordinating body overseeing PAGE at the country level.
168. In addition, the Evaluation Team noted that some of the results reported no longer reflected the political reality in some Partner Countries. In Guyana, for example, the government had adopted national allocations for IGE in its 2019 budget speech. In the meantime, though, the government had changed and the green economy policy supported by PAGE was abandoned.

⁵⁹ The PAGE Secretariat clarified that the TLS was a mechanism requested to all countries, done in periodic cycles. If there were gaps at one point in time, in the next cycle, gaps were requested to be filled. It was not a tool that the lead agencies used; but rather, it was a tool that the agencies and National Coordinators were asked to fill in a coordinated process initiated by the PAGE Secretariat. Based on the results, discussions were initiated with the involved UN agencies to look into potential gaps, delays or other issues.

⁶⁰ Ghana joined PAGE following the March 2014 PAGE Ministerial Conference and work started in the second half of 2014 with UNIDO in the lead. UNIDO's originally engaged country representative left the country in August 2014 and the position was left vacant. A National Coordinator was still available and selected activities continued, including a Green Economy Week held in December 2015. The 2015 PAGE Annual Progress Report discussed the coordination challenge in Ghana under its 'Lessons Learned' section, identifying a solution (see p46). A formal decision to change lead agency was finally taken by the PAGE Management Board on 4 February 2016 based on the fact that UNDP had stronger representation on the ground (documented in the Board's meeting minutes). As the TLS was a tool used by the PAGE Secretariat for global monitoring of progress, at country level, this was not required (since the Secretariat was already doing this in a systematic manner). However, some country teams chose to use it for their purposes at national level. This is not mandatory or upon direction from the Secretariat and explains differences at the country level.

Figure 16 – Availability and Use of PAGE Monitoring



Source: Evaluation Survey; n=109

169. **Figure 16** presents stakeholder perceptions about PAGE monitoring, with overall positive results. The timeliness of available monitoring data reached 76% “high” to “very high” ratings, as did the utility of monitoring data to assess progress. 69% of stakeholders provided “high” to “very high” ratings for the use of monitoring data to steer PAGE’s execution for adaptive management. Low to very low ratings were around 20% for all three criteria.

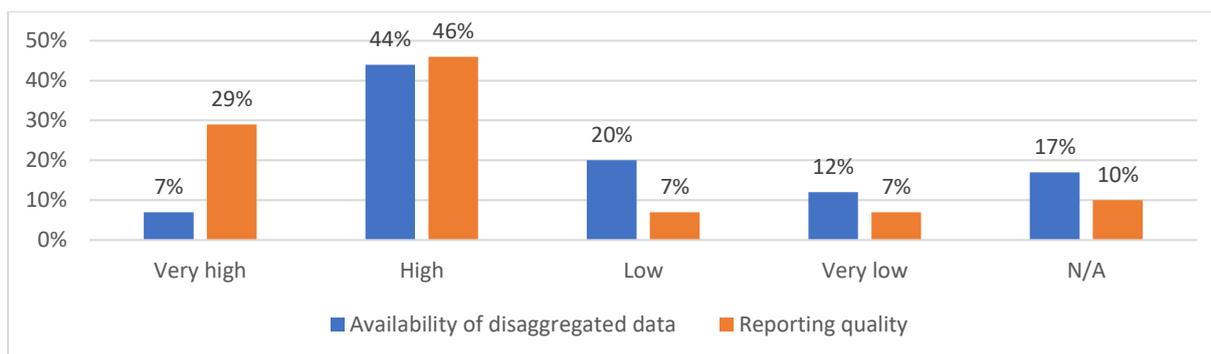
Rating for Monitoring of Implementation: Satisfactory

Reporting

Summary Assessment: The PAGE reporting data is largely publicly available, which is a good practice concerning transparency. Country level data was mainly activity-and output-based.

170. PAGE Annual Reports built on the six-monthly country reporting with a stronger results focus replacing monthly narrative reporting. PAGE’s annual reporting was supported by additional processes and tools, such as the narrative country reporting cycles, bi-annual updates to the country monitoring frameworks with regards to progress on indicators, and the monthly highlights survey. The evaluation finds that the Annual Reports 2016 to 2020 are very comprehensive and focusing on activities and outputs. Reporting on outcomes is less explicit, despite details data in the PAGE monitoring framework.
171. PAGE efforts invested in the quality of its Annual Reports also serves the purpose to keep donors informed real-time, which in turn is intended to support resource mobilization.
172. PAGE results were all publicly available, summarized into fact sheets with links to publicly available documents. However, the Evaluation Team found that several links in the Annual Reports are broken, including links to events or assessments in the latest Annual Report 2021.
173. When talking to PAGE project implementation partners, those at times only had a limited overview of the PAGE country portfolio and annual workplans. In those instances, the evaluation identified a lack of dissemination of reports, for example to partners in the private sector, academia, or civil society, as observed in Guyana, Mato Grosso, Mongolia or Uruguay.
174. **Figure 17** provides an interesting insight into stakeholder perceptions about the availability of sex-disaggregated data and reporting quality. 51% of stakeholder assess the availability of disaggregated data as “high” to “very high” and 32% as “low” to “very low”. At the same time, perceptions about the overall reporting quality are significantly higher. 75% of stakeholders judge the reporting quality and its attention to detail as “high” to “very high”, compared to 14% “low” to “very low” ratings.

Figure 17 – Availability of Sex-Disaggregated Data and Reporting Quality



Source: Evaluation Survey; n=109

Rating for Reporting: Satisfactory

H. Sustainability

Summary Assessment: The socio-political sustainability of results was mixed and found to be strongly dependent on political stability, government buy-in, and a sufficiently robust technical level engagement. Some factors affecting financial sustainability were within PAGE’s remit, such as: on the one hand the strong role of the PAGE Secretariat as a positive factor, but on the other also room for improvement for PAGE to engage Multilateral Development Banks, and the timing of developing of PAGE sustainability/investment plans. The coordination of national actors, anchoring capacities in national training institutions, and the role of the Resident Coordinator Office (RCO) influenced the institutional sustainability of PAGE benefits. Stakeholders were positive about the level of country driven-ness and ownership of PAGE although they assessed other aspects of institutional sustainability more critically.

Overall Rating for Sustainability: Moderately Unlikely

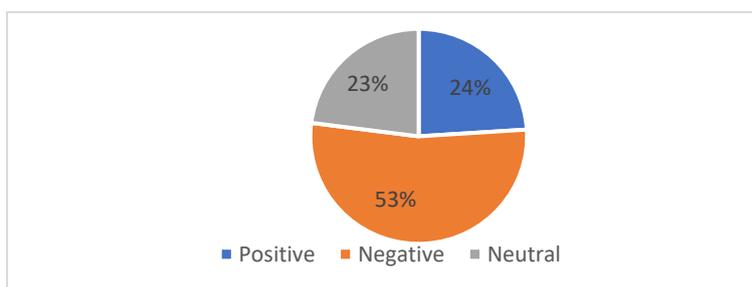
Socio-Political Sustainability

Summary Assessment: The sustainability of PAGE outcomes during the Operational Strategy 2016-2020 period was found to have a high degree of dependency on socio-political factors, with varying success across Partner Countries in securing strong ownership and commitment on the part of the government and other stakeholders to sustain outcomes and a generally weak mechanism put in place to adapt to changes in the social/political context (i.e. withdrawal, in the case of unfavourable environment).

175. Evaluation interviews provided insights to stakeholders’ perceptions about the socio-political sustainability of PAGE results, revealing mainly critical views.
176. On the positive side, the Evaluation Team found that despite the challenging situation in Guyana following a change of government, the Environmental Protection Agency seems to be better applying regulation. In Uruguay, authorities seem well involved in working on circular economy and green economy issues, even after government change in 2020 due to a strong technical involvement of national stakeholders. One example is the National Circular Economy Prize, to involve the private sector, which is budgeted to continue even after the end of PAGE support. In the cases of Mongolia and the Kyrgyz Republic, there seems to be a strong interest from both government and PAGE agencies to continue PAGE-type and green economy work, with or without PAGE funding.

177. Negative views refer to the lack of political will and commitment to pursue PAGE green economy work; for example, in Barbados or Guyana, it could have been argued, in hindsight, that work should have been targeted more at the technical level to avoid being challenged during political instability and government change⁶¹. Taking the example of Guyana: over-reliance on the Presidency did not succeed in developing sufficient high-level leadership for PAGE activities when the government changed. On the other hand, the latter approach was particularly useful in Uruguay, despite several months of uncertainty following a change of government⁶². While an analysis of pros and cons of focussing on high-level political leadership versus technical level would bring theoretical insights, from these country examples, a context-dependent approach seems most viable, given that political realities are unique and differ across countries. Nonetheless, PAGE’s general strategy for dealing with socio-political national contexts that became less receptive to IGE activities was to reduce or pause activities and reallocate the respective budget for a future moment when the environment might become more welcoming or to fund activities in other PAGE countries. In this light, the Evaluation Team found that the sustainability of the Operational Strategy 2016-2020’s outcomes had a high degree of dependency on social/political factors and a relatively weak mechanism to adapt to changes in the social/political context.
178. The stability (e.g. Uruguay) and turnover of national stakeholders (e.g. Kyrgyz Republic) affects the political sustainability of PAGE results.
179. **Figure 18** provides an overview of stakeholders’ perceptions about the socio-political sustainability of PAGE results, captured from the evaluation interviews, where only 17 persons responded to the question (which is seen as mildly indicative but not fully representative).

Figure 18 – Perceptions of Socio-Political Sustainability of PAGE Results



Source: Evaluation Interview Data; n=17

Rating for Socio-Political Sustainability: **Moderately Unlikely**

Financial Sustainability

Summary Assessment: Some factors affecting financial sustainability were within PAGE’s remit, (e.g. the strong role of the PAGE Secretariat was a positive factor). But there was room for improvement for PAGE to engage Multilateral Development Banks (and their development of investment plans linking downstream activities with PAGE’s upstream achievements) and the timing of developing of PAGE sustainability plans. Other factors were beyond the direct control of PAGE; namely: the more challenging

⁶¹ The PAGE Secretariat commented that in Barbados, there was a challenge with capacity in the government, as an issue going beyond the level targeted in government. In the case of Guyana, the change in administration also led to changes at the technical level. This case showed how comprehensively affected a government can be by a change and that political realities can be very unique and differ from country to country.

⁶² The PAGE Secretariat commented that PAGE countries spanned a diversity of political cultures, which influenced the effectiveness of the deployed approaches (which explains the differences between Uruguay and Guyana, for example). What can be considered as entry points for technical level differed across countries (e.g. working across party lines and finding consensus was engrained in the political culture of Uruguay, but this was not an approach directly transferable to other countries).

general funding context and the connectiveness between PAGE and donors' bilateral programmes in PAGE countries.

180. Stakeholders extensively commented on the financial sustainability of PAGE. The Evaluation Team identified the following patterns emerging from the interviews and the document review: the general funding context, the role of Multilateral Development Banks, investment and sustainability plans, the role of the PAGE Secretariat and the Management Board, resource mobilization at the country level, and the connectiveness between PAGE donors and their bilateral development cooperation in PAGE countries.

General Funding Context

181. Since the end of the implementation of the Operational Strategy in 2020, the general funding context for PAGE has changed. Opportunities for pooled funding have reduced with the significantly changed economic situation due to COVID-19 effects and since February 2022, the war in Ukraine with its related energy, food, and economic crises. While pooled funding was an essential driver of PAGE's efficiency during the Operational Strategy 2016–2020, this momentum seems to be diminishing. Hence, PAGE's successful approach to accept only unearmarked funding risks being jeopardized.
182. Reflecting PAGE's role as a global partner, there was some evidence of self-coordination by donors that manifested in national-level follow-up (e.g. GIZ in several countries, including Ghana; European Delegation coordinated the PAGE portfolio at national level, with follow-up, for example, in Indonesia); however it was reported that no generalised model was in operation as it "depended on the donor setting and dynamic". Some donors did not have a specific funding window for inclusive green economy, which made funding PAGE a challenge, as observed in the cases of Switzerland and Finland. As PAGE was not a legal entity, it could not access funding from the Global Environment Facility (GEF) nor the Green Climate Fund (GCF). Accessing GEF or GCF funding through a PAGE UN partner would be an option: however, this was less feasible as agencies prioritized their own GEF and GCF proposals.
183. At the same time, the Evaluation Team learned that the relationship with donors was often personalized, with one key person in a donor agency driving the PAGE agenda, as observed in at least three donor agencies. While stakeholder feedback pointed to the importance of close and personalized relationships as a key success factor for mobilizing resources for PAGE, indicating "it has always been the commitment of individuals that has made PAGE work, within and across institutions", in the absence of more institutionalised relationships, this resource mobilisation strategy carried downside risk when those individuals made a career move.

Role of Multilateral Development Banks (MDBs)

184. The World Bank and International Monetary Fund (IMF) lead on the development of macro-economic and fiscal policies. Although PAGE made attempts to connect to Multilateral Development Banks (MDBs), for example with the World Bank in Mongolia and the European Investment Bank (EIB), these approaches had yet to deliver tangible results. While an upstream relationship has been established with the EIB, moving downstream to the operational level was challenging due to a lack of dialogue and exchange.

Sustainability Plans

185. PAGE developed Sustainability Plans for some Partner Countries (those categorized as 'graduating'). Some stakeholders identified the need to start developing those plans at the time of programming, with more and earlier investment required in this sustainability planning process. In this respect, some countries did not follow existing PAGE guidance⁶³.

⁶³ This refers to guidance formally provided by PAGE on "Developing a Sustainability Strategy for an Inclusive Green Economy" (Operational Guidance for supporting the implementation of the Strategy 2021-2030): "The Sustainability Strategy for an IGE should be prepared as early as possible, ideally during year one or two of the Full Implementation Period".

186. The example of Ghana shows that developing a programmatic plan beyond the PAGE cycle resulted in good collaboration with GIZ throughout the programming cycle, and likely beyond. Handover ceremonies highlighting country ownership took place in Mauritius (September 2022) and South Africa (October 2022).

Role of PAGE Secretariat

187. The Secretariat had a paramount role in ensuring PAGE's financial sustainability. The decision to establish the MPTF (which placed PAGE finances on a neutral ground) was fundamental for building trust across the partnership. The MPTF appeared to be a well-suited vehicle to attract other funds and increase the efficiency of fund transfer. For some donors (e.g. private funds, foundations), the use of the MPTF was not possible, which could be a factor on PAGE's financial sustainability.
188. The Secretariat's close engagement with donors, for example, through the PAGE Management Board and seems very useful for keeping a close working relationship with donors, well beyond a funding relationship and as part of a partnership. As part of PAGE's 2021-2030 Strategy, it was understood that PAGE was in the process of planning an activity to reach out to "frontier thinkers", including within donor country ministries to learn about the latest trends in IGE.
189. However, the Evaluation Team noted that the PAGE Secretariat would benefit from additional human resources for funds mobilization, as the current workload on existing staff does not allow to prioritize fundraising.

Country level

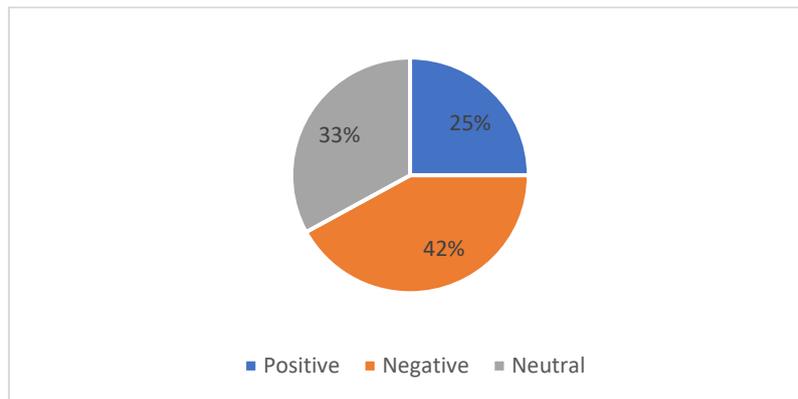
190. PAGE's work at country level complemented the Secretariat's efforts to ensure the programme's financial sustainability. Alignment and synergies between PAGE and its main donor (the German government) was visible across several countries (e.g. Ghana, Kyrgyz Republic, Senegal, Uruguay) where GIZ/BMUV and PAGE coordinated work. In the case of Senegal, BMZ took over PAGE's work on green jobs, while the Italian Development Cooperation continued a PAGE initiative on waste management. In Ghana, PAGE established a partnership with GIZ. As the NSC was not limited to PAGE but also included SWITCH, PAGE had access to a larger network and a wider reach. This outreach increased the likelihood for sustaining components of PAGE's results in Ghana. Also, the Swedish government used PAGE strategically to bring together specialized actors for cross-fertilization, as in the case of PAGE and the School of Economics in Gothenburg (Sweden).
191. A good practice emerged from South Africa, where the EU Delegation coordinated with other donors (i.e. governments of Switzerland and Finland) in using a forum for dialogue. However, the COVID-19 restrictions on meetings brought that initiative to an end.
192. Despite these good examples, the connection with donors' bilateral programmes in PAGE countries was only partly exploited. While PAGE was known in respective countries, its attractiveness was influenced by its small country budget and limited visibility. The Evaluation Team also found that the cooperation with donors' bilateral programmes depended on the human resource capacities of a donor's country missions and was affected by frequent staff turnover on both sides.
193. In countries that did not benefit from a strategic partnership with a donor, resource mobilization was challenging due to the comparably small country budgets and very limited human resources, which typically only entailed a PAGE National Coordinator. Guyana is one example.

"Good relations and connections at global level (with donors) does not necessarily translate into connections (with their bilateral development cooperation) on the ground".

Source: PAGE Secretariat stakeholder

- 194. The Evaluation Team found that involving the UNRC could serve as an entry point to country-level funding, as UNRCs are closer to the field and its funding opportunities.
- 195. At the same time, resource mobilization in middle-income economy countries was challenging in the absence of donors, as observed in Argentina, Peru and South Africa. The example of Uruguay showed the importance of linking PAGE activities to national budgets.
- 196. **Figure 19** presents an overview of stakeholder perceptions about PAGE’s financial sustainability, with neutral (33%) or negative views (42%) prevailing.

Figure 19 – Stakeholder Perceptions of PAGE’s Financial Sustainability



Source: Evaluation Survey and Interview Data; n=57

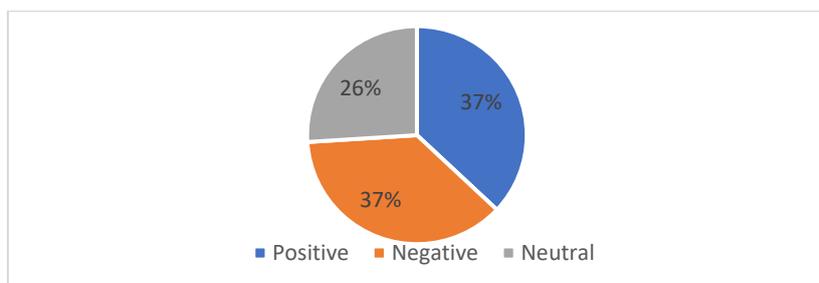
Rating for Financial Sustainability: Moderately Unlikely

Institutional Sustainability

Summary Assessment: The coordination of national actors, anchoring capacities in national training institutions, and the RCO’s role influence the institutional sustainability of PAGE benefits. While general perceptions about the institutional sustainability of PAGE support were mixed, stakeholders were distinctly more positive about the country-driven-ness and ownership of PAGE.

- 197. The evaluation used several proxy measures to assess the institutional sustainability of PAGE. Those measures include stakeholder perceptions, the influence of the lengths of PAGE’s timeframe and specific views on the country ownership of PAGE results.
- 198. **Figure 20** shows the perceptions of stakeholders concerning the institutional sustainability of PAGE results, presenting mixed results. While 37% of stakeholders had positive views, another 37% made negative statements and 26% of stakeholders had neutral views.

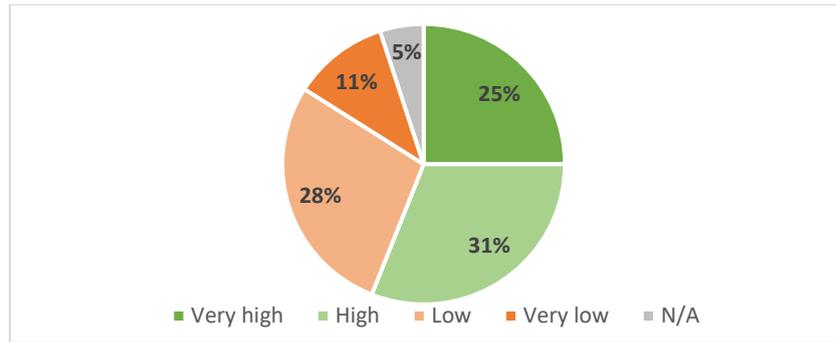
Figure 20 – Perceptions about Institutional Sustainability



Source: Evaluation Survey, Interview Data; n=39

199. Issues regarding the institutional sustainability of PAGE benefits were clustered around the coordination of national actors and their capacities, for role of the Resident Coordinator Offices (RCOs) and regional stakeholders.
200. **Coordination of national actors:** PAGE's approach to engage one ministry per UN partner agency; for example, the Ministry of Environment through UNEP or the Ministry of Labour through ILO facilitated the process of different government actors coming together and having a dialogue about IGE. In many countries, those actors met as a group for the first time when establishing the National Steering Committees.
201. Depending on the political stability and staff turnover, those coordination structures continue in one form or another after the end of PAGE, which contributes to the institutional sustainability of PAGE results. The Evaluation Team found evidence for continued national coordination, for example, in Uruguay, in the absence of a PAGE National Coordinator from UNIDO, while this might not be the case in Guyana and Peru. Yet, even in Uruguay, stakeholders stressed the need to further strengthen national coordination to create even more synergies, particularly when transferring PAGE results to the sub-national level.
202. **National capacity building:** A strong involvement of the private sector and academia also influences institutional sustainability positively. UNITAR's partnerships with training institutes, for example, reduces the dependency on external trainers and increases national institutional sustainability. The same applies for universities including IGE components into their curricula, as happened, for example, with the University of Guyana.
203. **Resident Coordinator (RC):** The RC had a key role in putting together the cooperation framework between the government and UN Country Team. As such, RCs, with their coordination role, are the natural entry point for PAGE as an interlocutor to ensure the institutional sustainability of its country support. This seems to be the case, for example, in South Africa. The level of RC engagement depended on human resource capacities and the emphasis that UN agencies and the government put on IGE.
204. **Regional stakeholders:** The Evaluation Team found that PAGE-led dialogues with UN Regional Economic Commissions (i.e. UNESCAP) fostered emerging results in Indonesia and Thailand. The Regional Economic Commissions' role is to support countries to transform for sustainable development and are hence a natural part for the pursuit of IGE. The potential for cooperation with these actors seems to depend on the availability of PAGE human resources and the extent to which PAGE can drive the dialogue with Regional Economic Commissions, rather than being driven beyond its needs and scope.
205. In the case of the Kyrgyz Republic, one PAGE agency reported the value of working through the regional offices of the UN agencies to ensure the longevity of PAGE results.
206. The timeframe of PAGE support also influenced the institutional sustainability of PAGE results. Respondents were very vocal in expressing their views. Overall, the consulted stakeholders positively perceived the timeframe, with dominating positive ratings (25% "very high" and 31% "high"). For 39% of stakeholders, the timeframe was seen as insufficient to sustain benefits (28% "low" and 11% "very low" ratings).

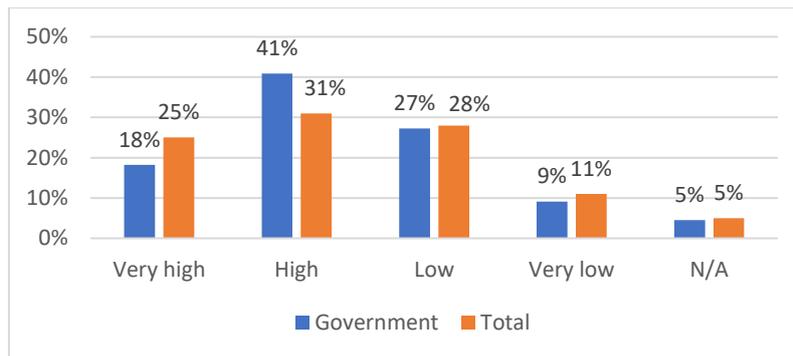
Figure 21 – Sufficiency of PAGE’s 5-year Timeframe to Sustain Benefits (All Stakeholders)



Source: Evaluation Survey; n=109

207. The Evaluation Team disaggregated results by stakeholder type to assess whether government representatives had different views. While the overall results of “high” to “very high” and “low” to “very low” ratings is similar between the total respondents and the cohort of government respondents, some nuances were visible (see **Figure 22**). For 18% of government respondents, the 5-year timeframe was clearly sufficient for PAGE to sustain benefits (“very high” ratings), with 41% of government respondents assigning “high” ratings, compared to 31% of the total respondents.

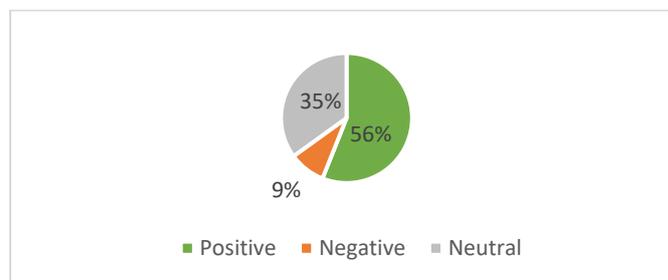
Figure 22 – Sufficiency of PAGE’s 5-year Timeframe to Sustain Benefits (Government Stakeholders)



Source: Evaluation Survey; Government Stakeholders=22, Total = 109

208. While the general perceptions about the institutional sustainability of PAGE support were mixed, as presented in **Figure 21**, stakeholders were distinctly more positive about the country ownership of PAGE. **Figure 23** reveals that 56% of stakeholders commented positively on the country ownership, or country driven-ness, of PAGE, and its work on IGE.

Figure 23 – Country Driven-ness



Source: Evaluation Survey; n=45

Rating for Institutional Sustainability: Moderately Likely

I. Factors Affecting Performance and Cross-Cutting Issues

Preparation and Readiness

Summary Assessment: The PAGE setting in its new form was operationalised within a year and the overall project design was assessed as satisfactory.

209. PAGE started in 2013 fully operating as an interagency programme, with UNEP receiving the funds (¶68). Its MPTF operated from 1 January 2017, a year after the PAGE Operational Strategy 2016-2020 came into effect. A Steering Committee meeting held on 27 January 2016, attended by all key funding partners and the five UN agencies deliberated on the PAGE Operational Strategy for 2016-2020. Even though previous comments on the draft had been addressed, several additional comments on the Operational Strategy were shared by the funding partners. At the subsequent Steering Committee meeting (October 2016), the Strategy had been finalised and shared publicly.
210. The quality of project design was assessed as satisfactory (¶111). It addressed the core requirements as expressed in this evaluation's inception phase review using UNEP's project design assessment template.

Rating for Preparation and Readiness: **Satisfactory**

Quality of Governance and Project Management

Summary Assessment: The trust-based, consensus-based governance system – with its built-in early warning, feedback loops, robust accountability, and engagement with funding partners – functioned well in managing this complex global partnership, competently supported by a highly professional, effective, service-oriented Secretariat. At country level, the governance mechanism provided a vehicle to express priorities and foster national leadership and inter-ministerial engagement, although marshalling efforts to tackle the drivers of inclusive green economy sometimes proved challenging. PAGE was managed according to an Operational Strategy jointly drafted and endorsed by the 5 participating agencies, operationalised and aligned through guidance (Operational Manual and from 2017, operational procedures documented in the MPTF's ToR). The PAGE Secretariat worked with country teams to collectively design the work planning based on a logical framework set up for each country. Identifying, engaging, and managing the human resources to deploy activities was an area of challenge for PAGE, stemming from constraints related to contracting of consultants, as well as organisational culture. While the consensus-driven approach and involvement of all 5 UN agencies in each country generated high transaction costs and potentially sub-optimal programming, one of PAGE's management strengths was found in its adaptability and flexibility to reprogramme, according to evolving contexts.

211. **In terms of governance:** **at global level:** PAGE's Management Board (composed of representatives of founding partners: the 5 involved UN agencies, each with the same power and same level of seniority) and a Donor Steering Committee (composed of funders) **functioned in a complementary way to provide oversight and steering**, together with a Global Technical Team (composed of representatives of the involved UN agencies), which oversaw the global- and country-level work, was backed up by a working culture "to complement, coordinate and to not compete", according to an Inter-Agency Focal Point. This structure functioned well in terms of having the authority to manage such a complex partnership. One of its key successes was put down to being able to depersonalize the decision-making.
212. Country-level work planning was consensus-based and submitted to the PAGE Secretariat for endorsement, quality control, and then disaggregated into UN agency workplans. These workplans were subsequently submitted to the Management Board to agree on the fund

transfer. In cases where activities were not sufficiently pitched at the envisaged macro-economy level and/or working in silos, **the governance system was able to intervene and strengthen** that aspect of the partnership (i.e. staffing of Economic Affairs Officer, later Green Team), while **tapping additional economic expertise of partner agencies**. With each UN agency backed up by its own infrastructure, the Management Board could rely on **built-in early warning and feedback loops**. This set-up provided for **robust accountability**.

213. Interviews evidenced **strong engagement** of the Management Board and confirmed that this was a partnership that worked effectively at the highest level **based on trust, consensus, and comradeship** (as a member explained, “we’ve known each other for years, not only through PAGE”). While another member described the arrangement as **“worth gold for troubleshooting at senior level”**, there was also a tendency to avoid conflict “is very cordial, doesn’t encourage disagreement”). It was also observed that this **governance body lacked diversity** (“a white men’s club, culturally homogenous”); although it was understood that a female was involved since 2022 and that a panel of experts to advise the Management Board was underway.
214. The Donor Steering Committee was described by Management Board members as provided “a **valuable sounding board**” and a **platform for easy engagement** between the leadership of the involved UN agencies and PAGE’s funders **where challenges could be discussed**. Over time, with changes in its membership (seen as a normal occurrence within institutional settings), as funding agreements were put in place, contracts were signed, and discussions previously convened with senior officials inside national Ministries shifted to more administrative contacts, the Steering Committee’s role was perceived to have shifted from being a funding partner at a strategic level to a more operational level (described by UN stakeholder as “a **lowering of strategic vision**” and “more about funding windows than strategic discussions”). This could reflect missed opportunities for strengthening engagement, alignment, and resource mobilisation. From the donor side, sentiments were expressed regarding insufficient capacity to digest monitoring/reporting information, do follow-up and make linkages with country-based colleagues (who were themselves characterised as “over-worked and under-resourced”) due to broad portfolios; missed opportunities to provide sufficient high-level political support; “firewalls established by PAGE” that got in the way of participation in country-level governance (e.g. being requested for GIZ in the case of South Africa).
215. At country-level, a National Steering Committee performed governance functions [chaired by the designated governmental focal point, with inter-ministerial membership (described by a UN actor as “an impressive representation of senior government”) and involvement of other stakeholders, depending on the country]. This arrangement is considered appropriate as it **contributed to policy coherence, inter-ministerial dialogue** and functioned as a **vehicle to express national priorities and ownership**, which reflected PAGE’s founding concept that its services should be country **demand driven**. The NSC’s constitution and operation also **laid ground for enhancing the sustainability** of PAGE results and benefits.
216. Through its **strong emphasis on inter-ministerial engagement**, NSC was an effective response to the situation in many PAGE countries that line ministries typically did not have the capacity to raise strategic issues at a higher level within relevant ministries. The coordination at national level (thereby enabling the pursuit of complementarity) was identified by national stakeholders as a “major factor of success”. Actors involved at implementation level observed that the NSCs were active, had strong ownership and really engaged country partners (“we provided inputs and had the opportunity to own the process”); provided a “platform for sharing knowledge, discussion, and coordination”; supervised annual work planning (“no workplans were submitted to the Secretariat without NSC agreement”); operated in a formal, transparent manner to agree work in a multi-stakeholder setting; and were an important tool for efficiency (“ensuring that we were not reinventing the wheel”). On the other hand, there were instances where the leadership of the focal ministry was so active that it was difficult to fully involve others (“they wanted to be the ones who were responsible”). Also,

occasionally, the participating UN agencies were not able to “push for some areas” (e.g. focus on gender, brown sector, subsidies), reflecting the **tough balancing act for PAGE to be demand driven (taking account of country priorities and preferences) while marshalling efforts towards the drivers of inclusive green economy.**

217. A minority view characterized PAGE’s overall set-up as a **traditional governance model of a past era** with donor countries in the North, recipients and implementation in the South, and a Secretariat in the financial centre together with the technical expertise, pointing to the burdensome coordination cost of this model for the implementation units and for the countries. The UN agency leading PAGE’s work in a country received a standard lumpsum for coordination, which fully covered the National Coordinator cost. If needed, the leading UN agency could additionally retain 25% of the budget of an activity to cover its coordination cost or cost for delivery.
218. **In terms of management at global level:** the **Operational Strategy**, which contains a Theory of Change and logframe (jointly drafted and endorsed by the Management Board) functioned as the **backbone for the programme’s management**. In forming a partnership, supported by a centralised Secretariat, each UN agency worked according to its own rules and procedures. In setting down clear definitions of outputs, outcomes, actors, roles, and responsibilities, the **Operational Manual** developed shortly after the launch of the 2016-2020 Operational Strategy was a **valuable aligning force** from a management viewpoint, although it was mentioned that even before it was finalized, processes had changed (e.g. financial procedures shifted with the move to the MPTF) and “it quickly became outdated” (and has since been replaced with a set of independent primers accompanying PAGE’s new Strategy 2021-2030). Additionally, the ToR of the MPTF (in operation from January 2017), spelled out all relevant elements, including PAGE’s stepwise planning and programming process, from developing the overall PAGE workplan through to the fund transfer by the MPTF Office.
219. **At national level**, the country team (which included a representative of each PAGE agency) worked together with the Secretariat to collectively design the programme for the country. While the UN agencies led the work at country level, the PAGE Secretariat guided and coordinated the overall process across the countries. The fact that a logical framework was set up for each country (“based on where the country is, where it wants to go, and what it wants to achieve”, according to a country team representative) provided a **nationally owned trajectory** and the **foundation for structuring the work planning and budget**. A UN actor underlined the importance of this set-up for being able to effectively manage: “this means we have a **solid base** that comes out of a formal, transparent process”.
220. On the other hand, the high value put on the consensus-driven approach and involvement of all five UN agencies in each country generated **high transaction costs and potentially sub-optimal programming**. An involved actor explained: “each agency has its own global work plan that has to be brought into consensus: that means a lot of communication”. A UN stakeholder attested: “it’s always a very long discussion because it’s very hard to say ‘no’ to other agencies’ proposals; you don’t want to be the one blocking other agencies from doing something that they think is valuable”. The participatory process was described as “time consuming” with “many delays on decisions”. Another mentioned that the work planning was often influenced by “whoever has the loudest voice” amongst implementing partners in a country” or, in cases where the government has a very firm view, that reigns (e.g. South Africa, Uruguay).
221. One of PAGE’s management strengths was found in its **adaptability and flexibility**, which were reflected by its ability to phase down activity in a country and reprogramme. This was suitable in cases of political instability (e.g. Burkina Faso, Peru) and shifting national priorities (e.g. Indonesia, Barbados, Uruguay, Guyana). A Secretariat member explained: “we regularly ask ourselves, ‘does the work we are doing still make sense in terms of the country’s development?’ We can put initiatives on hold until we see new entry points”. Funds not deployed according to the planning were returned to the full pool and could be allocated to

other needs. PAGE's adaptability was anchored in the interplay between global and local governance and management structures (feedback loops), supported by regular monitoring and reviewed by the Management Board. PAGE's adaptive capability was also evident in its quick response in 2020 to handle the unfavourable context that Partner Countries faced stemming from the global COVID-19 pandemic.

222. Identifying, engaging, and managing the human resources to deploy activities was an area of challenge for PAGE, stemming from constraints related to contracting of consultants, as well as organisational culture. PAGE was a very small activity within the involved agencies' portfolios, although it had high visibility and "its influence fit well beyond its weight", according to a Management Board member. While PAGE represented little financial volume, there was **no relationship between management time and income flowing to the involved agencies related to PAGE work**. Cascaded down to the Technical Team and further organisational levels, the workload volume (which grew with each country added under the PAGE framework) and the expectation that PAGE work would simply be absorbed by staff, over and above existing responsibilities, was highlighted as an increasing challenge across interviewees ("the agencies tell their programme staff to allocate some time for PAGE"; "we have to mobilize our staff to work; they are not paid by this project"; "we're stretched thin"). Although the involved UN agencies had specialists on the ground in countries, such personnel covered many different activities and were not necessarily available to be dedicated to PAGE when needed. As National Coordinators were not involved in implementation, the involved UN agencies often carried out PAGE work by contracting external resources.
223. Some (but not all) PAGE personnel were engaged on 1-year contracts with compensation levels that reportedly tended to attract principally junior consultants (i.e. less experienced), although there were cases (e.g. India) where senior, well-connected national professionals were engaged. UN Secretariat rules (mandated by Member States) allowed such consultants to work 24 months over a 36-month period. In this light, UNEP was highlighted as facing ongoing challenges in contracting personnel. A UN actor explained that "due to restrictions on contracts, it's hard to keep consultants motivated, willing to work with us, and willing to do the extra mile". Situations were also reported where contractors could not take part in technical meetings, which has implications for management efficiency and effectiveness.
224. National Coordinators were a **key lever for PAGE's work** (described as "crucial", with a central role in "getting things going" and "making PAGE work") through their role in ensuring that expectations were aligned; facilitating access to national institutions; communicating with government counterparts; monitoring and being a single channel for reporting back to the Secretariat. Yet, the **National Coordinator role was left vacant for periods of time** (e.g. during PAGE's Green Recovery support, during periods of political change, and nearing the end of PAGE's core activities (as mentioned by interviewees in Guyana, Kyrgyz Republic, Ghana) **and this role had a high level of turnover** (e.g. Kyrgyz Republic, Uruguay), with consequences for retaining relationships and institutional memory, maintaining momentum, and the need for repeated investment in onboarding personnel. UN actors pointed to difficulties to recruit and retain competent staff to this role due to the instability of the work ("insufficient job security" and "contract conditions" were regularly mentioned by interviewees). In cases where such changes occurred during the post-graduate support phase (e.g. South Africa), the turnover had different implications. Strategies to deal with resource constraints and/or circumvent procedural hurdles were mentioned by interviewees (e.g. it was mentioned that funds designated for the National Coordinator position were first used to fund agency existing staff; in cases where the National Coordinator's deployment reached the 24 months within 36-month duration, the consultant was engaged by another agency that was not under the UN Secretariat; engaging other PAGE partner agencies to procure contractors rather than UNEP).

The Geneva-based **Secretariat played a key role**, supporting PAGE's governance and management. Described by a UN actor as "the oil in the engine", this unit was perceived as highly professional, competent, service-oriented, and able to provide relevant guidance and

support for joint programming and implementation (e.g. using templates, monitoring, reporting, etc.). While hosted in UNEP infrastructure, the team’s level of strategic thinking, gatekeeping behaviour, and ability to maintain a neutral position were identified as factors for maintaining participating agencies’ engagement and protecting the PAGE brand. During 2016-2020, the partnership experienced tremendous growth and complexity. The Secretariat was broadly perceived by stakeholders to have performed well: “the core team handled that very well”; “we never felt like we were on thin ice or that situations were spinning out of control”; “they went up the learning curve and carried others with them”. The Secretariat’s adaptive response to COVID-19 was positively highlighted by Technical Team members: “they did a fantastic job of convening meetings; these were good and well-documented”, with observations that Secretariat operations were in a constant state of improvement.

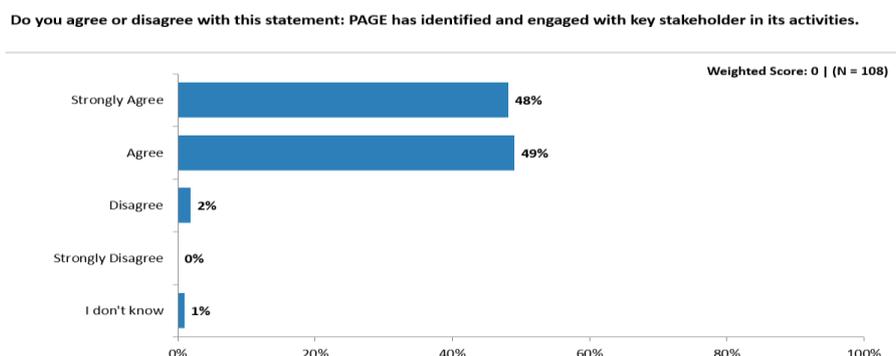
Rating for Quality of Governance and Project Management: Satisfactory

Stakeholder Participation and Cooperation

Summary Assessment: The Operational Strategy 2016-2020 was effective in engaging stakeholders, promoting ownership, and building cooperation. It provided a strong framework for institutions/partners (national/UN levels). Overall 20 countries were supported in various phases of PAGE implementation during 2013-2020 and PAGE collaborated with 14 implementing partners at global and country level. During 2016-2020, 49 partnerships were leveraged in 13 countries. Although PAGE did engage with action/implementing partners, more could have been done to ensure that PAGE’s normative work was followed by actions on the ground/operationalisation projects. Financing green projects and plans remained a major constraint for the take-off of a green economy in the Partner Countries. Furthermore, PAGE cooperation with the private sector and non-governmental organisations was not sufficiently visible.

225. PAGE’s Operational Strategy 2016-2020 was effective in engaging stakeholders, promoting ownership, and building cooperation. It provided a strong framework for institutions/partners (national/UN levels) to work together [¶74), ¶75]. Most of the evaluation survey respondents found that PAGE managed to identify and engage with the right national stakeholders (see **Figure 24**). This was facilitated by extensive consultation process, as well as the requirement for cross-sectoral engagement at country application stage. Most interviewees also saw the inter-ministerial collaboration through NSCs as a major benefit, enabling stakeholders to work together and share plans, information, and data (e.g. Ghana, South Africa, Mongolia).

Figure 24 – PAGE Identification and Stakeholders’ Engagement

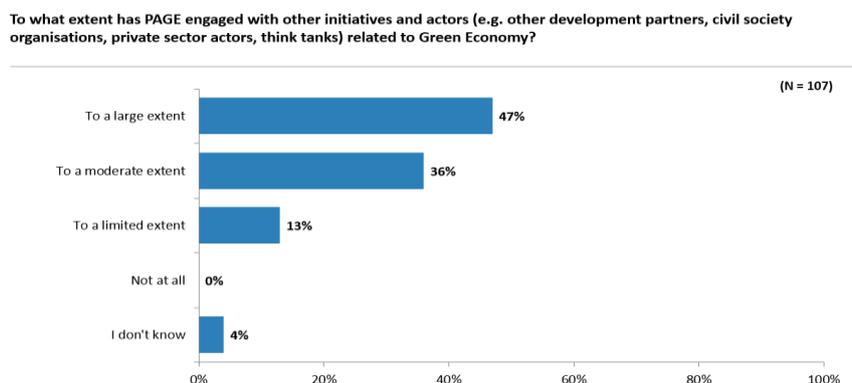


Source: Evaluation Survey; n=108

226. The collaboration amongst UN agencies was seen as main benefit by the UN agencies, PAGE implementing partners, and by national stakeholders.

227. During 2013-2020, 20 Partner Countries were supported in various phases of PAGE implementation and PAGE collaborated with 14 implementing partners at global and country level⁶⁴. During 2016-2020, 49 partnerships were leveraged in 13 countries⁶⁵.
228. According to interviewees, although PAGE did engage with action/implementing partners, more could have been done to ensure that PAGE’s normative work was followed up by actions on the ground/operationalisation projects. Several cases of collaboration with implementing partners [e.g. GIZ, Global Green Growth Institute (GGGI), SWITCH Africa Green, PEI] were mostly around co-financing or scaling-up PAGE’s upstream work (e.g. GIZ’s support to additional Metropolitan, Municipal and District Assemblies in Ghana; GIZ funds for maintaining the inter-ministerial committee in South Africa; GGGI’s co-funding work as part of the development of national GDP outcome indicators in Mongolia). The youth entrepreneur incubator programmes/grants (e.g. Senegal, Kyrgyz Republic, South Africa) were found promising.
229. The UN agencies, funders, and national stakeholders involved in PAGE highlighted that financing green projects and plans continued to be a major constraint for the take-off of a green economy in Partner Countries. PAGE partners particularly pointed out to the need to engage with international financial institutions and to be more systematic in supporting Partner Countries in applying to international climate and environmental funds. In this respect, the Evaluation Team identified only one case (i.e., in Kyrgyz Republic: establishment of the Climate Finance Center to attract financial resource from the Green Climate Fund, with a grant support from the European Bank for Reconstruction and Development).
230. The evaluation survey responses delivered a mixed picture: less than half of the participants found that PAGE had, to a large extent, engaged with other initiatives and actors related to green economy (see **Figure 25**). Several national stakeholders emphasized the need for PAGE to further work with civil society organisations (CSOs) and the private sector, although there were clear cases of directly consulting and collaborating with the private sector (e.g. Ghana, Mongolia, South Africa) and labour organisations (e.g. Ghana, South Africa). In all countries, PAGE engaged with universities. It is possible that the many activities of PAGE in-country work have diluted the visibility of consultations and cooperation with the private sector and non-governmental organisations. Monitoring of mobilisation and engagement of public, private, and civil society stakeholders in cross-sectoral IGE prioritization was also unclear, not all countries had a NSC with representation of the private sector and CSOs, although some activities did support and engage with these actors.

Figure 25 – Engagement with Other Initiatives and Actors



Source: Evaluation Survey; n=107

⁶⁴ [Partners & Financing - UN PAGE - Partnership for Action on Green Economy \(un-page.org\)](https://un-page.org/)

⁶⁵ PAGE Monitoring tool, Annual Progress Report, 2020.

Responsiveness to Human Rights and Gender Equality

Summary Assessment: Gender was only marginally addressed in the Operational Strategy 2016-2020 and reporting shows room for improvement. Despite PAGE relying on UN agencies’ own gender policies/strategies and some gender sensitive/focused activities and projects in some countries. Human rights issues, per se, were largely omitted in the Operational Strategy (2016-2020), although the ‘inclusivity’ concept (which is arguably related to human rights) was used in PAGE.

231. Gender was treated in a largely implicit manner in the Operational Strategy 2016-2020; the terminology occurred a single time in its annexes in the logframe under PAGE’s overall outcome⁶⁶. Vulnerable populations (women, youth, indigenous people, and the poor) were mentioned under the PAGE principles and values for country engagement⁶⁷, lessons learned from the PAGE inception phase⁶⁸, and evaluating impact and addressing risk⁶⁹.
232. PAGE was able to rely on UN agencies’ own gender policies/strategies and the evaluation identified gender sensitive/focused activities and projects in some countries (e.g. Mongolia).
233. The MTE suggested a revision of logframe indicators to ensure that gender results would be well-monitored⁷⁰; however, those indicators remained unchanged.
234. While gender may not have been at the forefront of the Operational Strategy 2016-2020 in its planning stage, reporting was disaggregated, for example, by sex, which showed a basic level of gender considerations during PAGE’s implementation, particularly at country level⁷¹.
235. The Evaluation Team analysed the 20 knowledge products (which contained a functioning hyperlink) listed in PAGE’s 2020 Annual Report. Out of the eleven products, three contained substantial references to gender issues, while in eight reports, gender was either omitted or only marginally addressed (in 1-2 references), as presented in **Table 9**.

Table 9 – Gender References in Key PAGE Documents

Documents with substantial gender references	Documents with marginal or no gender references
PAGE, 2016: Practitioner’s guide to strategic green industrial policy	PAGE, 2016: Learning for an Inclusive Green Economy
PAGE, 2016: Integrated Planning and Sustainable Development: Challenges and Opportunities Synthesis Report	PAGE, 2017: The Integrated Green Economy Modelling Framework: An Overview
PAGE/DIE, 2017: Green Industrial Policy: Concept, Policies, Country Experiences	PAGE, 2017: Green Economy Progress (GEP) Measurement Framework. Evaluating national progress towards poverty eradication and shared prosperity within planetary boundaries
	PAGE 2017: Green Industrial Policy and Trade. A Tool-Box.
	PAGE (2018), International investment agreements & sustainable development: Safeguarding policy practice & mobilizing investment for a green economy.
	PAGE, 2016: Resource guide. Green Economy Learning Institutions (2 references)
	PAGE, 2019: Report on Green Finance Latin America State of the Market in 2019 (2 references)

⁶⁶ PAGE, 2016: PAGE Operational Strategy 2016-2020, page 40.

⁶⁷ PAGE, 2016: PAGE Operational Strategy 2016-2020, page 15.

⁶⁸ PAGE, 2016: PAGE Operational Strategy 2016-2020, page 17

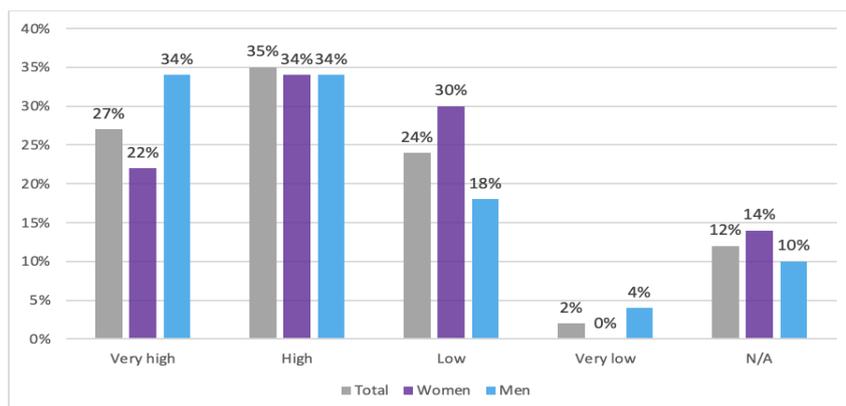
⁶⁹ PAGE, 2016: PAGE Operational Strategy 2016-2020, page 24.

⁷⁰ UNEP, 2017: Mid-term Evaluation of the UN Environment-ILO-UNDP-UNITAR project “Partnership for Action on Green Economy (PAGE)”, page 64.

⁷¹ Data on the participation in trainings or workshops could be sex-disaggregated, as a minimum for gender consideration.

236. **Figure 26** summarizes the perceptions of PAGE stakeholders concerning the responsiveness of PAGE implementation to gender and inclusion. Revealing differences show between the perceptions of men and women. While 58% of women gave “high” to “very high” ratings, 68% of men rated PAGE’s responsiveness to gender and inclusion as “high” to “very high”, compared to 30% “low” rating by women and 22% “low” to “very low” ratings by men.

Figure 26 – Responsiveness of PAGE Implementation to Gender and Inclusiveness



Source: Evaluation Survey; n=109

237. At country level: in Uruguay, PAGE engaged with rural women and through a women’s focus on eco-tourism training. As well, PAGE addressed inclusiveness by working at the decentralized level in Uruguay’s regions outside the country’s capital city. In Kyrgyz Republic, gender and inclusivity were addressed, for example, through youth events and dialogues and youth-developed projects based on small grants. In South Africa, there was a strong national framework for gender equity with which PAGE could align; nevertheless, several stakeholders stated that gender was not strongly mainstreamed in PAGE in the country. In Mongolia, national action plans and development policies included a gender equity approach, but gender seemed to be less prominently addressed in PAGE. Examples provided mainly related to positions being filled by women. The quotes in **Table 10** give some insights into the tensions between human rights and gender needs in countries and national stakeholders’ prioritization for PAGE.

Table 10 – Gender and Human Rights in PAGE Countries

<p>“In the mining sector, we observe major issues with gender and indigenous land rights, due to vague land right legislation, with rights for indigenous people to forest resources but not mineral ones”.</p> <p>“We have to take hard choices (for our PAGE activities) in the limited amount of time available, especially if gender and human rights are not a key priority to our counterpart.” Source: PAGE stakeholders, Guyana</p> <p>“If you paint the wall in green, then it’s green. People think about the colour in the beginning. People think it’s about planting trees and nature. The parts related to gender equity and inclusivity are missing in many parts of our country when talking about green economy”.</p> <p>Source: PAGE stakeholder, Mongolia</p>
--

238. The topic of human rights did not figure in PAGE’s Operational Strategy 2016-2020 and was largely absent from global and country reporting. Instead, PAGE focused on an inclusivity approach, according to feedback from the Secretariat. A human rights-based approach includes several components: ‘participation’, ‘accountability’, ‘non-discrimination and equality’, ‘empowerment’, and ‘legality’. Inclusiveness across several of these elements. PAGE’s approach for addressing this topic during the 2016-2020 is judged insufficient.

Environmental and Social Safeguards

Summary Assessment: Unlike a project context, PAGE intervened upstream at policy level. In this light, identification and assessment of environmental and social safeguards was not carried out in the design phase, nor subsequently monitored. The notion of safeguarding was appropriately framed in project documentation in terms of pursuing green economy while ensuring protection of the environment and natural resources.

239. While an identification and assessment of environmental and social safeguards [with respect to Biodiversity, Ecosystems and Sustainable Natural Resource Management-Safeguard Standard 1 (SS1); Climate Change and Disaster Risk (SS2); Pollution Prevention and Resource Efficiency (SS3); Community Health, Safety, and Security (SS4); Cultural Heritage (SS5); Displacement and Involuntary Resettlement (SS6); Indigenous People (SS7); Labour and Working Conditions (SS8)] would be carried out by UNEP during a project's design stage, using its 'Planning and Management of Environmental and Social Safeguards' template, such an exercise was not apparent in the design of the PAGE Operational Strategy 2016-2020.
240. As PAGE intervenes upstream at policy level, such an assessment does not seem relevant. Upstream policy-level interventions have long causal pathways to effects that are monitored and mitigated through safeguarding. Also, the formulation of country-level logframes and development of associated workstreams are not at a level of granularity and are not of a nature to warrant such an assessment. In the Operational Strategy 2016-2020 itself, the term 'safeguarding' is mentioned twice. In PAGE country strategies, 'safeguarding' is used in connection with the notion of "pursuing inclusive economic growth while safeguarding the environment and natural resources"⁷².
241. The Operational Strategy's core activities related to establishing enabling conditions for adoption of green economy approaches. The extent to which project management and implementing partners made explicit efforts to reduce their negative environmental footprint in project implementation was not visible in documentation and was not a prioritized question in evaluation interviewing. As PAGE promotes green economy thinking, it would be logical to conclude that all involved actors were intent on advancing this notion, which, by its nature, orients towards reducing environmental impact. The shift to home-based and virtual meetings due to COVID-19 restrictions surely played a role in reducing the environmental impact of the strategy's implementation from March 2020 onwards.

Rating for Environmental and Social Safeguards: Satisfactory

Country Ownership and Driven-ness

Summary Assessment: Country ownership of PAGE seems largely positive due to the demand-driven nature of the partnership, the rigour of the application process, and in-country governance.

242. **Figure 27** shows the analysis of interview results concerning the ownership of PAGE results. 56% of statements in a total of 45 interviews were positive, 35% neutral, and 9% negative. The reason for the mainly positive perceptions related to the PAGE funding concept, the application process, and PAGE governance at country level, as follows:

- **PAGE funding concept:**

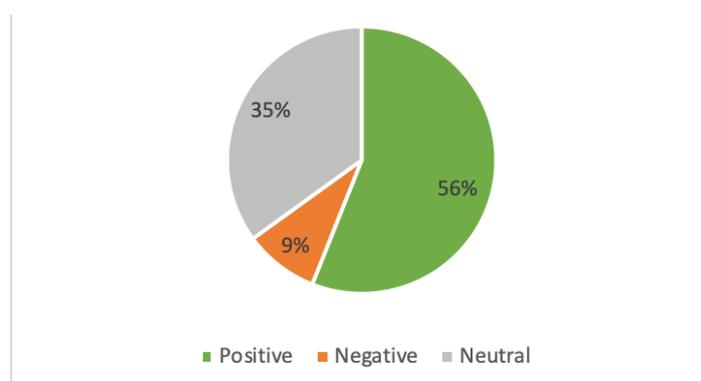
⁷² p45, PAGE Annual Progress Report 2016

- Needs-based action is at the heart of PAGE, with government in the driving seat determining priorities which are funded with un-earmarked budget (rather than supply-driven donor approach)
- **Application process:**
 - Rigorous application of PAGE application criterion concerning how lead ministry would engage with other ministries.
- **Governance:**
 - Involvement of more than one ministry as a way of getting engagement from the mainstream Ministry for PAGE (such as the Ministry of Finance)
 - Positive role of the Technical Committee/National Steering (Mongolia, Uruguay)
 - UNRC involvement for further resources mobilization to assure national ownership to sustain the results
 - All PAGE activities were integrated into lead ministry's annual planning. Most of PAGE's activities were part of the government's Action Plan for implementation of Green Development Policy (Mongolia)

243. Neutral or negative statements referred to PAGE governance issues at country level and implementation issues, as follows:

- **Governance:**
 - Influence of policy changes on National Steering Committee: differences between director level Steering Committee at a technical level (Peru) and high-level political Steering Committee, driven by the Presidency (Guyana)
 - Lack of national capacities to demand PAGE services
- **Implementation:**
 - Uneven inclusiveness of national lead agencies to consistently engage all relevant ministries
 - Few technical staff in relevant ministries to use PAGE inputs, outsourcing of work to consultants
 - Lack of national capacities to demand PAGE services

Figure 27 – Perceptions about Country Driven-ness and Ownership of PAGE



Source: Evaluation Survey; n=45

244. In disaggregating views of national stakeholders concerning country ownership, 18,2% of government stakeholders surveyed (n=22) stated that PAGE contributed to government translating green policy into action, which is a proxy indicator for country ownership. This number compared to 41% of total survey respondents (n=109) about their perception of PAGE contribution to government translating green policy into action.

Rating for Country Driven-ness: Satisfactory

Communication and Public Awareness

Summary Assessment: PAGE professionally managed communication and public awareness, ensuring high visibility during global events.

245. PAGE was present in 34 high level events between 2016 up to the beginning of the travel restrictions imposed in March 2020 in relation to the COVID-19 pandemic. **Table 11** contains examples of global events during 2016- 2020. As an example of the power of such events, the 3rd Page Ministerial Conference in Cape Town (with 500+ participants from 50+ countries) achieved elaborated Action Pathways Towards 2030 (essential to advance inclusive and sustainable economies to achieve Agenda 2030) as a result of discussions hosted by the Republic of South Africa (10-11 January 2019). This high visibility diminished during most of 2020 due to the pandemic, as the number of events dropped in 2020, as presented in the table below. Stakeholder feedback indicates that at least one big biennial event reaching policy makers and capturing the attention of media, as, for example, the Stockholm +50 event in June 2022 is required to maintain PAGE’s visibility and to keep green economy on the political agenda.

Table 11 – PAGE Participation in High-Level Events (2016-2020)

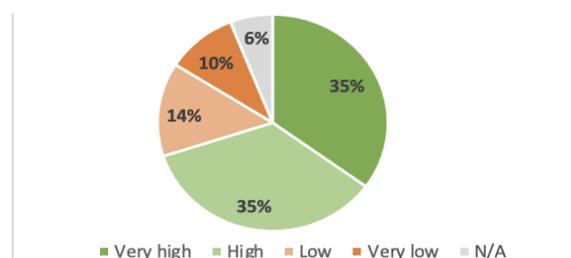
Year	Name of event	Location
2020	Side event at High-Level Political Forum on Sustainable Development	Online
2019	Side event at High-Level Political Forum on Sustainable Development	New York
2019	Side event at COP 25	Madrid
2019	3rd PAGE Ministerial Conference	Cape Town
2018	Side event at High-Level Political Forum on Sustainable Development	New York
2018	Second Global Forum on Green Economy Learning	Paris
2018	Side event at COP24	Katowice
2017	Second PAGE Conference	Berlin
2017	Side event at COP23	Bonn
2017	Side event at High-Level Political Forum on Sustainable Development	New York

Source: PAGE Annual Report, 2020

246. The Global Green Academy has proven to be a useful tool to share experience among PAGE stakeholders, while annual Green Days under UNDP’s patronage aimed at public outreach.

247. As presented in **Figure 28**, the evaluation survey shows that 70% of stakeholders perceived the performance of PAGE communication channels as high to very high, with 24% giving low to very low ratings. Interviews revealed one specific area of improvement: related to keeping national stakeholders that participated in specific activities informed about upcoming PAGE work at country level. This could have been better achieved through systematically informing, for example, academia and civil society, through fact sheets, flyers, and/or newsletters.

Figure 28 – Performance of Communication Channels



Source: Evaluation Survey; n=109

Rating for Communication and Public Awareness: Satisfactory

VI. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

Strengths to Leverage

248. As a direct response to the 2012 Rio Declaration's call for the UN to support Member States in embarking on and strengthening green, more inclusive growth trajectories (¶67), PAGE is seen to be clearly going in the right direction in putting IGE onto the agenda of its Partner Countries as it is well-aligned with their national development and sectoral development plans (¶94), their global commitments (¶95), the strategic priorities of donors (¶90), its UN partners' strategies and programmes of work (¶88), and UNDAF principles (¶89).
249. Widely perceived as highly professional, competent, service-oriented, and able to provide relevant guidance and support for joint programming and implementation, performing gate-keeping behaviour that was pivotal to protecting the PAGE brand (¶10), the Secretariat was clearly a source of strength and played a vital role in supporting PAGE's governance and adaptive management.
250. The significant level of coordination (¶97) and trust (¶213) developed amongst PAGE's cooperating agencies is seen as both a strength and inspiration for the cross-agency collaboration envisaged under the ongoing reform for the UN to 'deliver as one' (¶2), with valuable lessons that can be drawn from its design and implementation (¶265). At Partner Country level, while PAGE had succeeded in fostering the inter-ministerial dialogue that addressed an important gap and contributed to policy coherence (¶215), its in-country governance set-up had not yet adequately figured out how to drive coordination beyond the inter-ministerial steering committee and avoid overlap and duplication of efforts from other development partners (¶101).
251. The 2017 introduction of the MPTF boosted PAGE's efficiency, significantly improving financial transparency (¶141) and the timeliness of the availability of funds (¶151), which had a correspondingly positive effect on the implementation of country workplans and delivery of outputs, driving up PAGE's effectiveness. On the other hand, delays in the disbursement of remaining non-MPTF funds and the overly conservative approach to approving payments (¶137) generated negative impacts on efficiency and effectiveness (¶138), resulting in the portion of activities funded from non-MPTF funds lagging behind. Given less flexibility regarding usage, the remaining non-MPTF funds appeared much less suitable for PAGE's *modus operandi* of being demand-driven with "needs based action" at its heart (¶242). This partial misalignment of its underpinning financial system did not fully support PAGE in practising adaptive management to maintain its relevance within dynamic national contexts⁷³ (¶221).
252. Belief in the importance and value of peer learning permeated PAGE's organisational culture and an appropriately wide portfolio of mechanisms, formal and informal, were at work to support the exchange of information, experience, and practice (¶263). While the effectiveness of the results that these triggered was hard to gauge due to their widespread and dispersed nature (which may be considered a positive indication in and of itself), momentum was built with tangible steps forward that fed Partner Countries' initiatives in establishing IGE enabling conditions under the more formalized, supported setting piloted by UNITAR from January 2021, which was funded under PAGE's 2020-2021 global work plan.

Less Successful Aspects with Improvement Potential

⁷³ The PAGE Secretariat commented that there was no proactive decision to use two sources of funding, where one led to inefficiencies.

253. PAGE is doing a lot of work. PAGE is doing a lot of good work. PAGE's work often remained at a technical level (¶127) and in this light, may not have generated sufficient political traction to address important drivers of unsustainable economic development (¶130). While working at a technical level could be a pragmatic approach in the short-term, during periods of government instability [as seen in Barbados and Guyana, where the political will and commitment to pursue PAGE's green economy work was significantly diminished (¶177)], building high level political support for IGE was imperative for PAGE's work to gain traction. Some loss of sight regarding this point can be traced back to **an element that is missing in its TOC**; consequently, the focus has been on following a 'building block' approach: identifying priorities, focussing on planning, and supporting enabling framework (¶136) operationalised through carrying out studies, developing reports, building knowledge base, and strengthening capacities – but it missed the **need to explicitly build high level political support for IGE as part of its core mandate**.
254. Furthermore, the assumption that other actors and initiatives will provide additional support that help countries align their policies with the sustainability agenda did not fully hold⁷⁴, nor is the major impact driver in PAGE's TOC (that public and private stakeholders invest in supporting the countries' IGE transition) fully in place (¶136). For impact to be realised, Partner Countries will have to accelerate the implementation of reforms in line with IGE priorities and drive investments towards transitioning sectors and activities (¶135). Insufficient attention has been put on the impact driver of investment. Financing actions were a continuing constraint for the take-off of a green economy (¶229).
255. There was a clear resource mobilisation strategy for PAGE to sustain itself (¶110), although connections with donors' bilateral programmes in PAGE countries had only been partly exploited (¶192, ¶214), but this strategy did not sufficiently consider how to ensure that PAGE's normative work was followed-up (¶228) by action on the ground (e.g. by supporting Partner Country governments to build up the needed investment plans). The omission of more influential partners (¶127) currently constitutes the missing piece for PAGE to support inclusive green transformation in the longer term.
256. Given the priority of the UN at large to promote social justice through gender equality and responsiveness to human rights, the largely superficial way in which PAGE's Operational Strategy 2016-2020 treated these topics, with mention under PAGE principles and values for country engagement (¶231) but omitted from inclusion in indicators and global and country reporting (¶238), despite this deficit highlighted by the 2017 MTE (¶233) understandably did not generate significant traction. Moving forward, it will be important for PAGE under its Strategy 2021-2030 to be aligned with new UN Secretariat guidance (January 2023) regarding expectations to address gender, human rights, and disability under the umbrella of 'inclusivity'.
257. While the Secretariat had developed and rigorously applied a high quality monitoring framework with annual results for PAGE's overall outcome, each output, and cumulative baseline for the end of the previous year (¶166), due to the uneven application of the 'traffic light system' at country level (¶167), monitoring information feeding into this from country level was not fully reliable for monitoring, identification of risk, troubleshooting, mitigation and adaptation. Given that PAGE was steered at country level, it was understood that UN agency colleagues and the National Coordinators were in contact with the reality on the ground and thus were in a better position to steer and assess needs for resource redeployment in a timely manner. Nonetheless, there were cases of slow identification and remedial action in some countries, which could have been avoided through more systematic use of the TLS at country level (¶167).

⁷⁴ While feedback from the PAGE Secretariat indicated that "several PAGE governance meetings and Annual Reports that the number of actors and initiatives providing support on IGE has steadily increased, making it more challenging for PAGE to define its space", the Evaluation Team's analysis (¶130) suggests there is a need for more follow-up interventions in problematic sectors.

258. PAGE's challenges in identifying, engaging, and managing the human resources to deploy its activities was an area of increasing challenge (¶222). To date, the strength of PAGE's organisational culture seemed to mitigate negative effects of the ever-increasing workload volume (which grew with the addition of each Partner Country), which staff were expected to simply absorb and did so, for the most part. Considering that there was no relationship between the income flowing to the agencies involved in PAGE work and the time involved in its governance and management, this points to an area of risk, which can be exacerbated by the strategy of engaging external contractors due to overload on existing staff with the desired expertise (¶222). As the quality of the consultancy underpinning PAGE's work was not always at the expected level, which appears to be related, in part, to limited resourcing and constraints imposed by UN Secretariat rules (¶223) leading to high turnover (¶224), this situation can be expected to generate negative impacts on efficiency (¶138).
259. The given template, tools, guidance, criteria and weighting systems were established to carry out a project performance assessment under the full authority of a single UN agency (¶62, ¶240)]. These are not fully aligned with the nature of the evaluand (¶62). This situation was addressed by adapting the constituent aspects of the required evaluation criteria to reflect PAGE's interagency context, including: reformulation of sub-criteria under Strategic Relevance and under Financial Management and not using the sub-categories under Quality of Project Management and Supervision. These modifications did allow for meaningful use of the weighted evaluation criteria form, which calculated an overall performance rating of Satisfactory. While the Evaluation Team has made efforts to utilize these tools, they would benefit from an adapted structure, criteria, and guidance concerning the weighting of evidence and assignment of rating to assess an interagency programme like PAGE (particularly as more such programmes can be expected, in light of UN reform).

Key Strategic Questions

260. **What does the evidence of countries that have completed five years (2016-2020) in the PAGE partnership suggest about the nature and sustainability of changes arising from their involvement?** The Evaluation Team found that 83% of countries that joined PAGE in 2013 and 2014 achieved results across all four PAGE outcomes by 2020, within a 7-8 year timeframe. However, only 40% of countries that joined PAGE in 2015 and 2016 achieved results across the four outcomes within a 5-6 year timeframe. This evidence would suggest that a 7-8 year timeframe could be more appropriate to achieve PAGE outcomes and is consistent with the international development context in which projects typically achieve their envisaged outcomes beyond project close, although their outputs are expected to indeed be delivered within the project's lifetime (through the use of those outputs). The evaluation survey uncovered mixed stakeholder perceptions about the sufficiency of the 5-year timeframe. While positive ratings appeared to dominate, the disaggregated data showed that there were not significant differences in perceptions across stakeholder groups. Given that PAGE spends about one year in an inception phase (which includes negotiations amongst the UN agency partners and government counterparts) and one year at the end of the intervention cycle on sustainability planning, there is, de facto, only three years remaining for implementation. Such a timeframe is very short to document achievement of outcomes.
261. **During the implementation of the Operational Strategy 2016-2020, in which ways has PAGE made inclusive green economy topics more relevant and visible at the global level?** According to PAGE's TOC, its causal pathway has been framed in terms of normative work at country level to mainstream green economy into national development plans (¶89, 228)¶. In this respect, PAGE supported a portfolio of topics, as visualised in **Figure 1** (see intervention sectors). This type of project support does relate to Member States' obligations with respect to the SDGs, Paris Agreement, and other multilateral conventions (¶90). The ways in which PAGE has acted to make IGE topics more relevant and visible at global level was seen in PAGE's contribution to

debates and exchanges on IGE as a driver for achieving sustainable development and climate goals. In this respect, the bi-annual Green Economy Global Academy (designed, organised, co-financed by the ITC-ILO) was a key global mechanism for learning and building knowledge. Furthermore, during 2016-2020, PAGE convened 34 global events. PAGE launched various initiatives, including:

- UN CC:Learn platform, which hosts all of PAGE's e-learning courses (a portfolio of 7 such courses on green topics was developed, with over 110,000 enrolments by December 2022, out of which 39% were based in PAGE Partner Countries;
- The bi-annual Global Green Academy;
- Contributing to and sustaining coalitions at global level, e.g. Partners for Inclusive Green Economy (PIGE);
- Ministerial meetings for mainstreaming green economy at global level.

The power of such events is illustrated by the 3rd PAGE Ministerial Conference convened in Cape Town (¶245). It was described by one of the organisers as "advancing the notion of inclusive and sustainable economies to achieve Agenda 2030", producing a guidance document: "Action Pathways Towards 2030". However, it was unclear how the influence of such initiatives on mainstreaming IGE and pushing the sustainability agenda forward was **monitored and gauged** over the longer term (which would be needed to assess impact).

At country level, PAGE played a significant role in informing and facilitating knowledge exchanges through numerous events and dissemination of knowledge products. Although the peer-to-peer learning did not appear systematic in the first phase of the Operational Strategy (with interviewees pointing out that more could have been done on this), the bi-annual Global Green Academy was reportedly experienced as a valuable platform for exchange. An earlier recognition of such positive impacts could have prompted earlier consideration of PAGE's exchange platforms as forming a community of practice and encouraged further opportunities for South-South cooperation.

Beyond its capacity-building activities and communications promoting the global green economy agenda, the route for how PAGE could strengthen the translation of its experience of normative country-level upstream policy implementation into global action was not evident, given the lack of consensus amongst its funding partners regarding the balance between the macro-economic/upstream focus of PAGE and support for downstream sectoral/thematic interventions (¶91).

262. **To what extent has PAGE effectively leveraged co-financing during the 2016-2020 period? Co-financing in the PAGE context refers to in-kind contribution by the involved UN agencies** Co-financing increased from USD 630,000 (2013-2016) to USD 8,590,000 (2013-2020). In the same period, the percentage of co-financing (in-kind) increased from 1.8% to 9.65% of the PAGE budget. Those positive trends need to be considered in a context where co-financing is not systematically documented at country level. Hence, the evaluation finds that PAGE is currently underreporting on its co-financing, with significantly more efforts required to inform stakeholders and particularly donors about this important aspect of PAGE's successful work.
263. **Which models operationalised during the 2016-2020 period have proved to be effective in supporting peer learning and South-South exchange under the PAGE context?** In light of the diverse contexts, personalities, and maturity levels across the PAGE family, it was appropriate that a portfolio of mechanisms was deployed to operationalise a key lever of PAGE: its culture of promoting peer learning and South-South exchange, which was expected to feed into improving the knowledge base for advancing IGE (reflecting Outcome 4). These included:
- Formal mechanisms supported the exchange of information and experience [e.g. PAGE's flagship capacity-building vehicle (the bi-annual Global Green Academy), the Paris Forum (which brought together education and training institutions from around the world in 2015

and 2018), the global network of learning professionals facilitated by UNITAR, and delivery of 6 moderated e-courses (which allowed for peer learning across countries) as well as conferences, meetings, inter-ministerial meetings, etc. Collaboration with other platforms (e.g. SWITCH Africa Green) also provided networking and knowledge-sharing opportunities. Launched in May 2020, the 'family gathering' was described by UN personnel in governance and Secretariat roles as facilitating peer learning of the internal PAGE team (including national staff and consultants); however, no reference was made to this mechanism by stakeholders in the field who were presumably a key target for the intended exchange amongst Partner Countries about how each was coping with the COVID-19 recovery.

- Informal mechanisms (i.e. individuals making connections amongst actors on their own initiative) were also at work. These played out in an opportunistic, unstructured fashion, with high dependence on personal relationships, networks, and motivation. Such initiatives by National Coordinators, UN agency leads, country office directors, and PAGE-engaged consultants stimulated cross-country exchanges (e.g. South Africa with Zambia; Guyana with Jamaica and Chile; Uruguay with Peru and Guatemala; Brazil/Mato Grosso with Uruguay; Mongolia with Kyrgyz Republic). While not always optimally leveraged by Partner Countries, there was a prevailing notion that the Secretariat was best placed to identify common grounds between countries and experience that could be useful to other countries to support peer learning and bilateral cooperation (e.g. this materialised in exchanges between "mature PAGE countries" in South America). There were also cases where global PAGE partners stimulated connections (e.g. GIZ encouraged South-South cooperation between Indonesia and Argentina, and PEA facilitated exchange on Green Finance between Indonesia's Ministry of Finance and South African municipal stakeholders). The extent to which there was widespread knowledge of these exchanges and the effectiveness of the results that they triggered was hard to gauge in the absence of mutually understood, shared criteria and a systematic process for their documentation and monitoring.

264. The South-South collaboration success story most frequently cited emerged out of a more structured context underpinned by resources and supportive actors, referring to the 'peer learning events' launched in 2021 to explicitly support and leverage knowledge and experience sharing between policymakers and other PAGE stakeholders. This success story traces its origin to a 2017 study tour of a Kyrgyz Republic delegation to Mongolia organised by the National Coordinator. Following several bilateral visits, a Memorandum of Understanding signed in February 2021 set the stage for ongoing exchange, supporting Kyrgyz Republic in setting up its own Green Finance facility, modelled on Mongolia's experience in establishing its Green Finance Corporation (MGFC) and attracting green finance to the country. This advance was nudged along by a model piloted by UNITAR from 2020 aimed at scaling up learning and experience exchange, using budget available under the regular PAGE global workplan 2020-2021. After identifying thematic interests and country pairings, virtual sessions were convened, and joint collaboration space was set up to support ongoing intervening dialogue. While these sessions had reportedly helped the participating countries be better prepared for policy design and to use PAGE tools (e.g. Green Economy Learning Assessment) and in a few cases, preceded more concrete results (e.g. the above mentioned MoU; adoption of 5-year national Green Kazakhstan project by the country's President in October 2021), the overall impact of this more systematized approach is seen by the Evaluation Team as limited in the absence of a continuing mandate and support (roles, responsibilities, budget, monitoring, ongoing follow-up).

265. **Which insights from the design and implementation of PAGE's Operational Strategy 2016-2020 could be usefully shared to inform the ongoing UN Reform process? In which ways has UN Reform supported PAGE's outcomes?** As an initiative working with multiple UN agencies over an extended period of time to support the development trajectory of Partner Countries, it

is understandable to imagine that useful lessons could be drawn from its design and implementation. PAGE's paradigm that all five agencies should bring to bear their different perspectives and expertise (reflected through its trust-based, consensus-based governance and management architecture, with a centralised Secretariat providing a gate-keeping/brand-keeping function (¶10) – all of which fostered internal coherence), working from a solid base generated out of a formal, transparent process (¶219) and was able to effectively promote inter-ministerial dialogue and collaboration in the national setting, thereby addressing a gap (¶216) seen to be of high relevance for ensuring alignment with national priorities (¶93). Under this Operational Strategy, marshalling country efforts to work on the drivers of inclusive green economy (which, by necessity, included tackling sensitive topics, like the brown sector, subsidies, etc.) proved to be a tough, ongoing balancing act (¶216) in light of the notion that PAGE should be demand driven (¶242). While the identification of complementarity and synergies was part of PAGE's country delivery model, there was no clear indication of which mechanisms were systematically used to avoid overlap and duplication of efforts from other development partners (¶101). This seemed to rely on individual initiative (e.g. National Coordinator in South Africa (¶101) and opportunism [cases cited of country level follow-up by various initiatives and institutions (¶190); long list of in-country cooperation mentioned in Annual Reports].

266. PAGE's support was used to develop inputs at the level of 'shaping ideas' - providing support and tools to government for policy analysis to inform government decisions and provide evidence to frame debates, informal discussions, get issues onto the agenda - to create impetus, not only at the level of national policy, but also across a wide span of sectors (¶124). This generated a corresponding need to have strategies, competences, and resourcing in place (via links to existing programmes, plans with development partners, etc.) to advance towards policy changes and the envisaged behavioural change; otherwise, under UN Reform, the Resident Coordinator, albeit strengthened and supported by a country team centred on the UN Sustainable Development Cooperation Framework Guidance (UNSDCF, replacing the UNDAF) in support of Agenda 2030, this risks to remain at an upstream level (in a similar way to which PAGE operates at the upstream level). In the absence of a systemic approach with suitable resourcing, appropriate skills (coordination is very different from strategy development, negotiating, planning), and a mandate "with teeth" (i.e. the authority or power to drive alignment), this structure will face similar challenges to achieve internal and external coherence as well as to connect downstream to the needed initiatives and investment to operationalise policy/strategy. In their absence, the envisaged catalytic force will not be materialised.
267. Regarding the ways in which UN Reform has supported PAGE outcomes: RCs have the ability to shape PAGE activities, as illustrated under the Green Recovery support extended to Mongolia where the RC's personal interest was a driving force in the selection of project proposals for funding, presumably with the intention to lay down a path for agency follow-up, although the extent to which this has been seized was not clear to the Evaluation Team. Meaningful support for PAGE outcomes could be found in directly linking the variety of small projects initiated by PAGE into the larger country strategies that RCs are now charged with orchestrating and shifting PAGE's policy support and advocacy to results and demonstrable impact on people's lives on the ground.
268. **To what extent was PAGE able to adapt and respond effectively to Partner Country needs during the COVID-19 pandemic in relation to promoting inclusive green economy policy reform under the Operational Strategy 2016-2020?** PAGE's immediate response to dealing with the effects of the global pandemic were evident through a shift to online meetings (which provided an important platform to discuss challenges, allay concerns, and maintain momentum during what turned out to be an extended period of restriction on physical meetings and travel of up to 18 months). A comprehensive package on "Learning for a Green Recovery" was designed and rolled out to develop capacities to build back better as a

response to COVID-19. The ‘family gathering’ launched by the Secretariat in May 2020 provided a valuable virtual space for PAGE actors to exchange experiences regarding economic recovery. The peer learning exchanges conceived in this same period and initiated by UNITAR from January 2021 were also designed to support Partner Countries through sharing knowledge and experience on green recovery practices. The Secretariat’s fast and adaptive response was positively characterised by a PAGE Management Board Member in terms of “reinventing new positions” and portrayed as “a blessing”, as it functioned to reinvigorate focus on green economy policy reform. PAGE’s Green TEAM (Green Transformation Economic Advisory Mechanism) was described as “helping refocus on the economic part in addition to the country planning process”, which reportedly leveraged additional expertise of the PAGE agencies to provide analytical support to Partner Countries. Thanks to EUR 6 million in funding provided by Germany’s BMUV, the ‘Green and Inclusive Recovery’ programme designed in 2020, was operationalised under PAGE’s Strategy 2021-2030. From 2021, USD 300,000 was channelled to each of the 17 Partner Countries for qualifying proposals put forward by the PAGE agencies. As well, there was a USD 50,000 allocation per agency, for a total of USD 250,000 across the five agencies for coordination). While gauging the extent to which this was an effective response to Partner Country needs was outside the assessment of the Operational Strategy 2016-2020, stakeholders did indicate that this support enabled PAGE to re-engage with countries considered to have graduated (e.g. Mongolia, Peru, Ghana, Senegal, Burkina Faso) and those where PAGE activity had come to a halt or had phased down (e.g. Barbados).

B. Summary of Findings and Ratings

269. **Table 12** provides a summary of the findings and ratings. Overall, the implementation of the PAGE Operational Strategy 2016-2020 has been deemed “**Satisfactory**”. This results from a calculation using a weighted score, which puts the heaviest weight on ‘Effectiveness’ and ‘Sustainability’ (see **ANNEX IV – Weighted Ratings Table**). While the Nature of External Environment is rated; in this case, as ‘moderately unfavourable’, this rating is not included in the calculation of the overall performance.

Table 12 – Summary of Findings and Ratings

Criterion	Summary assessment	Rating
Strategic Relevance	The strategic relevance of PAGE’s Operational Strategy 2016-2020 is deemed to be highly satisfactory. It added value and was well-aligned with the strategic priorities of the five participating UN agencies and its donors, although new directions taken towards addressing specific development challenges and actions on the ground had tested the PAGE delivery model in its later years of implementation. The PAGE programme itself was highly relevant to global, regional, sub-regional, and national priorities. Its Operational Strategy 2016-2020 offered a clear agenda for coordination and the pursuit of complementarities and synergies within and beyond PAGE. Mechanisms were set-up to ensure internal coherence, although the Operational Strategy did not strongly address PAGE’s external coherence.	HS
1. Alignment to Strategic Priorities of the UN Partner Agencies	The Operational Strategy 2016-2020 was well aligned to its UN partners’ priorities, strategies, and work programmes, which reflected PAGE objectives. PAGE provided a framework for the participating UN agencies to deliver on their own expected targets (e.g. strengthening institutional capacities, advancing policy reforms).	HS
2. Alignment to Strategic Priorities of Donors	As a direct response to the 1992 Rio Declaration, PAGE was well- aligned with its donors’ strategic priorities. Furthermore, the broad framework, the multisectoral approach of the green economy concept and the overall partnership paradigm facilitated the alignment with donors’ own agendas. With the 2016 adoption of the SDGs, PAGE’s Operational Strategy 2016-2020 became even more relevant for its donors, who had all committed to achieving the SDGs, although resource mobilisation was becoming an increasing concern as interest dispersed across pressing issues and new global challenges.	S

Criterion	Summary assessment	Rating
3. Relevance to Global, Regional, Sub-Regional and National Strategic Priorities	PAGE was well-aligned with the global commitments of the Paris Agreement (2015) and the SDGs (2016). At country level, PAGE's Operational Strategy 2016-2020 laid down the right mechanisms for a country driven partnership and for ensuring alignment with national and sectoral priorities. PAGE was well-aligned with national development and sectoral development plans.	HS
4. Complementarity with Existing Interventions / Coherence	By design, PAGE added value from the pooled resources of the collaborating UN agencies, their collective convening power, and joint programming/results framework. The Operational Strategy 2016-2020 offered a clear agenda for coordination and the pursuit of complementarities and synergies within and beyond PAGE. Mechanisms were set-up to ensure internal coherence. However, the Operational Strategy did not strongly address PAGE's external coherence.	S
Quality of Project Design	Key design strengths include governance arrangements; partnership strategy; learning, communication, and outreach; and sustainability, replication, and catalytic effects. Areas of weakness related to risk assessment, the TOC and results framework, and financial planning/budgeting. While the Operational Strategy 2016-2020 had a clear analysis of the problem, an even more robust stakeholder analysis could have identified potential complementarities, synergies with other development partners and confirmed risks arising from groups that may be affected by the IGE approach.	S
Nature of External Context	During the 2016-2020 period, PAGE has faced several unfavourable country conditions which delayed its operations, led to change in the partnership setting at country level, and/or put the PAGE on hold. The political context partially affected project operations in Ghana, Kyrgyz Republic, and Mongolia. Economic slowdown and/or crisis in Mongolia, Kyrgyz Republic, and Argentina, also moderately affected PAGE operations. Finally, the effects of COVID-19 were experienced in every PAGE country, also it did not affect PAGE operations significantly in all of them.	MU
Effectiveness	PAGE was effective in producing outputs, particularly in countries where engagement started before the Operational Strategy 2016-2020. However, at outcome level, results achievement was mixed. Outcome 1 (national planning) and Outcome 4 (knowledge base for IGE) were fully achieved, Outcome 2 (sectoral and thematic policy) and Outcome 3 (capacity strengthening) were partially achieved	S
1. Availability of Outputs	PAGE delivered a large number of outputs during 2016–2020, which were predominantly of high utility to its stakeholders. The length of country engagement and the political context affected the output delivery in Partner Countries.	S
2. Achievement of Outcomes	Outcome 1 (national planning) and Outcome 4 (knowledge base for IGE) were fully achieved while Outcome 2 (sectoral and thematic policy) and Outcome 3 (capacity strengthening) were partially achieved. PAGE had excelled in informing and facilitating knowledge exchanges through numerous events and dissemination of knowledge products. At global level, it contributed to debates and exchanges about IGE as a driver for achieving sustainable development and climate goals. PAGE did contribute to increased coordination and collaboration across sectors, enabling policy coherence – and reached its objective of building capacities to strengthen IGE action. In some cases, it also contributed to empowering strategic ministries to bring in IGE changes. While its contribution to mainstreaming IGE at country level was recognised and valued, PAGE's work often remained at a technical level and in this light, may not have generated sufficient political traction to influence policy changes in the short- and medium-term.	S

Criterion	Summary assessment	Rating
3. Likelihood of Impact	It is too early to directly assess impact and even likelihood of impacts. The assessment that has been carried out is primarily based on the articulation of the pathway of PAGE countries transforming their economies to eradicate poverty, increase jobs, and social equity, strengthen livelihoods and environmental stewardships, and sustain growth in line with the SDGs in its reconstructed Theory of Change (TOC). Green economy topics were made more relevant and visible at country level. PAGE built-up or improved countries' knowledge base for advancing green economy and contributed to stakeholder collaboration and strengthening planning for green economy as a contribution towards achieving the SDGs. As such, the implementation of the Operational Strategy 2016-2020 moved Partner Countries towards advancing green economy on their national agenda. However, for impact to be realised, Partner Countries will have to accelerate the implementation of reforms in line with IGE priorities and drive investments towards transitioning sectors and activities. PAGE has been implemented in a context of international commitments towards the SDGs; as such, the global context is a favourable factor for the impacts to be realised. A major impact driver in PAGE's TOC is that public and private stakeholders invest in supporting the transition. The Evaluation Team does not find that this driver is yet fully in place.	ML
Financial Management	No lack of compliance was found with the financial policies and procedures that govern the MPTF. Its financial information is publicly available and complete for 2017-2020 (the years that this structure has been in place during PAGE's Operational Strategy 2016-2020). The fact that non-MPTF funding was still apparent during this period is a legacy issue that resulted from a transition of the different ways of receiving funds. In this light, calculating the actual spend compared to the approved budget was less easy to answer for the remaining non-MPTF funded PAGE activities and is not deemed to be an issue of concern. Communication between the Fund Management Officer, Secretariat and project staff was effective as well as between the PAGE Secretariat and the MPTF.	S
1. Adherence to MPTF's Financial Policies and Procedures	The evaluation did not detect any lack of compliance with financial policies and procedures that govern the MPTF. Examples of both saved and wasted resources were evident, and there was one example of reducing the carbon footprint.	S
2. Completeness of Financial Information	Financial information for the MPTF was complete and publicly available.	S
3. Communication between MPTF Office and PAGE Management Staff	Communication between the FMO, PAGE Secretariat and project staff were effective, as well the communication between the Secretariat and the MPTF. The timeliness and quality of financial reporting was high.	S
Efficiency	While it is acknowledged that the non-MPTF funds are a legacy issue, related to EC funds channelled to UNEP, the fact remains that there were profound differences in the efficiency of financial management between MPTF and non-MPTF resources, which affected the timeliness of available funds, resulting in severe delays in the implementation of country workplans for activities under non-MPTF budgets. The 2017 introduction of the MPTF generated striking efficiency gains for PAGE with quicker funds transfers, reduced to 5 days (from up to 90 days). Synergies emerged when donors aligned their bilateral development cooperation programmes with PAGE at country level.	MS

Criterion	Summary assessment	Rating
Monitoring and Reporting	PAGE's monitoring design includes indicators for all outcomes and outputs following corrective action after the MTE in 2017. Targets were omitted in the monitoring framework and SMART criteria were partly met. At Secretariat level, PAGE used a TLS to aid its monitoring, which has been assessed as a high-quality framework that supported Annual Reporting. At country level, there was an uneven use of the TLS, which was voluntary. In this light, it was considered to only partly support countries' project management. The Evaluation Team acknowledges that the TLS is just one monitoring mechanism. Others include the narrative reporting processes, regular interagency team meetings, and national steering committee meetings to report to the national inter-institutional coordinating body overseeing PAGE at the country level. Reporting data was largely publicly available, which is considered by the Evaluation Team as a good practice concerning transparency. Country level data was mainly activity and output based. The level of data disaggregation was largely satisfactory.	S
1. Monitoring Design and Budgeting	PAGE monitoring design included indicators for all outcomes and outputs, following corrective action stemming from the MTE. Targets were omitted in the monitoring framework. Hence, SMART criteria have only been partly met.	MS
2. Monitoring of Project Implementation	At Secretariat level, PAGE monitoring used a high-quality monitoring framework (in the form of a TLS) that adequately supported Annual Reporting. At national level, the UN agencies' and National Coordinators' use of the traffic light tool was voluntary. While a coordinated process was initiated by the PAGE Secretariat to provide ongoing central visibility into progress at country level, with gaps identified at country level expected to be filled in through iterative, bi-annual cycles, the uneven application of the TLS tool led to slow identification and remedial action in some countries.	S
3. Reporting	The PAGE reporting data is largely publicly available, which is a good practice concerning transparency. Country level data was mainly activity- and output-based.	S
Sustainability	The sustainability of PAGE outcomes during the Operational Strategy 2016-2020 period was found to have a high degree of dependency on socio-political factors, with varying success across Partner Countries in securing strong ownership and commitment on the part of the government and other stakeholders to sustain outcomes with a generally weak mechanism put in place to adapt to changes in the social/political context. Some factors affecting financial sustainability were within PAGE's remit, such as: the strong role of the PAGE Secretariat, room for improvement to engage Multilateral Development Banks (and their development of investment plans linking downstream activities with PAGE's upstream achievements), and the timing of developing sustainability plans. The coordination of national actors, anchoring capacities in national training institutions, and the role of the Resident Coordinator Office (RCO) influenced the institutional sustainability of PAGE benefits. Stakeholders were positive about the level of country driven-ness and ownership of PAGE although they assessed other aspects of institutional sustainability more critically.	MU
1. Socio-Political Sustainability	The sustainability of PAGE outcomes during the Operational Strategy 2016-2020 period was found to have a high degree of dependency on socio-political factors, with varying success across Partner Countries in securing strong ownership and commitment on the part of the government and other stakeholders to sustain outcomes and a generally weak mechanism put in place to adapt to changes in the social/political context (i.e. withdrawal, in the case of unfavourable environment).	MU
2. Financial Sustainability	Some factors affecting financial sustainability were within PAGE's remit, (e.g. the strong role of the PAGE Secretariat was a positive factor). But there was room for improvement for PAGE to engage Multilateral Development Banks (and their development of investment plans linking downstream activities with PAGE's upstream achievements) and the timing of developing of PAGE sustainability strategies. Other factors were beyond the direct control of PAGE; namely: the more challenging general funding context and the connectiveness between PAGE and donors' bilateral programmes in PAGE countries.	MU
3. Institutional Sustainability	The coordination of national actors, anchoring capacities in national training institutions, and the RCO's role influence the institutional sustainability of PAGE benefits. While general perceptions about the institutional sustainability of PAGE support were mixed, stakeholders were distinctly more positive about the country-driven-ness and ownership of PAGE.	ML

Criterion	Summary assessment	Rating
Factors Affecting Performance		S
VII. Preparation and Readiness	The PAGE setting in its new form was operationalised within a year and the overall project design was assessed as satisfactory.	S
VIII. Quality of Governance and Project Management	The trust-based, consensus-based governance system – with its built-in early warning, feedback loops, robust accountability, and engagement with funding partners – functioned well in managing this complex global partnership, competently supported by a highly professional, effective, service-oriented Secretariat. At country level, the governance mechanism provided a vehicle to express priorities and foster national leadership and inter-ministerial engagement, although marshalling efforts to tackle the drivers of inclusive green economy sometimes proved challenging. PAGE was managed according to an Operational Strategy jointly drafted and endorsed by the 5 participating agencies, operationalised and aligned through guidance (Operational Manual and from 2017, operational procedures documented in the MPTF's ToR). The PAGE Secretariat worked with the country teams to collectively design the work planning based on a logical framework set up for each country. Identifying, engaging, and managing the human resources to deploy activities was an area of challenge for PAGE, stemming from constraints related to contracting of consultants, as well as organisational culture. While the consensus-driven approach and involvement of all 5 UN agencies in each country generated high transaction costs and potentially sub-optimal programming, one of PAGE's management strengths was found in its adaptability and flexibility to reprogramme, according to evolving contexts.	S
IX. Stakeholder Participation and Cooperation	The Operational Strategy 2016-2020 was effective in engaging stakeholders, promoting ownership, and building cooperation. It provided a strong framework for institutions/partners (national/UN levels). Overall 20 countries were supported in various phases of PAGE implementation during 2013-2020 and PAGE collaborated with 14 implementing partners at global and country level. During 2016-2020, 49 partnerships were leveraged in 13 countries. Although PAGE did engage with action/implementing partners, more could have been done to ensure that PAGE's normative work was followed by actions on the ground/operationalisation projects. Financing green projects and plans remained a major constraint for the take-off of a green economy in the Partner Countries. Furthermore, PAGE cooperation with the private sector and non-governmental organisations was not sufficiently visible.	S
X. Responsiveness to Human Rights and Gender Equality	Gender was only marginally addressed in the Operational Strategy 2016-2020 and reporting shows room for improvement, despite PAGE relying on UN agencies' own gender policies/strategies and some gender sensitive/focused activities and projects in some countries. Human rights issues, per se, were largely omitted in the Operational Strategy (2016-2020) although the 'inclusivity' concept (which is arguably related to human rights) was used in PAGE.	MU
XI. Environmental and Social Economic Safeguards	Unlike a project context, PAGE intervened upstream at policy level. In this light, identification and assessment of environmental and social safeguards was not carried out in the design phase, nor subsequently monitored. The notion of safeguarding was appropriately framed in project documentation in terms of pursuing green economy while ensuring protection of the environment and natural resources.	S
XII. Country Ownership and Driven-ness	Country ownership of PAGE seems largely positive due to the demand-driven nature of the partnership, the rigour of the application process and in-country governance.	S
XIII. Communication and Public Awareness	PAGE professionally managed communication and public awareness, ensuring high visibility during global events.	S

Criterion	Summary assessment	Rating
Overall Project Performance Rating	Strengths were identified with respect to PAGE's strategic relevance, the coordination and trust developed amongst the five UN partner agencies that succeeded in fostering inter-ministerial dialogue for policy coherence at national level; the role, competence, and approach of the Secretariat in supporting joint programming and implementation and gatekeeping to uphold the PAGE brand; the belief in the importance, value, and practice of peer learning that permeated PAGE's organisational culture; and the introduction of the MPTF that significantly boosted PAGE's efficiency and financial transparency. Areas for improvement related to better balancing the focus of PAGE's work at technical level with building high level political support for IGE; strengthening efforts related to the impact driver of investment to connect PAGE's upstream normative work with follow-up action on the ground to operationalize IGE; even more effectively tackling the gender equality and human rights agenda; managing talent; and more systematic use of monitoring tools to support results-based management, risk management, and promote organisational learning.	S

A. Lessons Learned

270. Lessons emerging from the evaluation were anchored in its conclusions, with cross-referencing to relevant paragraphs. These lessons illustrate good practices and successes that could be replicated in similar contexts and/or have been derived from challenges encountered during project design and implementation, which should be avoided in the future.

Table 13 – List of Lessons Learned with Their Context

Lesson Learned #1:	Unearmarked funding provides important flexibility to respond to country needs, which is particularly important for a demand-driven programme like PAGE, whose legitimacy and sustainability are anchored in national ownership.
Context/comment:	Unearmarked pooled funding was an essential driver of PAGE's efficiency during the deployment of its Operational Strategy 2016-2020 (¶181). In light of the significantly changed global economic situation (effects from Covid-19, Russia's recent aggression in Ukraine), momentum appeared to have shifted for some donors. (¶90); however, it was understood from the PAGE Secretariat that 4 of 7 PAGE donors were preparing pledges to PAGE for 2022-2023 for unearmarked funding.
Lesson Learned #2:	The stability, institutional authority, competences, and personal motivation of boundary-spanning actors, like a National Coordinator, are key for building bridges between project implementers and government partners as well as for facilitating collaboration between stakeholders within national steering and governance mechanisms.
Context/comment:	This lesson addresses the conclusion that PAGE's challenges in identifying, engaging, and managing the human resources to deploy its activities was an issue of growing concern and risk (¶257). High turnover of National Coordinators was a regular feature during the implementation of PAGE's Operational Strategy 2016-2020 (¶224), with consequences for retaining relationships and institutional memory, maintaining momentum, leading to the need for repeated investment in onboarding personnel (¶224). The contribution case studies (Ghana, Guyana, Kyrgyz Republic, Mongolia, Uruguay) highlighted the pivotal role of the National Coordinator in driving the efficiency and effectiveness of PAGE and facilitating its outcomes and impact.

Lesson Learned #3:	Ensuring relevance and additionality can be enhanced through the deep context analysis, baseline setting, and identification of entry points and impact channels, as evidenced by PAGE’s stocktaking exercise, which ideally strengthens high level political support in a context where influence on government partners is low.
Context/comment:	<p>The PAGE partnership relied on national government counterparts to take the lead in identifying intervention sectors and priority actions (¶74), but it had proved challenging to tackle sensitive topics (like the brown sector, subsidies) and IGE drivers (¶130).</p> <p>Stocktaking exercises and modelling tools were systematically used in PAGE’s inception phase (¶93), after a country’s application, selection, and induction into the programme – which relied on pledges regarding national government interest and commitment for the pursuit of IGE.</p> <p>Carried out in the inception phase, such deep context analysis seems to have proved useful for enhancing the relevance and additionality of proposed activities and directions. Such an effect can be particularly important in contexts like PAGE where there is low ability to influence government partners, once accepted into the programme.</p>

B. Recommendations

271. The recommendations that emerged from the evaluation, put forward in **Table 14** have been anchored in the findings and conclusions of the evaluation, with cross-referencing to relevant paragraphs within the evaluation report.

Table 14 – List of Recommendations with Priority, Responsibility, Timeframe

Recommendation #1:	Continue to channel all donor funds through the existing MPTF to enhance efficiency and effectiveness.
Challenge/problem to be addressed by the recommendation:	With the 2017 introduction of an instrument that has proved to significantly boost efficiency and financial transparency, the continued parallel use of an alternative legacy instrument for the receipt and disbursement of a major source of funding has generated often significant delays to implementation of country workplans and delivery of outputs, together with its inflexibility and overly high level of conservatism exercised in approving contract payments, which have had negative effects on efficiency and effectiveness. All future resources channelled to PAGE should be channelled into the MPTF structure to the largest extent possible, given its proven efficiency and effectiveness.
Priority Level⁷⁵:	Critical Recommendation
Responsibility:	UNEP FMO, in collaboration with PAGE Secretariat and MPTF Office
Proposed implementation timeframe:	In conjunction with convening new funding agreements with donors
Cross-references to rationale and supporting documents	This recommendation reflects the conclusion that the MPTF mechanism established in 2017, which has been used to receive and disburse the bulk of funding related to PAGE has significantly boosted efficiency (¶151) and financial transparency (¶141). Furthermore, this recommendation

⁷⁵ There are three types of recommendations: 1) Critical recommendation: address significant and/or pervasive deficiencies in governance, risk management or internal control processes, such that reasonable assurance cannot be provided regarding the achievement of programme objectives; 2) Important recommendation: address reportable deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance might be at risk regarding the achievement of programme objectives. Important recommendations are followed up on an annual basis; 3) Opportunity for improvement: comprise suggestions that do not meet the criteria of either critical or important recommendations and are only followed up as appropriate during subsequent oversight activity.

	addresses the challenge that the receipt and disbursement of remaining non-MPTF under the currently utilised alternative approach, which is a legacy instrument, continued to generate negative impacts on efficiency and effectiveness, affecting the implementation of workplans and delivery of outputs at country level (¶138). Due to its built-in inflexibility and conservatism exercised in approving contract payments (¶137), this alternative system did not fully support PAGE in practising adaptive management to maintain its relevance within the dynamic national context of its Partner Countries (¶222).
--	---

Recommendation #2:	Build high level political support in Partner Countries for IGE while also strengthening connections between PAGE’s upstream normative work and follow-up action on the ground to operationalise IGE through optimising connections with donors’ bilateral programmes and bringing in more influential partners (like MDBs and/or specialised UN agencies, like IFC, World Bank) strengthening these impact drivers in the programme’s TOC.
Challenge/problem to be addressed by the recommendation:	This recommendation addresses the conclusion that PAGE has generated insufficient traction to influence policy change at national level. The high attention on providing technical inputs has overshadowed the need to build high level political support for IGE as part of PAGE’s core mandate. Furthermore, insufficient attention has been put on the impact driver of investment. For impact to be realised, Partner Countries will have to accelerate the implementation of reforms in line with IGE priorities and drive investments towards transitioning sectors and activities (¶135).
Priority Level:	Critical Recommendation
Responsibility:	PAGE Management Board, Donor Steering Committee
Proposed implementation timeframe:	In conjunction with priority setting and global-level work planning for 2023
Cross-references to rationale and supporting documents	To date, reflecting its TOC, PAGE’s work had remained at a technical level, following a ‘building block’ approach (¶136). It lacked the traction to influence policy change at national level (¶127). The major impact driver in PAGE’s TOC that public and private stakeholders invest in supporting the countries’ IGE transition was not fully in place (¶136). Efforts to connect donors’ bilateral programmes in Partner Countries had not been fully exploited (¶192, ¶214). Insufficient consideration had been put on how to ensure PAGE’s normative work would be followed up. The TOC assumption that other actors and initiatives would provide additional support that help countries align their policies with the sustainability agency did not fully hold (¶136). The inclusion of more influential partners e.g. MDBs and/or specialised agencies of the UN, like the World Bank, IFC) would be a necessity (given the mammoth challenges and resourcing needs, far outstripping PAGE’s resourcing) to support inclusive green transformation in the longer term (¶127).

Recommendation #3:	Strengthen linkages with the Resident Coordinator’s Office to ensure that PAGE elements feed integrally into country programming and to leverage the Resident Coordinator’s role as the UN’s ‘ambassador to the country’ to build high level political support and enhance PAGE’s external coherence in order to marshal the needed force and investment towards supporting IGE action.
---------------------------	--

Challenge/problem to be addressed by the recommendation:	As a programme with a 5-year core period for inception, implementation, and building exit/sustainability strategy, PAGE’s impact could be enhanced through higher attention on building political support and external coherence.
Priority Level:	Critical Recommendation
Responsibility:	PAGE Country Teams and National Coordinator, supported by the PAGE Secretariat
Proposed implementation timeframe:	With immediate effect
Cross-references to rationale and supporting documents	<p>The Evaluation Team’s assessment of low external coherence reflects the opportunistic approach (driven by local context and needs) and vision of PAGE as a flexible mechanism to engage with a large number of global, regional, and local organisations and initiatives. The emphasis appears to be on opportunism and inclusivity more than an articulated, coordinated, strategically aligned approach to seeking out collaboration in a way that explicitly avoided overlap and duplication.</p> <p>PAGE’s governance structure (the Donor Steering Committee) is a key strategic space for the coordination with other initiatives supported by PAGE funders. In this light, the importance of access to green finance as an enabler for PAGE Partner Countries to promote and implement green economy policies needs higher visibility.</p> <p>Furthermore, given the extent that PAGE’s support relates to Member States’ obligations to the SDGs, Paris Agreement and other multilateral conventions, it could be concluded that PAGE would benefit from having a stronger institutional connection with mechanisms, like the UNFCCC, in order to mainstream IGE. This would function to strengthen the sustainability of PAGE outcomes.</p> <p>Under UN Reform, the impartial, independent, empowered Resident Coordinator (Footnote 2) had a mandate and support structure (in the form of the UN Country Team) to get the best out of the UN system as a whole for the benefit of the people at country level. As a focal point for multi-sectoral programming, this new set-up was expected to strengthen the UN’s ability to ‘deliver as one’. With a strong convening role, links to donors and ambassadors, the Resident Coordinator could enable PAGE to have more traction on the ground and function as one of currently missing influential actors (¶127) to encourage Partner Countries to seriously engage in IGE.</p> <p>While the UNRC’s role can function to enhance PAGE’s internal coherence and external (by leveraging political influence to support PAGE’s work and strengthening country ownership/driven-ness), the ultimate impact of PAGE’s support depends on its ability to develop mechanisms to ensure the downstream follow-up, given the ‘moderately unlikely’ assessment of financial sustainability.</p>

Recommendation #4:	Enforce systematic use of the traffic light system as a monitoring instrument and results-based management tool.
Challenge/problem to be addressed by the recommendation:	Introduced by the Secretariat, the TLS improved the quality of centralised monitoring (and by extension, reporting); however, its use at country level was voluntary, together with the notion that country teams could use whichever tools they found useful to monitor implementation. Although there was a centralised effort to encourage gaps to be filled in (through iterative, bi-annual cycles), the uneven application and lack of systematic

	<p>approach led to avoidable situations where issue identification and launch of remedial action was slow in some countries (¶167).</p> <p>With the new Strategy 2021-2030, it is understood that risk management has been approached through an accompanying primer that summarizes risk management approaches developed during the implementation of the 2016-2020 Operational Strategy. This reflects good knowledge management practice, which is particularly important, given the high turnover that characterises PAGE.</p> <p>Accurate evaluation of performance is critical for upholding PAGE's reputation for driving impact, thereby enhancing donor interest and access to resources and funding.</p>
Priority Level:	Critical Recommendation
Responsibility:	National Coordinators, PAGE Country Teams, and PAGE Secretariat
Proposed implementation timeframe:	In conjunction with the next reporting cycle, within the first quarter of 2023 at latest.
Cross-references to rationale and supporting documents	Given the uneven voluntary use of the 'traffic light system' at country level, complementing the progress surveys (¶167), monitoring information that fed in from Partner Country level into the Secretariat's centralised framework was not fully reliable as a basis for steering, reporting, identification of risk, troubleshooting, adaptive management (¶168), thereby also missing opportunities for organisational learning with respect to mitigation and other aspects across the participating agencies and actors.

Recommendation #5:	Develop and include appropriate indicators for gender mainstreaming and human rights within performance management and reporting systems. This should go beyond the work on gender mainstreaming led by partner initiatives/agencies with specialized mandate. Adding a line into relevant templates would serve to highlight the importance placed on these topics by obliging attention to reporting on progress.
Challenge/problem to be addressed by the recommendation:	<p>Although the participating UN agencies have a priority to promote social justice through gender equality and responsiveness to human rights, these topics were treated in a superficial manner in the Operational Strategy 2016-2020.</p> <p>While it is understood that the work on gender mainstreaming was led by partner initiatives/agencies with a specialized mandate and that PAGE has supported gender mainstreaming in specific circumstances (e.g. Gender Mainstreaming in Green Development Policy of Mongolia and Employment in the Environmental Sector and Green Jobs in Mongolia), traction across all PAGE countries on these topics could be generated through the use of appropriate management tools (i.e. indicators, targets, templates, reporting practices, rewards, penalties) which function to guide behaviour and programming in the desired direction.</p>
Priority Level:	Important Recommendation
Responsibility:	PAGE Secretariat
Proposed implementation timeframe:	In conjunction with review/revision of logframe indicators and global- and country-level work planning for 2023
Cross-references to rationale and supporting documents	Gender equality and sensitivity to human rights are mentioned under PAGE principles and values for country engagement (¶231). This topic is currently omitted from indicators and global and country reporting (¶238). This omission was already highlighted by the MTE in 2017 (¶233).

Recommendation #6:	Adopt a more strategic approach (underpinned by adequate resourcing); an institutionalised mandate with roles, responsibilities, appropriate support mechanisms for the involved actors, monitoring, and ongoing follow-up; using mutually understood shared criteria and a systematic process for documentation and dissemination feeding into knowledge management and to evaluate effectiveness, document good practice, promote organisational learning), to leverage peer learning and South-South exchange towards strengthening execution and sustainability.
Challenge/problem to be addressed by the recommendation:	This recommendation reflects the conclusion that cross-country learning could play a stronger role in enhancing the quality and delivery of outputs and outcomes as well as improving the sustainability of results and benefits stemming from stronger engagement and ownership in the endeavours triggered through organisational learning processes. This recommendation also reflects conclusions regarding the effectiveness of the recent experience piloted by UNITAR (using budget under the regular PAGE global workplan 2020-2021 (¶252) , which nudged existing informal collaboration into more structured settings (e.g. through signing an MoU, setting the stage for ongoing interaction, cooperation, establishment of joint collaboration space) with tangible results supporting Partner Countries in reframing policy and institutions to support IGE.
Priority Level:	Important Recommendation
Responsibility:	PAGE Secretariat in collaboration with the Management Board (as it was understood a proposal regarding support for peer learning had been formulated)
Proposed implementation timeframe:	In conjunction with global-level work planning for 2023
Cross-references to rationale and supporting documents	On its website ⁷⁶ , PAGE described itself as a unique “knowledge exchange platform” that “facilitates peer-to-peer learning”, “South-South and triangular cooperation” amongst partner countries, funding partners, and non-PAGE countries. Indeed, belief in the importance and value of such learning and exchange permeated PAGE’s organisational culture (¶263). The effectiveness of the results this triggered was hard to gauge (¶252). Tangible results were visible (cross-country modelling of institutions, adoption of frameworks and indicators, ¶264) from more structured exchanges engineered by actors with an institutional mandate to identify and support such cross-country learning opportunities.

Recommendation #7:	For UNEP (as well as other UN agencies, considering the ambition of UN Reform): Develop relevant guidance, tools, and templates (including detailed criteria matrix) for the evaluation of interagency programmes.
Challenge/problem to be addressed by the recommendation:	The misalignment between the template, tools, guidance, criteria and weighting systems, which were established to carry out a project performance assessment (¶51), are not fully suitable to evaluate an interagency programme like PAGE, nor for assessing strategy implementation. With the growing interagency collaboration that UN Reform is determined to spur, using the experience of this evaluation exercise provides evidence and motivation to invest in developing adapted guidance.

⁷⁶ <https://www.un-page.org/knowledge-sharing/> [9 November 2022]

Priority Level:	Critical Recommendation
Responsibility:	EOU and Evaluation Offices of other UN agencies
Proposed implementation timeframe:	Within the coming year
Cross-references to rationale and supporting documents	<p>Limitations to this evaluation highlighted that the use of a project performance assessment approach, tools, template and guidance (¶51, ¶240) were not fully suitable for the evaluation of an interagency programme like PAGE. The detailed criteria matrix that was provided is particularly ill-suited for this endeavour, as are the systems that heavily weight performance on outcomes and sustainability for a programme that had a 3-year implementation period (preceded by 1-year inception, followed by 1-year exit strategy) in a setting where experience has shown that 7-8 years is needed for the achievement of outcomes (which are evaluated in the current setting in a similar way to assessing achievements in delivery of planned outputs within a project's lifetime).</p> <p>Interventions like PAGE that intervene upstream at policy level have long causal pathways to effects that are monitored and mitigated through safeguarding (¶240). Hence, it could not be expected to find an assessment of Environmental and Social Safeguards in the project's design document, as was the case with PAGE's Operational Strategy 2016-2020. In adapted guidance, advice regarding how to treat this topic would be helpful.</p> <p>For the assessment of interagency programmes, it would be helpful to have better adapted guidance for strategic relevance, pointing to which aspects of the participating agencies should be reviewed for alignment (¶87). UNEP's guidance is fully oriented to its own internal workings. More generic guidance would be helpful for establishing a weighted score. Furthermore, guidance would be useful for setting the boundaries on assessment of financial management: to what extent are there expectations to assess the financial management aspects of the participating agencies versus the mechanism that supports the joint initiative (particularly in case of an absence of a unifying mechanism like the MPTF in PAGE's case). Guidance regarding scope of assessment in quality of project management and supervision would also be helpful for interagency programmes; again, to establish boundaries that would be aligned with the resource envelope provided for the evaluation.</p>

ANNEX I - RESPONSE TO STAKEHOLDER COMMENTS

The Evaluation Office wishes to thank the PAGE Secretariat, members of the Evaluation Reference Group and other key stakeholders for their engagement during the review of the draft evaluation report. Draft versions of the evaluation report were shared with the PAGE Secretariat, and with the Evaluation Reference Group and key stakeholders consulted. The reviews yielded 235 comments and 138 comments, respectively. All comments were compiled by the Evaluation Office and shared with the Evaluation Team for its consideration and revision of the report. Responses to comments by the Evaluation Team and the Evaluation Office were duly recorded in a comments template.

ANNEX II - KEY DOCUMENTS CONSULTED

PAGE Documentation

- Project Operational Strategy 2016-2020 https://www.un-page.org/files/public/page_operational_strategy_2016-2020_web_0.pdf
- PAGE Operational Strategy 2021-2030
- Addendum PAGE Strategy 2021-2030: Aligning COVID-19 Recovery with Fair and Green Economic Transformation
- <https://www.un-page.org/page-support-green-and-inclusive-economic-recovery> (describes COVID-19 response)
- PAGE Annual Reports 2016-2020
- UNEP-specific PAGE Project Document 2018-2021 (PIMS ID 02032)
- Green Economy Concepts and Approach background reading
- Annual Work Plans of ILO, UNDP, UNEP, UNIDO, UNITAR
- PAGE Country Application Summaries
- PAGE Country Reports 2016-2020
- European Union Delegation Agreement with UNEP for implementation of PAGE activities
- Memorandum of Understanding (2016) to establish the PAGE Multi-Partner Trust Fund and its addendum (2019)
- Overall Workplan for Green Recovery Funding Allocations 2021-2022
- PAGE Steering Committee Meeting minutes
- PAGE Management Board Meeting minutes
- PAGE Technical Team Meeting minutes and Retreat Reports
- Overviews of outputs at global and country levels
- Post-training Impact Surveys (2019, 2020)

Previous Evaluations

- Mid-Term Evaluation (2017) of PAGE conducted by UNEP
- ROM Report (2019) on PAGE conducted by the European Commission
- Independent Clustered Evaluation; ILO Operations on Just Transition to Environmental Sustainability and the Green Economy (2020) conducted by ILO and SIDA

Documentation related to the five involved UN agencies

- UNEP (2011), Towards a Green Economy: Pathways to Sustainable Development and Poverty Eradication – A Synthesis for Policy Makers <https://www.unep.org/resources/report/towards-green-economy-pathways-sustainable-development-and-poverty-eradication-10>
- UNEP (2021), Mid-Term Review of Green Economy Policy Review of Mongolia's Green Development Policy, prepared by Economic Policy and Competitiveness and Research Centre), <https://wedocs.unep.org/handle/20.500.11822/36922;jsessionid=758C11AF75EA4274086E939650E4E953>
- UNITAR Strategic Framework 2018-2021
- ILO Strategic Plan 2018-2021
- UNIDO's medium-term programme framework 2018-2021
- UNDP Strategic Plan, 2018-2021

Other Relevant Documentation

- United Nations (2012), The Future We Want: Outcome document of the UN Conference on Sustainable Development, Rio de Janeiro, Brazil, 20-22 June 2012
<https://sustainabledevelopment.un.org/content/documents/733FutureWeWant.pdf>

Country Context

- ODI Press (26 August 2022) <https://odi.org/en/press/mongolias-new-recovery-policy-an-odi-dialogue-with-nomin-chinbat-minister-of-culture/> [16 November 2022]. Mongolia's New Recovery Policy – an ODI Dialogue with Nomin Chinbat, Minister of Culture
- Action Plan, Green Development Policy of Mongolia (13 June 2014) [Green Development Policy of Mongolia \(EN\).pdf \(asiapacificenergy.org\)](http://asiapacificenergy.org) [16 November 2022].
- Green Development Policy (2013).
http://sdg.1212.mn/en/Content/files/Green_development_decision.pdf [17 November 2022].
- National Development Strategy of the Kyrgyz Republic for 2018-2040
<http://donors.kg/en/strategy/5174-national-development-strategy-of-the-kyrgyz-republic-for-2018-2040> [19 November 2022].
- World Bank (2018) [World Bank Document](#) Kyrgyz Republic: From Vulnerability to Prosperity: A Systematic Country Diagnostic [20 November 2022].

Evaluation Guidance and other Resources

- Aarva P., Zukale S., Magnusson A. and Nogueira de Moraes, I., 2012, Evaluation of Nordic Influence in Multilateral Organizations: A Finnish Perspective. Evaluation report 2012:6. Ministry for Foreign Affairs of Finland, Kopijyvä Oy, Jyväskylä.
- Bhattacharyya, K. 1997. Key Informants, Pile Sorts, or Surveys? Comparing Behavioural Research Methods for the Study of Acute Respiratory Infections in West Bengal. In: *The anthropology of infectious diseases: Theory and practice on medical anthropology and international health* (eds) M. C. Inhorn and P. J. Brown, 211-238. Amsterdam: Routledge.
- De Silva, M.J., Breuer, E., Lee, L. et al., 2014: Theory of Change: A Theory-Driven Approach to Enhance the Medical Research Council's Framework for Complex Interventions. *Trials* 15, 267 <https://doi.org/10.1186/1745-6215-15-267>
- Engelhardt A., et al., 2015, External Institutional Evaluation of SDC's Global Programmes Climate Change, Water Initiatives, Food Security, Migration and Development and Health. Inception Report.
- Jones, N. with Villar, E., 2008, Situating Children in International Development Policy: Challenges Involved in Successful Evidence-Informed Policy Influencing. *Evidence and Policy*, Vol.4, No.1: p53-73.
- Kane, R. Levine, C. Orians, C. Reinelt, C. (November 2017), Contribution Analysis in Policy Work: Assessing Advocacy's Influence https://www.evaluationinnovation.org/wp-content/uploads/2017/11/Contribution-Analysis_0.pdf
- Keck, M. and Sikkink, K., 1998, *Activists beyond Borders: Advocacy Networks in International Politics*. Ithaca, NY: Cornell University Press
- Kirkpatrick, Donald L. (1975). *Techniques for Evaluating Programs*. Parts 1, 2, 3 and 4. Evaluating Training Programs. ASTD.
- Kotvojs, F., 2009: Development of Framework for Evaluating Capacity Development Initiatives in International Development
<https://www.aes.asn.au/images/stories/files/conferences/2009/Papers/Kotvojs,%20Fiona.pdf>

- Mosse, D., 1998: Process-Orientated Approaches to Development Practice and Social Research, in D. Mosse, J. Farrington and A. Review. *Development as Process*, ODI Development Policy Studies. New York: Routledge.
- ODI, 2001, A Guide to Monitoring and Evaluating Policy Influencing.
- Pritchett, L., Samji, S. and Hammer, J., 2012: It's All About MeE. Working Paper 2012/104. Helsinki: UNU-WIDER.
- Stone, L. and J. G. Campbell. 1984. The Use and Misuse of Surveys in International Development: An Experiment from Nepal. *Human Organization* 43(1), 27-34.
- United Nations Evaluation Group, 2013, UNEG Handbook for Conducting Evaluations of Normative Work in the UN system, p25
- UK Department for International Development/Vogel, I., 2012: Review of the Use of "Theory of Change" in International Development. https://assets.publishing.service.gov.uk/media/57a08a5ded915d3cfd00071a/DFID_ToC_Review_VogelV7.pdf
- Mountain-EVO (2017). Theory of Change as a Tool for Managing and Evaluating Multi-Stakeholder Projects. <http://paramo.cc.ic.ac.uk/espa/>
- Valters, C., 2015: Theories of Change. Time for a Radical Approach to Learning in Development. ODI, London.
- WHO, 2014: Knowledge, Attitudes, Practices (KAP): Surveys during Cholera Vaccination Campaigns: Guidance for Oral Cholera Vaccine Stockpile Campaigns. Working Group on Monitoring and Evaluation. https://www.who.int/cholera/vaccines/kap_protocol.pdf
- UNEP (last revised 24.08.2021), Guidance on the Structure and Contents of the Inception Report 07_Main Evaluation Report_Structure_and_Contents; 05_Project_Identification_Table; 08_TOC Reformulation Justification Table; 09 and 09a_Quality_of_Project_Design_Assessment; 10_Stakeholder_Analysis_Guidance_Note; 11_Gender_methods_note; 12_Safeguards Methods Note for Consultants

ANNEX III - KEY STAKEHOLDERS CONSULTED

Table 15 – People Interviewed for the Evaluation

Organisation	Name	Position	Gender
Alliance of Universities in Kyrgyz Republic for Green Economy and Sustainable Development (AVZUR)	Nazira Esenalieva	Economics Lecturer, Ala-Too International University	F
Consultant	Eliana Gutierrez-Amo	Consultant engaged by UNIDO	F
Consultant	Lesya Nikolayeva	Engaged by UNEP as National Coordinator in Kyrgyz Republic	F
Consultant	Hongye Pei	Agency Focal Point, engaged by ILO in CO-Bangkok, Asia	F
Consultant	Rahat Sabyrbekov	Engaged by UNITAR	M
Economic Policy Competitiveness and Research Centre (EPCRC) Mongolia	Lakshmi Boojoo	Director	F
Economic Policy Competitiveness and Research Centre (EPCRC) Mongolia	Odonchimeg Ikhbayar	Deputy Director	F
Environmental Protection Agency Ghana	Letitia A. Nyaaba	Governmental Counterpart in PAGE National Steering Committee	F
European Commission Delegation (EUD) to Ghana	Susana Martins	Project Manager on Environment and Climate Change	F
European Commission; Directorate General for International Partnerships (DG INTPA)	Thibaut Portevin	Policy Officer	M
Global Green Growth Initiative (GGGI)	Frank Rijsberman	Head	M
Global Green Growth Initiative (GGGI)	Annaka Marie Peterson	Country Representative, Mongolia	F
Green Economy Coalition (GEC)	Stuart Worsley	Countries Director	M
International Labour Organisation (ILO)	Bolormaa Purevsuren	ILO National Coordinator, CO-Beijing (supports PAGE work in Mongolia)	F
International Labour Organisation (ILO)	Cristina Martinez	PAGE Interagency Team Focal Point, ILO Senior Specialist in Asia and Pacific (Senior Specialist, Enterprise Development and Green Jobs in DWT/CO-Moscow)	F
International Labour Organisation (ILO)	Jens Dyring Christensen	Senior Enterprise Specialist, West Africa	M
International Labour Organisation (ILO)	Moustapha Kamal Gueye	PAGE Interagency Focal Point Global Coordinator, Green Jobs Programme, Headquarters	M
International Labour Organisation (ILO)	Siyanda Siko	Former PAGE National Coordinator in South Africa	F
International Labour Organisation (ILO)	Tahmina Mahmud	PAGE Interagency Focal Point, Programme Technical Officer, Green Jobs Programme, Enterprises Department, Headquarters	F

Organisation	Name	Position	Gender
Kyrgyz Republic Ministry of Economy	Aisuluu Amanova	PAGE Government Focal Point Head of Division	F
Kyrgyz Republic Ministry of Economy	Ernek Ashyrov	PAGE Government Stakeholder from the Ministry of Economy	M
Kyrgyz Republic Ministry of Economy	Kylychbek Djakypov	Deputy Minister (former); Engaged as PAGE Consultant	M
Mongolian Sustainable Finance Association	Nomindari Enkhtur	CEO	F
Mongolia Ministry of Finance	Batzul Tsedenbal	Head of Public Procurement, Policy Division	M
Mongolian State University of Life Sciences	Ganzorig Gonchigsumlai	Associate Professor, Department of Agricultural and Applied Economics, School of Economics and Business	M
WHICH ONE?	Gabriele Wagner	Government Focal Point, Advisor, Green Economy Transformation, Environmental Policies, Biodiversity, Forests	F
Office of the Resident Coordinator, Kyrgyz Republic	Kanykey Orozbaeva	Former PAGE National Coordinator in Kyrgyz Republic	F
Office of the Resident Coordinator, Mongolia	Doljinsuren Jambal	Strategic Planning Officer/RCO Team Leader, Mongolia	F
Office of the Resident Coordinator, Mongolia	Nurjemal Jalilova	Economic Affairs Officer, Mongolia	F
Office of the Resident Coordinator, Mongolia	Tapan Mishra	Resident Coordinator, Mongolia	M
Office of the Resident Coordinator, South Africa	Ricardo Orlando Gottschalk	RCO Economic Affairs Officer	M
Office of the Resident Coordinator, Uruguay	Paula Vincent Bertiz	Resident Coordinator; PAGE National Coordinator for Uruguay (Sept 2020 to Jan 2022)	F
PAGE Secretariat	Adebiyi Odegbile	Programme Management Officer	M
PAGE Secretariat	Asad Naqvi	Head, PAGE Secretariat	M
PAGE Secretariat	Clara Axbland	Programme Officer	F
PAGE Secretariat	Ronal Gainza Carmenates	Economic Affairs Officer	M
PAGE Secretariat	Vera Weick	Programme Management Officer	F
South Africa Department of Forestry, Fisheries, and the Environment (DFFE)	Jenitha Badul	PAGE Government Focal Point for South Africa (Chair of the PAGE NSC in South Africa)	F
South Africa Department of Science and Innovation (DSI)	Henry Roman	Director, Environmental Services and Technologies Directorate	M
State Secretariat for Economic Affairs (SECO), Switzerland	Philipp Ischer	Program Manager	M
Swedish International Development Cooperation Agency (SIDA)	Michelle Bouchard	Senior Program Coordinator	F
United Nations Development Coordination Office	Neil Buhne	Former Regional Director, Asia- Pacific	M
United Nations Development Programme (UNDP)	Astrid Lynch	Partner Agency Focal Point for Guyana, Programme Specialist	F
United Nations Development Programme (UNDP)	Gulnara Abdykalykova	PAGE Project Coordinator in Kyrgyz Republic	F

Organisation	Name	Position	Gender
United Nations Development Programme (UNDP)	Janice Goulding	Interagency Team Focal Point for South Africa	F
United Nations Development Programme (UNDP)	Kingsley Bekoe	PAGE National Coordinator in Ghana	M
United Nations Development Programme (UNDP)	Tim Scott	Board Member – Senior Policy Advisor, Natural Capital and the Environment, Nature, Climate and Energy Team, Bureau for Policy and Programme Support	M
United Nations Development Programme (UNDP)	Vedyawattie Looknauth	Partner Agency Focal Point for Guyana, Programme Analyst (Governance and Poverty)	F
United Nations Environment Programme (UNEP)	Alta Sodnomtseren	PAGE National Coordinator, Mongolia (2015-2019)	F
United Nations Environment Programme (UNEP)	Chengchen Qian	PAGE Interagency Team Focal Point	M
United Nations Environment Programme (UNEP)	Deirdre Shurland	PAGE National Coordinator in Guyana	M
United Nations Environment Programme (UNEP)	Elisa Tonda	Chief, Resources and Markets Branch	F
United Nations Environment Programme (UNEP)	Farid Yaker	Programme Officer, Sustainable Public Procurement (SPELL) program	M
United Nations Environment Programme (UNEP)	Joya Bhandari	PAGE National Coordinator, Mauritius	F
United Nations Environment Programme (UNEP)	Luciana Fontes de Meira	Partner Agency Focal Point, Programme Management Officer, Economic and Trade Policy Unit	F
United Nations Environment Programme (UNEP)	Madina Ibrasheva	Partner Agency Focal Point, National Economic and Environmental Officer, Kazakhstan	F
United Nations Environment Programme (UNEP)	Olzhas Atymtayev	National Programme Officer, Regional Office for Central Asia	M
United Nations Environment Programme (UNEP)	Steven Stone	Chair of the Management Board, Deputy Director, Economy Division	M
United Nations Industrial Development Organisation (UNIDO)	Abu Saieed	Partner Agency Focal Point, Green Industry Expert	M
United Nations Industrial Development Organisation (UNIDO)	Franz Mayer de la Rosa	PAGE Interagency Focal Point	M
United Nations Industrial Development Organisation (UNIDO)	Johannes Dobinger	PAGE Consultant in Latin America	M
United Nations Industrial Development Organisation (UNIDO)	Maria Pia Alonso Ribas	PAGE Agency Focal Point, Project Coordinator Uruguay	M
United Nations Industrial Development Organisation (UNIDO)	Ozunimi Iti	PAGE Lead Agency Focal Point, Industrial Development Officer, Environment and Energy Directorate	F

Organisation	Name	Position	Gender
United Nations Industrial Development Organisation (UNIDO)	René Van Berkel	Head, Regional Office and UNIDO Representative in India, Partner Agency Focal Point	M
United Nations Industrial Development Organisation (UNIDO)	Stephan Sicars	PAGE Management Board Member; Director, Environment and Energy Directorate (Department of Environment)	M
United Nations Institute for Training and Research (UNITAR)	Amrei Horstbrink	PAGE Lead Agency Focal Point Senior Specialist, Green Development and Climate Change Division for Planet	F
United Nations Institute for Training and Research (UNITAR)	Giuliano Montanari	PAGE Interagency Focal Point	M
United Nations Institute for Training and Research (UNITAR)	Maya Valcheva	PAGE Interagency Team Focal Point Programme Officer, Green Economy Learning	F
United Nations Multi-Partner Trust Fund Office (MPTF)	Andrei Dementiev	Fund Portfolio Analyst	M
University of Guyana	Stephan Moonsammy	Lecturer, Department of Environmental Studies	M
University of the Republic (Uruguay)	Fernando Amestoy	Director, Technological Pole Institute, Faculty of Chemistry	M
Uruguay Ministry of Industry, Energy and Mining	Walter Verri	Government Focal Point Vice Minister, Ministry of Industry, Energy and Mining	M
Uruguay Ministry of Industry, Energy and Mining	Laura Lacuague	Technical Focal Point Ministry of Industry, Energy and Mining	F
Uruguay Ministry of Industry, Energy and Mining	Alicia Torres	Technical Advisor Environment Unit, Ministry of Industry, Energy and Mining, retired	F
Uruguay Ministry of Industry, Energy and Mining	Raquel Piaggi	Government Focal Point Technical Officer, Environment Unit, Ministry of Industry, Energy and Mining, retired	F

ANNEX IV – WEIGHTED RATINGS TABLE

UNEP’s EOU provided this template with weights and related scores assigned to the various evaluation criteria. It was used to calculate the overall rating of the performance of PAGE’s Operational Strategy 2016-2020

Evaluation criteria	Rating	Score	Weight	Weighted Score
Strategic Relevance (select the ratings for sub-categories)	Highly Satisfactory	5.50	6	0.3
Alignment to UNEP’s MTS, POW and strategic priorities	Highly Satisfactory	6	0.5	
Alignment to Donor/Partner strategic priorities	Satisfactory	5	0.5	
Relevance to regional, sub-regional and national issues and needs	Highly Satisfactory	6	2.5	
Complementarity with existing interventions	Satisfactory	5	2.5	
Quality of Project Design	Satisfactory	5	4	0.2
Nature of External Context	Moderately Unfavourable			
Effectiveness (select the ratings for sub-categories)	Satisfactory	4.78	45	2.2
Availability of outputs	Satisfactory	5	5	
Achievement of project outcomes	Satisfactory	5	30	
Likelihood of impact	Moderately Likely	4	10	
Financial Management (select the ratings for sub-categories)	Satisfactory	5.00	5	0.3
Adherence to UNEP’s policies and procedures	Satisfactory	5		
Completeness of project financial information	Satisfactory	5		
Communication between finance and project management staff	Satisfactory	5		
Efficiency	Moderately Satisfactory	4	10	0.4
Monitoring and Reporting (select the ratings for sub-categories)	Satisfactory	4.67	5	0.2
Monitoring design and budgeting	Moderately Satisfactory	4		
Monitoring of project implementation	Satisfactory	5		
Project reporting	Satisfactory	5		
Sustainability (select the ratings for sub-categories)	Moderately Unlikely	3.00	20	0.6
Socio-political sustainability	Moderately Unlikely	3		
Financial sustainability	Moderately Unlikely	3		
Institutional sustainability	Moderately Likely	4		
Factors Affecting Performance (select the ratings for sub-categories)	Satisfactory	4.78	5	0.2
Preparation and readiness	Satisfactory	5		
Quality of project management and supervision	Satisfactory	5.00		
Stakeholder participation and cooperation	Satisfactory	5		
Responsiveness to human rights and gender equity	Moderately Unsatisfactory	3		
Environmental and social safeguards	Satisfactory	5		
Country ownership and driven-ness	Satisfactory	5		
Communication and public awareness	Satisfactory	5		
			100	4.40
			Satisfactory	

Most criteria are rated on a 6-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). *Sustainability* and *Likelihood of Impact* are rated from Highly Likely (HL) down to Highly Unlikely (HU) and *Nature of External Context* is rated from Highly Favourable (HF) to Highly Unfavourable (HU). A Criteria Ratings Matrix is available, within the suite of tool provided by UNEP’s EOU to support a common interpretation of points on the scale for each evaluation criterion. The ratings against each criterion are ‘weighted’ using the above scheme to derive the Overall Performance Rating.

An illustrative example of the detailed guidance provided by UNEP to the Evaluation Team for the criterion of ‘Achievement of Outcomes’ (which is one of three components assessed to arrive at the rating for ‘Effectiveness’ is as follows:

D2. Achievement of Outcomes Referring to the use (i.e. uptake, adoption, application) of an output by intended beneficiaries, observed as changes in institutions or behaviour, attitude or condition (UNEP, 2021)				
Unsatisfactory	Moderately Unsatisfactory	Moderately Satisfactory	Satisfactory	Highly Satisfactory
<ul style="list-style-type: none"> Some project outcomes partially achieved but do not include those most important to attain intermediate states/impact. Assumptions for the change process from project outputs to project outcome(s) do not hold. Drivers to support transition from outputs to project outcome(s) are not in place. 	<ul style="list-style-type: none"> Some project outcomes fully achieved, but do not include those most important to attain intermediate states/impact. Assumptions for progress from project outputs to project outcome(s) do not hold. Drivers to support transition from outputs to project outcome(s) are not in place. 	<ul style="list-style-type: none"> Those project outcomes that are the most important to attain intermediate states, partially achieved. Other project outcomes are not/only partially achieved. Assumptions for progress from project outputs to project outcome(s) hold partially. Drivers to support transition from outputs to project outcome(s) are only partially in place. 	<ul style="list-style-type: none"> Those project outcomes that are the most important to attain intermediate states, fully achieved. Other project outcomes are not/only partially achieved. Assumptions for progress from project outputs to project outcome(s) hold. Drivers to support transition from outputs to project outcome(s) are in place. 	<ul style="list-style-type: none"> All project outcomes fully achieved. Assumptions for progress from project outputs to project outcome(s) hold fully. Drivers to support transition from outputs to project outcome(s) are fully in place.

ANNEX V - CONTRIBUTION CASE STUDIES

Mongolia

Context

Characterized as a direct response to the Rio+20 Declaration ("The Future We Want"), Mongolia justified its transition to green development by the need to change its 'grow first and clean it up later' approach, which was also expected to safeguard its comparatively well-preserved nature, cultural traditions, and natural resources (which had been heavily exploited moving from a centrally-planned to open market economy) to the benefit of its young population (with 47.2% aged 15-40 at the time)⁷⁷. With backing from the highest levels of government and strong linkages to national planning processes, Mongolia was the first country to join PAGE, with the Ministry of Environment and Tourism (MET) as its key counterpart, supported by an inter-ministerial Technical Committee established in March 2014 by a decree co-signed by MET and the Ministry of Finance (MOF). National stakeholders described the socio-political environment as "very open for green", contending that political actors, NGOs, and academics alike were all "very open for this project", that there were "many green initiatives" and asserted that "this is why PAGE was so successful".

Prior to joining PAGE, Mongolia had benefitted from various international assistance: UNEP provided support on watershed management (also supported by World Bank), supported development of a Scoping Paper on Green Economy and SCP, and drafted the Green Development Policy in 2012; ILO had work underway on green jobs and businesses; UNEP and UNDP were integrating environmental considerations into development planning under their Poverty Environment Initiative (PEI); Asian Development Bank had set up a 2012-2016 country partnership focused on sustainable, inclusive growth; Mongolia joined the Global Green Growth Institute (GGGI) following its support on energy modelling; GIZ was working on several priority areas: sustainable mineral resource management, biodiversity, energy efficiency; UNDP had supported Mongolia on policy analysis using the Threshold 21 (T21) modelling tool.

In being mandated by PAGE's key government counterpart (MET) to carry out foundational studies that came to be part of PAGE's standard support package (in Mongolia's case: using UNEP's stocktaking methodology and applying ILO's Green Jobs Mapping), the Economic Policy and Competitiveness Research Centre (EPCRC) had the opportunity to build its capacities to use the T21 tool (enhanced by PAGE's addition of a 'green development component') to support policy evaluation for national planning and establish baseline information to help the country develop its own green economy pathway. EPCRC's assessment of potential employment generated by greening the economy was part of creating a blueprint for coordinated national action.

Guiding principles to improve the well-being and prosperity of Mongolian citizens and ensure economic growth that is inclusive and environmentally sound:

- Efficient, effective and rational use of resources
- Sectoral policies and planning that are consistent with green development concepts
- Promote clean and advanced technologies
- Ensure citizen's participation in creation of green economic growth
- Engrain environmentally friendly attitudes, habits, and competencies
- Transparency, accountability and liability

Source: Mongolia's Green Development Policy, 2014

"Usually, we think about how to develop our natural resources. We never thought about what it means to be using coal. We never thought about its efficiency. PAGE brought the message that we should be aware that it might become a crisis. That was new for us."

Source: National Stakeholder, Mongolia

National stakeholders expressed appreciation for PAGE's approach in first wanting to take account of what was going on in the country and then "wisely engaging all stakeholders in developing Mongolia's Green Policy". 'Green Economy' was a "new concept at the time in all sectors".

The technical assistance provided under the PAGE framework was described as "very crucial".

⁷⁷ p1, Mongolia's Green Development Policy (2013). http://sdg.1212.mn/en/Content/files/Green_development_decision.pdf

Overall Objectives and Challenges to be Addressed

The Mongolian government saw PAGE as a platform to learn from others about how to balance economic interest and environmental challenges, hoped that its participation could contribute to increasing green development in other countries, and aspired to become a model for green development worldwide⁷⁸.

When Mongolia joined PAGE, the country faced formidable challenges: poverty, unequal income distribution, a natural resource-based economic structure, inefficient consumption of energy and other resources, obsolete technology and techniques, and vulnerability to climate change⁷⁹. Rapid urbanisation had triggered significant environmental degradation, particularly in urban air quality due to increasing pollution from household heating, power generation, industry, and transport⁸⁰. PAGE's Stocktaking Report (2014) highlighted over-dependence on the mineral sector; economic instability driven by volatility in exports/foreign investment, and inflation; infrastructure deficits in critical areas (energy supply, water, transport) seen as "stunting the development of productive industrial and agricultural sectors", and increasing number of citizens "being left behind".

This exercise oriented PAGE's intervention towards five focus areas⁸¹:

- Align government action to support the National Green Development Policy;
- Promote its joint implementation (through the cooperation of various ministries and other relevant institutions) as a long-term national programme, thereby facilitating realistic priority targets in relation to existing documents and strategies, through broad-based consultation;
- Assess the adequacy/appropriateness of existing investments and commitments to contribute to the selected targets, identifying policy actions that could induce investments and enhance their effectiveness (together with identifying resources to fill any investment gaps);
- Improve training and awareness about green economy, thereby filling knowledge gaps;
- Introduce/support new and advanced technologies, green initiatives, and best practices from other countries.

Changes that Have Taken Place

PAGE successfully implanted the notion that the country could progress towards its Nationally Determined Contribution (NDC) by adopting inclusive green economy driven by evidence-based policy appraisal and economic modelling and through sectoral reform. PAGE's contributions towards this notion have been reviewed through the lens of three outcomes (which follow the global logframe):

Outcome 1: The country has reinforced and integrated IGE goals and targets into SDG-aligned national economic and development planning through multi-stakeholder collaboration

Functioning to **consolidate foundational work already in place** in Mongolia, PAGE's support for national policy and planning (delivered through the raft of outputs specified in the country's project's results framework) is seen by the Evaluation Team as a **lever for the 2014 adoption of the National Green Development Policy (NGDP) with clear goals orienting the country's green development pathway**, which spurred, over time, further changes in the policy sphere and catalysed behaviour changed towards the intended transformation of the Mongolian economy, as evidenced by the milestones laid out in **Table 16**. Following the February 2013 public commitment by Mongolia's Environment and Green Development Minister in a high-level fora (World Environment Day), Cabinet approved an Action Plan incorporating many PAGE initiatives and 30+ activities supporting the NGDP's implementation.

"Without PAGE in Mongolia, it would have been very difficult to approve those documents and persuade policymakers to implement them. It was not easy to bring those different people to one table and get consensus. PAGE supported the communication, coordination, funding for and organisation of the needed meetings."

Source: National Stakeholder, Mongolia

⁷⁸ Mongolia Prime Minister's letter of application to join PAGE (15 May 2013)

⁷⁹ p1, Mongolia's Green Development Policy (2013). http://sdg.1212.mn/en/Content/files/Green_development_decision.pdf

⁸⁰ Drawn from application information assembled by the PAGE Secretariat

⁸¹ p3, PAGE (2014), Mongolia's Transition to a Green Economy: A Stocktaking Report

A PAGE report analysing how existing green development policies **contributed to the country's gender equality objectives** contributed to strengthening national discussions about linkages between the NGDP, SDGs, and gender equality.

The **multi-stakeholder collaboration** envisaged to drive and support PAGE processes **was realised from the outset**, with interviewed stakeholders highlighting the leadership of MET and pointing to the involvement of MOF, Ministry of Agriculture, Ministry of Social Welfare, Ministry of Urban Development and Construction on Green Buildings, Ministry of Roads and Transport, amongst others, as well as universities and NGOs. As an example, under PAGE's Green Recovery support (from 2021), MET and Ministry of Labour collaborated in initiating 'Ger and Nature'.

Momentum was maintained, despite the change of government in July 2016 (in contrast to the situation experienced by many other PAGE partner countries during the 2016-2020 period), with the Mongolian Parliament committing to reduce national GHG emissions by 14% by 2030, as part of the country's Sustainable Development Vision 2030. The **subsequent cascading of the NGDP framework to provincial level, adoption of cross-sectoral national plans integrating IGE goals/targets**, together with the 2017 **allocation of national budgetary resources to operationalize 38 indicators to monitor NGDP implementation** and establishment of Vision 2050 (described as "a more holistic development perspective", with a section dedicated to Green Development, complemented by a New Recovery Policy passed in 2021 steered by a new unit established under the Prime Minister's Office) provide **further evidence of the commitment and strength of country ownership for the pursuit of green economic development**.

"It's now a shared responsibility for planning and implementing priorities. Ministries have no choice but to work together. They don't have their 'own' silos anymore."

Source: National Stakeholder, Mongolia

Outcome 2: The country is implementing evidence-based sectoral and thematic reforms in line with national inclusive green economy priorities

Numerous initiatives aimed at providing first inputs and impetus towards reforms aligned with the national green development vision were launched under the PAGE framework in a variety of sectors. **Some of these interventions enabled and catalysed other actors** (e.g. in Sustainable Finance, Sustainable Procurement, Education, Green Buildings; following PAGE's support of a baseline study, the GEF approved a USD 4.5 million project for UNIDO to support implementation of policy recommendations resulting from this work), **while other initiatives appeared to be 1-off inputs or events that generated limited onward momentum** (e.g. Green Trade, Climate Resilient Livestock Management), as can be seen in the **Table 16** analysis.

The PAGE project was described by national stakeholders as "the first green procurement project ever in Mongolia", who credited it with "introducing the initial movements", "evolving the processes", managing to overcome hurdles in establishing clear definitions and broadening the topic beyond energy-savings. PAGE's market analysis and identification of priority products (2017) set the stage for collaboration with MOF to incorporate sustainability principles into the national public procurement framework, cascading to provincial level programmes (2018), spurred Amendments to the National Law on Public Procurement and adoption of an associated action plan (2019), which included a directive that the government should purchase recycled paper, recycled ink/toner, use green raw materials for construction, car tires made from recycled materials), supporting the NGDP's target for at least 20% of public procurement to be 'green' by 2020.

Another illustration of contribution to catalysing change was found in PAGE's support (2018) of the Ministry of Construction and Urban Development to develop a new sustainable construction sector policy. Following the government's public expression of commitments to shift to a new building code, PAGE supported stakeholder consultations (2019) to review the draft policy document, which was subsequently adopted. In the meantime (2017), a green school buildings handbook was certified. This valorised PAGE's early support (2016) of a local firm to design a 'green' secondary school that was then applied in another 220 schools over the subsequent four years, with support from the Asian Development Bank. At the same time, UNICEF and GGGI were also working on green school designs in Mongolia and shared information, results, and coordinated on strategic decisions through a Workshop Group established by MET.

In launching a market demand side study, PAGE was a first mover in the area of Sustainable Finance in Mongolia. The World Bank and IFC arrived on the scene at the same time as PAGE (led by UNDP's Finance Initiative, with much smaller funds). IFC technical assistance supported the Mongolian Bankers

Association to develop a Sustainable Finance Roadmap. PAGE, IFC, GGGI, and private sector actors were invited into a Working Group created by the Mongolian Private Sector Association, with support from the Mongolian government. Following PAGE's phasing down in Mongolia (2018), with its much larger resource mobilisation ability and in line with its global priority on sustainable finance, GGGI went on to support the Mongolian Sustainable Finance Association (2017-2019) in establishing the Mongolian Green Finance Association, which got funding from Green Climate Fund (GCF) for downstream projects in industrial energy efficiency, insulation, etc. **While there was tangible cooperation between GGGI and PAGE in Mongolia, this reflected an opportunistic rather than systematic, planned approach.**

Similar echoes were heard concerning collaboration with Green Economy Coalition (GEC). **Missed synergies were put down to having asynchronous activity in the country and the absence of a strategic approach for collaboration.** Although GEC was able to build on PAGE's work ("being accidentally lucky" by collaborating with the same institute that had conducted the Green Stocktaking) by advancing work on air pollution at local district level, PAGE was reportedly not able to leverage the bottom-up impetus for policy change generated by GEC's mandate to galvanize civil society to meaningfully engage in policy processes. A majority (70%) of Mongolian survey respondents (n=10) perceived that PAGE had engaged with other initiatives to a moderate (rather than large) extent.

Initiatives were launched in 2022 with Green Recovery support – the 'Ger and Nature' scheme supporting the goal to develop tourism as a leading economic sector, the Technical Study analysing job creation and emission reduction potential of renewable energy generation in the Agricultural Sector, and the Technical Study to reform energy subsidies. While there are few links with the PAGE Sustainability Strategy formulated in 2018, follow-up projects were planned by UNIDO and UNDP.

Outcome 3: The country has strengthened individual, institutional & planning capacities for IGE action

PAGE actively supported Mongolian universities in integrating green economy concepts into tertiary curricula (e.g. development of new university course on green economy and modelling was piloted in 2018-2019; a new university course on Sustainable Finance was launched in 2019; Green Economy courses were included in Bachelor and Master degree programmes from 2021 (see **Table 16**).

Strengthening of institutional capacities (i.e. training of 480 national and sub-national officials to build understanding of green development concepts) took place during 2013-2016, largely before the implementation of the Operational Strategy 2016-2020. The **intention was to equip public sector staff to carry green development policy work forward**, orient towards the analysis and use of statistical data for evidence-based policymaking and monitoring, etc.

Looking to where these capacities were expected to be deployed, PAGE's Sustainability Strategy (finalised in 2018) identified several aspects, such as integrating sustainability into investment policy, fiscal policy, and regional development policy; adjusting taxation and incentive systems, and cascading green development to local level. Evidence of the latter is seen in the 2018 integration of IGE principles and links to SDGs and NDCs into sub-national planning (this supported Orkhon and Dornogovi *aimags* (provinces) to design green development programmes and motivate local business/communities to engage in green practices, which was later supported by a PAGE small grants programme).

Participation in the Global Green Academy (at the time, as a 2-week training in ILO's International Training Centre in Turin, Italy) was highly appreciated ("it was very inspiring", "eye-opening"). In addition to facilitating sharing of Mongolia's experience with Sustainable Finance, interviewed participants indicated that other PAGE country representatives demonstrated high interest to learn from the country's experience ("others asked us about the methodology, structure, stocktaking exercise", "several calls with consultants engaged by PAGE when later doing these studies in other countries"). Institutional stakeholders mentioned that PAGE's events/workshops/training were "beneficial for us as an organisation", highlighting the value of the approach in taking participants outside of Ulaanbaatar to a camp to discuss the topics ("this was a learning process for us").

In welcoming the PAGE-supported study tour of a Kyrgyz Republic delegation in 2017, this South-South exchange enabled the team to learn about Mongolia's experience in setting up the Mongolia Green Finance Corporation (MGFC). Following a series of bilateral visits, an MoU signed in February 2021 set the stage for ongoing exchange ("the connections that PAGE facilitated are still going on"). With this inspiration, Kyrgyz Republic established its own Green Finance facility, modelled on Mongolia's experience with its MGFC and attracting green finance to the country.

PAGE Added Value

From the survey and interviews⁸², PAGE's added value was identified as follows:

- **Activities were integrated into national planning:** PAGE's outputs approved in 2014 were integrated into Mongolia's Country Action Plan (which was activity-based) approved in 2015; this meant that UNITAR's training activities were fully integrated. ILO's Green Jobs work was part of the Country Plan's Goal #5. UNEP's work was related to SCP activities in the Country Action Plan;
- **PAGE produced seminal reference products** ("when people talk about green economy and green jobs in Mongolia, they refer to these PAGE publications");
- **Built a common language** regarding 'green', 'green economy', 'sustainable procurement', etc. ("the notion of a 'green job' was new"; "we thought that something made from natural resources is green; some people were saying that a green building is made of wood"; PAGE helped to resolve questions like: 'are people who are collecting and sorting waste in green jobs, or not?'; 'Are all people working in the energy sector green job makers?');
- **Synergistic potential:** the combination of green procurement with green fiscal work and eco-labelling in Mongolia shows PAGE's potential to bring together and combine various work areas and instruments to enhance impact;
- **Amplified impact:** the PAGE structure was experienced as increasing information flow amongst the participating UN agencies, e.g. via joint planning, the Technical Team, and through a properly constituted and functioning National Steering Committee; the latter was attributed with "reducing duplication" and providing a context to "complement each other to multiply impact and results";
- **High level of country driven-ness** ("government interest/requests were key to direct where the funds should go");
- **Coordination amongst the UN agencies** was seen as a positive ("PAGE is significant because it's such a collaborative endeavour" and "PAGE excelled in bringing clarity: the involved agencies are concrete in how each contribution will be done" although countering views were also present; e.g. indicating that the participating agencies "just divided the projects by different components, then go in their different directions and come back to make a joint report";
- **PAGE's structure provided a unified touchpoint:** having a single communication channel was seen by country stakeholders as more easily facilitating their contact versus engaging with individual UN agencies ("under the PAGE framework, it was easier for us to be able to talk to them; when they are here in the country on their own, to get their actual support is not easy).

Other Contributing Factors

- **Stability of core group of middle/senior level civil servants:** as the Green Development Policy process was already underway when Mongolia joined PAGE, a Working Group of focal points (mid- and senior level officers) from different ministries was already in place. This stable group of "green economy pioneers" continued to meet throughout PAGE's implementation; their ongoing collaboration acted as a buffer against the changing preferences and priorities in the political arena (i.e. MET's leadership changed 3-4 times during PAGE's core operations where "the emphasis shifted with the changes in political leadership";
- **Leadership of key government counterpart:** MET played a very active role in steering PAGE's work and was described as having a very capable planning unit with good leadership and coordination capacity; its designated focal point was sufficiently resourced, highly engaged and competent ("this was a very good contribution from the government side")
- **Stability, Institutional Authority, and Personal Motivation of National Coordinator:** The same National Coordinator was in place during 2013-2020 for the full implementation of PAGE. Stakeholders commented on her high level of personal engagement as a key factor for PAGE's success, together with being based within the key government counterpart, which heightened

⁸² 21 respondents provided their views through the survey and/or interviews

institutional authority (“her leadership was critical; much was based on her initiative”; success of such initiatives “always depends on the competence and approach of who is leading”);

- **High costs of coordination and consensus approach:** the opportunity to benefit from each agency’s perspective, expertise, and networks had the downside of “super coordination costs” (such costs were primarily incurred before agreement on the Work Plan: “all agencies wanted to tap the limited funding that was available”, which was described as creating “rounds of intensive discussion” – in lieu of finding full agreement, at times, agreement on a partial annual work plan was reached in order to release some funding and launch activities.

Challenges to Moving Forward

- While there was strong national ownership and green economy policy frameworks put in place, the anticipated corresponding shift in transformative green economy implementation has yet to materialize. UN stakeholders pointed to their own “reluctance to move out of the comfort zone”, hesitation to tackle sensitive topics (e.g. subsidies), and an observation that the five UN agencies were working separately (“nobody wanted to take the lead and raise those strategic issues with the government for how to transform on green economy”). The Technical Study initiated in 2022 with Green Recovery support which looks into using economic instruments for resilience actions in future does seem to be a gentle step in that direction.
- Under the PAGE framework, the limited resourcing and pressure to deliver outputs in a short period of time appears to be foregrounded (the investment in the ‘Ger and Nature’ scheme as “something that could be delivered fast” was offered as evidence), potentially downplaying attention on developing a vision of achieving transformational change.
- Connecting policy advice and policy advocacy to downstream action and investment (“the end goal of every research and study should be practical application”). In Mongolia, PAGE tried to build the basic green economy structure at policy level. However, implementation and ‘real-life’ value-add of the green economy (in terms of improvements in well-being for humans and the environment) is not yet evident for all citizens. A national stakeholder observed that nowadays “the sound of Green Economy has been lowered” and indicated that policy makers and practitioners are reluctant to hear about green economy as it is increasingly perceived as a nice theory but without practical implementation and benefits.

Lessons Learned

Several lessons could be learned from PAGE’s work in Mongolia during 2016-2020:

- Leverage gained from building on existing foundation and momentum (“open for green”);
- Integration of PAGE inputs and activities into national planning processes and action plans enhanced uptake and operationalisation of PAGE’s support package;
- Setting clear policy directions and targets for green development provided a coherent overarching framework for guiding and cascading subsequent policy and investment;
- Leadership of government focal point, inter-ministerial cooperation, and personal leadership of National Coordinator have been major levers for success;
- Using a more strategic approach to leverage synergies and complementarities could strengthen efficiency and effectiveness of execution as well as enhance sustainability of results;

Table 16 – Research and Evidence of Policy Influence in Mongolia

An analysis based on a review of selected cases of PAGE support in Mongolia 2013-2020

PAGE in Mongolia 2013-2020

- Policies Supported: 8
- Assessments Undertaken: 23
- National institutions & ministries partnering: 13
- Initiatives providing co-financing: N/A

Topics	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Impact
	Providing evidence to frame debates; informal discussions; getting issues onto the agenda	Public statements supporting policy change	Opening new spaces for dialogue; building community of practice; arrangements for collaboration	Change in legislation, national and sectoral policies, systems; provision of financial and human resource allocations	Implementation of policies, legislation, conventions, systems; financial resources disbursed; human resources placed	
National Policy Level						
1. Building a national green development framework	<p>2013: PAGE planted notion that the country can adopt IGE through:</p> <ul style="list-style-type: none"> • evidence-based policy appraisal and economic modelling • sectoral reform in finance, construction, public procurement, jobs, education <p>2013: PAGE supported development of national framework: National Green Development Policy (NGDP) with clear goals for green development via SCP; sustainable ecosystem carrying capacity; and increased investment in natural capital, human development, green technology, and green lifestyle and education</p> <p>2018: PAGE report analysed how existing green development</p>	<p>Feb 2013: Mongolia's Environment and Green Development Minister announced commitment to green & sustainable growth and entry to PAGE at World Environment Day hosted in Ulaanbaatar</p> <p>2014: NGDP adopted by Parliament, linked to Nationally Determined Contribution (NDC)</p> <p>2014: Cabinet approved Action Plan (incorporating many PAGE initiatives; over 30 activities – MTE, p5) to support NGDP's implementation</p> <p>July 2016: newly elected government says that it has prioritized environmentally sustainable and socially inclusive development, i.e. Parliament committed to reduce national GHG emissions by 14% by 2030</p>	<p>March 2014: Ministry of Environment and Tourism and Ministry of Finance co-signed decree to establish Technical Committee with inter-ministerial representation</p> <p>By 2017: adoption of NGDP and Action Plan, with framework to measure and monitor progress re: targets</p> <p>2017: adoption of cross-sectoral national plans and strategies that integrate IGE goals/targets</p> <p>Feb 2018: Orkhon <i>aimag</i> Citizens' Representatives Presidium approved Sustainable and Green Development Policy</p>	<p>2015: NGDP framework cascaded to provincial level: 4 <i>aimags</i> adopted medium-term development programs based on NGDP principles & Sustainable Development Vision, with five <i>aimags</i> working on final drafts</p> <p>2018: integration of IGE principles and links to SDGs and NDCs into sub-national planning (supported Orkhon and Dornogovi <i>aimags</i> to design green development programmes and motivate local business/communities to engage in green practices (supported by PAGE small grants programme)</p> <p>2020: government replaced NGDP with Vision 2050 (this integrates many parts of the 2014 Green Development Policy)</p>	<p>Feb 2016: Parliament ratified Sustainable Development Vision 2030</p> <p>2018: National Green Development Strategy (NGDS) established as formal national framework (with follow-up actions to sustain PAGE results)</p> <p>2021: New Recovery Policy passed (as 1st part of Vision 2050 program to diversify economy)</p> <p>2021-22: a new unit was established under Prime Minister's Office to steer nation's green recovery; a new Ministry of Economy and Development and a new Ministry of Digitalization were also established</p>	<p>By 2030, Mongolia is transforming its economy to eradicate poverty, increase social equity and decent jobs, strengthen livelihoods and environmental stewardship, and sustain growth in line with SDGs (from Logframe Oct 2017)</p> <p>Intention: contribution to SDG 17, target 17.14 by enhancing policy coherence – and SDG 8, target 8.3 by supporting development-oriented policies</p> <p>Intention of cascade to provincial level: contribution to SDG 13, target 13.2 by integrating climate change measures into policies – and SDG 17, target 17.14, by enhancing policy coherence</p>

	<p>policies contribute to mainstreaming gender in NGDP implementation</p> <p>2020: Green Economy Policy Review pilot tested</p> <p>2022: UNIDO fiscal policy study to use economic instruments for resilience actions (e.g. energy financing)</p>	(as part of Sustainable Development Vision 2030)				
2. Macro-economic modelling	<p>2014: PAGE supported national research centre Economic Policy and Competitiveness Research Centre (EPCRC) to carry out modelling and policy assessment, after building their capacities to use PAGE's (UNEP) Threshold 21 (T21) modelling tool</p> <p>Policy recommendations for 4 sectors: energy, construction, solid waste, water</p> <p>2018: completion of Green Economy Policy Assessment Report</p>	<p>NGDP and its associated Action Plan are underpinned by results of the modelling and policy assessment showing 4.2% growth could be achieved by investing in 'green' economy versus 2.4% growth scenario of continuing with 'brown' economy (2017)</p> <p>Modelling results used to give credibility/make more robust NGDP and its linked Action Plan</p>	<p>2017: this study's policy recommendations were shared/discussed through national consultations</p> <p>2017: National government hosted Sustainability Week, widely covered by media</p>			<p>After 2020: using capacities built under PAGE, EPCRC has subsequently partnered with Green Economy Coalition</p> <p>Intention: contribution to SDG 17, targets 17.18 and 17.19 by developing measures of progress on sustainable development and supporting capacity-building</p>
3. Development of Green Development Indicators	<p>2015: in collaboration with National Statistical Office and GGGI, PAGE helped define indicators for measuring progress in achieving the NGDP</p> <p>2017: Finalised Green Jobs Report</p>		<p>July 2017: National government used own budget resources to operationalise these indicators, thereby enabling continuous monitoring of implementation, including information on green jobs through a regular Labour Force Survey</p>	<p>2017: Cabinet approved list of indicators to measure progress towards NGDP</p> <p>2022: National Statistical Office submitted budget to government to run Training of Trainers on Green Job Indicators' module to be included in its work program</p>		<p>Intention: contribution to SDG 17, target 17.19 related to developing measures of progress on sustainable development</p>
4. SDG-based environmental budgeting	<p>2019: UNDP expenditure trend analysis / exercise to align budgeting with SDG priorities & indicators covering 3 areas (special protected areas, desertification & land</p>		<p>UNDP Mongolia worked with Ministry of Finance to integrate SDGs (covering sectors & processes) into its budget cycle</p>	<p>Completed Fiscal Analysis of Environment and Tourism Sector, supporting implementation of Agenda 2030 in Mongolia</p>	<p>State and local budget decision-making done in coherence with / accounting for SDGs</p>	

	degradation, water resources management)		2020: UNDP did validation (trips to selected provinces) to monitor implementation of SDGs budget at local government level and did policy objectives mapping	Updated approval of Vision-2050 (Mongolia's long-term development policy vision document)		
5. Energy Subsidy	2022: Technical Study being finalised to reform energy subsidies in line with government's Action Plan 2020-24 (established for COVID-19 recovery)					
Sectoral and Thematic Reform						
6. Sustainable Procurement	2017: advance of PAGE workstream and training that includes sustainable public procurement: PAGE launched 1 st green procurement project ever in Mongolia	2014: NGDP's Action Plan contains actions on Sustainable Public Procurement 2017: Ministry of Finance expressed commitment to integrate Sustainable Public Procurement into country's procurement law (MTE, p5)		2018: Provincial governments of Orkhon and Dornogovi <i>aimags'</i> programmes include promotion of green procurement	2019: Amendment of law on Public Procurement (it defines what is green procurement); adoption of associated Action Plan	
7. Sustainable Finance Mechanisms	2016: PAGE supported Ministry of Environment & Tourism, Mongolian Bankers Associations to establish green credit fund; worked with GGGI and UNEP Finance Initiative to mobilize private finance 2018: roadmap for sustainable finance	Nov 2016: Findings of market study of demand for green financing presented in National Forum (to push for creation of enabling policy environment for green finance)		2017: Sustainable Finance Roadmap approved by financial regulatory committee 2018: Green Credit Fund operationalised	March 2022: At high level event organised under President's leadership, government adopted 2 nd Sustainable Finance Roadmap (developed with GCF funding and EBRD support, to bring green development and growth to non-banking financial sector)	
8. Green Buildings and Construction	2016: UNEP's support to local firm (NAP LLC) to design green secondary school to apply for 220 schools over next 4 years 2018: PAGE supported Ministry of Constructions and Urban Development with developing a new	2018: PAGE asserts that Mongolia is moving towards a new green building code	2019: PAGE supported stakeholder consultations to review draft Construction Sector policy document, integrated IGE concepts, sustainable development, climate change	2017: Certification of green school buildings handbook	2019: Adoption of national policy in construction sector	

	<p>sustainable construction sector policy</p> <p>2018: PAGE supported development of training module and handbook on green building design and architecture</p> <p>PAGE supported Green Construction standards (unclear if adopted)</p>					
9. Waste Management	<p>2017: study of industrial waste management and recycling industry</p> <p>Baseline study on waste from end-of-life vehicles to assess feasibility for local SMEs to process & recycle waste, together with financing solutions</p>				<p>May 2017 approval of renewed Law of Mongolia on Waste Management</p> <p>Mongolian government approved two allocations to be used for appropriate handling of end-of-life vehicles and processing of used tires</p>	<p>Intention: contribution to SDG 12, targets 12.4 and 12.5 related to promoting environmentally sound management of all wastes (including chemicals) and reducing waste generation</p>
10. Green Trade	<p>2017: 3 events (2-day training, an expert workshop, stakeholders' roundtable) on green economy & international trade to identify and harness opportunities</p> <p>2019: 2 workshops for 9 <i>aimags</i> to develop green entrepreneurship and project plans</p> <p>PAGE collaborated with UNEP's Trade Hub to do stock-taking report of trade-related green economy policies, analyses of opportunities and barriers (especially for meat and cashmere sectors)</p>					<p>Intention: contribution to SDG 17, targets 17.9 and 17.11 aimed at increasing green trade opportunities</p>
11. Climate Resilient Livestock Management	<p>2018: PAGE supported establishment of public-private investment facility</p>					

	to incentivise greener cashmere value chains					
12. Renewable Energy (under Green Recovery)	2022: Technical Study being finalised that analyses job creation and emission reduction potential of renewable energy generation in agribusiness sector					
13. Community-based Eco- and Cultural Tourism (under Green Recovery)	2020: PAGE supported 'Ger & Nature' scheme, supporting Action Plan 2020-24's goal to develop tourism as a leading economic sector		2021: 'Ger and Nature' presented to wider public through Mongolian Tourism Association's International Travel Mart (theme: Tourism for Inclusive Growth)			
Strengthening Capacity						
14. Individual capacity building	2013-2016: Skills development: trained 480 national and sub-national level officials					Intention: contribution to SDG 4, target 4.7 related to enhancing knowledge and skills to promote sustainable development
15. National Green Economy Learning Strategy	Review of national learning needs/priorities		National Green Economy Learning Strategy, based on systematic review of national learning needs and priorities	Transformed into an MET sub-programme that informs government's Action Plan for Education for Sustainable Development and the new Higher Education Policy		Intention: contribution to SDG 17, target 17.6 related to enhancing multi-stakeholder partnerships that mobilize and share knowledge and expertise
16. Education for Sustainable Development	2017: PAGE supported Mongolian universities in integrating green economy concepts into tertiary curricula 2018: PAGE support led to development of new university course on green economy & modelling; piloted in 2018-19 academic year 2019: new university course on sustainable finance launched		2019: new university course on sustainable finance tested Oct 2020: Introductory green economy e-course launched during Green Technology Exhibition	2018: Mongolian State University of Life Sciences integrated some elements of UNITAR's e-course on Green Fiscal Reform into ungraduated syllabus of economics and business 2018: National University of Mongolia and University of Finance and Economics offer Green Economy modelling course Oct 2021: Mongolian University of Life Sciences' President approved Green Economy course inclusion in		Intention: contribution to SDG 4, target 4.7 related to enhancing knowledge and skills to promote sustainable development

				2 Bachelor's degree programs and as an elective in new Master degree program on Environmental Economics		
17. South-South Exchange	2018: PAGE supported exchange (2 study visits) between Mongolia and Kyrgyz Republic related to Sustainable Finance 2021: 2 Mongolian representatives went to Green Economy Week in Kyrgyz Republic July 2022 Mongolia hosted Kyrgyz Republic delegation for ongoing exchange	Feb 2021: MoU signed between Mongolia and Kyrgyz Republic, setting stage for ongoing exchange				Intention: contribution to SDG 17, target 17.9 related to international cooperation
18. Capacity Building on Green Jobs (under Green Recovery)	2021: Trained 40-50 nomadic herders about Decent Work, Labour Standards, Green Jobs as a pilot for scaling-up for 'just transition'					

Ghana

Context

Ghana joined PAGE in 2014 and had already been associated with UNEP's earlier Green Economy Initiative and conducted the Green Economy Scoping Study (2013). UNIDO, had also started piloting green industry work. Finally, an Inter-Ministerial Committee on GE had been established.

Starting with the 2010 publication of *Ghana Goes for Green Growth*, the government recognized the importance of a shift to a green economy. Before joining PAGE, Ghana had adopted a medium-term development strategy - the *Ghana Shared Growth and Development Agenda (GSGDA) II*, and had a rich policy landscape with the *Environmental Fiscal Reform Policy (EFRP)*, National Climate Change Policy (NCCP), National Climate Change Adaptation Strategy, 2012 (ed by UNEP and UNDP) and the National Climate Change Master Plan (NCCMP) among others.

Ghana had also engaged in a multitude of programmes and projects around GE, primarily focused on capacity building and climate change⁸³.

Ghana had seen significant economic growth in the early 2000s, boosted mainly through revenue from the oil and gas sector. This provided an opportunity to mobilize and channel resources into green investments to ensure equitable and just growth for all, in a context of natural resources depletion and environmental degradation (i.e. Ghana had experienced one of the highest deforestation rates).⁸⁴

Overall Objectives and Challenges to be Addressed

The main challenges identified were awareness of the green economy concept (although usage of the term had started⁸⁵), availability of data needed for planning green economy activities, and coordination across government actors. PAGE's Green Economy Stocktaking also noted that multiple actions and initiatives implemented by various stakeholders were underway, which needed to be mapped and tracked in order to capitalise on the knowledge and experience that had been gained⁸⁶.

The Government request to join PAGE was consistent with its 2014-2017 GSGDA II, where one objective was to *"promote the adoption of the principles of green economy in national development planning"*⁸⁷ within the framework of sustainable natural resource management. The overall objectives of the PAGE followed the proposed PAGE framework:

- Outcome 1 – Ghana has reinforced and integrated inclusive green economy goals and targets into SDG-aligned national economic and development planning through multi-stakeholder collaboration.
- Outcome 2 – Ghana has implemented evidence-based sectoral and thematic reforms in line with national green economy priorities,
- Outcome 3 – Ghana has strengthened individual, institutional, and planning capacities for inclusive green economy action.

The project was interrupted or slowed down in between 2016 and 2017, explained by several factors: i) election and change in government, ii) a change in the lead UN agency from UNIDO to UNDP (UNIDO had no longer a country presence, while UNDP had), iii) change in national coordinator.⁸⁸ In 2017, PAGE had successfully reconvened the National Steering Committee, and established a rebuilt log-frame and work plan.⁸⁹

⁸³ PAGE, Ghana's Transition to a Green Economy: A Stocktaking Report, 2015.

⁸⁴ Id.

⁸⁵ UNEP, Green Economy Study Ghana, 2013.

⁸⁶ PAGE, Ghana's Transition to a Green Economy: A Stocktaking Report, 2015.

⁸⁷ Ghana Shared Growth and Development Agenda (GSGDA) II 2014-2017.

⁸⁸ PAGE Management Board Meeting, February 2016, and PAGE Annual Progress Report 2016

⁸⁹ PAGE Annual Progress Report 2017.

Changes that Have Taken Place

Outcome 1: The country has reinforced and integrated IGE goals and targets into SDG-aligned national economic and development planning through multi-stakeholder collaboration

Coordination and Collaboration through the NSC: PAGE support has enabled coordination and collaboration between Ghana governmental organisations, through the national steering committee. The NSC was attended by 13 to 17 representatives of UN agencies, Ministries (See box), and other Ghana organisations (e.g. private sector). While some interviewees mentioned the challenges in reaching out to national stakeholders, there are also evidence that the NSC provided a platform for collaboration and sharing information (Government representatives interview). In the context of Ghana this was essential. A Presidential Committee on Environmental and Natural Resources which serves as the main overarching mechanism for up-taking climate change and green economy advances was also following progresses of PAGE.

Ghanaian Organisations represented in PAGE National Steering Committee

- Ministry of Environment, Science, Technology and Innovation (PAGE Government Focal Point)
- Ministry of Finance and Economic Planning National Development Planning Commission
- Ghana Private Enterprise Federation
- Environmental Protection Agency
- Ministry of Employment and Labour Relations
- Ministry of Trade and Industry
- Energy Commission
- Ministry of Energy
- Directorate of Crop Services – Ministry of Food and Agriculture
- Ministry of Tourism, Culture and Creative Arts
- Ecobank
- University of Ghana
- Ghana National Cleaner Production Centre (GNPCPC)

The NSC included the coordinator of and ministries whose portfolios overlapped with SWITCH Africa Green, thereby providing access to a larger network and outreach opportunities, as well as enabling the Government to facilitate the coordination. Though it was not always clear to establish links between PAGE and other development partners, work on green economy elements, such as the European Delegation’s work on circular economy. Despite the coordination platform, this shows that coordination within Ghanaian institutions was still challenging.

Coordination of planning: There is evidence that PAGE contributed to increased coordination in the Ghana planning process. PAGE contributed to mainstreaming GE and the SDGs into development planning for Metropolitan, Municipal and District Assemblies (MMDAs) through producing a manual, consultation workshops and providing training. PAGE targeted 20 MMDAs. Through its collaboration with GIZ (which was supporting the Commonwealth Local Government Forum by implementing similar interventions), PAGE was able to reach a total of 100 MMDAs and expand the scope of the work to include local economic development in addition to green economy and climate change. According to PAGE’s Progress Report, the MMDAs’ orientation informed the Medium-Term National Development Framework (2018-2021) This achievement can also be measured by other development partners’ efforts in following-up and engaging in scaling-up capacity strengthening in mainstreaming and planning for green economy and SDGs. According to the PAGE national coordinator, the World Bank is now interested in expanding the work in other MMDAs.

Green economy mainstreamed in development plans at both national and sub-national levels and built capacities to take informed decisions. PAGE developed detailed manuals for processes strengthening. In Ghana, the work was initiated on the implementation of the Ghana Shared Growth and Development Agenda II (2014-2017) and National Climate Change Policy by outlining priority sectors and activities for the coming years through a multi-stakeholder process.⁹⁰ Besides consultations and stakeholders engagement, PAGE provided analysis and tools that mainstream IGE and favour policy coordination, through assessing and stocktaking GE opportunities and challenges (i.e. Ghana Green Economy Stocktaking), developing indicators to track progress (i.e. This work provided a framework for sound reporting to the international community through the Voluntary National Review on progress towards SDGs, further embedding sustainability in the planning culture. A specialist committee to ensure coherence and data quality, was established.

Outcome 2: The country is implementing evidence-based sectoral and thematic reforms in line with national inclusive green economy priorities

Results in terms of implementing reforms have been limited despite PAGE work on supporting policies. As mentioned above, there was already many policies when PAGE started. In 2014, the NSC

⁹⁰ PAGE Annual Progress Report, 2015.

identified green industry and trade as starting points to catalyse green growth, which led to a Green Industry and Trade Assessment.⁹¹ In 2015, the Green Economy Scoping Study identified two additional priority sectors: agriculture and forestry. Based on these analytical studies, and discussion with government counterparts, the NSC agreed in 2016 to work on advancing various evidence-based sectoral reforms, including support for the development and promulgation of relevant fiscal, industrial and labour "green" policies.⁹² The change in PAGE set-up in Ghana and the stakeholder engagement process resulted in delays.

PAGE policy influence was limited but did provide elements aligned to the work on the Ghana Sustainable Financing Framework, such as the Green Finance Study and training for practitioners in the space of green finance. The private sector will benefit from the increased awareness on how to access green finance, especially access on green finance for micro, small and medium-scale enterprises (MSMEs). PAGE also supported the formulation of a national strategy on green jobs which is expected to provide a framework to operationalise Ghana's National Employment Policy.

Demonstration projects. PAGE engaged into demonstrations projects for efficiency in the steel and palm oil industry, with the aim to influence policy and programmes on resource efficiency. If the projects have i) raised awareness, ii) increased discussions between the Ministry of Trade and Industry, the Environmental Protection Agency, the Ghana National Cleaner Production Centre, and the Association of Ghana Industries between and iii) served as a platform to share other examples of on-going resource efficiency policies and programmes in South Africa and Tunisia, it did not lead yet to policy change.

Outcome 3: The country has strengthened individual, institutional & planning capacities for IGE action

There is evidence that PAGE has strengthened institutional capacities for GE. (See further on the support to MMDAs above) PAGE sustainability plan highlights that: *"As of 2018, relevant sector Ministries, Departments and Agencies (MDA) have improved their capacity and have operationalized concrete actions for mainstreaming climate change and green economy actions in their work"*. Some government partners also felt that the support from five UN agencies gave a push for accountability towards global commitments, and *"legitimised the Environmental Protection Agency's work"*.

The material provided by PAGE, such as manual was considered as helpful to ensure further training, and an interviewee also mentioned the Global Green Academy.

Furthermore, PAGE led to introduction of GE in the curricula of primary and secondary schools, which have been adopted by the Ministry of Education, as well as developed a course on green finance targeting public officials and other stakeholders involved in financial, economic, and specific policy design and implementation; delivered by the University of Ghana Business School (2019).

Other changes

Private sector commitment. The Private Enterprises Federation and the Bankers Association of Ghana, alongside government counterparts, are working on the development of green finance for small- and medium-scale enterprises.⁹³

Inclusion of gender dimension in key policy documents. The National Climate Change and Green Economy Learning Strategy included provisions to develop expertise on gender mainstreaming, gender sensitive indicators, monitoring and evaluation and an action plan to strengthen the implementation of gender responsiveness in disaster risk management.

PAGE Added Value

PAGE added value was assessed through the survey and interviews⁹⁴.

- Leverage access to other government organisations and to information and data.

⁹¹ PAGE Annual Progress Report, 2014.

⁹² PAGE Annual Progress Report, 2016.

⁹³ PAGE Annual Progress Report, 2020.

⁹⁴ 8 respondents provided their views through the survey and/or interviews.

- Catalyse fund and support from other development partners.
- Pool expertise of the five UN agencies, and coordination role of PAGE, linking all aspects of IGE.
- Combination of on-the-ground UN presence with global expertise – and combination between planning, strategic work, and implementation/actions on the ground.

Other Contributing Factors

- Ghana faces the power of industrial lobby groups which constraints decision making towards GE.
- Many development partners are engaged in Ghana to support the country in moving towards the realisation of SDGs.

Challenges to Moving Forward

The main challenges identified were related to coordination and financing actions to move towards sustainable development.

Ensuring coordination within and across national institutions. While PAGE mechanisms supported the collaboration and coordination of activities on IGE, there remain questions on the government engagement in cross-sectoral work and capacities to coordinate and prioritise.

There remains a need to develop and finance investment plans for IGE. Strategies to mobilise resources are missing. Without a strong strategy to mobilise funds, plans may not be fully implemented.

Lessons Learned

The main lessons learned arise from PAGE processes in itself:

- Processes for countries to graduate, need to be clarified, especially on the potential follow-up with UN agencies. It is equally important to plan an exit strategy adequately.
- Local presence of the lead UN agency is critical. It facilitates stakeholder engagement, complementarity with others and access to expertise.
- It is essential to plan on how to engage with government partners. Preliminary diagnosis and stocktaking activities may well be best considered before engaging with partners.
- It is equally important to define strategic priorities in line with the specificities of the country context and which have the strongest potential for sustainable and transformative changes. A too wide portfolio of activities, not enough embedded or synergetic, may not translate into transformative changes.
- **The National Coordinator is key to engaging with national counterparts and to the effectiveness and efficiency of PAGE's work.**
- Coordination amongst PAGE funders at national and global level is essential to ensure complementarity amongst PAGE in-country work and PAGE funders' bilateral cooperation programmes.

Table 17 – Research and Evidence of Policy Influence in Ghana

An analysis based on a review of selected cases of PAGE support in Ghana 2016-2020

PAGE in Ghana 2016-2020

- Policies Supported: 1
- Assessments Undertaken: 9
- National institutions & ministries partnering: 17
- Initiatives providing co-financing: 1

Topics	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Impact
1. Mainstreaming NDC and SDG implementation in local and national planning	<p>Ghana's Transition to a Green Economy: a Stocktaking Report, 2015</p> <p>Manual for Mainstreaming Climate Change and Green Economy SDGs into the Development Plans of MMDAs, 2017</p> <p>Support to Medium-Term National Development Framework (2018-2021) set a clear pathway towards transitioning to a green economy</p>		<p>Selected MMDAs and relevant sector representatives have sound understanding of how to mainstream NDC and SDG implementation in local planning and can identify practical opportunities for leveraging green investments in their jurisdictions.</p> <p>MMDAs Medium-Term Development Plans informed Ghana Medium-Term National Development Framework (2018-2021)</p>		280 staff of 24 MMDAs across the three regions of Northern Ghana received training on the use of the manual for mainstreaming climate change and green economy-related SDGs into development planning (2018)	SDG 12, target 12.1 by incorporating sustainable production and consumption into national policies, and SDG 17, target 17.14, by enhancing policy coherence for sustainable development. Work to develop metadata aligns with SDG 17, target 17.18, by providing capacity-building to increase the availability of high-quality, timely, and reliable disaggregated data.
2. Development of Meta-data to monitor SDGs related to Climate Change and GE			<p>PAGE supported Ghana Statistical Services (GSS) – in collaboration with the Ministry of Environment, Science, Technology and Innovation (MESTI) and the National Development Planning Commission (NDPC) – to develop metadata for climate change and green economy-related SDGs. (2019)</p> <p>This work enables sound reporting to the international community through the</p>		<p>162 statisticians trained in its use across the country (2019)</p> <p>Training was taken over by National Development Planning Commission (NDPC), Ministry of Environment, Science, Technology and</p>	Presidential Committee on Environmental and Natural Resources contributes to Ghana's achievement of its

			Voluntary National Review framework. A specialist committee to ensure coherence and data quality.		Innovation (MESTI) and the GSS Presidential Committee on Environmental and Natural Resources an entry point at the highest political level to drive actions on climate change and green economy	emission targets (Paris Agreement and SDG 13)
3. National institutions to support Green Economy Advancements			Coordination: A Presidential Committee on Environmental and Natural Resources has been established with a mandate to coordinate the government's intervention in the fight against illegal small-scale mining			
4. Green Finance	Study on access to and opportunities for scaling up green finance for micro-, small- and medium-scale enterprises (2019)		A working group with representatives from the Ministry of Finance, MESTI, Private Enterprises Federation, Bankers Association of Ghana, and the Banks of Ghana set-up to provide technical support and guidance to the study (Collaboration)			The work supports SDG 17, target 17.3, on mobilizing additional financial resources from multiple resources, and target 17.16, by facilitating multi-stakeholder partnerships.
4. Skills for Green Jobs	National study on skills for green jobs identifying needs, gaps and recommendations to meet the capacity demands in Ghana (2020) Economic model with the Environmental Protection Agency (EPA) to measure the impacts on jobs of Ghana's NDC. PAGE self-paced e-course on Sustainable Finance			Strategy for green jobs in line with Ghana's NDCs (2020)	Development of a course on green finance targeting public officials and other stakeholders involved in financial, economic and specific policy design and implementation; delivered by the University of Ghana Business School (2019) Development of a course syllabus (2020) Pilot training (2020)	Contribute to SDG 8, target 8.5, focused on decent work for all.

<p>6. Resource Efficiency</p>	<p>2019 workshop for firms in the steel and palm oil sectors, together with resource efficiency demonstrations</p> <p>2020, PAGE completed further pilot studies on energy audits and efficiency for the palm oil and steel sectors</p>		<p>PAGE collaborated with the Ministry of Trade and Industry, the Environmental Protection Agency, the Ghana National Cleaner Production Centre and the Association of Ghana Industries for wider consultation and advice during the demonstration</p>	<p>Raised awareness about the benefits of energy efficiency and related methodologies within government institutions and industry in Ghana.</p> <p>Exchange of experience across countries: presented applicable resource efficiency programmes in South Africa and Tunisia that could be adopted in Ghana</p>	<p>Training on the implementation of Energy Management Systems (EnMS) within identified energy-intensive industries. Valuable EnMS implementation lessons from the Ghanaian mining sector can be disseminated in support of the same development in the steel and palm oil sectors</p> <p>PAGE has also facilitated the training of mining sector engineers and business managers on ISO 50001 certification.</p>	<p>Contribute to SDG 8, specifically targets 8.2 and 8.3 on achieving higher levels of economic productivity, and SDG 9, target 9.2 on promoting inclusive and sustainable industrialization.</p>
<p>7. IGE in School Curriculum</p>			<p>Collaboration amongst Environmental Protection Agency, the Ghana Education Service and MESTI around Learning materials</p>		<p>Introduced green economy in the curricula of primary and secondary schools</p> <p>600 teachers were trained in person in 2019, and 200 additional primary school teachers were trained in 2020</p>	<p>Support the achievement of SDG 4, target 4.7, by ensuring that all learners acquire the knowledge and skills needed to promote sustainable development, and SDG 13, target 13.3, by improving education, awareness-raising and human and institutional capacity on climate change mitigation.</p>
<p>8. Media Training</p>	<p>In July 2015, with 15 media houses attending and media coverage from national outlets. Another two events took place in June and July 2018, with 60 media</p>					

	practitioners informed on IGE principles in order to enhance future reporting					
--	---	--	--	--	--	--

South Africa

Context

South Africa joined PAGE in 2015 and was already committed towards implementation of the Rio+20 outcomes and was well-engaged in taking up a green economy approach to development. In 2011, South Africa set up a Green Fund under the Ministry of Environment that provides catalytic finance for investment in green initiatives to support South Africa's transition towards a low carbon, resource efficient and climate resilient development path⁹⁵. South Africa was also engaged with UNEP to test the effects of investing in green economy and modelling scenarios, which are presented in the South Africa Green Economy Modelling (SAGEM) report⁹⁶, which attests that *the 2011 Cabinet endorsed the National Strategy for Sustainable Development and Action Plan, which identified five strategic priorities (among which) green economy.*⁹⁷ Furthermore, several policy documents linked to the green economy including the South Africa National Development Plan 2030; it identified green economy as a catalyst to *promote deeper industrialisation, energy efficiency and employment*⁹⁸. By 2011, the government had gained commitment to pursue green economy from business representatives, organised labour organisations and local community representatives through the Green Economy Accord.

Areas identified in South Africa's National Development Plan (NDP) 2030 to promote green economy:

- The development of environmentally sustainable green products and services, including renewable energy technologies.
- Creation of jobs in niche markets where South Africa has or can develop a competitive advantage.
- Investment in consumer awareness, green product design, recycling infrastructure and waste-to-energy projects to becoming a zero-waste society.
- The emergence of small, medium and micro enterprises in areas such as waste management to reduce unemployment, poverty and income inequality.
- Aligning the national skills development strategy with the requirements of the green economy.
- Fiscal interventions and reform in relation to carbon pricing, incentives for the green economy, and promoting performance against environmental indicators by local government.
- The development and marketing of niche products and services is encouraging the domestic manufacture of green technologies
- Green economy zones. These zones have proven potential to create "green jobs", where short-term state intervention could leverage significant private development. For example, areas in the Northern Cape offer potential for solar and wind energy.
- Attention to developing green economies in rural areas, especially in relation to producing renewable energy, sustainable tourism, farming and water-usage.

Challenges to be Addressed and Overall Objectives

Challenges to be addressed: The main challenges identified were financial resources, capacities (expertise at scale and capacitated government institutions) and coordination across responsible departments of local government and municipalities to ensure that plans and strategies would be supported, adopted, and understood by all relevant stakeholders⁹⁹. PAGE's Green Economy Inventory also identified a need for policy alignment and coherence, in light of the 32 green economy-related policies and strategies at the start of the partnership.¹⁰⁰ It also noted that multiple actions and initiatives implemented by various stakeholders were underway, which needed to be mapped and tracked in order

⁹⁵ The Green Fund provides financing support to projects under three windows: i) green cities; ii) low carbon economy, iii) natural resource management.

⁹⁶ UNEP (2013). Green Economy Modelling Report of South Africa: Focus on Natural Resource Management, Agriculture and Transport Sectors.

⁹⁷ Id.

⁹⁸ South Africa National Planning Commission, 2012. National Development Plan 2030. Our Future-Make it Work.

⁹⁹ Renewing South Africa's Growth Plan – the NDP is Green on the Other Side.

¹⁰⁰ PAGE, SA Department of Environmental Affairs, 2017. [green_economy_inventory_for_south_africa.pdf \(un-page.org\)](https://un-page.org/green_economy_inventory_for_south_africa.pdf)

to capitalise on the knowledge and experience that had been gained and facilitate its spread to other provinces¹⁰¹.

Objective: South Africa’s government saw PAGE as a platform to share the country’s experience, forge partnerships, facilitate entrepreneurship and enhance skills building initiatives¹⁰². PAGE focused on coordinating action and forming collaborative partnerships to effectively and efficiently deliver on the country’s vision of transitioning to a “low-carbon, resource-efficient and pro-employment development path”. This included:

- Contribution to better policy coordination and deepened collaboration around green economy policy, planning, and implementation;
- Identification of and support to economic sectors ready for green economy transformation;
- Strengthened institutional capabilities through enhanced green economy learning and training and knowledge sharing platforms.

Changes that Have Taken Place

This section reflects the adjustment made to tailor PAGE support to South Africa’s needs.

Contribution to better policy coordination and deepen collaboration around green economy policy, planning and implementation.

PAGE mechanisms of implementation at country level and its activities facilitated policy coordination and more generally deepened collaboration around green economy.

In March 2016, a **National Steering Committee (NSC)** was established, regrouping the Department of Forestry, Fisheries and Environment (DFFE), the Department of Trade, Industry and Competition (DTIC), as well as the Department of Science and Innovation (DSI). The interviewees **all found that the NSC was a good technical collaboration platform. The platform has been maintained after PAGE closure.** Between 2016 and 2020, six cross-sectoral workshops were held, enabling consultations and stakeholders’ engagement on IGE. Through its activities targeted at national and sectoral levels analysis, modelling, etc., **PAGE also engaged with and facilitated collaboration between 19 SA institutions**, spanning across public and private stakeholders groups, CSOs, academia and think tanks. Furthermore, PAGE extended stakeholder engagement in SA to province and municipality, as for example evidenced by the move of nine SA provinces in drafting IGE strategies.

1. Two (2) validation workshops on the Green Economy inventory, 2016
2. National PAGE forum, 2016
3. Participation in UN Environment national stakeholder workshop to identify priority work areas, 2017
4. Green economy indicators stocktaking workshop, 2018
5. Validation workshop for IGE indicators as part of the development of the GEP Measurement Framework for South Africa, 10 July 2019
6. Stakeholder workshop for Green Economy Progress (GEP) Measurement Framework, 19 November 2020

Besides consultations and stakeholders engagement, PAGE provided analysis and tools that mainstream IGE and favour policy coordination, through assessing and stocktaking IGE opportunities and challenges (i.e. SA Green Economy Inventory), developing indicators to track progress (i.e. Green Economy Progress Measurement Framework), and alignment with existing plans and policies. These analyses and tools provided a “*solid foundation*” to develop, measure and assess national policies relating to sustainability and green economy. More importantly, several activities contributed to the alignment of IGE goals with national plans. As mentioned, PAGE support started in a context of already existing commitments to IGE, and as such the UN agencies engaged in aligning with the Medium-Term Strategic Framework 2014-2019, and strengthening capacities for further planning such as PAGE support to the National Planning Commission in developing the 2050 Vision and Pathways for a Just Transition to a low carbon, climate-resilient economy and society.

¹⁰¹ Id.

¹⁰² South Africa Ministry of Environmental Affairs, 2014. Application letter to join PAGE.

Interviewees found that **PAGE contribution to coordination and collaboration led to an increased policy coherence around IGE**, a “*major outcome*”. There are also evidence of influence to integrate IGE goals and targets in socio-economic development plans, such as the Provincial IGE Strategies, PAGE economic analysis of SA Economic Reconstruction and Recovery Plan and PAGE support to building scenarios in transitioning to a low carbon economy in the medium to long term..

Identification of and support to economic sectors ready for green economy transformation

PAGE directly contributed to the identification of priority economic sectors for IGE transformation, and engaged in consultations, supported analysis and modelling to advance towards transitioning the industry, energy, agriculture and water sectors. This provided perspectives on new industrial pathways, but did not yet translate in concrete reforms adopted and implemented. The lack of results in terms of reforms is explained by:

- PAGE ambitious workplan targeted too many activities in different sectors not allowing to work on the full chain of inputs leading to such change (e.g. intervention in the energy sector)
- The SA context with multiple layers of lobbying and strategic considerations on loss of jobs and risk of instability.
- The time needed to influence, proceed with and adopt enabling policies, regulations in “sensitive sectors” (i.e industry and trade, energy and mining)
- In some cases, the quality and delays of PAGE inputs.
- The lack of PAGE mechanisms to get traction and influence policy makers.
- The lack of clear strategy for influencing and/or allying with multilateral development banks to drive changes through action on the ground, and consistent economic models.

In the latest phase, PAGE supported young entrepreneurs by raising awareness on finance and providing business development training (i.e. 2020 Driving Force for Change Challenge), **enabling behaviour changes towards new business models**.

Strengthening institutional capabilities through enhanced green economy learning and training and knowledge sharing platforms

Seven partner institutions were engaged and trained to deliver IGE policy analysis, IGE training, develop IGE-related policies and to lead policy processes and stakeholder consultations (see box).¹⁰³

Furthermore, PAGE supported the long-term integration of green economy into nationally run education programmes (e.g. NWU master’s programmes on Environment Management and Waste Management), as well as staff training in partner institutions (e.g. Regional Training Hub for Africa established in University of Pretoria). Most of the participants reported having increased their capacity in IGE-related issues through the trainings¹⁰⁴, and there was also good evidence that PAGE **knowledge products have been used**.

South Africa partner institutions
<ul style="list-style-type: none"> • The Center for Environmental Management (CEM) at North-West University (NWU) • Green Skills: Universities of Rhodes and Wits • Green Talent • Sustainability Institute, Stellenbosch University • Department of Forestry, Fisheries, and Environmental • University of Pretoria • South African Regional Universities Association (SARUA)

As shown in the **Figure 29**, women were well-represented in training events (2016-2020), with 48% female participants and 52% male participants.¹⁰⁵

Finally, the capacity of national modelers was strengthened to update and conduct modelling of new scenarios for South Africa's covid recovery plan.

According to interviewees, the **strengthening of institutions capacities and positioning** was a major outcome of PAGE support in South Africa. As one remarked: “PAGE seems to have an amplification

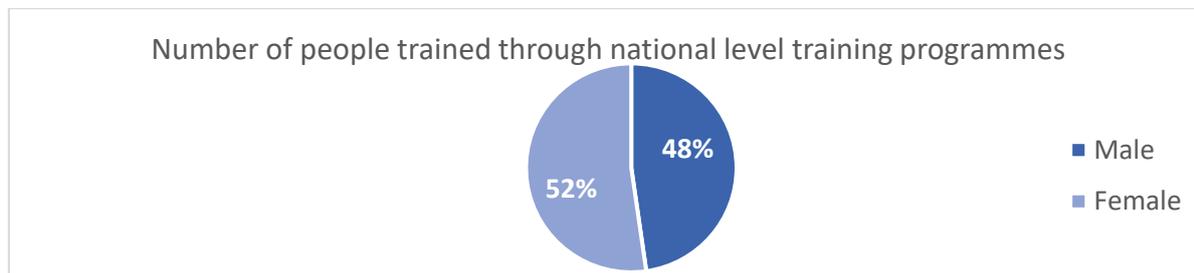
¹⁰³ PAGE monitoring tool.

¹⁰⁴ 82% of participants in the National Academy on Green Economy and 100% of participants in the e-course on Green Economy. Data 2019 and 2020, PAGE monitoring tool.

¹⁰⁵ PAGE monitoring tool.

effect for the participating ministries, giving them more authority, legitimacy. It strengthens them in prioritizing green economy transition, as well as strengthens their voice.”

Figure 29 – Gender-Disaggregated Data in PAGE Training/Events in South Africa



The integration of green economy into nationally run education programmes is also expected to **grow the knowledge base and strengthen South African leadership on the continent** as an environmental and green economy champion.

PAGE Added Value

PAGE added value assessed through the survey and interviews¹⁰⁶.

- Most respondents highlighted the coordination between UN agencies.
- Through consultations and its demand driven approach, PAGE aligned well with South Africa’s policy framework and vision for development.
- PAGE’s responsiveness and flexibility.
- PAGE’s capacities in enabling and empowering stakeholders to drive analysis for decision-making.

Other Contributing Factors

- Government engagement in the green transition process.
- PAGE’s catalytic effect: the work that was initiated has enabled PAGE contributors to engage in supporting policy reforms (e.g. GIZ - fiscal and pricing reforms on inclusive and sustainable water).

Challenges to Moving Forward

- Although there was increased coordination at technical level through the National Steering Committee, a South Africa stakeholder found that to ensure policy coherence, PAGE would need to engage beyond the operational level, up to policymakers. A few UN representatives also referred to the challenge in getting traction to influence policy.
- Policy gaps still remain (e.g. energy).
- Conflicting interests.
- Moving to actions and financing investments for the transition to green economy. The potential to access climate and other green funds has not been fully tapped; PAGE could have tapped into Climate Funds, and other Green Funds; and supported the countries to apply for these funds.

¹⁰⁶ 12 respondents provided their views through the survey and/or interviews.

Lessons Learned

- Identification of strong national partners is a key element of success.
- Engaging with partners beyond government (e.g. CSOs, unions, etc.) is essential for IGE transformation.
- Importance of the local presence or existing ties.
- Importance of stakeholders' engagement and ownership.
- The coordination of PAGE at national level has been a major factor of success.
- High level engagement is needed to advance/achieve policy results.

Table 18 – Research and Evidence of Policy Influence in South Africa

An analysis based on a review of selected cases of PAGE support in South Africa 2016-2020

PAGE in South Africa 2016-2020

- Policies Supported: 5
- Assessments Undertaken: 9
- National institutions & ministries partnering: 19
- Initiatives providing co-financing: 6

Topics	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Impact
1.	Green Economy Inventory for South Africa (GEISA)		GEISA served as platform for enhancing coordination and acts as a tool to guide decision making amongst policymakers	Seven of the nine provinces have developed provincial green economy strategies following the GEISA and sectoral policies in waste management, water, energy, manufacturing and transport have been adopted.	<p>National Green Economy Academy: PAGE held a National Green Economy Academy in 2018 to promote knowledge sharing among South Africa's nine provinces, eight of which have embarked on drafting provincial green economy strategies, notably in renewable energy.</p> <p>The third Ministerial Conference held in January 2019 engaged innovators and leaders for a unique global forum on green economy (R245).</p>	<p>This work has supported SDG 17, target 17.4, by enhancing policy coherence for sustainable development.</p> <p>South South Cooperation</p>
2.	Green Economy Progress (GEP) Measurement Framework and sustainability indicators for South Africa		South-South peer learning global GEP Framework, following the example of Jiangsu province.		<p>launched in November 2020, helping to support review of green economy policies and progress towards the SDGs</p> <p>Green economy indicators training: A training was held on the GEP Framework to enhance knowledge and understanding. This was supported by a workshop to identify potential indicators for the national framework finalized in 2019.</p>	<p>The exchange with Jiangsu province contributes to target 17.6 by enhancing South-South cooperation.</p>

3.	National dialogues to strengthen the transition towards sustainable energy, including a multi-stakeholder debate convened under the OR Tambo Debate Series.			accelerated policy reform in the energy sector.	The GIZ GET project has initiated South-South knowledge exchange between the PAGE South Africa and Argentina programmes.	This work contributes to SDGs 10 and 17, targets 10.2 and 17.16, by promoting the social, economic and political inclusion of all, irrespective of age or sex, and by supporting multi-stakeholder partnerships. South South cooperation
4.	PAGE collaborated with the National Planning Commission to engage youth and labour constituents for a social compact on pathways for a Just Transition to a low-carbon society			National Planning Commission through a review of the National Development Plan Chapter 5 (2030-2050) and development of the '2050 Vision and Pathways for a Just Transition to a Low Carbon, Climate Resilient Economy and Society' finalized in 2019.	<p>Green Jobs for a Better Future Dialogue Series: PAGE South Africa, in partnership with GIZ and DEFF, hosted a virtual Green Jobs for a Better Future Dialogue Series consisting of five webinars hosted from 15 April to 30 June 2021 that focused on opportunities for young people to participate in green economy.</p> <p>Driving Force for Change (DFC) Challenge: Following the initial programme launched in 2020 by the DEFF, PAGE is supporting the 2021 Driving Force for Change II Challenge to allow more young new entrepreneurs to tap into green venture opportunities in growing a sustainable, low-carbon economy in South Africa through impactful green entrepreneurship.</p> <p>Just Transition training held in October 2019 and exchange with Mauritius in May 2018 following the Green Economy Forum to</p>	PAGE collaborated with the National Planning Commission to engage youth and labour constituents for a social compact on pathways for a Just Transition to a low-carbon society

					share expertise on public policy and the private sector, with a focus on sustainable procurement, green bonds, green business development.	
5.	In 2016, PAGE produced the Green Economy Industry and Trade Analysis,			Informed the Bio-composite Action Plan and Implementation Strategy completed in 2018, and a feasibility study for biomaterials		Supports SDG 8, target 8.2, by facilitating diversification, technological upgrading and innovation, SDG 9, target 9.B, by supporting domestic technology development, research and innovation, and SDG 12, target 12.4, by promoting the environmentally sound management of all wastes throughout their life cycle.
6.	PAGE collaborated with the DFFE to update the previously- developed SAGEM report. This included an update of the modelling to include the water-biodiversity nexus, with a sub-national focus on the provinces worst affected by the water crisis					Supports the achievement of SDG 15, targets 15.1 and 15.9, by promoting the conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and by integrating ecosystem and biodiversity values into national development planning. It also contributes to SDG 17, target 17.18, by enhancing capacity to produce high-quality data.
7.	PAGE contributed to a high-level roundtable discussion on skills in RET by conducting a diagnostic on the RET sector to identify areas of growth and development and their implications for skills needs in these areas.					Contributes to SDG 8, target 8.2, by facilitating diversification, technological upgrading and innovation, SDG 9, target 9.B, by supporting domestic technology development, research and innovation, and SDG 17, target 17.7, by promoting the development, transfer, dissemination and

						diffusion of environmentally sound technologies.
--	--	--	--	--	--	--

Kyrgyz Republic

Context

Since 2011, Kyrgyz Republic had been supported by the UNDP-UNEP Poverty Environment Initiative (PEI), characterised as a “building brick of green economy” by the Minister of Economy in the letter of application to PAGE. The first mission of the PAGE agencies was hosted under the PEI framework, which was described by an interviewed stakeholder as “a good platform for launching PAGE” and “a good example of UN agency programmes collaborating and building on the results of one another”.

When Kyrgyz Republic joined PAGE in 2016, the country had a National Sustainable Development Strategy in place running from 2013 until 2017 seeking economic growth, environmental sustainability, and social cohesion, readily acknowledging that this was just a first step and that the country faced many implementation challenges. A national government stakeholder explained that “green economy development was a challenging topic for us. Before joining PAGE, we were considering aspects in a fragmented way. There was no comprehensive work on this topic until 2016”. Joining appears to have been a very timely decision, as a national stakeholder explained: “we didn’t have enough rationale [to change] for the decision-makers”. PAGE was characterized as “a very necessary project” that supported the reform of the country’s economy.

Areas identified for creating Kyrgyz Republic’s own development model

- Quality and standard of living, rights, and duties of citizens are at the centre of state policy (creating an environment for human development, for each individual to have well-being and fulfil their potential);
- Economic policy focussed on providing employment, stable income, and creating productive jobs;
- Implementing reforms to create a competitive digital economy (creating attractive conditions for entrepreneurs and application of innovative and environmentally friendly technologies).

Source: National Development Strategy 2018-2040

As the first Central Asian nation to join PAGE, this supported its programmatic objectives related to regional balance and inclusion of smaller countries (at the time, Kyrgyz Republic had 5.5 million inhabitants, with up to 1 million in labour migration) and countries in transition (referring to the constituent republics of the Soviet Union gaining sovereignty following its dissolution). From the outset, there was high-level support for PAGE evidenced through the commitment of key ministries and intentions for inter-ministerial coordination and collaboration of civil society organisations (drawing on existing mechanisms established to promote sustainable development initiatives). As well, clear linkages had been made between relevant national planning processes, the United Nations Development Assistance Framework (UNDAF), and PAGE’s support for green economy, social development and environment.

“Kyrgyz Republic was such fertile soil: we entered at the right time; we were able to find the right partners – it seemed like PAGE could do so much to support the country’s reform.”

Source: PAGE Agency Stakeholder

Overall Objectives and Challenges to be Addressed

When Kyrgyz Republic joined PAGE, the country’s nature-intensive economy had been developing rapidly with growing pollution of the environment, loss of biodiversity, and deterioration of land. The forecasted disappearance of glaciers by 2100 was expected to significantly deplete its water resources. The Kyrgyz Republic government explicitly counted on technical assistance under the PAGE framework to ensure the country’s transition to sustainable development through; i) Green Economy Development (focussing support on low carbon energy; development of organic agriculture; development of tourist services, including eco-tourism; energy efficient construction; minimizing environmental pollution generated by mining); ii) Social Development (through education for sustainable development, safe social facilities); iii) Adaptation to Climate Change (preservation of natural systems), together with enabling sharing of experiences and best practices.

Changes that Have Taken Place

PAGE's support for strengthening the country's commitment to advancing inclusive, sustainable growth came at the right time. The high interest of the designated focal Ministry of Economy, together with its efforts to galvanize inter-ministerial collaboration (bringing 11 line ministries and agencies as members of the PAGE Programme Board it chaired), were key to making green economy a key

"The UN agencies have contributed positively to Green Economy principles in 2017-2019. They did comprehensive work under PAGE, and good work on coordinating with other development agencies (GIZ, OECD, etc.). PAGE was instrumental in launching new ideas in the country, on the strategic policy level".

Source: National Government Stakeholder, Kyrgyz Republic

theme of the country's development, where PAGE is seen by the Evaluation Team as having had an accelerative role in the process and in changing mindset ("set up a new paradigm of thinking"). National government stakeholders reported increased general interest and that "politicians are now talking a lot about green economy" (including during parliament's re-election period"; "now in speeches of the President, parliament, cabinet"), with "green economy seen as the country's future development" and a recognition that green economy contributes to the country's NDC commitment. A civil society representative asserted that while "Kyrgyz people had previously thought that green economy is for rich countries" and now understood that it is not about being or poor, it is for all and contended that green economy "is becoming mainstream".

In contrast to these positive sentiments, COVID-19 effects were heavily felt from March 2020, with "all country efforts redirected to fight the pandemic", according to a government official. UN officials remarked "COVID interrupted the whole understanding of what is PAGE. Without COVID, we could have gotten more results. PAGE only started working again in 2022". National stakeholders echoed these sentiments: "PAGE was a first institutional step towards green economy. The measures that we included in this programme were not fully finished because of the global pandemic". As well, they pointed to ongoing efforts to change the country's governance system, with created some political instability, as a factor that affected the speed of PAGE's implementation. Comments collected in the survey also pointed to the dampening effect of "government reshuffling".

Outcome 1: The country has reinforced and integrated IGE goals and targets into SDG-aligned national economic and development planning through multi-stakeholder collaboration

Having laid down important groundwork during 2017-18 through the stocktaking study, green economy modelling, green jobs assessment ("used to define entry points"), PAGE's support was identified by stakeholders as instrumental in the Prime Minister's Office's subsequent **July 2020 adoption of the national Green Economy Development Programme and Action Plan** supported by PAGE to integrate green economy approaches by 2023 (addressing climate change, green agriculture, transport, energy, education, sustainable procurement, finance and fiscal policy). This initiative was described as an important "**umbrella policy document**" and due to PAGE, **green economy approaches were also introduced into sectoral policies (e.g. transportation, energy, agriculture)**.

The **interplay between PAGE inputs and impetus at sectoral level and national level** was evident over time, as evidenced in **Table 19**. For instance, PAGE's upcoming support (2023) for a feasibility study to establish a Green Credit Fund can be expected to refine the Sustainability Finance Roadmap elaborated during 2020-21, which was subsequently incorporated into the national Green Development Programme. As **evidence of the change brought about** by this programme, national actors attested that "**it is being monitored**".

An **increase in inter-ministerial work and multi-stakeholder collaboration** could also be credited to PAGE. While the Ministry of Economy was the natural main counterpart for PAGE, its initiatives also brought together the key relevance actors (e.g. Ministry of Finance, National State Agency on Local Self-Government). A national stakeholder observed that "PAGE got them to sit at the same table". While waiting to go into PAGE meetings, they were standing in the same corridor exchanging ideas – described as invaluable opportunities to "meet face-to-face, build relationships, and resolve issues". PAGE's collaboration with GIZ's Green Economy Programme was visible in Kyrgyz Republic. As PAGE funding was reduced, out GIZ took over as the main funder for the Green Modelling exercise.

To **maintain commitment** to green economy approaches and facilitate sharing of knowledge and collaboration, with the support of GIZ's Green Economy programme, an annual 'Green Economy Week' was organised for high level government representatives, diverse development partners and national/international stakeholders starting in 2015. PAGE supported this initiative from 2016, giving it higher level and wider coverage, joining with GIZ's Green Economy programme financially and programmatically and subsequently engaging small amounts of support from other development partners. In this light, PAGE's support can be seen as upscaling the impact of the 'Green Economy Week' – thereby **enhancing the sustainability of PAGE's results and benefits**.

Outcome 2: The country is implementing evidence-based sectoral and thematic reforms in line with national inclusive green economy priorities

Notably, it was reported that **PAGE identified the sectors in which to work**, with the focus on Agriculture, Energy, and Transport, together with cross-cutting topics (waste management, sustainable urban development, green industry, green jobs, green finance, green procurement, education) based on the notion that green economy "would be mainstreamed in all national strategic documents", according to a UN stakeholder.

Taking **Sustainable Finance** as an example: PAGE's support for the 2017 study tour of a Kyrgyz Republic delegation to Mongolia to learn about the country's experience in setting up the Mongolia Green Finance Corporation (MGFC) and the necessary actions to establish a similar fund was followed up by negotiations initiated by PAGE with international partners (donors and financial organisations) to support the development of a Sustainable Finance Roadmap (which was developed with the support of PAGE and IFC) in 2021. This was preceded by a May 2020 report (supported by PAGE) on the 'Investment Opportunity for Development of a Green Economy in Kyrgyz Republic', providing evidence of PAGE's ability to catalyze change. Despite PAGE winding down its core activities from 2020, following the country's 5-year engagement, stakeholders pointed to continuing momentum. In 2020, PAGE submitted a funding proposal to Germany's Green Recovery Fund to build on PAGE results, in light of COVID-19 effects, which supported the establishment of a National Green Investment and Credit Fund to mobilize public and private finance for greening the economic recovery. In late 2021, the Ministry of Economy, together with GGGI, launched a project supporting the creation of this green finance vehicle (building on PAGE's elaboration of a pre-feasibility study). While contacts between PAGE and GGGI were initiated in 2017 through the South-South exchange with Mongolia, a strategic cooperation for GGGI follow-up action in Kyrgyz Republic did not appear to have been put in place from the outset.

Looking at the **Waste Management** sector: in 2020, PAGE developed a draft Government Decree on Economic Mechanisms for waste management and prepared two amendments to laws on non-tax payments in production and consumption of wastes (thereby emphasizing elements of sustainable waste management. The extent to which these initiatives moved forward was not visible. A UN stakeholder indicated that "our support ended at the moment when these drafts were elaborated; this is the moment when the Ministry should have taken over". This was also the moment when effects from the COVID-19 pandemic were being heavily felt, with the result that these documents remained in an unclear status.

As shown in **Table 19**, PAGE support was used to create a variety of inputs and evidence to frame debates, spur discussions, and get issues onto stakeholders' agendas. PAGE's work at the national policy level appears to have been very successful in only opening up new spaces for dialogue, triggering arrangements for collaboration, as well as in realising changes in policy and legislation (e.g. in 2018, the National Strategy 2018-2040 was adopted with an accompanying 5-year development programme, 'Unity Trust and Creation'; in 2022, a new tax code was introduced that supports green transport and efficient construction materials). While a PAGE agency representative expressed the conviction that "the seed we put into the soil is starting to grow outside of our interventions" and another characterised PAGE as being "a pioneer for many changes in the country" with its role to be "an initiator of many processes" (to explain the large variety of initiatives supported by PAGE), the fact that many projects and inputs at sectoral level (e.g. to promote **Sustainable Urban Development**, PAGE expertise was used to analyse legislation and develop recommendations regarding spatial planning; to support **Green Industry**, PAGE undertook an assessment of Green Industry and Trade (2018); to promote **Sustainable Agriculture**, PAGE assessed subsidies, taxes, and reform scenarios (2019); in the area of **Green Jobs**, in 2018, PAGE applied its assessment model (GJAM) then analysed the impact of green policies on

labour market and household income distribution (2020); to support **Sustainable Public Procurement**, PAGE reviewed the relevant legislation) did not yet result in many tangible advances towards changes in legislation and changes in behaviour is indicative of the need for more concerted, ongoing support and a longer timeline for their envisaged effects to unfold and influence. National stakeholders attested, “5 years is not enough for such a big process”, observing that “a lot of topics have been pushed” and “there’s a risk that some activities won’t be continued”.

PAGE stimulated national changes: political and economic. My concern is about how PAGE’s support is provided. It’s a long process to make such changes. If the international community will stop providing such support, nothing will happen – or it will happen in a very slow manner.

Source: UN PAGE Agency stakeholder, Kyrgyz Republic

Outcome 3: The country has strengthened individual, institutional & planning capacities for IGE action

Understanding that the country could not resolve its challenges simply by developing its Green Economy Programme, national actors embraced the need to conduct awareness-raising and capacity building at all levels (government, business, private sector, regional level). The Green Economy Learning Assessment (GELA) carried out by UNITAR as part of PAGE activities was instrumental in identifying needs, priorities, and entry points to integrate green economy principles into training activities and curricula of national learning institution and recommendations to improve national learning institutions to develop competences of current and future policymakers).

“The GELA was incredibly useful. Until then, most messaging was aimed at government officials, but there was no information about what kind of knowledge, skills, and human resources would need to deliver that Green Economy”.

Source: Kyrgyz University Stakeholder

With UN CC Learn, PAGE supported national actors to develop and implement National Strategy for Green Economy and Climate Change Learning. This provided an umbrella for a systematic and country-driven process to strengthen human resources, learning and skills development across primary, secondary, tertiary, and executive/professional education.

Participation in the 2-week Global Green Academy in Turin, Italy, was also mentioned as a key opportunity to gain knowledge and outreach to the best practices of other countries.

While university stakeholders were hesitant to confirm a causal link with the GELA (“the idea to create AVZUR was already around; PAGE was lucky and supportive”), the subsequent establishment in June 2019 of the Alliance of Universities in Kyrgyz Republic for Green Economy and Sustainable Development (AVZUR) offered a valuable dissemination channel and partner for PAGE. Hosted by the American University for Central Asia, AVZUR was a nation-wide, self-organised network of universities operating through in-kind contributions of its members (i.e. not donor funded). Thanks to AVZUR, Kyrgyz universities could access high-quality lectures and existing and new Green Economy materials (described by target beneficiaries as “through PAGE, building on UNITAR’s work”). This was an important development for state universities in the country’s capital, Bishkek, as well as outreach to regional universities (PAGE’s value as a source of knowledge, syllabus, events, and dissemination was highlighted, as “the majority of teachers in regional universities do not have an understanding of green economy”, according to a university actor). Another university actor remarked, “PAGE gave us a lot of new knowledge, new opportunities, new values”. With PAGE support, a Sustainable Finance course was developed, 2 elective courses on Green Economy and Sustainable Finance are now included in university offers, 2 Kyrgyz universities are working on green economy, 2 Kyrgyz universities offer Erasmus Plus courses in Green Economy, and as of August 2022, discussions were afoot with 5 new AVZUR members to include a Green Economy course in their planning.

Under the PAGE framework, national capacities in public and private sectors were also strengthened:

- Transfer of knowledge and skills to Ministry of Economy to apply green economy modelling in development planning at national/sectoral levels;
- Capacity building for policy analysts and academics on economic and legal mechanisms to support Sustainable Waste Management;

- Training of energy managers and government departments of concerned ministries and energy auditing bodies on Energy Management Standard ISO 50001 and Training on International Eco Industrial Park framework;
- Capacity building for financial/credit institutions and business sector representatives.

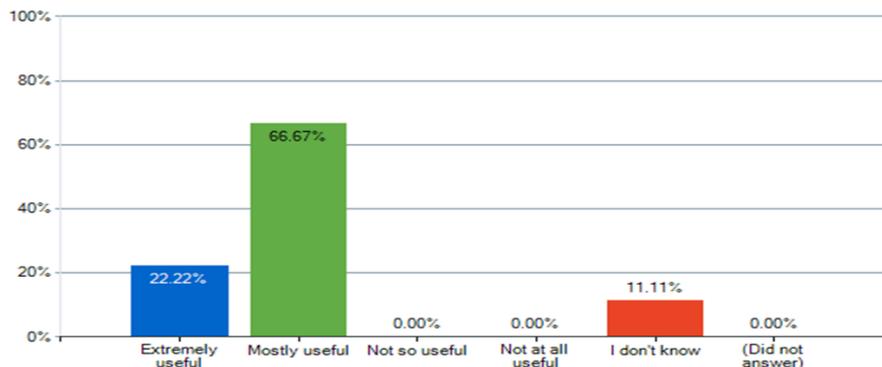
Aside from these formal training activities, the way in which the PAGE approach was operationalised was credited by beneficiaries as bringing “capacity-building all the time” through daily work with national partners and sharing of information, inviting them to participate in different international events, etc. Furthermore, consultants engaged by PAGE had included in their deliverables to transfer their knowledge to the government, academia, and private sector actors.

PAGE Added Value

From the survey and interviews¹⁰⁷, PAGE’s added value was identified as follows:

- **Strength of brand:** PAGE was fully associated with green economy (a government stakeholder asserted, “Green Economy is PAGE”). Many reported that PAGE “put green economy on the map” in Kyrgyz Republic and that the strength of its branding functioned to “open doors”.
- **Catalytic force with a coherent concept underpinned by useful activities and outputs:** While other development actors (in this light, UNDP and GIZ were identified by stakeholders) had been promoting the concept, PAGE succeeded in championing and galvanizing green economy (a government stakeholder explained “we can give credit to PAGE for many big changes. If there was no PAGE, we would still be working in a fragmented way”). PAGE’s role at country level and global level was catalytic. Stakeholders attributed its success to positioning green economy as a tangible entry point that connected to the climate change agenda that “everyone was talking about”. In this setting, PAGE was described as “a catalytic programme that brought green economy more extensively into the national development agenda”. The three outputs focussed on national policy, sectoral policy, and capacity building was characterized as a good structure from a design point of view and perceived by Kyrgyz Republic survey respondents as extremely or mostly useful (see **Figure 30**, n=9), although it was mentioned that the implementation side was challenging due to many factors beyond PAGE’s control.

Figure 30 – Perceived Usefulness of PAGE Outputs by Kyrgyz Republic Stakeholders



- **Single touchpoint that leveraged different perspectives:** The way in which PAGE brought together diverse perspectives to address many themes, each speaking from their own angle, in a complementary manner, was seen as a major asset (national actors explained, “if an initiative was supported by one agency, then we’d only have their engaged experts involved”; “it’s a plus that we can tackle green development from different sides”; “it’s easier for us to work with one united initiative; this is a big advantage of PAGE”). On the other hand, some private sector pointed out the need to eliminate internal bureaucratic barriers within PAGE and the need to engage further with the private sector while UN stakeholders observed that there was a sense of competition amongst the agencies for funds and influence.
- **Facilitated peer exchange:** These exchanges contributed to the policy processes in the involved countries (e.g. exchange with Kyrgyz Republic informed sustainable education policy process and

¹⁰⁷ 16 respondents provided their views through the survey and/or interviews

indicators in Kazakhstan; exchange with Mongolia informed Kyrgyz Republic's development of a green finance vehicle, described by UN and non-UN actors as "a success story").

Other Contributing Factors

- **UN agency co-leadership:** Even though UNEP had some visibility in the Central Asia region through having its regional office in Almaty, the agency was little known in Kyrgyz Republic as it had previously only come in with small projects and small actions. By comparison, UNDP was well known in the country; it had a large resident office, many people and much bigger projects with bigger budgets. The decision to proceed with co-leadership came with its own challenges, as understandably, UNDP was perceived on the ground as the main leader. As co-leads, UNDP and UNEP were the recipients of the main funds from the PAGE pool, while the other involved agencies receive funding related to the programmes that they had proposed. Stakeholders indicated that the co-lead situation is about the core tasks that the two agencies should do and that such an arrangement requires a more balanced approach between the two organisations: "it requires more regular exchange and compromises. I would recommend for other countries to experience it. It can be too monotone if only one organisation is leading".
- **Stability of personnel:** Alongside the country experiencing many changes, with people reportedly moving from one programme to another and between international organisations, there was a high turnover in the National Coordinator role as well as engaged experts, which led to operational challenges and loss of institutional memory. National stakeholders indicated that "having stability in the personnel and team would help". When the National Coordinator (who had been in place for less than 6 months) resigned, a UN stakeholder explained "the thinking was that there was no reason to hire another person", leaving the position empty for some time. Since early 2022, the role has been covered by a UNDP staffer responsible for SDGs but not for green economy.
- **Collaboration with Development Partners:** There was a recognition that PAGE could not meaningfully and sustainably deliver without working with others – "not least because of small budget and short timeframes", according to a UN survey respondent. Under the Sustainability Strategy for Kyrgyz Republic, PAGE activities were linked to existing programmes and funds of the involved agencies (described as "the existing infrastructure within the UN") and development partners. For example, it was understood that under its GO4SDGs initiative¹⁰⁸, UNEP planned to support the joint work of the Kyrgyz Ministry of Finance and Ministry of Economy on developing regulatory mechanisms related to the green finance for SMEs that was initiated under the PAGE framework and benefitted from the South-South exchange with Mongolia (¶24). A development partner confirmed that efforts were made to establish contact with other initiatives and networks, but added that "more could have been done to build on these relationships and amplify the work of PAGE". The extent to which PAGE activities were being coordinated with the country's NDC implementation plan was not clear.
- **Resource mobilisation:** There were limited resources available under the PAGE framework, spread across a comparatively wide range of activities, accompanied by high coordination costs. Stakeholders across cohorts indicated that "more meaningful support" is a lever for more successful implementation and was needed to maintain momentum. Illustrative of the situation, a national implementer left in early 2019 "because there were no longer resources for the advisors". Another mentioned that in future, it would be important to "focus more on the strategic level as that's where these PAGE agencies have the greatest expertise:" and for sustainability, to focus PAGE resources on planning, modelling and resource mobilisation.

Challenges to Moving Forward

- **Weak institutional/organisational arrangements:** stemming from ongoing government reform. PAGE's draft Sustainability Strategy indicated that a new cohort of experts needed to develop an understanding of green economy principles to leverage inputs and push forward initiatives implemented across a range of sectors under the PAGE framework (notably: fiscal reform for

¹⁰⁸ Launched in 2019, funded by the German government to accelerate progress to meet Agenda 2030, especially for SDG12 (SCP) and SDG8 (Decent Work for All)

Sustainable Agriculture, economic and legal mechanisms for Sustainable Waste Management, developments at legislative and institutional levels to support Sustainable Public Procurement, further building of national capacities to sustain policy analysis and implementation).

- **Timeframe and approach:** UN and non-UN stakeholders attested that PAGE's 5-year period for implementation was insufficient. Policy reform, by its nature, takes time to come to fruition. There was an assertion that PAGE needs 7-10 years (three 3-year phases or two 5-year phases) for country implementation to "ensure consistency, continuity, and sustainable impact". Delays in implementation were due to PAGE inefficiencies, changes in national circumstances, and COVID-19 effects. A UN actor contended, "we lost 2 years due to COVID"; others mentioned that it was too early for PAGE to leave, arguing that "5 years is not long enough" as the "seeds put into the ground in 2018 still needed time to grow". With PAGE's current phasing down in the country and GIZ's upcoming shift to Uzbekistan, this would result in fewer players supporting green economy, dampening the likelihood that PAGE's results would be sustained.
- **Exit Strategy:** In light of the challenges for reaching the country's Agenda 2030 commitments, stakeholders involved in PAGE's implementation insisted that to ensure that green economy is taken up, the "exit should be gradual", carried out in a step by step manner, with less funds from year to year and more focus on joint resource mobilisation and follow-up actions. While the Ministry of Economy was expected to collaborate with many government partners to carry out the work on Green Economy, it was foreseen that there should be a National Coordinator in place to support the continuation and to "follow-up on what was initiated by PAGE".

Lessons Learned

Several lessons could be learned from PAGE's work in Kyrgyz Republic during 2016-2020:

- Leveraging an existing foundation and momentum, while coming with a coherent, catalysing concept underpinned by tools perceived as useful by national stakeholders;
- Timeframe and phasing of implementation approach needs consider time required for PAGE's consensus-based paradigm with participation of multiple UN agencies and changes in national circumstances (i.e. political upheaval, shuffling, need to (re)build up competences);
- Importance of managing talent and succession planning, given the high turnover of National Coordinators and engaged experts and their key role in championing and supporting the process (does PAGE have a strategic approach for managing its human resources?);
- While PAGE's support was used to develop inputs and create impetus across a wide span of sectors, this generates a corresponding need to have strategies, competences, and resourcing in place (via links to existing programmes, plans with development partners, etc.) to advance towards policy changes and the envisaged behavioural change; otherwise, there is a risk that many of the activities are not taken forward, weakening the promise of PAGE's catalytic force.

Table 19 – Research and Evidence of Policy Influence in Kyrgyz Republic

An analysis based on a review of selected cases of PAGE support in Kyrgyz Republic 2016-2020

PAGE in Kyrgyz Republic 2016-2020

- Policies Supported: 4
- Assessments Undertaken: 7
- National institutions & ministries partnering: Ministry of Economy and Commerce
- Initiatives providing co-financing: N/A

Topics	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Impact
National Policy Level						
1. Creating a national development strategy	2017: Green Economy Stocktaking Report PAGE support for design of national green economy programme PAGE supported establishment of national interagency and cross-disciplinary expert group	Early 2018: Kyrgyz Parliament adopted 'Concept of Kyrgyz Republic as a Green Economy Country' (described as laying the groundwork for the National Programme and Action Plan 2019-2023) 2018: Green Forum used to validate and adopt Resolutions on National Programme and Action Plan, sustainable finance, and promote green technologies and private sector engagement (e.g. through establishment of Clean Production Centre) 2019: President signed decree 'On the Foreign Policy Concept for Kyrgyz Republic'		2018: Adoption of national Strategy 2018-2040 and accompanying 5-year development program 'Unity, Trust and Creation' Nov 2019: Approval of National Green Economy programme Sept 2019: President signed law to adopt the Paris Agreement July 2020: Prime Minister's Office adopted Green Economy Development Programme and Action Plan (supported by PAGE) to integrate green economy approaches by 2023 (addressing climate change, green agriculture, transport, energy, education, sustainable procurement, finance and fiscal policy) 2021 preparation of country's first NDC		Intended contribution to SDG13, target 13.2 related to integrating climate change measures into national policies and SDG17, target 17.14 related to enhancing policy coherence

2. Macro-economic modelling	2018: PAGE introduced Green Economy modelling 2020: training to build respective capacity of government officials 2020: Report on Investment Opportunities for Development of a Green Economy in Kyrgyz Republic		Nov 2018: Green Economy Week ('Strong Regions') with 35+ events, including 2-day training on PAGE's macroeconomy analysis tool			
3. Building a monitoring system	PAGE supported President's Office and Ministry of Economy to build monitoring system for implementation of key development strategies and programs (including Strategy 2040, the 5-year programme 2018-2023, Green Economy Development Programme)					Intended contribution to SDG 17, targets 17.18 and 17.19 related to increasing data and measurements of progress towards the SDGs
4. Building governance mechanisms	2019: PAGE supported creation of inter-ministerial Management Board (with 11 ministries), led by Ministry of Economy		Jan 2020: (with PAGE support) Kyrgyz government established Coordination Commission on Green Economy & Climate Change to coordinate action of state executives, local governments, non-profits, & international organisations supporting implementation of Green Economy Development Programme			Intended contribution to SDG17, targets 17.14 and 17.16 related to enhancing policy coherence for sustainable development
5. Waste Management	2020: PAGE developed draft Government Decree on Economic Mechanisms for waste management and prepared 2 amendments to laws on non-tax payments in production & consumption of wastes	2020: UNDP launched eco-competition on solid waste management in Bishkek; 4 (of 28) projects received funding (3 reached phase of implementation in 2020) See more in Annual Report 2020 about competition				

	Dec 2020: PAGE released draft assessment of nature/volume of solid waste generated in COVID-19 context; gaps identified as well as recommendations	funded by PAGE, selection of 4 projects				
Sectoral and Thematic Reform						
6. Sustainable Finance	2020-21: PAGE supported development of Sustainable Finance Roadmap May 2020: PAGE produced report on "Investment Opportunity for Development of a Green Economy in Kyrgyz Republic"	June 2018: Sustainable Finance Roadmap presented at a policy dialogue		2019 Sustainable Finance Roadmap incorporated into Green Economy Development Programme		Intended contribution to SDG17, target 17.3 related to supporting mobilization of financial resources for developing countries
7. Sustainable Urban Development	PAGE expertise used to analyse legislation and develop recommendations related to normative acts and technical documents related to spatial planning, green city building, energy efficient infrastructure	2019: event at Green Economy Week on how green economy approaches can drive modern urban development in big cities			2022: a new tax code was introduced that supports Green Transport, efficient construction materials	Intended contribution to SDG11, target 11.3 related to making cities and human settlements inclusive, safe, resilient, and sustainable for all
8. Sustainable Agriculture	2019: PAGE supported assessment of subsidies and taxes and reform scenarios, in cooperation with UNDP BIO FIN					Intended contribution to SDG13, target 13.2 related to integration climate change measures into national policies
9. Green Industry	2018: Assessment of Green Industry and Trade Demonstration pilot on resource efficiency in metal industry (building on green industry assessment)		2019: Government approved National Sustainable industrial Development Strategy (supported by UNIDO's Programme for Country Partnership)	2020: Green industry and Trade assessment included as a chapter in Green Economy Development Programme		Intended contribution to SDG7, target 7.3 related to improving energy efficiency; SDG9, target 9.2 promoting sustainable industrialisation; and SDG12, target 12.2 related to improving industrial resource efficiency and waste reduction

10. Green Jobs	<p>2018: Skills for Green Jobs Assessment model (GJAM)</p> <p>2020: analysis of impact of green policies on labour market and household income distribution using GJAM</p> <p>Nov 2020: PAGE tapped Economic-Ecological Accounting expertise for National Statistical Committee to improve its system</p>					<p>Intended contribution to SG8, target 8.5 related to supporting decent work and to SDG17, target 17.14 related to promoting policy coherence</p>
11. Sustainable Public Procurement	<p>PAGE reviewed relevant legislation for sustainable public procurement</p>					
Strengthening Capacity, Building Public Awareness						
12. National capacity for inclusive green economy	<p>Transfer of knowledge and skills to Ministry of Economy to apply green economy modelling in development planning at national/sectoral levels</p> <p>Capacity building for policy analysts and academics on economic and legal mechanisms to support Sustainable Waste Management</p> <p>Training of energy managers & government departments of concerned ministries and energy auditing bodies on Energy Management Standard ISO 50001 and Training on International Eco Industrial Park framework</p> <p>Capacity building for financial/credit</p>			<p>With UN CC Learn, PAGE supported national actors to develop and implement National Strategy for Green Economy and Climate Change Learning</p>		<p>Intended contribution to SDG4, target 4.7 related to enhancing knowledge and skills and SDG13, target 13.3 by improving education on climate change</p>

	institutions and business sector representatives					
14. Green Economy Curricula	<p>2016-2020: PAGE supported development of course on Sustainable Finance</p> <p>2020: PAGE supports AVZUR in integrating green economy learning into specific courses of various university degrees</p>		<p>June 2019: establishment of Alliance of Universities in Kyrgyz Republic for Green Economy and Sustainable Development (AVZUR), a nation-wide network of universities, self-organised and funded through in-kind contributions of its members that created a common space for studying and promoting green economy and sustainable development</p> <p>Aug 2022: discussions with 5 new AVZUR members to include Green Economy course in their planning</p>	<p>2 elective courses on Green Economy and Sustainable Finance included in university offers</p> <p>2 Kyrgyz universities are now working on green economy</p> <p>2 Kyrgyz universities now offer Erasmus Plus courses in Green Economy</p> <p>28 universities are members of AVZUR (compared to 11 at the beginning)</p>		
13. Public Awareness	<p>PAGE partnered with GIZ to support Ministry of Economy's Green Week and Green Forum (annual high-level dialogue) and train journalists to cover inclusive green economy issues</p>					
14. South-South Exchange	<p>2018: PAGE supported exchange (2 study visits) of Kyrgyz Republic to Mongolia related to Sustainable Finance</p> <p>2021: Hosted Mongolian representatives for Green Economy Week</p> <p>July 2022: Kyrgyz Republic delegation visited Mongolia to learn about its experience in establishing its Green Finance Corporation</p>	<p>Feb 2021: MoU signed between Kyrgyz Republic and Mongolia, setting stage for ongoing exchange</p>				<p>Intention: contribution to SDG 17, target 17.9 related to international cooperation</p>

Uruguay

Context

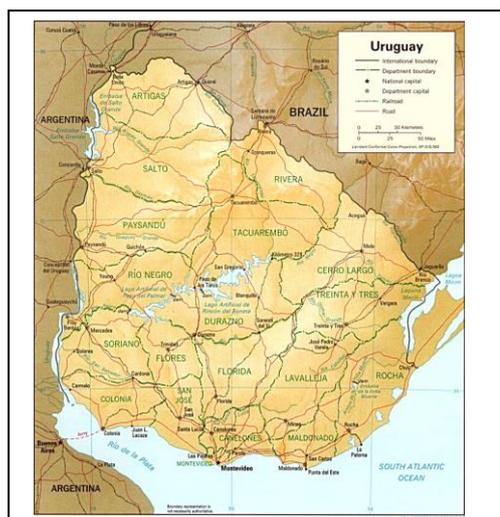
Uruguay was engaged in the government's BioValor projects, funded by GEF and implemented by UNIDO since 2014. The project focused on transforming waste from agro-industrial activities and small population centers into energy and/or by-products to develop a sustainable, low-emission model. Key stakeholders such as the Ministry of Industry, Energy and Mining, and the Ministry of Housing, Territorial Planning and Environment formed BioValor, which also plays a leading role in PAGE.

Uruguay joined PAGE in 2017. At that time, work initially focused on strengthening the capacity of policymakers to assess environmental policies and use macroeconomic models, enhancing public-private collaboration, and broadening engagement and awareness of Inclusive Green Economy (IGE).

The country had more recently focused on the concept of a circular economy, given its potential to generate new businesses and green jobs. PAGE has helped mainstream circular economy into "Transforma Uruguay" (also known as the National System of Productive Transformation and Competitiveness), created in 2016 and launched in 2017 to promote the productive transformation of the country's economy and increase its competitiveness.

PAGE also supported Uruguay in operationalizing this programme through the [National Circular Economy Action Plan](#) (2019), providing technical assistance and sectoral and thematic analysis in several areas¹⁰⁹.

The government of Uruguay saw the opportunity of PAGE to i) improve planning capacity within the pillars of sustainable development, ii) mobilize private national capital/ funds to invest in new infrastructure, and iii) help attract international investors for responsible and sustainable investments¹¹⁰.



Identified areas to transform Uruguay's economy and increase its competitiveness

- Innovation, including incorporation of the concept of the so-called circular economy in the design of products with a view to caring for the environment.
- Capacity Development (Human and Business),
- Business Climate and
- Internationalization

Source: Gobierno de Uruguay, 2017: Plan Nacional de Transformación Productiva y Competitividad

Overall Objectives and Challenges to be Addressed

Transforma Uruguay identified that the productive transformation and the improvement of competitiveness constitute a complex challenge that requires attending, coherently and effectively, to multiple relevant dimensions. Those dimensions comprise the following: science, technology, and innovation; internationalization; capacities of workers and entrepreneurs; world of work and labor relations; investments; infrastructure; environment; institutions and regulations; markets and competition; ventures; MSMEs; financing; paperwork and bureaucratic procedures; business associativity and linkages; public procurement; public services and public companies; amongst others¹¹¹.

Uruguay had a change of government in March 2020, following Presidential elections in October and November 2019. However, this change of government did not affect its work with PAGE, given the strong leadership from the Ministry of Industry, Energy, and Mining.

¹⁰⁹ This activity was under the Transforma office and the new administration decided to not proceed.

¹¹⁰ PAGE country application. Summary cycle 2016-2017. Uruguay.

¹¹¹ Transforma Uruguay, undated : Informe a la Asamblea General Ley N° 19.472, Artículo 23, page 6.

The governments used PAGE support to progress in the following areas:

National policy making: significant steps to integrate environmental dimensions into national planning and strategy formulation with PAGE support [including Uruguay’s National Environmental Plan for Sustainable Development (2019) and the National Development Strategy “Uruguay 2050” (2019)].

Sectoral and thematic reform: a Green Economy Assessment completed in 2015, before the country’s PAGE engagement, identified priority areas that could drive a green economy transition in Uruguay. Areas included agriculture, livestock, industry, and tourism. These findings contributed to the implementation of PAGE activities such as

- Developing public policies to promote the greening of traditionally “brown” productive activities such as artisanal brick production;
- Design and implementation of policies to relieve tensions between industrial activities and residential areas in metropolitan Montevideo; development of a National Action Plan on Circular Economy, as well as the launching of the National Circular Economy Awards¹¹²;
- The greening of micro, small, and medium-sized enterprises, with an emphasis on cleaner production and labour formalization;
- Plan Ceibal (a national initiative providing information and communication technology equipment to primary and secondary schools) is developing prototype locking brick-like blocks that use recycled plastics recovered from disused computer equipment from Plan Ceibal devices.

Capacity strengthening was a significant driver of PAGE’s work in the country. Work included the following: Green Economy Learning Assessment and National Capacity Strengthening Plan for IGE (2020), work with the National Institute for Employment and Professional Training to institutionalize green economy training into its curricula (2019), and work with the National School of Public Administration to develop an online platform further to deliver courses on green economy, primarily targeted at civil servants¹¹³.

South-South cooperation comprised several elements. Those elements included participation in the inception meeting for PAGE Argentina. This event was followed by a visit of a Mato Grosso delegation in December 2019 for an exchange workshop on capacity-building, and meetings with national institutions focused on vocational training and circular economy or hosting the first regional webinar as part of the South-South Green Economy Network for Change in Latin America.

Changes that Have Taken Place

Public policy support: One of the main changes observed in Uruguay are public policies being under development due to PAGE inputs, focusing on Green Economy and Circular Economy. With the government in the driving seat, PAGE contributed to ongoing processes through technical assistance. In the case of Circular Economy, work towards a law or directive is continuing.

Widening portfolios and decentralization: Since 2020, stakeholders noted increasing behaviour change due to PAGE-funded awareness raising and capacity building. Ministries expanded their portfolios regarding Green Economy, and work expanded from central policy making in the capital city Montevideo to the rural departments of Uruguay. The latter trend enabled work with rural women and focused on green rural jobs.

Table 20 – Assessment of Change in Uruguay

Steps in policy support	Comment	Assessment
Shaping ideas – Providing evidence to frame debates, informal discussions, getting issues on the agenda	UNIDO supported the government in green economy issues in a GEF-funded project (“Biovalor”), along with a GIZ project which brought institutional stakeholders together	Pre-PAGE
		Pre-PAGE:

¹¹² ANII (<https://www.anii.org.uy/apoyos/innovacion/289/fondo-de-investigacion-e-innovacion-en-economia-circular/>)

¹¹³ Additional information available: E-learning was carried out by UNIDO in August 2018 in the form of an e-learning course on cleaner production with the Cleaner Production Centre of the University of Montevideo, which serves as an element in training-of-trainers on cleaner production practices and labour formalisation. The online course will be offered on the INEFOP website (National Employment Institute that works closely with the Ministry of Labour).

Discursive commitments – Public statements supporting policy change	High-level government buy-in at the level of the Presidency and line ministries: <ul style="list-style-type: none"> • “Transforma Uruguay”, 2017, 2019 • National Circular Economy Action Plan, 2019 • National Environmental Plan for Sustainable Development, 2019 • National Development Strategy “Uruguay 2050”, 2019 	“Transforma Uruguay” preparation started in 2016 Good results achieved
Procedural change – Opening new spaces for dialogue, building a community of practice, arrangements for collaboration	PAGE supported this process through <ul style="list-style-type: none"> • Catalysing policy development on Green Economy and Circular Economy • Broadening the stakeholder base, involving the private sector as a driving force to demand policies, as well as civil society and academia 	Good results achieved
Policy content – Change in legislation, national and sectoral policies, systems, and financial and HR allocations	Green Economy and Circular Economy policies are supported through technical assistance. Work towards a law or directive on Circular Economy is ongoing	Good results achieved
Behaviour change – Implementation of conventions, policies, systems, legislation; disbursement of financial resources; placement of HR.	Disbursement of government funds to co-fund PAGE activities. Government sustaining Circular Economy Awards with own budgets	Progress
Impact - SDGs	Demand created from private sector industry for policies on green economy and circular economy combined with government programming at the central and local level is likely to contribute to Uruguay’s economic transition.	Too early to tell

Private sector: The National Prize for Circular Economy served as an outreach to the private sector, including SMEs, which constitute the large majority of enterprises in the country and 66% of its workforce. After the initial PAGE funding, the government has taken on the concept of the National Prize for Circular Economy and aims to fund it in the future. The private industrial sector will benefit from the National Strategy for Circular Economy as a guiding tool, for example, for their investments.

“While we worked on green economy issues before PAGE, public authorities are now much better informed. PAGE helped to bring more topics on the green economic agenda”.

Source: PAGE stakeholder, Uruguay

Getting things on the agenda: PAGE worked closely with the coordinating Ministry of Industry and Mining. However, it also reached other line ministries. For example, PAGE supported the work of the Ministry of Environment by estimating categories for harvested wood products and sustainable wood-based housing for poorer households. The Ministry saw PAGE as an opportunity to launch those topics and used PAGE funds for those studies as part of the Ministry’s workplan.

Community of practice: Building on previous work of UNIDO and GIZ, PAGE nurtured a community of different agencies, resulting in ongoing, growing ownership by government actors. At the same time, PAGE facilitated reaching sub-national governments on topics like circular economy and ecotourism. In this context, PAGE brought actors to the table who would not necessarily have worked together.

Capacity building dimension: Uruguay appears as a good practice concerning capacity building. The engagement started in 2018 with a preparatory workshop, followed by a Green Economy learning needs assessment. In the process, PAGE supported assessing academic sector capacities and gaps, as well as needs and how to address them in Green Economy learning. The development of learning products started after the end of the Operational Strategy 2016-2020, in 2021, and finished in 2022, involving sub-national departments. However, this is beyond the scope of this evaluation.

Utilization-focus: Interviewees indicated that public institutions keep using some products and methodologies developed with PAGE support. Examples include methodologies concerning green jobs developed with ILO, the National Waste Plan containing a component for a National Strategy for Circular Economy, or the course on the circular economy of the National School for Public Administration’s (ENAP) online capacity building platform. Other examples comprise the energy efficiency calculator for SME awareness raising, which the Ministry of Industry and Mines still uses.

In the context of the Circular Economy Strategy, Uruguay now benefits from two government funds that were initially established by PAGE, addressing digitalization and circular economy.

“Knowledge and awareness are key to create institutional capacities, the basis required for using new policies. Knowledge and awareness were PAGE’s core offer.”

Source: PAGE stakeholder, Uruguay

PAGE Added Value

PAGE Uruguay had the unique advantage of building on a GEF-funded programme, implemented by UNIDO, in green energy, which created initial capacities still in place. At the same time, a GIZ project had established the Inter-institutional Group on Green Economy before PAGE, which served as a readily available institutional platform for PAGE.

PAGE picked up the momentum from the previous projects and deepened the agenda, for example, for green jobs, while at the same time broadening the base of stakeholders involved. The broad stakeholder base comprises central and local government, the private sector, and civil society, proofed as a strength for PAGE.

Without PAGE, the green economy would have advanced in Uruguay but at a slower pace. PAGE functioned as a catalyzer for accelerating policy development.

Another strength of PAGE was the use of national capacities, such as national consultants, while the use of national research institutions or academia more broadly showed room for improvement.

Concerning the cooperation of the five UN agencies under the PAGE umbrella, Uruguay benefitted from being a One-UN pilot country.

Despite the change of government in 2020, national ownership of PAGE remained high due to the substantial technical involvement of several ministries under the leadership of the Ministry of Industry and Mines.

Other Contributing Factors

Government ownership of PAGE had remained strong since 2017 when Uruguay joined PAGE. Line ministries were in the driving seat and knew what services at demand from which PAGE partner.

Despite relatively small budgets, PAGE funding served as incentives to move other processes and activities, where national partners used in-kind staff time or co-financing.

Rather than the size of budgets, the predictability of funding influenced project implementation. Particularly the cooperation with UNEP suffered from funding delays, and national stakeholders had the impression that, at times, funds reserved for specific activities were used in other parts of the PAGE portfolio, even outside the country.

In one of the line ministries, the evaluation detected limited absorption capacities where PAGE funds had to be used in other parts of the national portfolio.

Challenges to Moving Forward

Stakeholders identified the ongoing need for institutional capacity building, a more robust private sector involvement (particularly SMEs), and an even more decentralized development approach as crucial challenges to anchoring PAGE results in Uruguay.

In the area of value chains, government engagement for departmental planning and development for the entire national territory could go beyond the Ministry of Industry and Mines.

A challenge for institutionalizing capacity development is the insufficient reach of senior management staff in relevant public institutions. At times suboptimal support from leadership concerning the time and resources allocated for trainees hamper the follow-up of capacity-building activities and the opportunities to apply the learning.

In Uruguay, we measure achievement of learning objectives, do assessments and learners are motivated. But they hit a glass ceiling within their institutions. Supervisors' and leadership support are required to allow for the use of learning.

Source: PAGE stakeholder, Uruguay

Lessons Learned

The evaluation identified lessons learned from PAGE's work in Uruguay between 2017 and 2020.

Better use of national scientific capacities: Academia could have been better involved in the PAGE implementation, with courses targeted at specific professional stakeholders. For example, science, technology, and innovation could have been included even more in value chains making use of the available academic capacities in the country. Also, a stronger results-focus by quantifying impacts in changes in the value chain could have established cases for replication in other parts of the national territory for broader regional development in the country.

Information sharing: Several national partners felt that PAGE could have taken a more strategic approach to keep them informed beyond the work on specific short-term activities and potentially use their capacities better.

Learning assessments: A good practice emerges for developing learning assessments, which were developed in parallel in Uruguay and Mato Grosso. In the process, consultants from Brazil visited Uruguay to share learning with the aim of creating a network between researchers.

The **country presence** of some PAGE agencies allowed for more continuous engagement with national stakeholders; e.g. for dialogue and results sharing to maintain a common spirit and keep momentum.

National Coordinator: changes in the position of the National Coordinator affect the continuity and efficiency of PAGE implementation.

Table 21 – Research and Evidence of Policy Influence in Uruguay

An analysis based on a review of selected cases of PAGE support in Uruguay 2016-2020

PAGE in Uruguay 2016-2020

- Policies Supported: 3
- Assessments: 9
- National institutions & ministries partnering: 27
- Initiatives providing co-financing: 3

Topics	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Impact
1. Creating a national development strategy	Identification of PAGE entry points such as: greenhouse gas scenario analysis on forest-wood-cellulose value chain	The National Development Strategy was officially announced in August 2019	PAGE supported this process through: <ul style="list-style-type: none"> ➤ Strategic environmental assessment ➤ Greenhouse gasses scenario analysis on the forest-wood-cellulose value chain 	Inclusion of environmental components into National Development Strategy Uruguay 2050		Intention: contribution to SDG 17, target 17.14 by enhancing policy coherence for sustainable development. Work on the forest-wood-cellulose value chain contributes to SDG 8, target 8.4, by working to decouple economic growth from environmental degradation, and SDG 12, target 12.2, by promoting the sustainable management and efficient use of natural materials. The greenhouse gasses scenario analysis development supports SDG 13, targets 13.1 and 13.2, by integrating climate change measures into national policies.
2. Macro-economic modelling	Green economy assessment completed in 2015 (pre-PAGE) 2018: report describing available models for impact assessment of environmental policies at a macroeconomic level					Intention: contribution to SDG 17, targets 17.18 and 17.19, by increasing the availability of data and measurements of the progress towards the SDGs.
3. Development of public policies to promote the	Preparation of the first international event on Cleaner Production and	Speeches by the Minister of Labour as well as a Deputy	The first international event on Cleaner Production and Formalization of Brick		Support the creation of the Pando Brick Production School and Park to provide	Intention: contribution to SDG 8, target 8.3, by promoting productive

greening of traditionally “brown” productive activities	Formalization of Brick Production Activities in May 2019 November 2019, PAGE organized capacity-building workshops on raw materials and cleaner production throughout Uruguay	Secretary of the MIEM during the event in May 2019	Production Activities took place in May 2019		theoretical and practical training in the production of bricks, incorporate good practices, promote efficiency, improve marketing conditions, and improve working conditions (since October 2019)	activities that support sustainable development objectives.
4. Land use tensions in mixed-use metropolitan areas	Support the design and implementation of policies to relieve tensions between industrial activities and residential areas in metropolitan Montevideo. A report issued in March 2019 about leather tannery activities and residential use					Intention: contribution to SDG 11, target 11.3 by enhancing inclusive and sustainable urbanisation.
5. Circular economy	Development of a National Action Plan on Circular Economy, as well as launching the National Circular Economy Awards Study to design and implement a monitoring and evaluation system for the National Circular Economy Plan	Government participation in National Circular Economy Awards	Award ceremony and participation of PAGE and national stakeholders	Government commitment to take over funding of National Circular Economy Awards	Circular Opportunities Sectoral Fund	Intention: contribution to SDG 12, target 12.5, by reducing waste generation.
6. Greening of business	2018: Cooperation with the Energy Efficiency Programme of the National Directorate of Energy to create an app that helps businesses to improve their energy efficiency	2019: a company was selected to design and implement this tool				Intention: Contribution to SDG 8 targets 8.3 and 8.4 by promoting resource efficiency and supporting productive activities, job creation, and labour formalization. It also contributes to SDG 12, target 12. A, by supporting scientific and technological

						capacity to move towards more sustainable consumption and production.
--	--	--	--	--	--	---

Guyana

Context

In 2017, PAGE's engagement with Guyana was announced at the PAGE Ministerial Conference, following government interest in UNEP support for its Green State Development Strategy, vision 2040 of Guyana.

Previously, the government and UNEP jointly published a guiding document for elaborating the Green State Development Strategy.

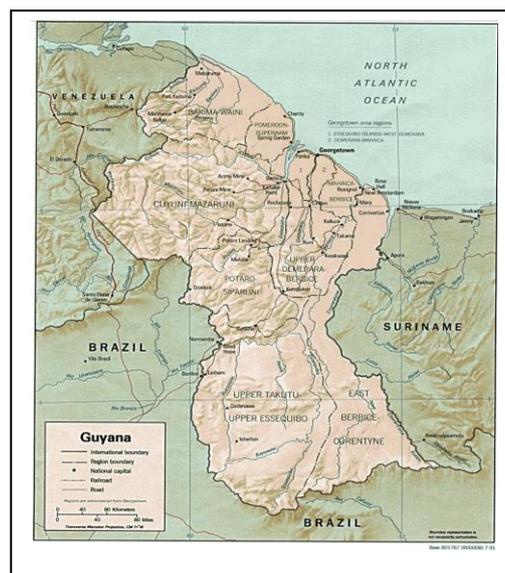
The government directly linked potential PAGE support for Green Economy to the SDGs and Guyana's commitments under the Paris Agreement. Besides, according to the PAGE Technical Committee, robust environmental conservation and protection legislation was in place.

Following good progress and a participatory process in 2018, political instability emerged at the end of 2018 when the government lost a vote of no confidence. The latter slowed down PAGE implementation in the country.

PAGE continued supporting the finalization of the Green State Development Strategy in 2019, including implementation-related support for work on monitoring, evaluation, and reporting in early 2020.

As a result of elections in March 2020, a contested election process, and a change of government in August 2020, including a significant change in its priorities, PAGE became dormant in Guyana.

Without reference to PAGE, the new Low Carbon Development Strategy 2030 replaced the Green State Development Strategy, which was presented to the National Assembly in July 2022. Currently, PAGE is finding effective ways to re-engage with the government, in close cooperation with the Resident Coordinator Office. However, this is beyond the scope of this evaluation.



Identified areas to promote green economy in the Green State Development Strategy, the basis for PAGE support between 2017 to 2020 in Guyana.

- Manage natural resource wealth
 - Sound fiscal and monetary policy
 - Sustainable management of land resources
 - Efforts to resolve the land rights issues of indigenous peoples
- Support economic resilience
 - Green and inclusive economic diversification
 - Sustainable agriculture techniques
 - High value-adding service industries
 - Building resilient infrastructure, green towns and urban public
 - Transitioning to near 100% renewable energy sources
 - Improving energy efficiency
 - Low-carbon transport sector
- Build human capital and institutional capacity
 - Good governance and strong institutions

Overall Objectives and Challenges to be Addressed

The main objectives for the former Green State Development Strategy comprised green and inclusive structural transformation, sustainable natural resource management, energy transition, resilient infrastructure and spatial development, human development, governance, institutional strengthening, international cooperation, trade, and investment¹¹⁴.

¹¹⁴ Government of Guyana, UNEP, 2017: Framework of the Guyana Green State Development Strategy and Financing Mechanisms. March 2017.

PAGE worked in the following areas to support the Green State Development Strategy, which is, however, no longer pursued by the new government:

National policy making: Creating a national development vision by finalizing the former Green State Development Strategy.

Sectoral and thematic reform: Work included energy efficiency and waste management, fruits and vegetables value chain, particularly for coconuts, and development of a fiscal policy strategy for sustainable agriculture.

Strengthening capacity: In the Ministry of Finance, for example, work took place on economic modelling, media training, outreach to the general public (reach: 1.5% of the population)¹¹⁵, and virtual training in cooperation with the University of Guyana).

South-South cooperation included cooperation among Ministries of Finance (Guyana, Jamaica, and Chile) in the region.

PAGE Guyana’s work plan has been included in the “Macroeconomic Response and Multilateral Collaboration” pillar of the UNCT’s Social and Economic and Response Recovery Plan as a COVID-19 mitigation measure.

Changes that Have Taken Place

PAGE in Guyana was strongly demand-based between 2017 and before the change of government in August 2020, given the previous Presidency’s policy priorities for the Green State Development Strategy. All activities were closely aligned with the government priorities at the time. This section summarizes PAGE activities across the four outcomes. The evaluation finds that following the change of the government resulting in substantial policy change, PAGE’s previous work lost demand, and work on results chains undertaken between 2017 and 2020 did not materialize any longer. Hence, the expected changes did not occur, as also presented in Table 23.

Table 22 – Assessment of Change in Guyana

Steps in policy support	Comment	Assessment
Shaping ideas – Providing evidence to frame debates, informal discussions, getting issues on the agenda	UNEP supported this process in the drafting of the Green State Development Strategy before PAGE	Pre-PAGE
Discursive commitments – Public statements supporting policy change	High-level government buy-in at the level of the Presidency before and during PAGE support until the government changed. <ul style="list-style-type: none"> ➢ 2019 Budget Speech ➢ 2019 High-Level Political Forum and UNFCCC’s COP25 event 	Pre-PAGE
		Continued from 2016 (before PAGE) to 08/2020
Procedural change – Opening new spaces for dialogue, building a community of practice, arrangements for collaboration	PAGE supported this process through <ul style="list-style-type: none"> ➢ Advocate and facilitator of a lengthy transition process (resource and budget intensive) ➢ Raising green industrial policy awareness: training, exposure for policy implementation, including civil servants, the general public, and the media 	Good results achieved
Policy content – Change in legislation, national and sectoral policies, systems, and financial and HR allocations	The Green State Development Strategy was finalized in 2020; its implementation was prepared when the government and its priorities changed. PAGE’s influence in Guyana is reflected in the Natural Resources Fund Act (No. 19 of 2021, which was amended from the original version brought by the prior government in 2019 and approved by the Parliament).	Good results achieved

<https://www.greengrowthknowledge.org/sites/default/files/Framework%20for%20Guyana%20Green%20State%20Development%20Strategy%2028-03-17.pdf>

Map: Source: University of Texas at Austin. University of Texas Libraries. Perry-Castañeda Library Map collection

¹¹⁵ www.worldpopulationreview.com

	This Act governs the operation of Guyana's sovereign wealth fund which holds revenues from oil and gas to support, inter alia, national development. The previous government included as one of the <u>purposes</u> of the Natural Resources Fund (that continues notwithstanding amendments made by the present administration) a focus on financing of activities linked to green economy . The amended Act has kept this focus as stated in Part II, Section 3(2)(d): "using natural resource wealth to finance national development priorities including any initiative aimed at realizing an inclusive green economy ".	
Behaviour change – Implementation of conventions, policies, systems, legislation; disbursement of financial resources; placement of HR.	Behaviour change did not materialize in terms of implementing the Green State Development Strategy, as the strategy was abandoned following the change in government in 2020.	No change
Impact - SDGs	PAGE-supported Green State Development Strategy was abandoned following the change in government in 2020.	No change

PAGE activities

National policy making

- Creating a national development vision: finalization of the Green State Development Strategy
 - Holding discussions with various ministers and a broad group of stakeholders and supporting public outreach sessions with civil society throughout 2018 and 2019 known as Green Conversations
- Guyana Green Economy Modelling Study and building stakeholder and institutional capacities
- Medium-term system dynamics modelling of green economy scenarios across agriculture, energy, forestry, and road infrastructure
 - Increase the availability of data to identify green investment opportunities and measure progress toward attainment
- Green economy progress measurement framework,
 - Green economy progress index and a sustainability dashboard, through the provision of stakeholder consultations, training, and a calculations exercise in collaboration with the Ministry of Finance.

Sectoral and thematic reform

- Green Industry Trade Assessment
- Development of efficiency and waste management guidelines
 - In collaboration with the Ministry of Agriculture to support a more resource-efficient and competitive fruits and vegetable value chain, particularly for coconuts
- Green Jobs Assessment Model with focus on data analysis and capacity-building
- Guyana International Small Business Expo and Summit
- Sustainable agriculture
 - Development of a fiscal policy strategy and road map in collaboration with the Ministry of Agriculture and the Ministry of Finance
 - Study analysing the coconut sector value chain.

Strengthening capacity

- Green Economic Modelling, Ministry of Finance: use system dynamics modelling. About 30 staff trained
- Fiscal policy: first green fiscal policy workshop, 22 participants
- Media: training of 10 media professionals as part of Green Economy Week in March 2019
- Green industry and trade: virtual training to build awareness and capacity for green industry and trade targeting senior staff of the Ministry of Foreign Affairs, the Ministry of Industry,

Commerce and Tourism, the Ministry of Finance, the Ministry of Agriculture, and the private sector, among other stakeholders. In cooperation with the University of Guyana

- General public: five Green Conversations – high profile, public, and media events that provide an open, non-partisan, inclusive space for Guyanese to learn about and engage with green development issues, reaching about 200 participants in person and about 12.000 through live streaming

South-South Cooperation

- One staff from the Department of Environment attended a 15-day training course on Climate Change and Green & Low Carbon Development in Beijing
- “Virtual study tours”: cooperation among Ministries of Finance (Guyana, Jamaica, and Chile) through outreach to other UNDP offices as part of preparatory work with the Ministry of Finance for the development of an online platform that will facilitate monitoring and reporting on national development plans and policy targets

PAGE Guyana’s work plan has been included in the “Macroeconomic Response and Multilateral Collaboration” pillar of the UNCT’s Social and Economic and Response Recovery Plan as a COVID-19 mitigation measure.

Beyond the focus on the formal PAGE outcomes, the evaluation revealed evidence for some cross-cutting changes that took place in Guyana with PAGE’s contribution.

PAGE was perceived as being strong on awareness raising. As an advocate in a lengthy transition process, PAGE supported the government in sensitizing the public about the Green State Development Strategy.

At the technical level, institutions like the Environmental Protection Agency benefitted from raising awareness, for example, concerning ecosystem services, resulting in a better application of government regulation.

Also, stakeholders referred to green industrial policy awareness raising through training and exposure to policy implementation.

PAGE involved the University of Guyana in capacity-building activities, for example, on Green Industrial Policies resulting in the expansion of the curriculum at the Department of Environment Studies. At the school of entrepreneurship, the changes to the curriculum comprised the inclusion of green tourism. The latter is one step to translating policy into action by locally strengthening national capacities

“Guyana made many international commitments, signed conventions. The country wants to honour those commitments, wants to do reporting. We are willing but need more capacity. The University of Guyana gives some support to translate policies into action”

Source: PAGE stakeholder, Guyana

PAGE Added Value

PAGE was a timely continuation of UNEP work for finalizing the Green State Development Strategy, vision 2040 of Guyana, between 2017 and 2020. As previously stated, the latter strategy is no longer in use, given a change of government, which was beyond the control of PAGE.

Other Contributing Factors

PAGE benefitted from solid government demand and engagement between early 2017 to the end of 2018. This strong ownership was reflected in the weight of the **National Advisory Committee**. While the PAGE focal point was located at one point in the Department of Environment, the Ministry of Finance co-chaired this committee. Key sectors such as mining and forestry were represented in the committee with influential, high-profile senior staff.

“The National Advisory Committee consisted of top decision makers in the country. For decision-making, it was a dream scenario”.

Source: PAGE stakeholder, Guyana

In hindsight, the government engagement might have been at a too high level, driven by the President, but less at the technical level. In Peru, for example, PAGE was embedded in the Environment Ministry, and the Steering Committee operated at the Directors' level. The latter was less influenced by policy change at the ministerial level.

UNEP's **national coordinator** played a crucial role in linking non-resident PAGE partners like UNITAR with local institutions and played an effective facilitation role.

The concept of “**One UN**” was relatively new when PAGE engaged in Guyana, and the agencies worked somehow in silos without sharing many activities of the country work plan. Despite this challenge, smaller non-resident agencies appreciated the model of involving the Resident Coordinator, as they are closer to the field, including the proximity to funding opportunities.

PAGE Weaknesses

The evaluation identified the following main weaknesses of PAGE in Guyana:

- Line ministry's buy-in, such as the Ministry of Industry, was not very strong as the President personally was the driving force behind the Green State Development Strategy
- Line ministries in Guyana operate with few staff members, often holding multiple functions, and few capacities were available, for example, in the Ministry of Industry to use complex UN modelling or assessment tools
- There was an impression of a blueprint being applied, with each agency using its standard products in isolation, for example, UNEP using its Green Economy modelling or UNIDO undertaking its Green Industry Trade Assessment. This process happened without systematically sharing activities of the country work plan and without sufficiently tailoring all assistance to the country capacities
- The HQ support of the respective PAGE agencies operating in Guyana was uneven
- Some partners felt that PAGE took a short-term activity approach over several months and missed the bigger picture of PAGE's work in the country, including future opportunities for engagement.

“As a partner, it would have been good to have a fact sheet or a flyer to keep us engaged. To inform about upcoming events and the bigger picture of PAGE in Guyana”.

Source: PAGE stakeholder, Guyana

Challenges to Moving Forward

The main challenge for PAGE to conclude its work in Guyana was to re-establish the agreement between the PAGE Management Board and the new government. The PAGE Secretariat indicated that it was for the government to approve the PAGE project under the UN Common Implementation Plan for Guyana.

Among the particular challenges to moving forward are gender and human rights. Both are a significant concern in parts of the Guyanese civil society with its strong cultural roots. In the mining and forestry sector, the exploitation of women and indigenous land rights are topics of concern, often only vaguely covered by land rights legislation.

While there was room to stronger integrate those topics into PAGE, for example, during many training activities between 2017 and 2020, those topics were not perceived as the most strategic topics by national counterparts.

For the future, PAGE needs to strike a balance between UN mandates and the country's uneven demand for gender and human rights.

Lessons Learned

The lessons learned from PAGE engagement in Guyana concern countries with a strong political commitment at the highest political level and, at the same time, feeble institutional capacities.

While the high-level political commitment clearly facilitated the initial stages of PAGE in Guyana, building on the previous engagement of the lead agency (in this case, UNEP), it seems that the UN agencies influenced the decisions taken about project implementation due to weak national capacities in a country of a population under 900.000 and the size similar to the United Kingdom. The UN agencies seem to have been in the driving seat for PAGE implementation.

Despite capacity building, the use of standards products PAGE partners delivered in the country for line ministries was uncertain, and opportunities seemed to have vanished following the change of government.

“At times, it was unclear whether the government counterparts really understood what PAGE had to offer. We simply delivered our standard products. In hindsight, this might have been a less useful approach but we were all learning at the time.”

Source: PAGE stakeholder, Guyana

Table 23 – Research and Evidence of Policy Influence in Guyana

PAGE in Guyana 2017-2020

- Policies supported: 3
- Assessments undertaken: 2
- National institutions & ministries partnering: 7
- Initiatives providing co-financing: 1

Topics	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Impact
1. Creating a national development vision	Finalization of the Green State Development Strategy	High-level government buy-in at the level of the Presidency before and during PAGE support until the government changed. 2019 Budget Speech 2019 High-Level Political Forum and UNFCCC COP25 event	PAGE supported this process through: <ul style="list-style-type: none"> • Advocate and facilitator of the lengthy transition process (resource and budget intensive) • Raising green industrial policy awareness: training, exposure for policy implementation, (civil servants, general public, and the media) 	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government Intention: contribution to SDG 13, target 13.2 by integrating climate change measures into national policies, strategies, and planning. Support SDG 17, targets 17.14 and 17.16 by enhancing policy coherence and developing country-owned frameworks and tools.
2. Medium-term system dynamics modelling of green economy scenarios	Focus on agriculture, energy, forestry, and road infrastructure. Work was finalized and synthesized into a "Summary Report for Policy-Makers."	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government Intention: contribution to SDG 17, targets 17.18 and 17.19
3. Green economy progress measurement framework Green economy progress index and sustainability dashboard	Development of an online platform for monitoring and reporting on national development plans, the SDGs, and the goals of the Paris Agreement	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government Intention: contribution towards SDG 17, targets 17.18 and 17.19
4. Green Industry Trade Assessment	Collaborated with the National Planning Commission to engage youth and labour constituents for a social compact on pathways for a Just Transition to a low-carbon society.	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government Intention: contribution to SDG 9, target 9.2, by promoting inclusive and sustainable industrialisation, as well as SDG 17, target 17.11 by

	Collaborated with Ministry of Agriculture to develop efficiency and waste management guidelines to support a more resource-efficient, competitive fruit and vegetable value chain					promoting exports for developing countries
5. Green Jobs Assessment Model	Focus on data analysis and capacity-building (11 trained and certified participants)	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government Intention: contribution to SDG 8, target 8.5 by promoting decent work for all, and SDG 17, target 17.14 by enhancing policy coherence across economic, social, and environmental dimensions
6. Guyana International Small Business Expo and Summit	Enabled smallscale entrepreneurs to showcase green innovative products; provided a platform for representatives from 16 countries to exchange experience on green economy initiatives	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government	Process stopped due to change in government Intention: contribution to SDG 8, target 8.3 by supporting entrepreneurship, creativity, and innovation
7. Scoping study on fiscal policy reforms for sustainable agriculture	Capacity-building activities on fiscal policies and trade and industrial policy		Support for fiscal policy, linked to the Agriculture Ministry's new Sector Strategy 2020-2030. New space opened for dialogue between the Ministry of Agriculture and the Ministry of Finance	Uptake to be seen	Uptake to be seen	Intention: contribution to SDG 8, target 8.3 by supporting green productive activities and SDG 17, targets 17.14 and 17.15 by enhancing policy coherence, encouraging resource mobilization, and promoting investment

ANNEX VI - BRIEF CURRICULA VITAE OF EVALUATION TEAM

Dr. Joyce Miller

Profession	Organisational Development Consultant, Resource Efficiency Programme Designer and Trainer, and Executive Leadership Coach
Nationality	Swiss and Canadian
Country experience	<ul style="list-style-type: none"> • Europe: Denmark, Germany, Montenegro, The Netherlands, Spain, Sweden, Switzerland, Turkey, United Kingdom • Mashrek / Maghreb: Algeria, Egypt, Jordan, Lebanon, Morocco, Syria, Tunisia • Africa: Ghana, Kenya, Liberia, Nigeria, Rwanda, South Africa, South Sudan, Tanzania, Uganda • Americas: Canada, Colombia, Ecuador, Mexico, Peru, United States • Asia: Bangladesh, China, India, Indonesia, Japan, Malaysia, Pakistan, Sri Lanka, Thailand, Vietnam
Education	<ul style="list-style-type: none"> • PhD in Economic Science (Organisational Learning, Stakeholder Dialogue, Innovation), Université de Lausanne/HEC, Switzerland (2008) • Master Coach in Leadership and Communication, IDC Institute Genève, Switzerland (2010) • Master of Business Administration (MBA), University of Western Ontario, Canada (1989) • Intensive Training Course in Environmental Assessment and Management, University of Aberdeen, Scotland (1994) • Honours Bachelor of Arts (Political Science and Administrative Studies), University of Waterloo, Canada (1986)

Short biography

Dr. Miller is an independent consultant and Founder/Director of the Swiss-based Capacity-Building Resource Exchange (CAPRESE) Sàrl, which supports the development of individual, team, and organisational capacities to create vision, mission, and strategy – and to implement change.

Key Specialties and Capabilities:

1. Building capacities in individuals and organisations on Resource and Energy Efficiency, Circularity/Life Cycle, Chemical Management, Innovation; Program Design, Pedagogy, Training
2. Strategy Consultancy; Leadership Development, Vocational Education; Organisational Assessment, Entrepreneurship, Business Development, Stakeholder Engagement

Selected Assignments and Experiences

3. Developed Technical Paper for UNFCCC's Technology Executive Committee (TEC) and Policy Brief with recommendations to COP to improve approach and operation of Financial Mechanism (GCF-Green Climate Fund; GEF-Global Environment Facility) in accelerating vulnerable countries' action to address their climate change challenges (2021-2022)
4. Supported GIZ's Pro-poor Growth and Promotion of Employment/Green Innovation Centre for Agriculture/Food Sector through design of Organisational Development training to equip Nigeria facilitators with content, skills, and process to carry out institutional strengthening (governance, management, team building) of local cooperation groups (2021-2022)

Selected Independent Evaluations:

- Terminal Evaluation of BMZ-funded Economic Empowerment of Women in Green Industry (2022)
- Terminal Evaluation of IKI-funded Transforming Tourism Value Chains in Dominican Republic, Mauritius, Philippines, and St. Lucia (2022)
- Mid-Term Evaluation of EC-funded Promoting an Energy-Sustainable Palestinian industry (2022)
- Mid-Term Reviews for UNIDO/UN Habitat of GEF-funded Integrated Impact Approach to support Sustainable City Development in Malaysia (2020) and India (2021)
- Strategy Review for UNESCAP of international governmental cooperation platform hosting 6 Member States (China, Japan, Mongolia, South Korea, North Korea, Russian Federation) to give input to 2021-2025 strategy for their North-East Asian Subregional Programme of Environmental Cooperation (NEASPEC)
- Overall Effectiveness Evaluation of C&A Foundation (2019)
- Terminal Evaluations for UNIDO of GEF-funded Global Cleantech Innovation Programme projects in Turkey, Pakistan, South Africa (2018-2019), Thailand (2020)
- Terminal Evaluation for UNEP of Eco-Innovation Project (2017)
- Mid-Term Review of UNIDO/UNEP Resource Efficient Cleaner Production Programme (2015)

Dr. Stephanie Robert Oksen

Profession	Consultant, Sustainable energy and resource efficiency
Nationality	French
Country experience	<ul style="list-style-type: none">• Europe: Denmark, France, Luxembourg, Ukraine• Africa: Benin, Burkina Faso, Cote d'Ivoire, Ethiopia, Kenya, Liberia, Nigeria, South Africa, Togo• Americas: United States• Asia: China, Indonesia, Lao PDR, Sri Lanka, Vietnam
Education	PhD Development Studies (Denmark, 2009)

Short biography

Dr. Stephanie Robert Oksen is an independent consultant with more 15 years of professional experience related to development cooperation and sustainability issues, with a main focus on sustainable energy, impacts of infrastructure development (incl. job creation and gender equality), climate change and more generally the green transition.

Key Specialties and Capabilities:

- Institutional development, training and capacity development as well as knowledge exchanges and policy formulation
- Project/programme formulation, evaluation and review. This includes global thematic evaluation, strategic evaluation, as well as project and programme evaluation.

Selected Assignments and Experiences

- Formulation of Danish Contribution to the World Resources Institute Strategic Plan 2023-2027. (2022)
- Appraisal of the Danish Contribution to the Climate Investment Fund - Accelerating Coal Transition (ACT) Investment Program. (2022)
- Formulation of the Danish Voluntary Contribution to the International Energy Agency Clean Energy Transition (CETP) Programme 2021-2025. (2020-2021)
- Formulation of a project document on Low Carbon Transition in Energy Efficiency Project 2021-2025 for Vietnam (LCEE2). (2020-2021)
- Definition of a results-based framework for future monitoring and evaluation of a multi-donor Climate mitigation programme: UNDP - NDC Support Programme, and Reporting Progress. (2019-2020)
- Formulation of South-South Cooperation for Renewable Energy Technology Transfer (RETT) between China, Ethiopia and Sri Lanka Projects Formulation. (2016-2017)
- WB ESW: Gender and Electricity Infrastructure study. (2015)

Selected Independent Evaluations:

- Evaluation of the UNEP-GEF Project Developing Core Capacity for MEA Implementation in Haiti. (On-going)
- Evaluation of the ICR Facility's work supporting 6 DFIs with tailor-made technical assistance. (2022)
- Mid-Term Review of the Global Energy Transformation Programme (2021-2022)
- Evaluation of the internal and external opportunities for increasing financing for climate change adaptation in EU and out of EU. (2021)
- UNEP and European Commission, including the Meta Evaluation of EU DG ENV - UN Environment Strategic Cooperation Agreement (SCA). (2019-2020)
- Evaluation of EU's past and current interventions with a focus on energy access, renewable energy dissemination and energy efficiency measures for climate change mitigations. (2017-2019)

Dr. Achim Engelhardt

Profession	Monitoring and Evaluation consultant
Nationality	German
Country experience	<ul style="list-style-type: none">• Europe: Belarus, Romania• Africa: Benin, Botswana, DRC, Ghana, Kenya, Malawi, Morocco, Mozambique, Nigeria, Senegal, South Africa, Tanzania, The Gambia and Zambia• Americas: Barbados, Belize, Dominican Republic, Ecuador, El Salvador, Grenada, Guatemala, Guyana, Panama, Peru, Mexico, Nicaragua, and Saint Lucia• Asia: Armenia, Bangladesh, Cambodia, Nepal, Sri Lanka, Tanzania, and Thailand
Education	PhD in Geography, University of Giessen, Germany

Short biography

Dr. Engelhardt is a geographer with a PhD in sustainable development. With his international development research background, he is specialised in results-based management, monitoring and evaluation with over 20 years' experience in 30 developing countries. He has undertaken 200+ M&E related assignments including 50+ assignments for the former United Kingdom's Department for International Development (DFID). He has also supported the World Bank and 20 UN agencies. From 2001 to 2006 he worked as M&E advisor in DFID's Monitoring and Evaluation Resource Centre "Parc" in the United Kingdom. He acted as auto-evaluation advisor in FAO's headquarters in 2005. From 2008 to 2012, he supported the Commonwealth Business Council as M&E advisor on a DFID Governance and Transparency Fund Programme across Africa. Dr. Engelhardt is founder member of the Swiss Evaluation Society's international development working group on programme evaluation.

Key Specialties and Capabilities:

His core expertise includes design and implementation of results-based monitoring frameworks, designing and leading complex evaluations, research to provide high-level evaluation guidance, and the facilitation of the development of programme logic/theory of change across a range of sectors. Sector expertise includes private sector development, trade, investment, world of work, governance, natural resources, access to justice, gender, food security, education and health.

Selected Assignments and Experiences

- **United Nations Evaluation Group/UNESCO/FAO – M&E expert:** Review of the 2005 UNEG Norms and Standards leading to the adoption of the revised UNEG Norms and Standards by the UNEG membership in April 2016 (2015/16)
- **World Bank/Global Partnership for Education - M&E expert:** Development support of GPE's evaluation strategy 2016 -2020 for GPE's US\$ 2.5 billion global investment portfolio, leading to the approval by GPE's Board in June 2016 (2016)
- **ILO – M&E expert:** Revision of the ILO's evaluation policy (2017)
- **WFP**, subcontracted by ITAD Ltd. – **Deputy team leader** of panel to ensure the quality of WFP decentralized evaluation reports comprising project, thematic and country program evaluations (2021 ongoing)

Selected Independent Evaluations:

- **UNIDO – Team leader:** Independent Evaluation of the Programme for Country Partnership in Peru (2022 ongoing)
- **Organization of American States–Team leader:** External evaluation of the Inter-American Commission on Human Rights Strategic Plan (2017-2021) (2021)
- **Swiss Development Cooperation - Team Leader:** External evaluation of SDC's five Global Programmes 2008 – 2014 (Health, Climate Change, Water Initiatives, Food Security and Migration and Development), with an investment portfolio of about US\$ 700m on influencing global policies (2015)
- **WHO/UNITAID - M&E expert:** Performance audit of UNITAID's M&E framework and RBM practices, including US\$ 1.3 billion investment portfolio for developing affordable medicines for HIV/AIDS, Tuberculosis and Malaria; (2012)

ANNEX VII - EVALUATION TOR (WITHOUT ANNEXES)

TERMS OF REFERENCE

Evaluation of the Partnership for Action on Green Economy Interagency Programme 'Operational Strategy 2016-2020'

(Encompasses UNEP's PAGE Project, 2018 – 2021, PIMS 02032)

Section 1: PROGRAMME BACKGROUND AND OVERVIEW

1. Programme General Information

Table 24: Programme General Information

PAGE (Interagency Programme, 2016-2020) ¹¹⁶ (Encompasses UNEP's Partnership for Action on Green Economy project January 2018 – December 2021; PIMS 02032- See Annex 5)									
Implementing Partners:	ILO, UNDP, UNEP, UNIDO and UNITAR								
Relevant SDG(s) and indicator(s):	<p>SDG 8: Promote inclusive and sustainable economic growth, employment and decent work for all.</p> <p>SDG 17¹¹⁷: Strengthen the means of implementation and revitalize the global partnership for sustainable development. Target 17.16 Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.</p>								
Actual start date:	January 2016¹¹⁸								
Actual end date:	December 2020¹¹⁹								
Planned budget:	<p>Operational Strategy 2016-2020 USD 43,500,000</p> <p>(out of the above) UNEP PAGE project phase II, total planned budget USD 10,589,195</p>								
Actual secured funds:	<table border="0" style="width: 100%;"> <tr> <td style="width: 60%;">Cash:</td> <td style="width: 40%;">In kind:</td> </tr> <tr> <td>PAGE MPTF:</td> <td>2017-2020: USD 4,800,000</td> </tr> <tr> <td>Total funds available 2017-2020 (as of 31 December 2020): USD 45,210,523¹²⁰</td> <td></td> </tr> <tr> <td>(total pledges: USD 52,811,627)</td> <td></td> </tr> </table>	Cash:	In kind:	PAGE MPTF:	2017-2020: USD 4,800,000	Total funds available 2017-2020 (as of 31 December 2020): USD 45,210,523¹²⁰		(total pledges: USD 52,811,627)	
Cash:	In kind:								
PAGE MPTF:	2017-2020: USD 4,800,000								
Total funds available 2017-2020 (as of 31 December 2020): USD 45,210,523¹²⁰									
(total pledges: USD 52,811,627)									

¹¹⁶ This is a terminal evaluation of the PAGE Operational Strategy and encompasses an evaluation of the supporting UNEP Programme Information and Management System (PIMS) project for PAGE. For ease of reference the title of the evaluation is simply "Evaluation of the PAGE Operational Strategy 2016-2020".

¹¹⁷ The PAGE Operational Strategy for 2016-2020 prioritized the work under the SDGs 8 and 17 also to advance the implementation of the International Climate Change Agenda under the SDG 13 for fostering the policy-making for NDCs. A full diagram of the PAGE links to all SDGS is included in the Operational Strategy on page 9.

¹¹⁸ This is the date when the Operational Strategy 2016-2020 came into effect. Between 2013 and 2016, the programme was already an interagency programme, but with UNEP receiving the funds. The PAGE Multi-Partner Trust Fund began operating as of 1 January 2017 and segmenting PAGE as an interagency programme. Initial UNEP PAGE project (PIMS 01659) ran from 1 September 2013 to 31 December 2017 with a total approved budget of USD 22,527,872 (at a time when UNEP still received all funds for the Programme). It was followed by EC-UNEP financed PAGE project (PIMS 02032) for the period 1 January 2018-31 December 2021 with total approved budget USD 10,589,195 (for only the part of the work implemented by UNEP directly).

¹¹⁹ It is noted that a COVID-19 response was initiated mid-2020 and funds to support this response began disbursement in January 2021.

¹²⁰ The total amount of deposits to the PAGE MPTF includes funds that were provided for the period beyond the timeframe looked at in the evaluation, meaning funds to be used between 2021 and 2023.

	UNEP TF (PGL) (referred to under PAGE PIMS project 2017-2021: USD 8,460,800 from EC contract) ^{121, 122}
Actual total expenditures:	<p>PAGE MPTF:</p> <p>Disbursements to 5 participating organizations since 2017¹²³ (as of December 2020): USD 20,293,712</p> <p>Administrative and other fees and costs (as of December 2020): USD 816,230</p> <hr/> <p>Total expenditures reported against PAGE MPTF 2017-2021 (as of December 2020): USD 21,109,942</p> <p>PAGE MPTF Balance (as of December 2020): USD 24,100,581</p> <p>UNEP TF:</p> <p>Expenditures: Since 2017: USD 6,980,006 (as of June 2021)</p>
Next phase:	2021 – 2030 PAGE Strategy launched with a first 5-year delivery phase (2021-25)

2. Programme Rationale

1. Approaches to Green Economy trace the root causes of unsustainable development patterns back to the misallocation of capital to activities that generate economic benefits, but with negative social and environmental externalities. The challenge is to decouple economic growth from environmental degradation and to increase opportunities for women, youth and the poor in particular. To do so, economies must be transformed so that they remain, or become, competitive while safeguarding socioeconomic and natural capital. This transition requires a shift away from business-as-usual. Government and the private sector must create opportunities to ensure long-term and sustainable prosperity in a resource-constrained world. An inclusive green economy and related concepts (such as circular economy, low-carbon economy, ecological civilization, well-being and decent work, sufficiency economy, green growth, inclusive wealth,) are expected to provide such opportunities.
2. An inclusive green economy, in its simplest expression, is low carbon, efficient and clean in production, but also inclusive in consumption and outcomes, based on sharing, circularity, collaboration, solidarity, resilience, opportunity, and interdependence. It is focused on expanding options and choices for national economies, using targeted and appropriate fiscal and social protection policies, and backed up by strong institutions that are specifically geared to safeguarding social and ecological floors. It recognizes that there are many and diverse pathways to environmental sustainability¹²⁴.
3. The Partnership for Action on Green Economy (PAGE) was designed as a direct response to the Rio+20 Declaration (2013), *The Future We Want*, which called upon the United Nations System and the international community to provide assistance to interested countries in developing, adopting and implementing green economy policies and strategies. It brings together the expertise and broad convening power of five UN agencies – United Nations

¹²¹ The scope of the UNEP Project Document, (PIMS 02032), is limited to the activities that UNEP is directly leading and the related budget directly managed by UNEP. This includes the services of the PAGE Secretariat, which is hosted in UNEP, and the global and country level activities that UNEP is implementing. All five agencies, including UNEP, receive funds from the PAGE MPTF in the second phase of the programme and UNEP does not provide the central fund management for the partnership. For contribution received prior to the establishment of the MPTF in 2017, the PAGE Secretariat hosted by UNEP manages a UNEP Trust Fund.

¹²² The amount in the UNEP project document is lower, USD7,364,304, because the start date of the document is January 2018, but the actual start of the contract with EC was 2017, meaning some funds from the EC contribution were already used in 2017. UNEP project document also anticipates UNEP to receive funds from the MPTF (USD 1,909,000 under unsecured funds in the project document). These are a subset of funds included under PAGE MPTF.

¹²³ These disbursements include funds which are for a period beyond the timeframe of this evaluation, meaning funds to be used beyond December 2020.

¹²⁴ UNEP 2015. *Uncovering Pathways Towards an Inclusive Green Economy: A Summary for Leaders*. See: <http://www.unep.org/greeneconomy/Portals/88/documents/>

Environment Programme (UNEP), International Labour Organization (ILO), United Nations Development Programme (UNDP), United Nations Industrial Development Organization (UNIDO), and United Nations Institute for Training and Research (UNITAR) – and works closely with national Governments, private sector and civil society, with the aim of offering a comprehensive, coordinated and cost-effective package of analytical support, technical assistance and capacity building services to countries and regions to transform their economies into drivers of sustainability and social equity.

4. PAGE supports Governments to work across sectors, seeking the integration of policies and strategies that will enable them to achieve multiple SDG targets through Inclusive Green Economy (IGE) and has, therefore, continued relevance since the adoption of the 2030 Agenda for Sustainable Development.
5. PAGE began in January 2013 and was initiated during a time when there was a growing realization among public and private sector decision makers of the need to evolve to a new economic paradigm, capable of progressing and achieving the goals of sustainable development, and one that matches the ambition of countries as they embark on implementing the 2030 Agenda for Sustainable Development.
6. The *PAGE Operational Strategy 2016-2020* outlines theory of change, operational strategy, and plans for 2016-2020 – with a look beyond to 2030. It includes plans for growing the Partnership and extending the PAGE offer to more countries over time. Further a deepening by extending global capacity building activities, global knowledge creation and knowledge sharing activities.
7. In 2021, PAGE is entering a new phase with the *Operational Strategy 2021-2030* aiming for the partnership to deepen its engagement with current partner countries, assist new countries in integrated economic policy development and national planning, and widen its alliance with other institutions, initiatives and programmes, including from the private sector and civil society, with special attention to youth and gender movements.
8. A group of 20 countries have joined PAGE since 2013, with Mongolia and Peru being the first in 2013 and Morocco and Thailand being the most recent in 2019, (see Annex 4 for complete list). More countries have expressed interest in joining and working with the Partnership in the future. This progression means that there are examples of mature, on-going, and upcoming countries to provide insights into PAGE effects over time.

3. Programme Results Framework

9. The Partnership supports nations and regions in reframing economic policies and practices around sustainability to foster economic growth, create income and jobs, reduce poverty and inequality, and strengthen the ecological foundations of their economies for inclusive green transition.
10. In its first two years, PAGE set up a governance structure (with a Secretariat, Management Board and Steering Committee) and centred the five-UN agency partnership in a jointly developed results framework, with the overall objective to support countries' efforts to transform their economies to be greener and more inclusive. The expertise and delivery models of each agency were brought together under a joint commitment to deliver on agreed outcomes and outputs at national and global levels. Building on this joint agreement on results, PAGE partners developed a business model that provides an integrated offer to interested countries, taking into account each agency's strengths and the specific country demand.

Table 25: Operational Strategy - results framework (see also PAGE Global Logframe, Annex 2)

Operational Strategy 2016-2020 ¹²⁵		Outputs
IMPACT	Countries are transforming their economies to eradicate poverty, increase jobs and social equity, strengthen livelihoods and	

¹²⁵ The programme logframe was first revised in 2021 in order to align it with the 2021-30 Operational Strategy. No revisions took place during 2017- end 2020.

	environmental stewardship, and sustain growth in line with the Sustainable Development Goals	
OVERALL OUTCOME/ INTERMEDIATE STATE	Countries reframe economic policy around sustainability and put in place enabling policy conditions, reforms, incentives, business models, and partnerships to catalyse greater action and investment in green technologies and natural, human, and social capital	
OUTCOME 1¹²⁶:	Countries have reinforced and integrated inclusive green economy (IGE) goals and targets into SDG aligned national economic and development planning through multi-stakeholder collaboration	<p>1.1 IGE diagnostics, assessments, and policy analysis undertaken</p> <p>1.2 Public, private and civil society stakeholders mobilized and engaged in cross-sectoral IGE prioritization</p>
OUTCOME 2:	Countries are implementing evidence-based sectoral and thematic reforms in line with national IGE priorities	<p>2.1 Sectoral and thematic diagnostics, assessments, and policy analysis undertaken</p> <p>2.2 Advisory support integrated into the design and advancement of sectoral and/or thematic policies, strategies, and plans</p> <p>2.3 IGE financing partners mobilized and engaged including UNCT, donors, IFIs, development banks and private sector</p>
OUTCOME 3:	Individual, institutional and planning capacities for IGE action strengthened at the national and global level	<p>3.1 Capacity development support delivered to national institutions</p> <p>3.2 Nationally tailored training programs developed and delivered</p> <p>3.3 Global and regional leadership and training programs and packages developed and delivered for individuals and institutions</p>
OUTCOME 4:	Countries have improved their knowledge base for advancing IGE	<p>4.1 IGE knowledge products generated and shared through North-South-South collaboration</p> <p>4.2 Global IGE advocacy, outreach and communications strategy developed and put in practice</p>
Activities Offered at Country Level		
RANGE OF ACTIVITIES:	Assessments for evidence-based policy proposals, e.g., green economy modelling and policy assessments to enable policymakers to visualize the impact of their policy and investment decisions, green jobs modelling and assessments, green industry assessments, green	

¹²⁶ Country targets at Outcome level were expected to be achieved after 5 years' in-country programme support.

	economy learning assessments, and public expenditure reviews;	
	Multi-stakeholder policy consultations and support for adoption of policies and plans;	
	Identification of synergies with other national and provincial strategies, priorities and processes, such as climate change/low-carbon strategies, sustainable consumption and production national programmes, etc.;	
	Sector-specific and thematic policy reform;	
	Policy implementation and mobilization of finance;	
	Capacity development on IGE to enable and support policy making as well as to maintain IGE efforts after the end of PAGE support.	

4. Executing Arrangements

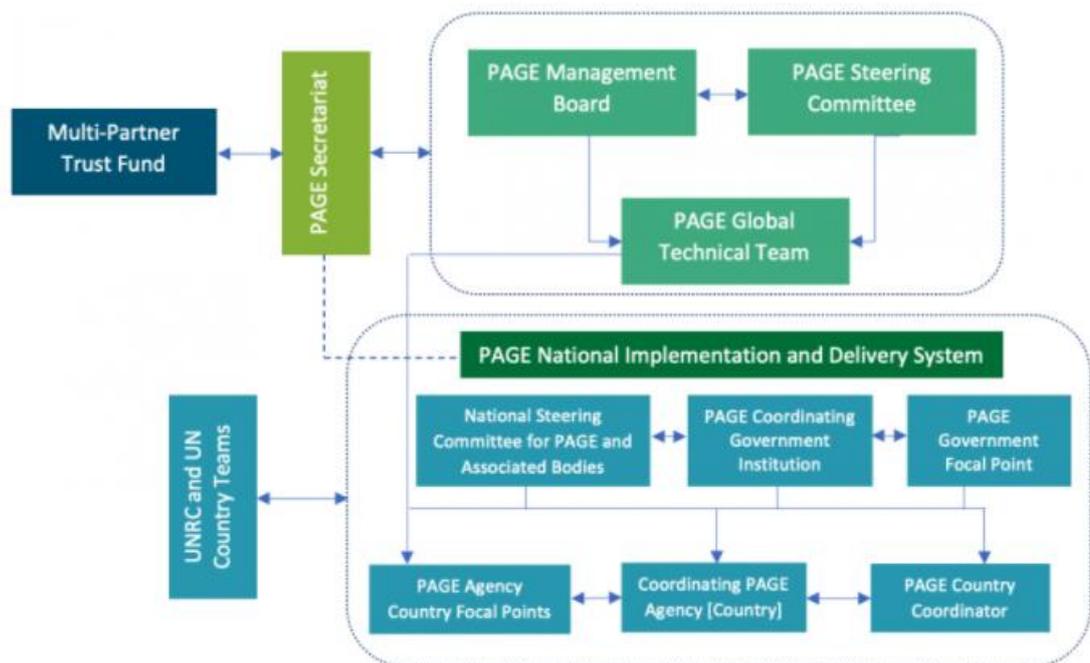
11. PAGE is managed and governed by its Steering Committee, Management Board, Technical Team, and Secretariat. Their roles are summarised below and the governance structure in Figure 1. Further information is provided in the Guidance for PAGE Partner Countries and Annex 4: PAGE Country Overview¹²⁷.

- The **Steering Committee** is a group of Governments and institutions that provide financial support to PAGE (referred to as funding partners), follow the development and implementation of the programme and provide overall strategic guidance to the direction of PAGE.
- The **Management Board** includes one director-level representative from each UN partner agency and is chaired and coordinated by UNEP. It agrees on the work programme and deployment of resources.
- The **Technical Team** comprises UN partner representatives who develop the work plan for PAGE under the leadership of the PAGE Secretariat and ensure consistency of country and global activities.
- The **PAGE Secretariat** (hosted by UNEP) serves as the central liaison point between the PAGE partners. It provides services to the Technical Team, the Management Board and the Steering Committee, including organizing their meetings and implementing their decisions. It is also responsible for managing the **PAGE Trust Fund**, which includes managing the relationship with the PAGE

¹²⁷ See also *Planning and Implementing a national PAGE Partnership: Guidance for PAGE Partner Countries* at http://www.un-page.org/files/public/page_country_guidance_note.pdf

Multi-Partner Trust Fund (PAGE MPTF) (housed by UNDP) and overseeing the delivery from the UNEP Trust Fund (UNEP TF). In addition, it prepares resource mobilisation proposals, inter agency agreements for transfer of funds to PAGE partners, tracks progress on national and global products, prepares financial and technical reports for funding partners, organizes and supports project evaluations and audits, and facilitates cooperation.

Figure 1: PAGE Governance Structure



- PAGE Partnerships** aim to leverage additional resources and to provide higher quality and better value services for longer term engagement. Partnerships should also reduce coordination costs for national ministries by making PAGE a coordination mechanism for wider and strategic “greening” efforts. See Figure 2 below.¹²⁸

Figure 2: PAGE Partnerships

¹²⁸ GIZ joined as action partner in 2019. Figure source: PAGE (2016), PAGE Operational Strategy 2016-2020, page 21.

Total for PAGE activities	7,700	9,700	10,200	9,200	6,700	43,500

13. There were three funding sources for the Operational Strategy during the period 2016-2020:

- Remaining funds from the funding contributions to the UNEP Trust Fund – the main funding vehicle for PAGE between 2013 and 2016. In 2016, ILO, UNDP, UNIDO and UNITAR were holding funds transferred to them under interagency agreements and UNEP was using its share directly from the UNEP Trust Funds. Remaining funds were used in parallel to resources from the PAGE MPTF till mid-2018.
- Funds received in the PAGE Multi-Partner Trust Fund since its establishment in 2017. Total MPTF funding available, as of December 2020, for the period 2017-2023, USD 45,210,523 with a total expenditure over the period 2017-2020 of USD 21,109,942.
- Funds received through an EC contribution to UNEP administered through the UNEP Trust Fund between 2017-2021.

14. PAGE has benefited from funding from the Funding Partners (in the initial phase called “Friends of PAGE”) comprising the European Commission, Germany, Finland, Norway, Republic of Korea, Sweden and Switzerland, and which have become more formally recognised, over time. Table 4 shows contributions to the PAGE Multi Partner Trust Fund, 2017-2020.

Table 4: Contributions from Funding Partners to the Multi-Partner Trust Fund, 2017-2020 (as of 31 December 2020)

Funding partner	USD
European Union	2,000,000
Government of Finland	1,849,356
Government of Germany	24,586,700
Government of Norway	5,693,155
Government of Republic of Korea	3,318,459
Government of Sweden	5,338,659
Government of Switzerland	1,555,998
Total	44,342,327

Note 1: Total budget of USD 45,210,523 includes fund earned interest USD834,800 and interest from participating organisations USD 33,396.

Note 2: German contribution of USD24,586,700 USD is inclusive of USD7,5 million allocated in 2020 for PAGE Green Recovery work.

15. Transfers to the participating organisations through the PAGE MPTF are presented in Table 5. The five UN agencies also provided in-kind contributions and expertise. The MPTF funds were one source of the funds that were used in the period 2016-2020. Up to mid-2018 funds from the earlier contributions were also used by agencies in parallel.

Table 5: Multi-Partner Trust Fund Transfers to Participating Organisations, 2017-2020 (as of 31 December 2020)

Participating Organisation	USD
ILO	4,535,302
UNDP	6,244,606
UNEP	2,635,410
UNIDO	3,575,300
UNITAR	3,746,074
Total	20,736,692

Note: Transfers from the Multi-Partner Trust Fund and allocated after the PAGE MPTF was established in 2017. Total figures by participating agencies are higher as funds received were also before MPTF was set up from 2016 and before.

6. Evaluation Evidence

16. A mid-term evaluation was conducted of the PAGE Operational Strategy in 2017 lead by the UNEP Evaluation Office. The evaluation found that PAGE had achieved a lot in a short amount of time with limited funding. There was good co-ordination across the five UN Agencies and evidence of inter-ministerial working in PAGE countries. The demand from governments for support on integrated policies and planning and SDG delivery was high and there was an opportunity for PAGE to move more centre stage in the SDG / INDC process.
17. The evaluation recommended, among other things, developing a comprehensive capacity development model and monitoring and evaluation frameworks at global and national level with indicators to better capture the results of PAGE and targets set. There was also a need to align the PAGE indicators, at all levels (impact to output), with the SDG goals and targets. It was also recommended to develop exit strategies in the PAGE countries to focus PAGE engagement and ensure sustainability of outcomes, and further explore opportunities with existing and potential new donors.
18. The Results Oriented Monitoring (ROM) Report conducted by the European Commission in 2019 concluded that PAGE offered an adequate tailored support to countries willing to progress in their transition towards an IGE, bringing the expertise of five different UN agencies. It recommended to ensure the functioning/re-activation of the National Steering Committees in the countries and focus on exit strategies, improve the monitoring and reporting system, consider funds for those countries that joined PAGE in 2014-2015, foster complementarities with other related projects, translate e-learning training courses in more languages, elaborate guidelines for the stocktaking report of new countries, and inform the EU Delegations on PAGE. It also made recommendations for consideration in the new Operational Strategy 2021-2030 such as developing a private sector strategy and adding beneficiary (graduated) countries in the governance structure.
19. A clustered evaluation was conducted by the ILO Evaluation Office in 2020¹³⁰ of two projects in the SIDA-ILO Partnership programme, namely: the Partnership for Action on Green Economy (PAGE); and, the ILO-Sida Partnership support to the cross-cutting policy driver (CCPD) on just transition to environmental sustainability. The primary focus (in terms of PAGE) was on countries where the ILO was the designated "lead UN entity" (Argentina, Peru, Senegal, and South Africa).

¹³⁰ <https://www.ilo.org/ievaldiscovery/#bk7vrtx>

20. The evaluation found there was a clear entry point/niche for ILO engagement in the just transition /green economy sphere with PAGE as an entry/leverage point for additional engagement (i.e. look to scale up and build on PAGE interventions). Also, it found that Gender considerations could play a more prominent role in the design of both programs. It was clear that gender considerations and disaggregation of data were occurring at the activity level. However, more could be done from a HQ/programme design and framework perspective to engage with gender specialists.

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

7. Objective of the Evaluation

21. In line with the UNEP Evaluation Policy¹³¹ and the UNEP Programme Manual¹³², the independent Terminal Evaluation is undertaken at completion of the PAGE Operational Strategy, in order to assess its performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the evaluand, including their sustainability. UNEP is leading this Terminal Evaluation, and it is doing so on behalf of all 5 PAGE agencies. The UNEG principles underlying 'Joint Evaluations' will be applied, specifically, an Evaluation Reference Group will be established (see paragraph 64) to enable participation in planning and decision making throughout this evaluation process.
22. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements of donors, participating agencies and beneficiaries, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among ILO, UNDP, UNEP, UNIDO and UNITAR and their partners. Therefore, the evaluation will identify lessons of operational relevance for future strategic programme formulation and implementation, especially where a second phase of the programme is being considered.

8. Key Evaluation Principles

23. Evaluation findings and judgements will be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.
24. **The "Why?" Question.** As this is a terminal evaluation and a continuation of the programme is already underway, particular attention will be given to learning from the experience. Therefore, the "Why?" question should be at the front of the consultants' minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultants need to go beyond the assessment of "what" the programme performance was and make a serious effort to provide a deeper understanding of "why" the performance was as it was (i.e. what contributed to the achievement of the programme's results). This should provide the basis for the lessons that can be drawn and describe concisely key obstacles faced from this phase of the programme.
25. **Attribution, Contribution and Credible Association:** In order to *attribute* any outcomes and impacts to an intervention, one needs to consider the difference between what has happened with, and what would have happened without, the intervention (i.e. take account of changes over time and between contexts in order to isolate the effects of an intervention). This requires appropriate baseline data and the identification of a relevant counterfactual, both of which are frequently not available for evaluations. Establishing the *contribution* made by an intervention in a complex change process relies heavily on prior intentionality (e.g. approved intervention design documentation, logical framework) and the articulation of causality (e.g. narrative and/or illustration of the Theory of Change). Robust evidence that an intervention was delivered as designed and that the expected causal pathways developed supports claims of contribution

¹³¹ <https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies>

¹³² <https://wecollaborate.unep.org>

and this is strengthened where an alternative theory of change can be excluded. A *credible association* between the implementation of an intervention and observed positive effects can be made where a strong causal narrative, although not explicitly articulated, can be inferred by the chronological sequence of events, active involvement of key actors and engagement in critical processes.

26. **Communicating evaluation results.** A key aim of the evaluation is to encourage reflection and learning by PAGE Secretariat, the five participating organisations and other key stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons. Clear and concise writing is required on all evaluation deliverables. Draft and final versions of the main evaluation report will be shared with key stakeholders by the Evaluation Manager including the PAGE Secretariat, the Evaluation Reference Group (ERG) and other programme stakeholders. There may, however, be several intended audiences, each with different interests and needs regarding the report. The consultants will plan with the Evaluation Manager which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some, or all, of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

9. Key Strategic Questions

27. In addition to the evaluation criteria outlined in Section 10 below, the evaluation will address the **strategic questions** listed below. These are questions of interest to the PAGE Secretariat and the five participating organisations and to which the programme is believed to be able to make a substantive contribution:
- (a) What has been the nature of experience with PAGE by countries which have completed five years (2016-2020) in the partnership? What does the evidence from these countries suggest about the nature and extent of long-lasting impacts of the PAGE programme?
 - (b) To what extent has the relevance and global visibility of PAGE changed over the period 2016-2020, and made inclusive green economy topics more relevant/visible at the global level?
 - (c) To what extent has PAGE distinguished itself from similar programmes at the global/ national level and leveraged co-financing?
 - (d) What have been the most effective peer learning/ south-south exchange models?
 - (e) What influence has PAGE had on the UN reform process, and what role can it have in the future?
 - (f) To what extent was PAGE able to adapt and respond effectively to country needs during the COVID-19 pandemic, and how have changes made to the programme affected overall performance?

10. Evaluation Criteria

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

A. Strategic Relevance

29. The evaluation will assess the extent to which the activity is suited to the priorities and policies of the Steering Committee members, implementing regions/countries and the target beneficiaries. The evaluation will include an assessment of the programme's relevance in

relation to its governing mandates and its alignment with relevant policies and strategies at the time of the programme's approval. Under strategic relevance an assessment of the complementarity of the programme with other initiatives addressing the needs of the same target groups will be made. This criterion comprises four elements:

i. Alignment to Strategic Priorities and Programmes of Work

30. Alignment with strategic priorities of the five participating agencies as in reflected operational documents, the evaluation should assess the programme's alignment with these under which the programme was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant operational documents. For UNEP, for example, strategic priorities include UNEP Medium Term Strategy¹³³ and Programme of Work (POW) as well as the Bali Strategic Plan for Technology Support and Capacity Building¹³⁴ (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology, practices and knowledge-sharing between PAGE countries.
31. Alignment with the strategic priorities of other UN agencies active within the Programme, may also be assessed at their request.

ii. Alignment to Steering Committee member/Partner Strategic Priorities

32. The Evaluation will assess the extent to which the programme is suited to, or responding to, the priorities identified and agreed upon by the Steering Committee.

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

33. The evaluation will assess the alignment of the programme with global priorities such as the SDGs and Agenda 2030. The extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented will be considered. Examples may include: UN Development Assistance Frameworks (UNDAF) or national or sub-national development plans, poverty reduction strategies, Nationally Appropriate Mitigation Action (NAMA) plans, Nationally Determined Contributions (NDCs), or regional agreements etc. Within this section consideration will be given to whether the needs of all beneficiary groups are being met and reflects the current policy priority to leave no one behind.

iv. Complementarity with Existing Interventions/Coherence¹³⁵

34. An assessment will be made of how well the programme, either at design stage or during the inception or mobilization stages¹³⁶, took account of ongoing and planned initiatives (e.g. being implemented by the same (internal coherence) or other agencies (external coherence) within the same country, sector or institution) that address similar needs of the same target groups. The evaluation will consider if the programme team, in collaboration with their partners and the Steering Committee, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UN Development Assistance Frameworks or One UN programming. Linkages with other interventions should be described and instances where coherence has been particularly well achieved should be highlighted.

Factors affecting this criterion may include:

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

¹³³ UNEP's Medium Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>

¹³⁴ <http://www.unep.fr/ozonaction/about/bsp.htm>

¹³⁵ This sub-category is consistent with the new criterion of 'Coherence' introduced by the OECD-DAC in 2019.

¹³⁶ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

- Country ownership, collective governance for impact and driven-ness

B. Quality of Programme Design

35. The quality of programme design is assessed and an overall Programme Design Quality rating is established. This overall Programme Design Quality rating is entered in the final evaluation ratings table as item B. In the Main Evaluation Report a summary of the programme's strengths and weaknesses at design stage is included.

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

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

C. Nature of External Context

At evaluation inception stage a rating is established for the programme's external operating context (considering the prevalence of conflict, natural disasters and political upheaval¹³⁷). This rating is entered in the final evaluation ratings table as item C. Where a programme has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, and/or a negative external event has occurred during implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together. A justification for such an increase must be given. At the present time it is anticipated that the effects of the COVID-19 pandemic will need to be considered. It may be necessary to consider the external operating context on a country by country basis.

D. Effectiveness

i. Availability of Outputs¹³⁸

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

Factors affecting this criterion may include:

- Preparation, coherence and readiness
- Quality of programme management, coordination and supervision¹³⁹

¹³⁷ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the programme's design and addressed through adaptive management of the programme team.

¹³⁸ Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2019)

¹³⁹ 'Project management and supervision' refers to the supervision and guidance provided by UNEP to implementing partners and national governments.

ii. **Achievement of Programme Outcomes**¹⁴⁰

37. The achievement of programme outcomes is assessed as performance against the programme outcomes as defined in the reconstructed¹⁴¹ Theory of Change. These are outcomes that are intended to be achieved by the end of the programme timeframe and within the programme's resource envelope. Emphasis is placed on the achievement of programme outcomes that are most important for attaining intermediate states. As with outputs, a table can be used where substantive amendments to the formulation of programme outcomes is necessary. The evaluation should report evidence of attribution between the Interagency intervention and the programme outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of the intervention's 'substantive contribution' should be included and/or 'credible association' established between the programme's efforts and the outcomes realised.

Factors affecting this criterion may include:

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

iii. **Likelihood of Impact**

38. Based on the articulation of long-lasting effects in the reconstructed TOC (*i.e. from programme outcomes, via intermediate states, to impact*), the evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Programme objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-term impacts. The Evaluation Office's approach to the use of TOC in evaluations is outlined in a guidance note available on the Evaluation Office website, <https://www.unenvironment.org/about-un-environment/evaluation>, and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified with provision of possible evidence and their causal linkages to the intended impact described.

39. The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects (e.g. will vulnerable groups such as those living with disabilities and/or women and children, be disproportionately affected by the programme?). Some of these potential negative effects may have been identified in the programme design as risks or as part of the analysis of Environmental and Social Safeguards.

40. The evaluation will consider the extent to which the programme has played a catalytic¹⁴² role or has promoted scaling up and/or replication as part of its Theory of Change and as factors that are likely to contribute to longer term impact.

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

¹⁴⁰ Outcomes are the use (*i.e. uptake, adoption, application*) of an output by intended beneficiaries, observed as changes in institutions or behavior, attitude or condition (UNEP, 2019)

¹⁴¹ All submitted UNEP project documents are required to present a Theory of Change. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between design and implementation (which may be related to securing and disbursing funds) and the level of any formal changes made to the design.

¹⁴² A catalytic effect is one in which desired changes take place beyond the initial scope of a programme (*i.e. the take up of change is faster than initially expected or change is taken up in areas/sectors or by groups, outside the programme's initial design*). Scaling up refers to an initiative, or one of its components, being adopted on a much larger scale, but in a very similar context (e.g., a small scale, localized, pilot being adopted at a larger, perhaps national, scale). Replication refers more to approaches being repeated or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target groups etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.

Factors affecting this criterion may include:

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

E. Financial Management

42. Financial management will be assessed under three themes: *adherence* to financial policies and procedures, *completeness* of financial information and *communication* between financial staff, PAGE Secretariat and UN Agency project management staff. The evaluation will establish the actual spend across the life of the programme of funds secured from all parties. This expenditure will be reported, where possible, at output/component level and will be compared with the approved budget. The evaluation will verify the application of proper financial management standards and adherence to financial management policies that govern the operation of the PAGE Multi-Partner Trust Fund (PAGE MPTF) and other funds managed directly by UNEP to implement the strategy. Any financial management issues that have affected the timely delivery of the programme or the quality of its performance will be highlighted. The evaluation will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner. The evaluation will assess the level of communication between the PAGE Secretariat, UN agency project manager and the Fund Management Officer as it relates to the effective delivery of the planned scope of work and the needs of a responsive, adaptive management approach.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of programme management and supervision

F. Efficiency

43. The evaluation will assess the extent to which the programme delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of programme execution. Focusing on the translation of inputs into outputs, *cost-effectiveness* is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. *Timeliness* refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The evaluation will also assess to what extent any programme extension could have been avoided through stronger project management and identify any negative impacts caused by delays or extensions. The evaluation will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed programme timeframe and consider whether the programme was implemented in the most efficient way compared to alternative interventions or approaches.

44. The evaluation will give special attention to efforts made by the programme during implementation to make use of/build upon pre-existing institutions, agreements, implementing partners and other partnerships, data sources, synergies and complementarities¹⁴³ with other initiatives, programmes and projects, etc. to increase efficiency.

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

Factors affecting this criterion may include:

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

¹⁴³ Complementarity with other interventions during programme design, inception or mobilization is considered under Strategic Relevance above.

G. Monitoring and Reporting

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

i. Monitoring Design and Budgeting

47. Each programme should be supported by a sound monitoring plan that is designed to track progress against SMART¹⁴⁴ results towards the provision of the programme's outputs and achievement of programme outcomes, country level progress, and with data disaggregated by gender, marginalisation or vulnerability, including those living with disabilities. In particular, the evaluation will assess the relevance and appropriateness of the programme indicators as well as the methods used for tracking progress against them as part of conscious results-based management. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal evaluation/review should be discussed if applicable.

ii. Monitoring of Programme Implementation

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

iii. Programme Reporting

49. The evaluation will assess the extent to which all relevant UN agency and donor reporting commitments that falls within the parameters of the evaluand (timeframe, funding envelope, results framework and geographic scope) have been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

- Quality of management and supervision
- Responsiveness to human rights and gender equity (e.g., disaggregated indicators and data)

H. Sustainability

50. Sustainability¹⁴⁵ is understood as the probability of programme outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the endurance of achieved programme outcomes (i.e. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the programme design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of programme outcomes may also be included.

¹⁴⁴ SMART refers to results that are specific, measurable, achievable, relevant and time-oriented. Indicators help to make results measurable.

¹⁴⁵ As used here, 'sustainability' means the long-term maintenance of outcomes and consequent impacts, whether environmental or not. This is distinct from the concept of sustainability in the terms 'environmental sustainability' or 'sustainable development', which imply 'not living beyond our means' or 'not diminishing global environmental benefits' (GEF STAP Paper, 2019, *Achieving More Enduring Outcomes from GEF Investment*)

i. Socio-political Sustainability

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

ii. Financial Sustainability

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

iii. Institutional Sustainability

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

Factors affecting this criterion may include:

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

I. Factors Affecting Programme Performance and Cross-Cutting Issues

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

i. Preparation and Readiness

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

ii. Quality of Programme Management and Supervision

55. In some cases 'management and supervision' will refer to the supervision and guidance provided by the five UN agencies to implementing partners and national governments while in others, it will refer to programme management performance of other executing parties and any

technical backstopping and supervision that has been provided. Performance may be assessed at a disaggregated level.

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

iii. Stakeholder Participation and Cooperation

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

iv. Responsiveness to Human Rights and Gender Equity

58. The evaluation will ascertain to what extent the programme has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the evaluation will assess to what extent the intervention adheres to UNEP's Policy and Strategy for Gender Equality and the Environment¹⁴⁶.
59. In particular the evaluation will consider to what extent programme implementation and monitoring have taken into consideration: (i) possible inequalities (especially those related to gender) in access to, and the control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children and those living with disabilities) to environmental degradation or disasters; and (iii) the role of disadvantaged groups (especially those related to gender) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

v. Environmental and Social Safeguards

60. In UNEP, for example, projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and management (avoidance, minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities. The evaluation will confirm whether the programme met requirements¹⁴⁷ to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and *report* on the implementation of safeguard management measures taken.
61. The evaluation will also consider the extent to which the management of the programme minimized the environmental footprint.

¹⁴⁶ The Evaluation Office notes that Gender Equality was first introduced in the Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time. https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y

¹⁴⁷ For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project design since 2011.

vi. Country Ownership and Driven-ness

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

vii. Communication and Public Awareness

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

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

64. The Terminal Evaluation will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed, involved and consulted throughout the evaluation process. Theory of change, and other theory-based approaches including contribution analysis along with quantitative and qualitative evaluation methods will be used as appropriate to determine programme achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultants maintain close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings. Where applicable, the consultants will provide a geo-referenced map that demarcates the area covered by the programme and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)
65. The findings of the evaluation will be based on the following:
- (a) A **desk review** of:
- Relevant background documentation on IGE;
 - Operational Strategy 2016-2020 and Operational Strategy 2021-2030 https://www.un-page.org/files/public/page-strategy-final_web_140720.pdf , including related documents (such as minutes of any review/approval meetings of the Steering Committee, Management Board, Technical Team and PAGE Secretariat; Annual reports, Annual Work Plans and Budgets or equivalent, revisions to the programme, the logical framework and its budget, PAGE Phase II UNEP project document; other Project Documents;
 - Programme reports such as progress and financial reports, country work plans, six-monthly progress reports from PAGE countries, meeting minutes, relevant correspondence, monitoring survey, etc. (also available sources on PAGE web-site);
 - Programme outputs: <https://www.un-page.org>, PAGE annual progress reports 2017-2019 at <http://mptf.undp.org/factsheet/fund/PGE00> , including PAGE annual progress report for 2020, <https://2020.page-annual-report.org/> with summarized information for each partner country: <https://2020.page-annual-report.org/#partner-countries> ; MPTF financial factsheet at <http://mptf.undp.org/factsheet/fund/PGE00> , knowledge products,

consultations, workshops, training and training packages, global events, assessments, outreach and communication tools.

- Programmatic documents from partner agencies such as project and budget documents for 2016-2021, strategic frameworks and progress reports.
- Mid-Term Evaluation of PAGE (2017), European Commission Results-oriented Monitoring Review (2019), SIDA-ILO and PAGE Cluster Evaluation (2020);
- Evaluations/reviews of similar programmes;
- Related UN reports and documents, media reports and articles.

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

- PAGE Secretariat;
- Governance bodies (global secretariat, global technical team, national structure) including members of the Steering Committee and Management Board, and Technical Team, which encompass representatives of funding partners and from UNEP, ILO, UNDP, UNIDO and UNITAR;
- MPTF Fund Management Officers;
- Collaborating partners;
- National stakeholders such as PAGE national coordinator, and representatives from coordinating agency, government and United Nations Resident Coordinator Office (UNRCO).
- Relevant IGE experts and resource persons;
- Representatives from civil society and specialist groups (such as industry associations, labour, women's associations, youth and trade unions, etc. as deemed relevant);
- Other relevant resource persons from the PAGE UN Agencies.

(c) **Surveys:** to be determined

(d) **Field visits:** to be determined as subject to COVID-19 global pandemic, local health restrictions and advice of the UNDSS.

(e) **Other data collection tools:** to be determined

66. An **Evaluation Reference Group** (ERG) is good practice for TEs of larger programmes or large 'flagship' projects. The ERG for this evaluation will provide strategic and supporting advisory direction to the evaluation - based on PAGE experiences and contextual knowledge - and boost buy-in to, and the credibility and legitimacy of, the evaluation process across the range of evaluation stakeholders.

67. The ERG will be comprised of representatives from each of the five participating organisations, funders, and the PAGE Secretariat.

68. The ERG will discuss, review and provide comments on:

- the demand for the evaluation – to ensure the evaluation will meet the needs of its intended users (through a review of the evaluation terms of reference);
- the inception report with a view on the overall evaluation approach, key evaluation questions and related operationalization and the reconstructed Theory of Change of the programme to help shape the evaluation; and
- the draft evaluation report, including the evaluation recommendations.

69. The ERG will appoint one of their members as the Chair. The Evaluation Office of UNEP will provide the secretariat to the ERG. ERG feedback and comments at different stages of the evaluation process will be collated by the Evaluation Manager during planned discussion meetings. The Evaluation Manager will, in consultation with the Chair and other ERG members, set the agenda for the discussion meetings and support these meetings logistically. It is expected that three such meetings will be held during the evaluation process, as shown in Table 6.

Table 6: Evaluation Reference Group meetings

Meeting	Purpose	Location	Tentative date
1 st	Introduce the ERG members Elect the Chair Discuss the TORs	Virtual	October-November 2021
2 nd	Discuss the draft Inception Report including the Theory of Change of PAGE Discuss the evaluation framework	Virtual	December 2021
3 rd	Discuss the draft evaluation report, including the recommendations	Virtual	April 2022

11. Evaluation Deliverables and Review Procedures

70. The evaluation team will prepare:
71. **Inception Report:** (see Annex 1 for overview of templates, tables and guidance notes) containing an assessment of programme design quality, a draft reconstructed Theory of Change of the programme, programme stakeholder analysis, evaluation framework and a tentative evaluation schedule.
72. **Draft and Final Evaluation Report:** (see Annex 1) containing an executive summary that can act as a stand-alone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table. Key findings may be presented in a PowerPoint presentation.
73. An **Evaluation Brief** (a 2-page overview of the evaluation and key findings) for wider dissemination through the PAGE and UNEP Evaluation Office website may be required. This will be discussed with the Evaluation Manager no later than during the finalization of the Inception Report.
74. **Review of the draft evaluation report.** The draft evaluation report will go through a series of review steps. First, the consultants will submit a draft report to the Evaluation Manager and revise the draft in response to their comments and suggestions. Once a draft of adequate quality has been peer-reviewed and accepted, the Evaluation Manager will share the cleared draft report with the PAGE Secretariat, who will alert the Evaluation Manager in case the report contains any blatant factual errors. The Evaluation Manager will then forward the revised draft report (corrected by the evaluation consultant(s) where necessary) to the Evaluation Reference Group (ERG) for its review and comments. After review by the ERG the draft will be shared widely with other programme stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the evaluation consultants for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.
75. Based on a careful review of the evidence collated by the evaluation consultants and the internal consistency of the report, the Evaluation Manager will provide an assessment of the ratings in the final evaluation report. Where there are differences of opinion between the evaluator and the Evaluation Manager on performance ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the programme.
76. The Evaluation Manager will prepare a **quality assessment** of the first draft of the main evaluation report, which acts as a tool for providing structured feedback to the evaluation consultants. The quality of the final report will be assessed and rated against the criteria specified in template listed in Annex 1 and this assessment will be appended to the Final Evaluation Report.
77. At the end of the evaluation process, the Evaluation Office will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals by the PAGE Secretariat. The Evaluation Office will track compliance against this plan on a six-monthly basis.

12. The Evaluation Team

78. For this evaluation, the Evaluation Team¹⁴⁸ will consist of a Principal Evaluator and one up to two Evaluation Specialists who will work under the overall responsibility of the UNEP Evaluation Office represented by *Susanne Bech*, Evaluation Manager, in consultation with *Asad Naqvi and Vera Weick*, PAGE Secretariat, *Lula Sherif and Pierre Bardoux*, MPTF Fund Administrative Officers, *Ardeshir Zamani*, UNEP Administrative Officer. The UNEP Evaluation Office, which is leading the evaluation exercise, will keep representatives from the five participating organisations continuously updated on the evaluation progress.
79. The consultants will liaise with the Evaluation Manager on any procedural and methodological matters related to the evaluation, including travel¹⁴⁹. It is, however, each consultants' individual responsibility (where applicable) to arrange for their visas and immunizations as well as to plan meetings with stakeholders (face-to-face or virtual), organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The PAGE Secretariat and the 5 participating organisations will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the evaluation as efficiently and independently as possible.
80. The **Principal Evaluator** will be hired over a period of 9 months (October 2021 to June 2022) and should have the following: a university degree in environmental sciences, economics, international development or other relevant political or social sciences area is required and an advanced degree in the same areas is desirable; a minimum of 10 years of technical / evaluation experience is required, preferably including evaluating large, regional or global programmes and using a Theory of Change approach; and a good understanding of national policy and/or interagency collaboration programmes, capacity-building/training and inclusive green economy is desired. English and French are the working languages of the United Nations Secretariat. For this consultancy, fluency in oral and written English is a requirement and proficiency in French or Spanish or Russian is desirable. Working knowledge of the UN system and specifically the work of the partnership UN agencies is an added advantage. The work will be home-based with possible field visits, subject to COVID-19 situation.
81. The **Evaluation Specialists** will be hired over a period of 9 months (October 2021 to June 2022) and should have the following: an undergraduate university degree in environmental sciences, economics, international development or other relevant political or social sciences area is required; a minimum of 8 years of technical/monitoring/evaluation experience is required and a good understanding of national policy and/or interagency collaboration programmes, capacity-building/training and inclusive green economy is desired. English and French are the working languages of the United Nations Secretariat. For this consultancy fluency in oral and written English is a requirement and proficiency in French, Spanish or Russian is desirable. Working knowledge of the UN system and specifically the work of partnership UN agencies is an added advantage. The work will be home-based with possible field visits, subject to COVID-19 situation.
82. Final composition of evaluation team with regards to one or two specialist consultants will be determined based on COVID-19 travel restrictions and locations of the Principal Evaluator and the Evaluation Specialists.
83. The Principal Evaluator will be responsible, in close consultation with the Evaluation Office of UNEP for overall management of the evaluation and timely provision of its outputs, described above in Section 11 Evaluation Deliverables, above. The two Evaluation Specialists will make substantive and high-quality contributions to the evaluation process and outputs. The Principal Evaluator and two Evaluation Specialists will ensure together that all evaluation criteria and questions are adequately covered.
84. Specifically, Evaluation Team members will undertake the following:

Inception phase of the evaluation, including:

¹⁴⁸ The Evaluation Team may be supported by national and/or specialist evaluators. The final composition of the team will be determined at the inception stage of the evaluation.

¹⁴⁹ While travel restrictions apply during the COVID-19 pandemic in-country consultants may also be considered as extensions to the evaluation team in place of international travel by the principal evaluators.

- preliminary desk review and introductory interviews with project staff;
- draft the reconstructed Theory of Change of the project;
- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (if relevant);
- develop and present criteria for country and/or site selection for in-depth review;
- plan the evaluation schedule;
- prepare the Inception Report, incorporating comments until approved by the Evaluation Manager

Data collection and analysis phase of the evaluation, including:

- conduct further desk review and in-depth interviews with project implementing and executing agencies, project partners and project stakeholders;
- (where appropriate and agreed) conduct survey(s). Ensure independence of the evaluation and confidentiality of evaluation interviews and surveys.
- regularly report back to the Evaluation Manager on progress and inform of any possible problems or issues encountered and;
- keep the Project/Task Manager informed of the evaluation progress.

Reporting phase, including:

- draft the Main Evaluation Report, ensuring that the evaluation report is complete, coherent and consistent with the Evaluation Manager guidelines both in substance and style;
- liaise with the Evaluation Manager on comments received and finalize the Main Evaluation Report, ensuring that comments are taken into account until approved by the Evaluation Manager
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the evaluation consultant and indicating the reason for the rejection; and
- (where agreed with the Evaluation Manager) prepare an Evaluation Brief (2-page summary of the evaluation and the key evaluation findings and lessons)

Managing relations, including:

- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- communicate in a timely manner with the Evaluation Manager on any issues requiring its attention and intervention.

13. Schedule of the Evaluation

85. The table below presents the tentative schedule for the evaluation.

Table 7. Tentative schedule for the evaluation

Milestone	Tentative Dates
Evaluation Kick-off Meeting	October 2021
Draft Inception Report to Evaluation Manager	October 2021
Draft Inception Report shared with Evaluation Reference Group	November 2021
E-based interviews, surveys etc.	November 2021-March 2022
Optional Country Missions (if Covid-19 situation allows international travel)	November 2021-February 2022
Draft report to Evaluation Manager (and internal Peer Reviewer), including PowerPoint/presentation on findings and recommendations	March 2022
Draft Report shared with PAGE Secretariat, Partner Agencies and UNEP project manager	April 2022
Draft Report shared with Evaluation Reference Group	April 2022
Draft Report shared with wider group of stakeholders	May 2022
Final Report	May-June 2022

14. Contractual Arrangements

86. Evaluation consultants will be selected and recruited by the Evaluation Office of UNEP under an individual Special Service Agreement (SSA) on a “fees only” basis (see below). By signing the service contract with UNEP/UNON, the consultants certify that they have not been associated with the design and implementation of the programme in any way which may jeopardize their independence and impartiality towards programme achievements and programme partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the programme’s executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.

87. Fees will be paid on an instalment basis, paid on acceptance by the Evaluation Manager of expected key deliverables. The schedule of payment is as follows:

Schedule of Payment for the Principal Evaluator:

Deliverable	Percentage Payment
Approved Inception Report (as per Annex 1 document 9)	30%
Approved Draft Main Evaluation Report (as per Annex 1 document 16)	30%
Approved Final Main Evaluation Report	40%

Schedule of Payment for the Evaluation Specialists:

Deliverable	Percentage Payment
Approved Inception Report (as per annex document 9)	30%
Approved Draft Main Evaluation Report (as per annex document 16)	30%
Approved Final Main Evaluation Report	40%

88. Fees only contracts: Where applicable, air tickets will be purchased by UNEP and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid up front. Local in-country travel will only be reimbursed where agreed in advance with the Evaluation Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

89. The consultants may be provided with access to UNEP’s information management systems (e.g. PIMS, Sharepoint, PAGE web-site, etc.) and if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

90. In case the consultants are not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultants have improved the deliverables to meet UNEP’s quality standards.

91. If the consultants fail to submit a satisfactory final product to UNEP in a timely manner, i.e. before the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultants’ fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

ANNEX VIII - QUALITY ASSESSMENT OF THE EVALUATION REPORT

Quality Assessment of the Evaluation Report

Evaluand Title:

Evaluation of the Implementation of the Partnership for Action on Green Economy (PAGE) Interagency Programme 'Operational Strategy 2016-2020'

All UNEP evaluations are subject to a quality assessment by the Evaluation Office. This is an assessment of the quality of the evaluation product (i.e. evaluation report) and is dependent on more than just the consultants' efforts and skills.

	UNEP Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
<p>Quality of the Executive Summary:</p> <p>The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.</p>	<p>Final report:</p> <p>Concise Executive Summary with background, evaluation objectives and scope, key findings, summary responses to key strategic questions, conclusions with summarized ratings table, lessons learned, recommendations.</p>	6
<p>I. Introduction</p> <p>A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.)</p> <p>Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?</p>	<p>Final report:</p> <p>Short introduction outlines PAGE from its launch in 2013, initial stage and the five agencies, the MTE as well as purpose of the present evaluation and its key audiences.</p> <p>Overall Operational Strategy budget amount provided.</p>	5.5
<p>II. Evaluation Methods</p> <p>A data collection section should include: a description of evaluation methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or sites/countries visited; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.). Efforts to include the voices of different groups, e.g. vulnerable, gender, marginalised etc) should be described.</p>	<p>Final report:</p> <p>Concise section with description of evaluation approach, use of TOC, details on sample selection, stakeholder engagement, limitations and mitigation measures.</p> <p>Mention of anonymity, respect for ethics and human rights.</p> <p>Introduces the joint evaluation approach and the Evaluation</p>	6

<p>Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their experiences captured effectively, should be made explicit in this section.</p> <p>The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described.</p> <p>It should also address evaluation limitations such as: low or imbalanced response rates across different groups; gaps in documentation; extent to which findings can be either generalised to wider evaluation questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome.</p> <p>Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected, and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views. Is there an ethics statement? E.g. <i>'Throughout the evaluation process and in the compilation of the Final Evaluation Report efforts have been made to represent the views of both mainstream and more marginalised groups. All efforts to provide respondents with anonymity have been made.'</i></p>	<p>Team's interpretation of the TOR, specifically criteria towards the evaluand.</p>	
<p>III. The Project</p> <p>This section should include:</p> <ul style="list-style-type: none"> • <i>Context:</i> Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses). • <i>Results framework:</i> Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • <i>Stakeholders:</i> Description of groups of targeted stakeholders organised according to relevant common characteristics • <i>Project implementation structure and partners:</i> A description of the implementation structure with diagram and a list of key project partners • <i>Changes in design during implementation:</i> Any key events that affected the project's scope or parameters should be described in brief in chronological order • <i>Project financing:</i> Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing 	<p>Final report:</p> <p>All elements addressed well. Includes detailed description of context, results framework with global map, mapping of stakeholders, global management and implementation structure, financing changes in design during implementation.</p>	<p>6</p>
<p>IV. Theory of Change</p> <p>The <i>TOC at Evaluation</i> should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors.</p> <p>This section should include a description of how the <i>TOC at Evaluation</i>¹⁵⁰ was designed (who was involved etc.) and applied to the context of the project? Where the project results as stated in the project design documents (or formal revisions of the project design) are not an accurate reflection of the project's intentions or do not follow UNEP's definitions of different results levels, project results may need to be re-phrased or reformulated. In such cases, a summary of the project's results hierarchy should be presented for: a) the</p>	<p>Final report:</p> <p>Good concise analysis of TOC at evaluation and causal pathway at global and country levels with emphasis on overall outcome and four direct outcomes and a detailed figure provided.</p>	<p>5.5</p>

¹⁵⁰ During the Inception Phase of the evaluation process a *TOC at Evaluation Inception* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions), formal revisions and annual reports etc. During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

results as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the <i>TOC at Evaluation</i> . The two results hierarchies should be presented as a two-column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'. This table may have initially been presented in the Inception Report and should appear somewhere in the Main Review report.		
<p>V. Key Findings</p> <p>A. Strategic relevance:</p> <p>This section should include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval. An assessment of the complementarity of the project at design (or during inception/mobilisation¹⁵¹), with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed:</p> <ol style="list-style-type: none"> i. Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities ii. Alignment to Donor/GEF/Partners Strategic Priorities iii. Relevance to Regional, Sub-regional and National Environmental Priorities iv. Complementarity with Existing Interventions 	<p>Final report:</p> <p>Section covers assessment including a summary assessment for each element as required of:</p> <p>Alignment to strategic priorities of UN partner agencies; Alignment to strategic priorities of donors; Relevance to global, regional, sub-regional and national priorities; Complimentary with existing interventions/ coherence.</p>	5.5
<p>B. Quality of Project Design</p> <p>To what extent are the strength and weaknesses of the project design effectively <u>summarized</u>?</p>	<p>Final report:</p> <p>Well-summarized analysis with a summary assessment of key strengths and weaknesses, including reference to MTE.</p>	5.5
<p>C. Nature of the External Context</p> <p>For projects where this is appropriate, key <u>external</u> features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval¹⁵²), and how they affected performance, should be described.</p>	<p>Final report:</p> <p>Short description addressing external context. Note: Case studies in Annex provides further detail on selected countries.</p>	5
<p>D. Effectiveness</p> <p>(i) Outputs and Project Outcomes: How well does the report present a well-reasoned, complete and evidence-based assessment of the a) availability of outputs, and b) achievement of project outcomes? How convincing is the discussion of attribution and contribution, as well as the constraints to attributing effects to the intervention?</p> <p>The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed</p>	<p>Final report:</p> <p>Summary assessment of effectiveness followed by detailed assessment of the three sub-criteria and summary assessments.</p> <p>Well-structured presentation with good use of figures for outputs and outcomes.</p>	6

¹⁵¹ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

¹⁵² Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team.

explicitly.		
<p>(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact?</p> <p>How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed?</p> <p>Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.</p>	<p>Final report:</p> <p>Discussion of outcomes with reference to sustainability, assumptions based on reconstructed TOC.</p>	5.5
<p>E. Financial Management</p> <p>This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table.</p> <p>Consider how well the report addresses the following:</p> <ul style="list-style-type: none"> • <i>Adherence</i> to UNEP's financial policies and procedures • <i>completeness</i> of financial information, including the actual project costs (total and per activity) and actual co-financing used • <i>communication</i> between financial and project management staff 	<p>Final report:</p> <p>Analysis covering elements of MPTF financial management, and communication between MPTF and PAGE Management Staff as appropriate. Financial documentation provided deemed satisfactory with summary assessment included for each sub-criteria.</p>	5.5
<p>F. Efficiency</p> <p>To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including:</p> <ul style="list-style-type: none"> • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use during project implementation of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • The extent to which the management of the project minimised UNEP's environmental footprint. 	<p>Final report:</p> <p>Efficiency assessed in terms of timeliness in availability of funds, co-financing and synergies with a summary assessment included.</p>	5.5
<p>G. Monitoring and Reporting</p> <p>How well does the report assess:</p> <ul style="list-style-type: none"> • Monitoring design and budgeting (<i>including SMART results with measurable indicators, resources for MTE/R etc.</i>) • Monitoring of project implementation (<i>including use of monitoring data for adaptive management</i>) • Project reporting (<i>e.g. PIMS and donor reports</i>) 	<p>Final report:</p> <p>Concise section on monitoring and reporting with summary assessment confirming monitoring compliance and sections on monitoring design and budgeting with a review of quality assessment of overall PAGE outcome indicators towards meeting SMART criteria and table with survey comments on output indicators. Sections on monitoring of implementation with focus on use of monitoring, and reporting assessing availability of sex-disaggregated data.</p>	6

<p>H. Sustainability</p> <p>How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved project outcomes including:</p> <ul style="list-style-type: none"> • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability 	<p>Final report:</p> <p>Concise section on sustainability with emphasis on assessment of financial sustainability. Summary assessment provided for each of the three sub-criteria.</p>	5
<p>I. Factors Affecting Performance</p> <p>These factors are <u>not</u> discussed in stand-alone sections but are integrated in criteria A-H as appropriate. Note that these are described in the Evaluation Criteria Ratings Matrix. To what extent, and how well, does the evaluation report cover the following cross-cutting themes:</p> <ul style="list-style-type: none"> • Preparation and readiness • Quality of project management and supervision¹⁵³ • Stakeholder participation and co-operation • Responsiveness to human rights and gender equality • Environmental and social safeguards • Country ownership and driven-ness • Communication and public awareness 	<p>Final report:</p> <p>Good and concise analysis of factors with summary assessment for each factor and distinguishes between global and national levels. Detailed analysis of gender and human rights and inclusion. Results from survey incorporated as appropriate. Communication analysis with focus on global events.</p>	5.5
<p>VI. Conclusions and Recommendations</p> <p>i) Quality of the conclusions: The key strategic questions should be clearly and succinctly addressed within the conclusions section. This includes providing the answers to the questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal.</p> <p>It is expected that the conclusions will highlight the main strengths and weaknesses of the project and connect them in a compelling story line. Human rights and gender dimensions of the intervention (e.g. how these dimensions were considered, addressed or impacted on) should be discussed explicitly. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.</p>	<p>Final report:</p> <p>Well-structured conclusions with strengths to leverage which includes challenges, and responses to key strategic questions and presents good and adequate summary of findings and ratings.</p>	6
<p>ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should be avoided. Based on explicit evaluation findings, lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons are intended to be adopted any time they are deemed to be relevant in the future and must have the potential for wider</p>	<p>Final report:</p> <p>Useful three lessons presented that align with recommendations without duplicating them.</p>	5.5

¹⁵³ In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP. This includes providing the answers to the questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal.

application (replication and generalization) and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.		
<p>iii) Quality and utility of the recommendations:</p> <p>To what extent are the recommendations proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when.</p> <p>At least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions, should be given.</p> <p>Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.</p> <p>In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance.</p> <p>Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.</p>	<p>Final report:</p> <p>Useful seven recommendations based on findings of the report and resonating with the strategic evaluation questions and reflecting the complex nature of the joint programme evaluand.</p>	5.5
VII. Report Structure and Presentation Quality		
<p>i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?</p>	<p>Final report:</p> <p>Well-structured, concise and complete report in-line with guidelines. All annexes included and complete, including annex with detailed case studies of sample countries.</p>	6
<p>ii) Quality of writing and formatting: Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?</p>	<p>Final report:</p> <p>Very readable report in a concise language style with excellent use of table and figures. Cross-referencing used. Formatting in-line with UNEP Evaluation Office guidelines.</p>	6
OVERALL REPORT QUALITY RATING		5.7

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

At the end of the evaluation, compliance of the evaluation process against the agreed standard procedures is assessed, based on the table below. *All questions with negative compliance must be explained further in the table below.*

Evaluation Process Quality Criteria	Compliance	
	Yes	No
Independence:		
1. Were the Terms of Reference drafted and finalised by the Evaluation Office?	x	
2. Were possible conflicts of interest of proposed Evaluation Consultants appraised and addressed in the final selection?	x	
3. Was the final selection of the Evaluation Consultants made by the Evaluation Office?	x	
4. Was the evaluator contracted directly by the Evaluation Office?	x	
5. Was the Evaluation Consultants given direct access to identified external stakeholders in order to adequately present and discuss the findings, as appropriate?	x	
6. Did the Evaluation Consultant raise any concerns about being unable to work freely and without interference or undue pressure from project staff or the Evaluation Office?		x
7. If Yes to Q6: Were these concerns resolved to the mutual satisfaction of both the Evaluation Consultant and the Evaluation Manager?	x	
Financial Management:		
8. Was the evaluation budget approved at project design available for the evaluation?	x	
9. Was the final evaluation budget agreed and approved by the Evaluation Office?	x	
10. Were the agreed evaluation funds readily available to support the payment of the evaluation contract throughout the payment process?	x	
Timeliness:		
11. If a Terminal Evaluation: Was the evaluation initiated within the period of six months before or after project operational completion? Or, if a Mid Term Evaluation: Was the evaluation initiated within a six-month period prior to the project's mid-point?	x	
12. Were all deadlines set in the Terms of Reference respected, as far as unforeseen circumstances allowed?	x	
13. Was the inception report delivered and reviewed/approved prior to commencing any travel?	x	
Project's engagement and support:		
14. Did the project team, and identified project stakeholders provide comments on the evaluation Terms of Reference?	x	
15. Did the project make available all required/requested documents?	x	
16. Did the project make all financial information (and audit reports if applicable) available in a timely manner and to an acceptable level of completeness?	x	
17. Was adequate support provided by the project to the evaluators in planning and conducting evaluation missions?	x	
18. Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the evaluation?	x	
19. Were evaluation findings, lessons and recommendations adequately discussed with the project team for ownership to be established?	x	
20. Did the project team, and any identified project stakeholders provide comments on the draft evaluation report?	x	
Quality assurance:		
21. Were the evaluation Terms of Reference, including the key evaluation questions, peer-reviewed?	x	
22. Was the TOC in the inception report peer-reviewed?	x	
23. Was the quality of the draft/cleared report checked by the Evaluation Manager and Peer Reviewer prior to dissemination to stakeholders for comments?	x	
24. Did the Evaluation Office complete an assessment of the quality of both the draft and final reports?	x	

Transparency:		
25. Was the draft evaluation report sent directly by the Evaluation Consultant to the Evaluation Office?	x	
26. Did the Evaluation Manager disseminate (or authorize dissemination) of the cleared draft report to the project team, and other key internal personnel (including the Reference Group where appropriate) to solicit formal comments?	x	
27. Did the Evaluation Manager disseminate (or authorize dissemination) appropriate drafts of the report to identified external stakeholders, including key partners and funders, to solicit formal comments?	x	
28. Were all stakeholder comments to the draft evaluation report sent directly to the Evaluation Office	x	
29. Did the Evaluation Consultants respond adequately to all factual corrections and comments?	x	
30. Did the Evaluation Office share substantive comments and Evaluation Consultant responses with those who commented, as appropriate?	x	

Provide comments / explanations / mitigating circumstances below for any non-compliant process issues.

<u>Process Criterion Number</u>	<u>Evaluation Office Comments</u>
General Comment	The evaluation was conducted as a joint evaluation led by the Evaluation Office of UNEP through consultation with the Evaluation Reference Group and engagement of the five UN partner agencies of the PAGE Programme to ensure compliance with the evaluation process, as appropriate, for an interagency programme.

ⁱ Upstream / cross sectoral economic/development planning were not assessment criteria. Data source: PAGE Annual Report, 2020.