Terminal Evaluation of the UNEP-GEF project – "Capacity Development for the Integration of Global Environmental Commitments into National Policies and Development Decision Making in Bosnia and Herzegovina"

GEF ID #: 5302

2015-2021

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The evaluation consultant hopes that the findings, conclusions and recommendations will contribute to Bosnia and Herzegovina's environmental information system and the continuous improvement of similar projects in Bosnia and Herzegovina, and in other countries.

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About the Evaluation

Joint Evaluation: No

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Brief Description: This report is a terminal evaluation of the UNEP/GEF "Capacity development for the integration of global environmental commitments into national policies and development" project implemented between 2014 and 2019. The project's overall development goal was to *enhance capacities of institutions for environmental management in Bosnia and Herzegovina (BiH) by institutionalizing identified tools and practices for environmental information and knowledge management*. The evaluation sought to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation had two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, and the relevant agencies of the project participating countries.

Key words: Bosnia and Herzegovina; Multilateral Environmental Agreements; MEAs; Environmental Conventions; UNFCCC; CBD; UNCCD; United Nations Framework Convention on Climate Change; United Nations Convention on Biological Diversity; United Nations Convention to Combat Desertification; Environmental Monitoring; Environmental Data; Environmental Management Information System, Indicator Reporting Information System; Governance.

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List of acronyms and abbreviations

AQMS	Air Quality Monitoring Station
BD	Brcko District
BiH	Bosnia and Herzegovina
BSP	Bali Strategic Plan for Technology Support and Capacity Building
CBD	Convention on Biological Diversity
CCCD	Cross-cutting Capacity Development
DEWA	Division of Early Warning and Assessments
EA	Executing Agency
EMIS	Environmental Management Information System
EQ	Evaluation Question
ESIA	Environmental and Social Impact Assessment
EU	European Union
FMO	Fund Management Officer
GEF	Global Environment Facility
GoBiH	Government of Bosnia and Herzegovina
HQ	Headquarter
IRIS	Indicator Reporting Information System
M&E	Monitoring and Evaluation
MDG	United Nations Millennium Development Goals
MEA	Global Multilateral Environmental Agreements
METFBiH	Ministry of Environment and Tourism of the Federation of Bosnia and Herzegovina
MFA	Multi Focal Areas
MoFTER	Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina
MSPCERS	Ministry for Spatial Planning, Construction and Ecology of Republika Srpska
MTR	Mid-term Review
MTS	Medium Term Strategy
NBSAP	National Biodiversity Strategy and Action Plan
NCSA	National Capacity Self-Assessment
NRM	Natural Resource Management
PDQ	Project Design Quality
PIF	Project Identification Form
PIR	Project Implementation Review
PMU	Project Management Unit
PoW	Programme of Work
PPG	Project Preparation Grant
PRC	Project Review Committee
PSC	Project Steering Committee
ROE	Regional Office for Europe
RS	Republika Srpska
RTOC	Reconstructed Theory of Change
SC	South Cooperation
SDG	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Relevant, and Time-bound

TE	Terminal Evaluation
TOC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
VoIP	Voice over Internet Protocol

Project identification table

Table 1: Project Identification Table

GEF Project ID:	5302		
Implementing Agency:	UNEP: Science Division *(formerly DEWA), Climate services and Capacity Unit, Capacity Development and Innovations Branch*	**Executing Agency:**	UNEP: Regional Office for Europe (ROE) – Vienna Office, UNEP BiH Office Govt. of BiH (BiH, FBiH, RS): Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina (MoFTER); Ministry for Spatial Planning, Construction and Ecology of Republika Srpska; Ministry of Environment and Tourism of the Federation of Bosnia and Herzegovina
Relevant SDG(s):	11)Sustainable cities and communities, 13) Climate Action, 14) Life Below Water 15) Life on Land 16) Peace, Justice and Strong Institutions, 17) Partnerships for the Goals		
Sub-programme:	2018-2019 UNEP SP7 Environment under review	**Expected Accomplishment(s):**	EA(a): Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action
UNEP approval date:		**Programme of Work Output(s):**	EA(a)(ii): Increase in the number of countries reporting on the environmental dimension of sustainable development through shared environmental information systems with country-level data made discoverable through UNEP
GEF approval date:	08 July 2014	**Project type:**	Medium Size Project
GEF Operational Programme #:	GEF-5 Cross-Cutting Capacity Development Strategy	**Focal Area(s):**	Multi Focal Areas (MFAs) (Capacity building)
		GEF Strategic Priority:	CD-2: 2.1) Institutions and stakeholders have skills and knowledge to research, acquire and apply information for collective actions

			CD-4: 4.1) Enhanced institutional capacities to manage environmental issues and implement global conventions CD-5: 5.1) Enhanced skills of national institutions to monitor environmental changes
***Expected* start date:**	3 September 2014	**Actual start date:**	October 2014
***Planned* completion date:**	31 December 2017	**Actual operational completion date:**	31 Dec 2019
***Planned* project budget at approval:**	• USD 4,027,000 (planned at design, ToR) • USD 2,953,000 (planned at PIF, additional co-financing raised: USD 600,870)) • USD 3,553,870 (CEO approval)	**Actual total expenditures reported as of 30 June 2021:**	USD 3,509,133
GEF grant allocation:	USD 1,438,000	**GEF grant expenditures reported as of 30 June 2020:**	USD 1,393,263
Project Preparation Grant - GEF financing:	USD 49,275	**Project Preparation Grant - co-financing:**	N/A
***Expected* Medium-Size Project/Full-Size Project co-financing:**	1,515,000	**Secured Medium-Size Project/Full-Size Project co-financing:**	2,115,870
First disbursement:	9 September 2014	**Planned date of financial closure:**	31 December 2020
No. of formal project revisions:	5	**Date of last approved project revision:**	21 December 2020
No. of Steering Committee meetings:	2	**Date of last/next Steering Committee meeting:**	Last: 29 January 2018 / Next: N/A
Mid-term Review/ Evaluation *(planned date):*	June 2017	**Mid-term Review/ Evaluation (actual date):**	June 2017
Terminal Evaluation *(planned date):*	30 June 2021	**Terminal Evaluation (actual date):**	June-December 2022
Coverage - Country(ies):	Bosnia and Herzegovina	**Coverage - Region(s):**	Western Balkan
Dates of previous project phases:	Feb – Sep 2013 (PPG)	**Status of future project phases:**	N/A

Executive Summary

Project background

1. The project was created as a follow-up to UNEP's support for addressing core capacity needs in Bosnia and Herzegovina (BiH), expressed in the BiH National Capacity Self-Assessment (NCSA) in 2010. The project aimed to help BiH implement commitments to three Rio conventions (UNFCCC, CBD, and UNCCD) and addresses the lack of a comprehensive framework of indicators for these conventions, as well as the lack of a centralized and streamlined information management system for environmental reporting and information sharing.

2. The overall goal of the project was to enhance the capacities of environmental management institutions in BiH by institutionalizing tools and practices for effective environmental information and knowledge management. To achieve this, the project aimed to establish a functional national environmental management information system (EMIS) for BiH. This comprehensive system was intended to include environmental indicators, databases, and an indicator reporting information system (IRIS) - an online software developed by UNEP that facilitates reporting on national, regional, and global environmental obligations, including Multilateral Environmental Agreements (MEA) obligations, and enables the development of state of environment reports. Additionally, the project aimed to build the necessary institutional capacities among relevant agencies and stakeholders for effective environmental information management. Furthermore, the project sought to improve air quality monitoring by providing new and repaired monitoring stations.

3. The project comprised two Components:

    - Component 1: Managing global environmental issues through improved monitoring and indicator development
    - Component 2: Institutional Strengthening

4. The project had four intended Outcomes:

    - Outcome 1.1: Environmental Management Information System (EMIS) and indicator framework adopted at State and Entity levels
    - Outcome 1.2: Air quality monitoring enabled
    - Outcome 1.3: Cooperation with the hydrology sector
    - Outcome 2.1: Institutional capacity of MoFTER and Entity environmental authorities strengthened for MEA reporting and implementation monitoring and for mainstreaming environmental issues into development planning

5. This **Terminal Evaluation** (TE) was commissioned to assess the project's performance in terms of relevance, effectiveness, and efficiency. The TE also aimed to determine the outcomes and impacts of the project, including their sustainability. Its objective was to meet accountability requirements and promote operational improvement, learning, and knowledge sharing through results and lessons learned among project partners and key stakeholders. The TE provided findings, conclusions, and recommendations for future similar interventions in Bosnia and Herzegovina, with a forward-looking and practical approach.

Conclusions

6. Strengths

- The project addressed a well-founded need for a country-wide environmental management information system in line with MEA obligations.
- It directly addressed capacity constraints and opportunities for improvements in the implementation of MEAs identified in NCSA.
- The project achieved more than half of its output targets and beneficiaries expressed satisfaction with the activities and quality of achieved outputs.
- The project developed a set of nationally relevant indicators for MEA reporting, which the entity and state authorities adopted, potentially leading to wider benefits.
- The project improved the monitoring of air quality in BiH by purchasing and refurbishing air quality monitoring stations and linking them to the existing country's systems for air quality reporting.
- Some capacity development and awareness occurred during the project period, resulting in new knowledge, skills, and capacities in environmental information management in line with MEA obligations and using environmental data for development planning.
- Timely and conducive involvement of relevant stakeholders in a pragmatic and participative process, high-quality preparatory work, clear recognition of needs and responsibilities, realistic targets, and ownership contributed to the achievement of results.

7. **Weaknesses**

- The project did not achieve its prime aim of establishing and operationalizing the environmental management information system (EMIS) and no improvements in the quality of MEA reporting in BiH resulted from this project.
- The project did not deploy an online software solution explicit in the results framework, and the project assumptions did not hold.
- The project's cross-cutting objectives were not sufficiently translated into project outputs and activities.
- Financial management was weak, and almost everything financial related was delayed.
- The adopted direct execution arrangement was the only possibility, yet the project experienced complexities and delays associated with dispersed project leadership.
- The project did not have an exit/phase-out strategy, and the sustainability of achieved and seemingly sustainable results depends on many political and social factors.
- The achievement of results was hampered by a highly sophisticated software solution to the EMIS, lack of high political commitment to a country-wide environmental management information system (political buy-in and ownership), weaknesses in the preparation, readiness, and management of the project, limited stakeholder participation, and contextual complexities.

8. A table presenting all performance ratings can be found in Section 6.1.

9. **Lessons Learned**

- Successful introduction of technical solutions for environmental information systems required that 1) a conducive legal framework is in place, and 2) the technical solution is tailored to the country's absorption capacities.

- In a highly polarised political context, there is a strong need for continuous high-level advocacy (policy dialogue) to ensure and maintain political commitment and buy-in.

- Demand-driven and adaptive project management can open windows of opportunity, which can enhance results and add value.

10. Recommendations

- Explore the opportunities for funding a second project phase to capitalise on the achievements and to take advantage of recent positive developments in legal frameworks at the entity levels.

- Develop framework for how to maintain continuous high-level advocacy (policy dialogue) to ensure and maintain political commitment and buy-in.

- Explore the link the between air quality and gender as well as marginalised or particularly vulnerable groups.

1 INTRODUCTION

11. This terminal evaluation covers the UNEP/GEF project "Capacity development for the integration of global environmental commitments into national policies and development decision-making in Bosnia and Herzegovina" (hereafter referred to as "the project"). The GEF implementing agency of the project was the Science Division of UNEP. The executing agencies were the UNEP Regional Office for Europe ((ROE)Vienna Office) and the UNEP BiH office in collaboration with three co-executing agencies (EAs) on behalf of Bosnia and Herzegovina (BiH). These were the Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina (MoFTER); 2) the Ministry for Spatial Planning, Construction and Ecology of Republika Srpska (MSPCERS); and 3) the Ministry of Environment and Tourism of the Federation of Bosnia and Herzegovina (METFBiH).

12. The project fell under the UNEP's 2014-2017 and 2018-2021 Medium Term Strategies, aiming to contribute to the following expected accomplishment and output under Sub-programme 7 – environment under review:

    - EA(a): Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action.

    - EA(a)(ii): *Increase in the number of countries reporting on the environmental dimension of sustainable development through shared environmental information systems with country-level data made discoverable through UNEP*.

13. GEF's Chief Executive Officer (CEO) endorsed the project on 9 July 2014. Implementation officially started on 3 September 2014. The implementers received the first disbursement on 9 September 2014, and implementation commenced in October 2014. The project was scheduled for completion on 31 December 2017 but extended at no cost until 31 December 2019. The reasons behind such a delay include government inactivity - delayed feedback on indicators, delayed decisions and approvals, delays in funds transfer from HQ to country level, extra time needed for the UNEP Head Quarters to provide the Indicator Reporting Information System (IRIS), and to make modifications to the system afterwards.

14. The GEF-5 Trust Fund supported the project with an allocation of USD 1,438,000. The anticipated co-financing at design was USD 1,515,870. In the PPG phase, the amount was raised by USD 600,870 to a total of USD 2,115,870 USD in commitments, comprising USD 120,000 in cash and USD 1,813,870 in-kind from the GoBiH, and USD 180,000 in-kind from UNEP. During implementation, the project raised additional co-financing of USD 101,600 from the Czech and BiH governments. The co-financing from GoBiH and UNEP, excluding the additionally raised funds during the implementation, was reported as realised by 30 June 2020 (PIR, 2020; Final report 2020). The project carried out a mid-term review (MTR) in 2017

15. **Objective and purpose of the terminal evaluation (TE):** The project commissioned the TE more than two years after the operational completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency) and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The objective of the TE was to assess performance, achieved results (outcomes), sustainability of results and impact. The TE had two purposes: a) - to meet accountability requirements, and b) to promote operational improvement, learning and knowledge sharing through results and lessons learned among project partners and key

stakeholders. The TE provided forward-looking and practicable recommendations vis-à-vis future similar interventions in BiH.

16. **TE Target audience:** The TE, in particular, will inform staff from UNEP and the relevant BiH ministries: Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina (MoFTER); Ministry for Spatial Planning, Construction and Ecology of Republika Srpska (MSPCERS); and Ministry of Environment and Tourism of the Federation of Bosnia and Herzegovina (METFBiH). Moreover, the TE report is available to the general public.

2 EVALUATION METHODOLOGY

17. The terminal evaluation (TE) adheres to UNEP/GEF evaluation guidelines. The TE was carried out as a desk evaluation, as defined in the ToR and agreed upon with the Client. The below combination of qualitative methods was used to gather and triangulate information and thereby ensure their solidity and reduce information gaps.

18. **Document review:** In order to gather available background information about the project and context in which it took place, the evaluator first reviewed available project documentation, including the CEO Endorsement Request and amendments, PIRs, work plans, project budget, meeting minutes, project outputs such as the suggested list of indicators for BiH reporting under three Rio conventions, and the established website for air quality information, publications, workshop outputs. The assessment of results (outcomes) utilised the project's indicators and monitoring data as much as possible/appropriate. See Annex III for a full list of the documents reviewed.

19. **Stakeholder consultation:** Remote interviews and discussions were held with key stakeholders identified by UNEP. A total of 19 (9 women, 10 men) people were interviewed, comprising staff from the UNEP Science Division, the UNEP Regional Office in Vienna, UNEP staff from Sarajevo office, BiH government entities participating in the project (incl. SC members and training participants), and consultants. See Annex II for a list of respondents.

20. **Analysis and reporting:** The analysis of findings was an iterative, descriptive and interpretive, process throughout the TE. Information and data from different written and oral sources were compared and triangulated. Initial findings and recommendations were discussed with stakeholders as the TE progressed, to ensure their validity and appropriateness, as well as stakeholder participation and ownership. Key stakeholders in UNEP were provided with the opportunity to comment on the draft evaluation report. Due to the policy and capacity development nature of the project, most information and data was qualitative. Hence, the data was mainly analysed through a qualitative assessment.

21. The ToR provided a comprehensive set of strategic questions and evaluation criteria for the TE[1]. These were further crystallised with indicators and data sources.

22. Project performance was rated and calculated using the standard UNEP rating method, criteria, and calculation tool.

23. **Ethics and human rights:** Throughout the TE process and in the compilation of the TE report, effort was made to represent the views of all stakeholders. Data were collected with respect to ethics and human rights issues. All information was gathered after prior informed consent from people, all discussions remained anonymous, and all information was collected according to the UN Standards of Conduct.

24. **Limitations:** Stakeholder consultations were exclusively in the form of distance consultation - a limitation which had no significant effect on the interpretation of findings since the online consultations provided sufficient and high-quality data, which informed the evaluation questions and indicators. The TE consultant was not able to interview all stakeholders that participated in project but interviewed all key stakeholders that were available and willing to participate in interviews (20 of 22 identified stakeholders were interviewed). A range of government stakeholders were interviewed, but national private

[1] See Annex VI - Evaluation ToR.

sector and civil society representatives were not reached. The TE consultant did not visit BiH and was thus not able to make a fully triangulated assessment/verification of the application of the skills and capacities gained. Since the project started in 2014 and ended in December 2019, the ability of available stakeholders to recollect the project in detail, especially in the earlier years of implementation, affected the TE. The assessment of outcomes and results achieved and the ability to quantify these, to a large extent depended on available baseline and monitoring data at outcome level.

3 THE PROJECT

3.1 Context

25. BiH has a decentralised and fragmented governance structure established by the Dayton Peace Accords to end the war 1992-1995. The country consists of two entities: the Federation of BiH (FBiH) and the Republika Srpska (RS), and in addition, the self-governing administrative unit Brcko District (BD), which is formally part of both entities. The FBiH consists of ten cantons. Concerning environmental governance, each of these administrative levels, including municipalities, has some competence, i.e., the roles and responsibilities for the environment lie in various ministries and agencies at all governance levels. Much of the competence is in the two entities and BD, who govern the environmental protection policy and make regulations. By the BiH Law of Ministries, a state-level ministry coordinates the implementation of international environmental agreements, ensuring a harmonised and consistent approach by entity authorities. It means that state-entity-BD cooperation and a unified and well-coordinated response to international commitments are paramount. However, the two entities often collect and analyse data with different indicators and time sets, which makes reporting for the country extremely complicated. The cooperation level between the responsible institutions in generating, validating, and exchanging environmental data, and information relevant to managing the country's obligations related to the implementation, monitoring and reporting of multilateral environmental agreements (MEAs) is weak, both vertically and horizontally. That is a problem for any MEA reporting, particularly vis-à-vis climate change, as the data on emissions and other pollutants cannot be roughly estimated but needs to be as precise as possible. In summary, a complex administrative structure, characterised by insufficient cooperation, dispersed (and overlapping) responsibilities and weak institutional capacities at all levels, lead to inefficiencies in managing environmental issues and implementing MEAs.

26. The project was developed as a continuation of UNEP's support for addressing core capacity needs, expressed in the BiH National Capacity Self-Assessment[2] (NCSA) (2010). The project was designed to address the needs related to the implementation of BiH commitments to three Rio conventions: the UN Framework Convention on Climate Change (UNFCCC), the UN Convention on Biodiversity (CBD), and the UN Convention to Combat Desertification (UNCCD). It also considered the recommendations of the 2015-19 UNDAF for Bosnia and Herzegovina (2015), as well as national environmental and sustainable development priorities. Specifically, the project aimed at addressing two underlying issues related to the collection and analysis of environmental data:

    - the lack of a comprehensive framework of indicators for the three Rio conventions;
    - the lack of a centralised and streamlined information management system (environmental reporting and information sharing)

[2] The National Capacity-Self Assessment (NCSA) project for Bosnia and Herzegovina identified a number of common weaknesses in the national implementation of the Rio Conventions. As a result, the NCSA Action Plan prioritized a suite of cross-cutting capacity development actions. The top priority actions identified were to strengthen coordination by the MoFTER in implementing conventions and/or to nominate a National Coordination Body for all conventions, to harmonize the country's environmental legislative framework, strategies and policies, so that they become fully compliant with Rio Convention commitments, to strengthen inter-sectoral coordination – horizontal and vertical, and to define the financing for the implementation of Entity and cantonal environmental policies, laws and standards for sustainable management of natural resources in general. (PIF, 2013)

3.2 Results Framework

27. The programme's objective was to "enhance capacities of institutions for environmental management in Bosnia and Herzegovina (BiH) by institutionalizing identified tools and practices for environmental information and knowledge management".

28. The project comprised two **Components**:

- Component 1: Managing global environmental issues through improved monitoring and indicator development
- Component 2: Institutional Strengthening

29. The project had four intended **Outcomes**:

- Outcome 1.1: Environmental Management Information System (EMIS) and indicator framework adopted at State and Entity levels
- Outcome 1.2: Air quality monitoring enabled
- Outcome 1.3: Cooperation with the hydrology sector
- Outcome 2.1: Institutional capacity of MoFTER and Entity environmental authorities strengthened for MEA reporting and implementation monitoring and for mainstreaming environmental issues into development planning

30. The project aimed at establishing an operational national environmental management information system (EMIS) for BiH with a) indicators and environmental information databases and an online indicator reporting information system (IRIS[3]) (outcome 1.1), b) provision of new and repaired air quality monitoring stations linked to the IRIS (outcome 1.2), and c) the necessary institutional capacities among relevant agencies and stakeholders to collect and use environmental information, incl. entering it into the IRIS and accessing and utilising the information in, e.g., development planning (outcome 2.1). Outcome 2.1 also aimed at establishing the monitoring and evaluation system for the implementation of MEAs.

31. The above outcomes were pursued through the outputs presented in table 2.

Table 2: Project outputs

Component	Outcome	Output	
1	1.1	1.1.1	Core indicators are identified, and guidance is developed for the management of cross-cutting MEA information management and the mainstreaming of environmental and developmental policies
		1.1.2	MEA reporting and data flow system, incl. data analysis tools, is operational for institutions concerned with CBD, UNCCD and UNFCCC implementation
		1.1.3	An environmental management information system (EMIS) is tested with the Entities' environmental authorities

[3] IRIS is an online software developed by UNEP that supports environmental data management and facilitates reporting on national, regional and global obligations, including reporting on MEA obligations, development of state of environment reports (SoERs) and SDG reporting (MTR, 2018).

Component	Outcome	Output	
	1.2	1.2.1	Additional air quality monitoring stations included in the national air quality monitoring network
		1.2.2	Training conducted on collecting data for emissions, pollutants and air quality
		1.2.3	Data is analysed in accordance with Air Quality Law and fed into EMIS
		1.2.4	Increase awareness of the health and environmental impacts of air pollution[4]
	1.3[5]	1.3.1	Support and strengthen the capacity needs for preparedness of the hydrology sectors in the two hydrometeorological institutes
2	2.1	2.1.1	Training programme developed and executed for MoFTER, Entity authorities' staff and other relevant organizations on advanced planning tools, scenario-development and knowledge management for environmental issues
		2.1.2	Training programme developed and executed to enable the integration of environmental management into planning and monitoring processes
		2.1.3	M&E system established, targeted to compliance monitoring of State and Entity development policies, programmes and plans

Source: CEO Endorsement Request (2014) and updated results framework and workplan

3.3 Stakeholders

32. The primary stakeholders were technical staff from a range of ministries and government agencies with mandates related to environmental monitoring, environmental management and/or governing sectors with a significant environmental/climate footprint – entities relevant for providing data and information for the IRIS. Table 3 presents the main stakeholders, alongside their interest in and influence on the project.

Table 3: Project stakeholders

Stakeholder	Level of influence and interest	Role in project	Expected change in behaviour
UNEP	High power / high interest	Project oversight, technical support, disbursement of resources, approval of spending, control over financial resources	Integration of best practices and experiences in other projects
UNEP ROE UNEP BiH	High power / high interest	Project management, day-to-day implementation in accordance with the project objectives, activities, and budget, SC member	Integration of best practices and experiences in other projects
MoFTER; MSPCERS; METFBiH	High power / high interest	Project oversight according to the agreed workplan, budget and reporting tasks; day-to-day implementation; signing the relevant Legal Instrument; ensuring technical quality of	Environmental monitoring, analysis of environmental data, use of environmental information in planning and

[4] The output was added after the MTR recommendation and the results framework revision.
[5] The outcome was added after the MTR recommendation and the results framework revision.

		products, outputs, and deliverables, 3 SC members	reporting to three Rio conventions
GEF Secretariat	High power / high interest	Project funding, approval of spending	N/A
GoBiH institutions, incl. Entity Hydrometeorological Institutes and Environmental Protection Funds	High power / high-low interest	Collaboration and coordination of the structural reform of their databases and EMIS, in particular the identification of key sustainable development and global environmental indicators, the development of a networked indicator-cased Environmental management Information System (EMIS)	Increased knowledge and use of best practice methodologies for environmental data gathering and analysis, and the technical maintenance of the EMIS and air quality monitoring stations.
Academia	Low power / high interest	Unclear	Use of environmental information, analysis of environmental data to inform public development policies and strategies
Civil society	Low power / high interest	Participation in training and awareness activities and information sharing	Use of environmental information, analysis of environmental data to inform public development policies and strategies, informed engagement with duty bearers and in environmental governance
Media	Low power / low interest	Participation in training activities	Improved coverage of environment (air quality reporting) in TV, radio, newspapers
Decentralised local authorities (municipalities)	Low power / low interest	Permission for installation of equipment	Use of air quality data for planning
Public	Low power/ low interest	Participation in awareness raising events	Enhanced environmental awareness, environment-friendly choices

3.4 Project implementation structure and partners

33. The GEF was the main financing partner of the project. UNEP's Science Division (formerly Division of Early Warning Assessment (DEWA)) was GEF implementing agency (strategic oversight) and the UNEP ROE, UNEP BiH and the three local entities were executing agencies (day-to-day implementation).

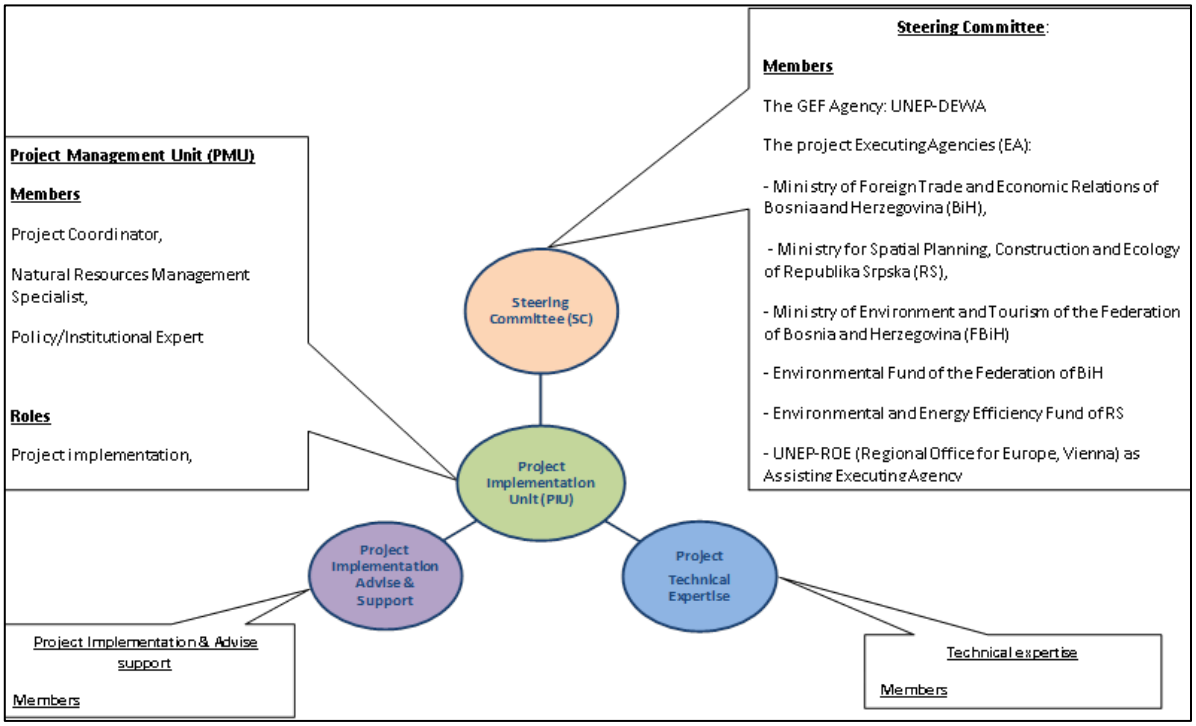
34. Steering Committee (SC): The SC was responsible for oversight of project implementation, approval of annual work plans and budgets, and significant changes to the project. The SC was chaired by the BiH Executing Agencies (MoFTER, or on a rotational basis with the entities' authorities) and comprised representatives from UNEP, MoFTER, sector entity ministries, and entity environmental funds. The project steering committee (PSC) was expected to meet at least twice a year or according to the project's needs.

35. Project Management Unit (PMU): The PMU was responsible for day-to-day project management, implementation, and reporting. It comprised a Project Coordinator from UNEP Vienna with frequent visits to BiH, three technical staff from UNEP Office in BiH using UNEP premises in the country, closely liaising with the EAs in BiH.

36. Consultants: Consultants were engaged in the development of an indicator framework for the EMIS, in particular, for the analysis of legislative, institutional, and technical gaps for the implementation of MEAs in BiH, an overview of the existing indicators and reporting system for three Rio conventions, as well as the overall logistics for this project's sub-component.

37. Public stakeholders: expected users of the IRIS and target audience for awareness raising activities.

Figure 1: Organigram of the project with key project stakeholders[6]



3.5 Changes in design during implementation

38. The MTR recommended an update/revision of the results framework to identify logical gaps, missing outputs, drivers and intermediate stages and reflect changes made in the implementation (floods activities), outdated targets and missing activities, as well as a lack of clarity on the output on M&E and results-based monitoring framework (output 2.1.3). In response to the recommendation, the project adjusted the design – a new outcome and outputs were added but they were not monitored and reported on in the results framework of PIRs.

39. Following the floods in 2014, the project added a sub-component on the capacity development of the hydro-meteorological institutes, though not reflected in the results framework, for which additional funding was raised (see #41).

40. An output on air pollution awareness-raising was added but not reflected in the results framework either.

41. The project was extended for two years, due to a) government inactivity (delayed feedback on indicators and delayed decisions and approvals); b) delays in funds transfer from HQ to country level; c) extra time needed for the UNEP Head Quarters to provide the IRIS and to make modifications to the system afterwards, and d) required changes in the results framework.

[6] As presented in an annex to the CEO Endorsement Request, 2014

3.6 Project financing

The project was supported by the GEF-5 Trust Fund with an allocation of USD 1,438,000. Table 4 provides an overview of the estimated and actual cost and spending. The GEF grant was fully spent by project closure.

Table 4: Expenditure by component/outcome

Component/sub-component/output ***All figures as USD***	**Estimated cost at design**	**Actual Cost/ expenditure**	**Expenditure ratio (actual/planned)**
Component 1 / Outcome 1.1/1.2	808,000	808,000	100%
Component 2 / Outcome 2.1	500,000[7]	500,000	100%
Project management	130,000	130,000	100%
Total	1,438,000	1,438,000	100%

42. The anticipated co-financing at design was USD 1,515,870. In the PPG phase, the amount was raised by USD 600,870 to a total of USD 2,115,870 USD in commitments, comprising USD 120,000 in cash and USD 1,813,870 in-kind from the GoBiH, and USD 180,000 in-kind from UNEP. The co-financing from GoBiH and UNEP was entirely realised as of 30 June 2020 (PIR, 2020; Final report 2020). In response to severe floods in 2014, the project leveraged additional funds for the improvement of technical capacities of the Hydrometeorological institutes for timely disaster response preparedness and disaster risk reduction – DRR: USD 58,000 in cash from the Environment Protection and Energy Efficiency Fund of Republika Srpska and USD 43,600 in cash from the Czech Government.

Table 5: Co-financing table

Co-financing (Type/Source)	**UNEP own Financing (US$1,000)**		**Government (US$1,000)**		**Other* (US$1,000)**		**Total (US$1,000)**		**Total Disbursed (US$1,000)**
	Planned	**Actual**	**Planned**	**Actual**	**Planned**	**Actual**	**Planned**	**Actual**	
- Grants			122	180[8]	-	43[9]	122	223	223
- Loans									
- Credits									
- Equity investments									
- In-kind support	180	180	1,813	1,813			1,993	1,993	1,993
- Other (*)									
-									
Totals	180	180	1,935	1,993		43	2,115	2,216	2,216

[7] 3% (USD 44,737) planned for the Terminal Evaluation
[8] Additional sources were leveraged for improvement of technical capacities of hydrometeorological institutes for timely disaster response preparedness and disaster risk reduction – DRR: Environment Protection and Energy Efficiency Fund of Republika Srpska Co-financing (USD 58,000)
[9] Additional sources were leveraged for improvement of technical capacities of hydrometeorological institutes for timely disaster response preparedness and disaster risk reduction – DRR: Czech Government Co-financing (USD 43,600)

4 THEORY OF CHANGE AT EVALUATION

43. The project did not develop a Theory of Change (ToC). For the TE, the evaluators elaborated a faithful ToC, fully aligned with the approved and revised results framework. The overall logic and rationale of the results framework were clear, albeit with several inconsistencies in the assumptions. Some were, in reality, impact drivers, and some project deliverables that the project could influence. Moreover, the project did not consider post-project financial sustainability, i.e., the ability and willingness to finance the maintenance and operation of the environmental management information system (EMIS). Assumptions were made at objective, outcome and output levels, but the results frame did not specify any drivers towards achieving the results. Outcome 1.1 referred to the EMIS and indicator framework, with no mention of the core software infrastructure of EMIS. Outcome 1.2 and 1.3, and the project objective included elements that referred to "enable" and "capacity", which, in effect, are direct outputs of training and other capacity development activities rather than outcomes or impacts. Instead of an online tool/software, such as IRIS, output 1.1.3 referred to EMIS. Outputs 1.2.2, 2.1.1, and 2.1.2 were activities (training provision) rather than outputs. Output 1.3.1 was not phrased clearly. Moreover, the project objective was dual and comprised an intermediate state and a high-level outcome almost at the impact level.

44. The TE elaborated a "reconstructed" ToC reflecting these points - presented in figure 1 (diagram) and box 1 (narrative). The changes compared to the "faithful" ToC are the split of the objective into an intermediate state and an impact and minor adjustments to the phrasing of outcomes 1.2, 1.3 and 2.1 and outputs 1.2.2, 1.3.1, 2.1.1 and 2.1.2 (see table 6). The substance of the objective, outcomes and outputs of the results framework remained unchanged. The existing assumptions were sharpened and collated, some were transformed into impact drivers, and two new assumptions were added. The reconstructed ToC does not include outcome 1.3 and outputs 1.2.4 and 1.3.1, which were only later in the project implementation added to the project design. The reconstructed ToC was part of the draft inception report presented to key staff at the UNEP Science Division and UNEP Regional Office in Vienna.

Table 6: Justification for Reformulation of Results Statements

Formulation in original project document	Formulation for reconstructed ToC at Evaluation	Justification for reformulation
OBJECTIVE	IMPACT[10]	
Enhance capacities of institutions for environmental management in Bosnia and Herzegovina (BiH) by institutionalizing identified tools and practices for environmental information and knowledge management	Improved environmental status in BiH	• Capacity is a direct output of trainings and other capacity development activities • The first part of the objective implicitly relates to general improvements in environmental management, not only in managing the MEAs • The second part of the objective is what the project directly aimed to contribute to and is reflected in outcome 1.1 • The project could have had an indirect contribution to an impact
	INTERMEDIATE STATE	
	Improved environmental management in BiH (BiH, FBiH, RS, BD) in line with MEA obligations	
PROJECT OUTCOMES		
1.2: Air quality monitoring enabled	1.2: Stakeholders use (collect, analyse and exchange) air	Enabling is a direct output of the established air quality monitoring

[10] Project contribution is entirely indirect.

	quality data obtained through the established air quality monitoring stations	stations and related capacity building/training, not an outcome
2.1: Institutional capacity of MoFTER and entity environmental authorities strengthened for MEA reporting and implementation monitoring and for mainstreaming environmental issues into development planning	2.1 Strengthened MEA implementation, monitoring and reporting, including integration into development planning	Capacity is a direct output of trainings and other capacity development activities, not an outcome
PROJECT OUTPUTS		
1.2.2: Training conducted on collecting data for emissions, pollutants, and air quality	Strengthened knowledge, skills, and capacities in data collection for emissions, pollutants, and air quality	Trainings are activities, not outputs. The output would be the increased knowledge, skills and capacities emanating from the training
2.1.1 Training programme developed and executed for MoFTER, Entity authorities' staff and other relevant organizations on advanced planning tools, scenario development and knowledge management for environmental issues	Strengthened knowledge, skills, and capacities in advanced planning tools, scenario development and knowledge management for environmental issues	Trainings are activities, not outputs. The output would be the increased knowledge, skills and capacities emanating from the training
2.1.2 Training programme developed and executed to enable the integration of environmental management into planning and monitoring processes	Strengthened knowledge, skills, and capacities in the integration of environmental management into planning and monitoring processes	Trainings are activities, not outputs. The output would be the increased knowledge, skills and capacities emanating from the training

Box 1: Reconstructed Theory of Change (narrative)

Component 1: Managing global environmental issues through improved monitoring and indicator development

1.1: If a set of core MEA indicators with guidance is developed (output 1.1.1) and if legal data flow and reporting schemes and coordination mechanisms are established, legally defined/adopted, and operational (output 1.1.2), and the EMIS successfully tested by relevant authorities (output 1.1.3), the EMIS and indicators would be adopted at the entity and state levels.

1.2: With new and repaired air quality monitoring stations (output 1.2.1), increased knowledge, skills, and capacities in air quality data collection (1.2.2), and data analysed by high standard and fed in the EMIS (output 1.2.3), an increased collection, use and exchange of air quality data would take place (outcome 1.2).

Component 2: Institutional Strengthening

2.1: With increased knowledge, skills, and capacities of government agencies in advanced planning tools, scenario development and knowledge management for environmental issues (output 2.1.1), and the integration of environmental management into planning and monitoring processes (output 2.1.2), and an M&E system for the implementation of MEAs, (output 2.1.3), MEA implementation, monitoring and reporting, incl. integration of environmental data into development planning, would be strengthened (outcome 2.1).

Intermediate state and impact, including drivers and assumptions

The outcomes would together lead to improved environmental management in BiH (BiH, FBiH, RS, BD) in line with MEA obligations (intermediate state), which could in turn contribute to improved environmental status in BiH (impact).

However, this transformation would require that the main government agencies and decision makers continue to support the establishment and use of EMIS, and that stakeholders see the value in using EMIS for environmental management (impact drivers).

Furthermore, to reach the intermediate state, the following would need to hold true:

a) High-level political commitment to a country-wide environmental management information system (EMIS)

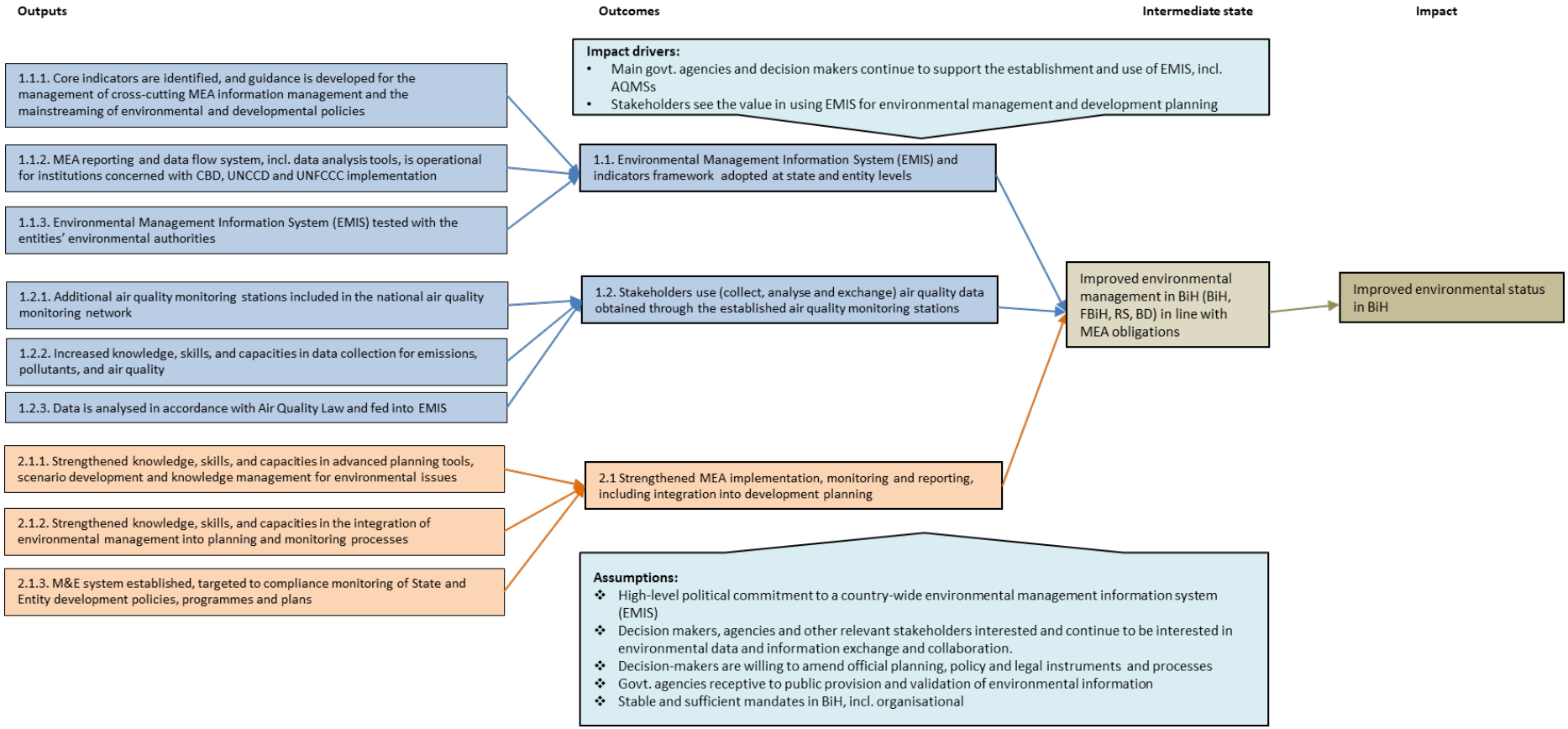
   - Decision makers, agencies and other relevant stakeholders interested and continue to be interested in environmental data and information exchange and collaboration.

   - Decision-makers are willing to amend official planning, policy and legal instruments and processes

b) Govt. agencies receptive to public provision and validation of environmental information

c) Stable and sufficient mandates in BiH, incl. organisational, training of staff as per the identified needs, strong M&E system

Figure 1: Reconstructed Theory of Change



5 EVALUATION FINDINGS

5.1 Strategic Relevance

5.1.1 Alignment to UNEP MTS, POW and Strategic Priorities

45. The project directly responded to UNEP's Medium-Term Strategy and Programme of Work, focusing on Sub-programme 7: environment under review, which, inter alia, commits to support capacity-building efforts in developing countries for better environmental monitoring, data collection and dissemination, all of which the project aimed to address. MTS expected accomplishments and the PoW output reference numbers were referred to in the project's results.

46. Although not referred to in the project documents, the project supported the Bali Strategic Plan (BSP) on Technology Support and Capacity Building by contributing to the establishment of a country-wide system for environmental information management. Moreover, the project worked on developing the necessary capacities for an operational information management system by addressing technical, institutional and other gaps.

Rating for 5.1.1 Alignment to UNEP MTS, POW and Strategic Priorities: Highly Satisfactory

5.1.2 Alignment to UNEP/GEF/Donor Strategic Priorities

47. The project was aligned with UNEP and GEF strategies and priorities.

48. The project fell under the GEF-5 Cross-Cutting Capacity Development Strategy, contributing to the achievement of the following strategic objectives and expected outcomes:

- CD-2: To generate, access and use information and knowledge. Outcome 2.1: Institutions and stakeholders have skills and knowledge to research, acquire and apply information collective actions
- CD-4: To strengthen capacities to implement and manage global convention guidelines. Outcome 4.1: Enhanced institutional capacities to manage environmental issues and implement global conventions

49. The project is also aligned with the following objectives of the three thematic focal areas of the GEF-5 Cross-Cutting Capacity Development Strategy:

- Biodiversity CD-5: 5.1) Development and sectoral planning frameworks at country level integrate measurable biodiversity conservation and sustainable use targets
- Climate CD-6: 6.2) Human and institutional capacity of recipient countries strengthened
- Land Degradation CD-3: 3.1) Enhanced cross-sector enabling environment for integrated landscape management; and CD-4: 4.1) Increased capacities of countries to fulfil obligations in accordance with the provisions provided in the UNCCD

50. Finally, a set of environmental indicators for MEA reporting, proposed by the project and adopted by BiH institutions, is entirely based on internationally agreed standards and in line with the GEF indicators for cross-cutting capacity development. The indicator list was developed following the UNFCCC, UNCBD, and UNCDD indicators.

51. At the request of BiH institutions, the project procured two and refurbished two air quality monitoring stations (AQMS).

Rating for 5.1.2 Alignment to UNEP/GEF/Donor Strategic Priorities: Highly Satisfactory

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

52. As a signatory to CBD, UNCCD, and, in 2017, UNFCCC, BiH is obliged to report periodically on its progress in implementing its national commitments under the three Rio conventions. Moreover, BiH is committed to transposing the EU environmental acquis (chapter 27) into its legislation in response to EU integration and approximation requirements. Under horizontal legislation requirements spanning all seven thematic areas of the EU environmental acquis, BiH is committed to establishing a standardized country-wide system for gathering, transferring and reporting environmental data and improving access to information and participation in decision-making processes for the public. In response to and in line with the EU approximation requirements, the country adopted the EU approximation strategy in 2017 that points to institutional and legal changes needed for progress in the EU integration process. As a build-up to the approximation strategy, BiH is developing a country-wide environmental strategy with clear action plans for all governance levels for the next ten years. Thus, both the approximation and environmental strategies address horizontal gaps in the BiH environment sector, including the ones in information management systems and public access to environmental data. Several entity strategies and plans refer to a need for data collection, sharing and reporting schemes and mechanisms, not to meet international obligations solely but to monitor the environment and make informed decisions at all jurisdiction levels. Examples include the FBiH Environmental protection strategy 2008-2018, FBiH Waste Management Plan 2012-2017, and FBiH Water Management Strategy 2010-2022. In other words, GEF and UNEP's support through the CCCD project is a well-founded response to the need for a unified and coordinated environmental information management system.

53. With regard to the support for air quality monitoring in the form of purchasing and repairing air quality monitoring stations and later awareness-raising activities, the project was highly relevant. As noted in the State of the Environment Report 2012, the country has no sufficient capacity to measure and provide reliable estimates of air quality. WHO data shows that BiH has the fifth highest mortality rate from air pollution in Europe; thousands of citizens die from diseases closely linked to air pollution each year. Public awareness is at low levels. This serious issue is more prominent in winter and in urban centres such as Sarajevo, Zenica, and Tuzla.

Rating for 5.1.3 Relevance to Global, Regional, Sub-regional and National Priorities: Highly Satisfactory

5.1.4 Complementarity with Existing Interventions/ Coherence

54. The national officers were involved in managing at least three GEF projects simultaneously but did not report any synergies among the GEF portfolio. Nonetheless, they did collaborate with other GEF projects in the country and other donor initiatives by arranging joint events and activities. For instance, they worked together on air pollution-related initiatives with organizations such as the US Embassy, Stockholm Environment Institute, Austrian Environment Agency, and WHO. Additionally, during the project's planning and inception phases in 2013 and 2014, several meetings were organized with representatives of other relevant initiatives and institutions in BiH to inform them about the project activities, avoid any potential overlap, and explore potential areas for cooperation. These included the EU Delegation to BiH, UNDP, local universities, representatives of the CBD and

IPPC conventions, and others. However, the evaluation did not find any concrete evidence of collaboration with these actors during the implementation phase.

55. While the project had a few instances of sharing knowledge with other CCCD initiatives in countries like Kyrgyzstan and Montenegro, it did not have a structured approach to sharing knowledge.

Rating for 5.1.4 Complementarity with Existing Interventions/ Coherence: Satisfactory

Overall Rating for Strategic Relevance: Highly Satisfactory

5.2 Quality of Project Design[11]

56. The underlying analysis and problem that the project dealt with were clear. The project identified relevant stakeholders and consulted them early in the process, but not all relevant institutions were involved in the design stage. In response to BiH governance system specificities and linked sensitivities, the stakeholders agreed not to pursue a centralised Environmental Management Information System (EMIS) but instead give preference to and emphasise the development of a joint indicators framework at the outset of the project. A reference was made to the EMIS in the results framework (outcome 1/output 1.3), which, in 2015, became UNEP's National Reporting System (NRS) – an online software tool to implement within the framework of EMIS, which soon after became the Indicator Reporting Information System (IRIS).

57. The project design displayed causal links from outputs to outcomes, spelt out logically in the results framework, except that the path to project outcomes seemed overly ambitious as the project aimed to address severe legislation gaps at the output level. The output targets for Component 1 were deemed insufficient to effectively monitor project accomplishments (see section 5.4.1). Moreover, it was not made explicit in the results framework that the project intended to deploy an online software solution, such as NRS/IRIS. The project did not illustrate in the results framework that a software infrastructure like IRIS or similar is an element, the core one, but still one element of the EMIS, not the EMIS itself. The results framework provided baselines for indicators at the outcome and output levels and possible-to-achieve mid- and end-term targets.

58. Most assumptions were relevant, but several were overlapping (duplications), and some were, in reality, project deliverables or what the project could, at least, influence (e.g., overlapping mandates). The assumption related to financial sustainability was missing. Impact drivers were not spelt out. For the most part, the project identified risks appropriately. However, the project design did not address all critical risks. These include the suitability of project outputs (IRIS) to the BIH context, long-standing polarising issues in BiH, finance risks to sustainability, lack of government ownership, and implementation delay.

59. National stakeholder organisations had specific roles in the project implementation, but their capacities were not assessed in detail and made explicit in the project design documents (see section 5.9.1). The implementation strategy was coherent, with the responsibilities of involved UNEP branches clearly defined. Nevertheless, despite the inclusion of an organogram in the CEO Endorsement document, the chart did not explicitly identify project staff, nor did it provide a clear depiction of the lines of responsibility and reporting (see figure 1). Additionally, there was a lack of clarity in distinguishing between

[11] Detailed information is provided in the evaluation inception report, Annex C

the project management and project implementation unit. The project contained knowledge management activities.

60. The budget was realistic, as were the co-financing expectations. A realistic and budgeted monitoring and evaluation (M&E) plan was prepared, with responsibilities distributed to different actors.

61. Gender considerations were spelt out in the PIF and CEO endorsement document but not translated into project design. As rightly pointed out in the MTR (2017), *"the mentioning of gender inclusion in the PIF (...) can be understood rather as a standard phrase than a commitment"*. Human rights links were not mentioned, despite the project intending to contribute towards access to information and air pollution awareness.

62. The links to UNEP and GEF priorities were made explicit. The project, as designed, aimed at addressing capacity constraints identified in an NCSA for BiH, but this assessment was done in 2010 and seemingly not updated. Links to and synergies with other projects were not entirely clear and the project did not establish a well-defined approach for collaborating with other similar initiatives.

63. The project addressed essential institutional weaknesses and gaps at the output level.

Rating for Project Design: Moderately Unsatisfactory

5.3 Nature of the External Context

64. BiH is a highly decentralised parliamentary democracy with a complex constitutional arrangement embedded in the Dayton Peace Accords (1995) to end the civil war 1992-1995. The country consists of two entities (FBiH and RS) and a self-administrative unit (BD). The role of the central government is minimal, and most responsibilities are with the entities and BD. Between 2017 and 2022, BiH was rated partly free by Freedom House. The country is generally secure but prone to floods. In 2014, catastrophic floods hit the country, causing the biggest humanitarian crisis since the war in the nineties. Over 90,000 people lost their homes, and many schools, health centres and other buildings were damaged or destroyed. The total damage estimate stood at 2 billion EUR. The floods did not influence the project, but in response to it, the project obtained additional funds for the capacity development of the hydro-meteorological institutes. Concerning political stability, BiH ranked below average during the project implementation, scoring between -0.2 and -0.42 between 2014 and 2019. The project had declarative political support from all governance levels. However, key and high-level unified political support for the necessary legal changes for an operational environmental management information system that the project had designed was not there. Moreover, complex and lengthy government administrative procedures and feedback and output approval processes delayed the project.

65. While the project was able to identify and respond to relevant needs and gaps related to the implementation of MEAs, it could not address underlying constraints to an operational and country-wide coordinated system for environmental information management. Broadly speaking, inefficiencies in meeting international obligations are partly because of the lack of a state-level law on the environment and a capacitated central (state-level) authority to coordinate the implementation of international environmental agreements. That, and underlying political reasons, were seen as the main impediments to establishing an operational and viable information management system. Likewise, at the time of project design and implementation, entities did not have environmental laws – although the country ratified Rio conventions, implementation legislation was not in place. These gaps in legislation, which the project understandably could not address alone, were among the

factors that hindered anchoring a viable information management system. Linked to this is the lack of legal hierarchy concerning MEA obligations, i.e., a legal act on focal points, data flow arrangements, and coordination mechanisms that the project addressed in parallel at the output level, creating an additional layer of complexity in the external context. As one of the interviewees put it: *"We need regulations and clear lines of responsibilities for MEA implementation and reporting at all tiers of governance. We work on and coordinate the implementation of international agreements more on an ad-hoc basis."*

66. Yet, the potential for an IRIS deployment in BiH existed, given BiH's aspirations towards the EU and EU membership requirements.

Rating for Nature of the external context: Moderately Favourable

5.4 Effectiveness

The assessment of effectiveness is based on the projects own defined result framework and targets. In some cases, the assessment methodology has been adjusted, to account for the gaps in the pathway from output to outcomes, as well as weaknesses in the project design, particularly with regards to targets (see section 5.4.1).

5.4.1 Availability of Outputs

67. The project achieved more than half of the output targets, incl. one exceeded, while four targets were achieved partly. Partly achieved targets related to outcomes 1.1 and 1.2 (see table 7). The following provides an overview of the performance and results under each output.

Table 7: Overview of achievement of outputs

Output		Target achievement				N/A
		Exceeded	Fully	Partly	Not	
1.1.1	Core indicators are identified, and guidance is developed for the management of cross-cutting MEA information management and the mainstreaming of environmental and developmental policies		X			
1.1.2	MEA reporting and data flow system, incl. data analysis tools, is operational for institutions concerned with CBD, UNCCD and UNFCCC implementation			X		
1.1.3	An environmental management information system (EMIS) is tested with the Entities' environmental authorities			X		
1.2.1	Additional air quality monitoring stations included in the national air quality monitoring network			X		
1.2.2	Increased knowledge, skills, and capacities in data collection for emissions, pollutants, and air quality	X				
1.2.3	Data is analysed in accordance with Air Quality Law and fed into EMIS			X		
1.2.4	Increase awareness of the health and environmental impacts of air pollution *(not part of results framework)*		X			
1.3.1	Support and strengthen the capacity needs for preparedness of the hydrology sectors in the two hydrometeorological institutes (not part of results framework)		X			
2.1.1	Strengthened knowledge, skills, and capacities in advanced planning tools, scenario development and knowledge management for environmental issues		X			

Output		Target achievement				N/A
		Exceeded	Fully	Partly	Not	
2.1.2	Strengthened knowledge, skills, and capacities in the integration of environmental management into planning and monitoring processes		X			
2.1.3	*M&E system established, targeted to compliance monitoring of State and Entity development policies, programmes and plans*					X
Total		**1**	**5**	**4**		1

68. Component 1:

Output 1.1.1: A set of nationally relevant indicators (n=59) were identified and established, and guidelines for cross-cutting MEA information management and mainstreaming environmental and developmental policies were developed but not adopted. However, adoption of the proposed guidelines would be an outcome, and even though, by design, the end target is partly achieved, this output is achieved fully. The list of indicators was not entirely based on existing data – it comprised 32 indicators for which the country had data.

(Mid-term target: a) Indicator frameworks established, one for state and entities' levels - achieved; b) MEA reporting guidelines developed – achieved)

(End target: Linked indicator frameworks established, 1 each for state and Entity levels, and guidelines adopted – partly achieved)

Output 1.1.2: The project completed all activities planned for this output. It provided an IRIS user guide in English and Bosnian, developed a guideline for MEA reporting and data flow systems and a draft legal act to define the manner of appointment of national focal points and their responsibilities, as well as identified institutions and databases to link to IRIS. The drafted act followed the existing legal framework for the selection, appointment, dismissal and work of focal points and other representatives of BiH in the international conventions. But there is an indication that the proposal did not result from a consensual process and agreement of all interested parties - upon request from an RS ministry, it was removed from a ministerial meeting agenda to discuss the project. It was noted that the request followed a conclusion reached in the Inter-Entity Body meeting in May 2015 that the question shall be addressed and regulated by agreement between entities. Although proposing a system for MEA reporting and data flow, the project did not succeed in delivering a collaboration agreement or an MoU between interested parties, as it, inter-alia, did not reach a consensus upon crucial regulations, such as the NFP one, thus not proposing a system owned by the country's stakeholders. That is why, in addition to the fact that the development of operational procedures for coordination and the MEA reporting system depended on the suitability and functionality of IRIS in the BiH context, the evaluation rated the output as partly achieved.

(Mid-term target: ≥ 10 databases prepared for coordinated system; collaboration agreement prepared for ≥ 10 institutions – partly achieved)

(End target: MEA reporting and data flow system is fully operational, connecting ≥ 10 institutions and ≥ 10 databases – not achieved)

Output 1.1.3: The project introduced IRIS to relevant stakeholders without assessing its suitability for BiH first. While the project provided training on IRIS to data providers and decision-makers, it did so before the system was fully operational. After testing the system with institutions and decision-makers, a number of bugs were detected and reported to UNEP Nairobi. It took a long time for UNEP to modify and adapt the system, and ultimately, IRIS was

not seen as a practical reporting tool by many stakeholders in the country due to reported technical weaknesses and its failure to address the country's specific needs. The analytical review report on experiences and lessons learned related to IRIS implementation in BiH highlighted that IRIS provided the ability to transfer data up the reporting hierarchy as part of the reporting mechanism, which is what entities want to prevent.

(Mid-term target: EMIS is established and prepared for testing – achieved)

(End target: EMIS is fully functional and tested by ≥ 10 institutions and/or ≥ 30 decision makers – partly achieved)

Output 1.2.1: The project procured and repaired a total of four air quality monitoring stations, which were put into operation and integrated into the existing reporting systems at the entity level and a newly established national air quality monitoring website. However, the project did not link these stations to IRIS. One of the stations, located in Ivan Sedlo, experienced partial functionality due to the contractor's inability to meet contractual obligations and refurbish two out of three station analysers.

(Mid-term target: Two air quality monitoring stations purchased, mounted and initial training for data collection given, two existing monitoring stations put back in function –partly achieved)

End-target: Two purchased and two repaired air quality monitoring stations operational, synchronized and linked to EMIS– partly achieved)

Output 1.2.2: The project conducted training for expert institutions identified as entry points for IRIS. As a result, the participants increased their knowledge, skills, and capacities in data collection for emissions, pollutants, and air quality. The training led to activities and collaboration that resulted in the creation and adoption of a national air quality index, which is in use by relevant institutions to communicate to the public current and expected air quality status.

(Mid-term target: Training programme developed, and three initial trainings conducted, targeting men and women – achieved)

(End target: At least 15 stakeholders from Entity institutions responsible for air quality monitoring are provided with knowledge on emissions data management – exceeded)

Output 1.2.3: Data were analysed following Air Quality Law, and three air quality reports were prepared. The project, in collaboration with national stakeholders, established and agreed on data modelling procedures. However, data were not fed into IRIS.

(End target: Real-time data flow and analysis in accordance with national regulations and/or international standards – partly achieved)

Output 1.2.4: It is likely that the project had a limited contribution to increased awareness of health and environmental impacts of air pollution as it only organised a conference "Clean Air for All" and conducted associated media activities. The media coverage was limited - the evaluation did not find reference to the conference in prominent media outlets in BiH. It remains unknown what messages were sent to the broader public and through what communication channels, and how many of those hitherto not interested in the environment and air pollution issues were reached. The project did not address air pollution awareness strategically and systematically, nor it looked at it through a lens of gender, poverty reduction and social equity..

(Target: N/A - target was not set, nor the progress was rated in the PIRs)

Output 1.3.1: Although challenging to measure and assess, the project probably contributed to increased knowledge, skills, and capacities of the hydrology sectors in the two hydro-met institutes by preparing capacity assessment report for the flood prevention and identification of improvement areas as well as the transfer of technology and know-how concerning best hydrology practices for flood prevention.

(Target: N/A- target was not set, nor the progress was rated in the PIRs))

69. Component 2:

Output 2.1.1: The project conducted necessary training and likely contributed to increased knowledge, skills, and capacities in advanced planning tools, scenario development and knowledge management for environmental issues, although it did not assess achievements after the training through pre- and post-surveying etc. According to a member of the project team, over 30 stakeholders attended the training. On the other hand, the final project report stated that the project provided training for 20 stakeholders from targeted institutions. That is why the rating of the output achievement, as given below, may not be entirely reliable. .

(Mid-term target: Training programme developed, and three initial trainings conducted, targeting both men and women - achieved)

(End target: At least 30 stakeholders from targeted institutions on all levels are provided with knowledge on planning tools and scenario development – achieved)

Output 2.1.2: The project conducted necessary training and likely contributed to increased knowledge, skills, and capacities in the integration of environmental management into planning and monitoring processes of 30 stakeholders from targeted institutions, although it did not assess achievements after the training through pre- and post-surveying etc., which is why the rating of the output achievement, as given below, may not be entirely reliable.

(Mid-term target: Training programme developed, and three initial trainings conducted, targeting both men and women – achieved)

(End target: At least 30 stakeholders from targeted institutions on state and entity level have a measurably improved knowledge of linkages between environment and development planning – achieved)

Output 2.1.3: A project monitoring and evaluation system was established and provided information on the project's progress on targets.

(Mid-term target: M&E system established – achieved)

(End target: M&E system established, and lessons learned captured and disseminated – achieved, but project management is not a project output)

70. Overall, stakeholders consulted for this evaluation expressed satisfaction with the activities and achieved outputs. Exceptionally applauded was the development of the environmental indicator framework, which the project entrusted to a local consultancy that led the process and organised and deployed the activities linked to this output. In a highly participative, well-coordinated and pragmatic process taking into account BiH legal setup and existing institutional capacities and lessons learned from past interventions, international obligations, incl. EU integration requirements and indicators used in neighboring countries, the project reviewed the existing indicators, available data, and reporting systems for three Rio conventions and produced a gap analysis. The analysis

pointed to the legal, institutional, and technical gaps and ways forward to the desired situation concerning MEA obligations and in general. Based on the conducted research activities, the project prepared a first draft of the indicator framework and presented it to all concerned stakeholders in a round table discussion and a round of bilateral meetings with relevant government institutions – decision makers and institutions that provide the data. The draft included those indicators for which the country had data and a list of indicators where data are not collected, to consider for reporting obligations of BiH under the three conventions. The stakeholders interviewed expressed appreciation for the approach and proposed indicators that, in their view, were not overburdening, i.e., were in line with their capacities. In their own words: *"Participation and buy-in were high because the stakeholders understood their responsibilities vis-a-vis the country's international commitments, and targets set were not unrealistic"*, or *"The indicators framework is a product of our work and engagement"*.

71. However, the approach to implementing an environmental information reporting system, a core element of the project, was not thoroughly planned. Consulted stakeholders complained about the system being introduced late in the process, its (technical) inappropriateness for BiH, and the approach taken. As explained in section 5.4.2, # 73, the IRIS, a software solution for data analysis, exchange, and reporting, was presented to the country after the NRS. Namely, NRS was tested in 2015, IRIS was presented in early 2016 and tested in the summer of 2016. In the words of some of the interviewees:

    "IRIS should have been presented and tested in the project preparation phase."

    "The country did not have the capacity to absorb IRIS."

    "IRIS deployment took an approach that failed many times in the past."

    "IRIS started working backwards, instead forward, by first defining who does what, on what basis etc."

72. The project conducted a series of training, which, likely, increased knowledge, skills, and capabilities of participants in environmental information management and monitoring processes, using environmental data for development planning. New knowledge and understanding of MEA obligations was gained. But it remains unclear what specific knowledge and skills were gained that allow beneficiaries to perform better after training since the project did not deploy any tools to assess the results of training activities, e.g., it did not conduct pre- and after-training surveys.

73. Unexpectedly, the project contributed to increased management, administrative, procurement and negotiation capacities of the Federal Hydrometeorological institute and set them up to other donor projects. The project was their first collaboration with donors.

Rating for 5.4.1 Availability of Outputs: Moderately Satisfactory

5.4.2 Achievement of Project Outcomes

74. Outcome 1.1: *Environmental Management Information System (EMIS) and indicator framework adopted at State and Entity levels*. The Indicator Reporting Information System (IRIS), a new software tool for environmental reporting, was not adopted by the state and entity institutions. The earlier version of IRIS, the National Reporting System (NRS), was presented at a seminar in Banja Luka in 2015 and tested in late 2015. The UNEP Science Division in Nairobi launched IRIS in early 2016. The project team received a test version in June 2016, which the data expert tested in August 2016. The testing revealed the need for technical improvement areas, based on which the project team requested IRIS

modifications from the developers in Nairobi. These were related to, but not limited, to the connection of IRIS with the Shared Knowledge Database and SDG reporting. It took a long time for the UN Headquarters to deliver on improvement requests. In the absence of an agreement on the institution (s) to host the IRIS, it was transferred to the cloud server paid for by UNEP, but only temporarily. The project repeatedly called for the regulation of IRIS and its anchoring within the national system by the project's end. It also conducted training on IRIS use and functionalities for data providers and expert institutions identified as entry points for IRIS and focal points for MEA reporting.

75. A series of bilateral meetings and training was held with the representatives of relevant institutions to ensure their familiarity with the system and work with data. With that, the project provided an IRIS user guide in English and Bosnian, developed a guideline for reporting and data flow systems and a draft legal act to define the manner of appointment of national focal points and their responsibilities. However, the test version of the IRIS was, reportedly, used only a short while by the Federal Hydrometeorological Institute. Other institutions, such as the Agency for Statistics of BiH and relevant institutions from the RS entity, did not think IRIS comes as a response to their needs and that it could be functional in BiH due to the lack of a legal framework to regulate such a system. BiH does not have a legal stronghold to feed the system with data. There is no data flow system. In addition, a fragmented and sketchy governance system, missing institutions and lack of mandates of existing ones, and unsettled and ever-contested distribution of responsibilities did not allow for an agreement between concerned stakeholders from state and entity levels. For some, IRIS came in too late in the process and for others too early. Too late in the sense that not much preparatory work, especially in the project preparation grant (PPG) phase was put in for the country stakeholders to understand the benefits of it better, to allow for more time for IRIS modifications and adaptations, and finally for a country-wide agreement on IRIS regulation. Too early in the sense that when the project implementation took place, the country did not have a legal framework that would allow for the effective and viable implementation of a tool like IRIS. In other words, many of the consulted stakeholders from the government side thought that the country was not ready for IRIS due to a severe lack of institutional and technical capacities, as well as internal governance and political complexities that the project underestimated. As one government official summarised, stating the opinion of many:

"Perhaps one should have set up a conducive legal framework base, on which to implement IRIS first".

76. In other words, IRIS deployment was a highly political issue, as the discussions on IRIS taken up in the SC meetings reflect. The discussions revealed opposing views between the state and RS entity on IRIS host institutions, IRIS coordination roles, and data aggregation for country-level reporting. These are all political issues which require political decisions, which the project alone could not address. Besides, IRIS was incompatible from a technical viewpoint, and a conducive legal framework to regulate such a tool was missing. The environmental indicator framework, in line with MEA and EU guidance and BiH capacities, was adopted by entity parliaments and the Council of Ministers of BiH (state level) in 2019. For each indicator, relevant institutions to provide data are specified.

(Mid-term target: state-level indicator framework developed, agreement on reporting and information flow coordinated among state and entity authorities – achieved)

(End target 1: Linked indicator frameworks established, one each for state and entity levels – not achieved - the target was changed during the implementation to a state indicator framework development, to reflect the need for state-level MEA reporting - the target was achieved by the mid-term).

(End target 2: EMIS functional – not achieved)

77. Outcome 1.2: Stakeholders use (collect, analyse and exchange) air quality data obtained through the established air quality monitoring stations. The data collected through the established and repaired stations are managed by the two Hydrometeorological Institutes and published on their websites. The obtained data is used in internal annual reporting and reporting to the European Environmental Agency (EEA). For example, the annual air quality report 2020 for FBiH included air quality data between 2016 and 2020 for the municipality of Gorazde, where a new station was installed. The annual report also presented data from a repaired station in Ivan Sedlo for the concentration of SO2, O3, and PM10, but only because a new station was later installed through another project. By the end of the project, all stations were linked to the hidrometeo.ba, a unified online national platform to monitor real-time air quality data established by the project. Since the IRIS did not become operational, the stations were not linked to it. This evaluation found no evidence that the collected data informed/contributed to strategic and/or policy decision-making at national and local levels in BiH.

    (Mid-term target: two monitoring stations purchased, mounted and initial training for data collection given, two existing monitoring stations put back in function –partly achieved)

    (End target: All stations operational, synchronized and linked to EMIS – partly achieved)

78. Outcome 1.3: Hydro-meteorological institutes collect, analyse, and exchange hydrology data and use them emergency response preparedness. Due to a lack of information, the evaluation could not reliably assess the achievement of this outcome. Regardless of the project, the hydrology sector collects, analyses and reports on the hydrology data in the form of hydrological yearbooks and uses the data for emergency response preparedness. It remains unknown if and how the project contributed to the quality of reporting and the intended use of data.

79. Outcome 2.1: *Strengthened MEA implementation, monitoring and reporting, including integration into development planning*. Overall, it remains unclear if the project, in any way, improved the country's reporting on the implementation of MEAs. During and after the project implementation, BiH prepared a third national communication report on greenhouse gas emissions under the UNFCCC (2016), a sixth national report to the CBD (2019), and a national report to the CCD (2018). However, the evaluation did not find evidence that the project contributed to better, more accurate and comprehensive information provided in these reports. Equally, no evidence was found of increased monitoring of MEA implementation nor integration of obtained data/knowledge into development planning.

80. However, some consulted stakeholders reported that the newly obtained data on air quality is used in strategic planning at the municipal (Prijedor) and entity (RS) levels. Although the evaluation was unable to verify evidence of this, it may indicate movement toward MEA implementation, monitoring and reporting being integrated into development planning.

    (End target: ≥ 50 individuals, both men and women, in ≥ 10 organizations have a measurably improved and common understanding of MEA reporting and M&E requirements – the target achievement was not reported on in the PIRs and project final report.)

Validity of assumptions.

81. *High-level political commitment to a country-wide environmental management information system (EMIS)*. According to the CCCD CEO endorsement (2014), the involved country stakeholders approved the project strategy, as proposed in the PIF, during workshops and meetings of the PPG phase. All MEA focal points at State and Entity levels agreed that a centralised information management system would improve national capacities to gather environmental information and use it for informed decision-making. However, to account for BiH governance system specificities, the project, at the very outset, emphasised harmonised data management through joint indicator frameworks instead of pursuing a centralised EMIS system. However, to establish/operationalise a unified and well-coordinated response to MEA reporting in BiH, one would always need intent and sustained and proactive involvement from high-level decision-makers. Much more in BiH than in other contexts, as the unified response to the MEA reporting, requires data sharing between the entities and state, which one entity especially is highly reluctant to do, and the reasons behind this are political. One would also need a high-level interest and public pressure to put the environment high on the decision-makers' agenda. That has not been the case in BiH, which the non-adoption of project deliverables by the country's institutions confirmed. *The assumption does not hold (see paragraphs 78 and 79)*.

82. Decision makers, agencies and other relevant stakeholders interested and continue to be interested in environmental data and information exchange and collaboration. On a technical level, environmental agencies and stakeholders from the relevant ministries and institutes proved interested in environmental data, data sharing, and collaboration. On a technical level, collaboration takes place both vertically and horizontally. But, the closer the process to high-level decision makers, the less interest in a country-wide and collaborative approach to addressing environmental management and reporting. Exceptionally hesitant is the RS entity in sharing the data with state-level institutions. Ever-increasing political turmoil and tensions between the entities have, for a long, impeded integration and effective inter-entity collaboration. As one interviewee rightfully noted: "We do more to disintegrate than to integrate." The assumption partly holds.

83. *Decision-makers are willing to amend official planning, policy and legal instruments and processes*. The project developed the guidelines for MEA reporting and information flow systems, but these were not adopted at the entity and state levels. The project drafted a legal act on NFPs, which the country did not adopt. The evaluation did not find evidence of the country's willingness to amend existing and enact necessary legislation and regulation to fill the gaps for the planned system to be operational and viable. The assumption does not hold.

84. *Govt. agencies receptive to public provision and validation of environmental information*. The evaluation did not find evidence of either willingness nor lack thereof vis-à-vis engaging the public in validating environmental information. The project did not explore public data provision and validation. The assumption is likely to hold.

85. S*table and sufficient mandates in BiH, incl. organisational*. Technical staff in ministries and agencies responsible for environmental management is rarely changed or downsized due to their low number and specialised knowledge. The assumption holds.

Presence of drivers

a) *Main government agencies and decision-makers continue to support the establishment and use of EIS.* The indicators framework is in use, but the IRIS is not. However, the

ongoing service contract for the maintenance is indicative of a willingness to continue. This is also supported by stakeholders interviewed. The driver is likely to be in place.

b) *Stakeholders see the value in using EMIS for environmental management*. Stakeholder interviews consistently demonstrated a high degree of understanding of a need for an environmental management information system both vis-à-vis internal planning and reporting and then international commitments. The driver is in place.

Rating for 5.4.2 Achievement of Project Outcomes: Moderately Unsatisfactory

5.4.3 Achievement of Likelihood of Impact

86. Intermediate state: *Improved environmental management in BiH (BiH, FBiH, RS, BD) in line with MEA obligations*. At the end of the project, the project had not improved the management of environmental data for Rio Convention indicators. Although the set of Rio Indicators was developed and adopted, the evaluation did not find evidence of systemic use of the indicators in existing MEA reporting processes or development planning. A number of relevant institutions collaborated during the project implementation period. However, a collaboration mechanism was not established and formalised to increase prospects of sustained collaboration and exchange of environmental information for MEA reporting, which, in turn, would set a fertile ground for impact.

    (Target 1: At least 10 of organizations/institutions that collaborate – not yet achieved)

    Target 2: At least 2 national Socio-Economic Development Plans make reference to and/or adopt environmental information management tools promoted by the project – not yet achieved)

87. Impact: *Improved environmental status in BiH*. The evaluation did not find evidence of a direct contribution by the project to the improved environmental status of BiH. As discussed earlier, some essential assumptions necessary for the change process to achieve impact did not hold (see #77 and #78) or did hold but only partly (see #79). Additionally, there is some uncertainty about the willingness or reluctance of decision-makers to involve the public in validating environmental information. Since the project did not explore public data provision and validation, it is challenging to draw a definitive conclusion on this assumption (see #80). While one driver highlighted in the ToC remains in place, the other is likely to remain in place. Taking this into consideration, it appears unlikely that the project will lead to the intended impact. However, the project has provided project participants with an adopted indicator framework, increased capacities (air quality monitoring), and a better understanding of MEA requirements. Although it is not indicative that the project will have a direct positive impact on the environmental status of BiH, these outcomes suggest that the project could be an indirect contributor to positive changes in the environmental status of BiH if and when they occur.

88. Catalytic effect and replication: No evidence of catalytic effect and replication was found.

89. Unintended effects. The project contributed to a positive unintended result - the development of a national Air Quality Index, which was regulated and is in official use. No evidence was found of unintended negative effects (see section 5.9.4.)

90. The evaluation aimed to unpack whether, with time elapse, there has been any positive or negative impact vis-à-vis gender equality and vulnerable/marginalised groups. The project stakeholders did not provide information to indicate a positive or negative impact observed on gender and vulnerable groups to which the project contributed. It is, for

example, unknown what, if any, effects have the air pollution awareness-raising activities had on marginalised groups since the project did not measure it.

Rating for 5.4.3 Achievement of Likelihood of Impact: Moderately Unlikely

Overall Rating for Effectiveness: Moderately Unsatisfactory

5.5 Financial Management

5.5.1 Adherence to UNEP's Financial Policies and Procedures

91. The project's adherence to UNEP's financial policies and procedures was weak (see table 8). In general, financial administration of the project (disbursements, financial reports) were delayed due to a lack of UNEP administrative capacities and transition to a new financial management system – UMOJA (detailed information is provided in the table below). The project staff in Sarajevo could not timely access the Enterprise Resource Planning (ERP) System (UMOJA predecessor) and monitor project budget and expenditures.

Table 8. Financial Management Table

Financial management components:		**Rating**	**Evidence/ Comments**
1. Adherence to UNEP's/GEF's policies and procedures:		**MS**	
Any evidence that indicates shortcomings in the project's adherence[12] to UNEP or donor policies, procedures or rules		Yes	Audited reports were not required since the project was directly executed by UNEP. Everything financially related was delayed – payments, disbursements, invoices, reporting. The reasons: lack of administrative capacities in UNEP Europe/Regional office and UNEP HQ, and transition to a new system (UMOJA). Transferring financial records from the old to a new system created delays and confusion in relation to the new reporting format in UMOJA. The project staff in Sarajevo could not, in a timely manner, access the Enterprise Resource Planning (ERP) System, therefore unable to monitor the project budget and expenditures. Spending was within the budget.
2. Completeness of project financial information[13]:		**S**	
Provision of key documents to the evaluator (based on the responses to A-H below)		S	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Breakdown of project costs, incl. co-financing, by financier, component and budget line provided.
B.	Revisions to the budget	Yes	The budget and work plan were revised in 2017 as per a recommendation of the MTR for a no-cost extension.
C.	All relevant project legal agreements (e.g., SSFA, PCA, ICA)	Yes	SSFA, ICA and amendments provided.
D.	Proof of fund transfers	N/A	Proof of fund transfers were not required since the project was directly executed by UNEP.
E.	Proof of co-financing (cash and in-kind)	Yes	Breakdown of co-financing (cash and in-kind) by financier, component and budget line provided, as well as confirmation letters.

[12] If the evaluation raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.
[13] See also document 'Criterion Rating Description' for reference

F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	The co-financing reporting was based on budget lines, not component, and a co-financing summary broken down by budget lines was provided. Annual financial statements on GEF grant broken down by budget lines provided for the period Oct-2014 to Dec-2019 – project implementation period.
G.	Copies of any completed audits and management responses *(where applicable)*	N/A	Audit reports were not required since the project was directly executed by UNEP.
H.	Any other financial information that was required for this project (list):	N/A	
3. Communication between finance and project management staff		**MS**	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		HS	PMU closely followed spending. Each PIR contained PM and TM's notes on project financing and budget.
Fund Management Officer's knowledge of project progress/status when disbursements are done.		MS	Payments, fund disbursements and invoices were delayed by both the UNEP Europe Office and the UNEP Science Division because of the lack of capacities on both sides. At the time, the Vienna office did not have an FMO that could provide sufficient support to an FMO in Nairobi, who alone had limited time and capacities to handle an excessive GEF portfolio. Likewise, the Geneva office had limited administrative capacities but was able to provide an FMO on a 50% basis to their colleagues in Vienna (which was considered as insufficient). However, this was not considered sufficient. In, short, due to a lack of administrative financial capacities in Vienna, Geneva and Nairobi, everything financially related was delayed.
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		MU	
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		S	Internal communication was reported as sufficient, fluid and cordial by the project and task manager. The FMO and national staff had both monthly and ad hoc meetings.
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process		HS	Requested information was readily provided, whenever available
Overall rating		**S**	**Satisfactory**

Rating for 5.5.1 Adherence to UNEP's Financial Policies and Procedures: Moderately Satisfactory

5.5.2 Communication Between Finance and Project Management Staff

92. Communication between UNEP Sarajevo, UNEP Vienna, and UNEP HQ was frequent and constructive throughout the project. While on site, the project manager/coordinator from UNEP Vienna regularly visited Sarajevo to assist with day-to-day implementation. The project team in Sarajevo did not have direct and regular communication with UNEP HQ, but they maintained regular dialogue with the ROE in Vienna. Although UNEP HQ and UNEP Vienna provided guidance to the best of their ability, there were delays in responding to questions/requests. The transition to UMOJA and understanding the reporting requirements posed a challenge for all involved. Following the MTR recommendations, the project improved financial management in terms of timeliness and responsiveness to the project team's requests, provided ERP system training, training on financial reporting following the International Public Sector Accounting Standards, and access to and training on UMOJA for the project team.

Rating for 5.5.2 Communication Between Finance and Project Management Staff: Moderately Satisfactory

5.5.3 Completeness of Financial Information

93. The financial information was generally complete, albeit with a few minor gaps (see table 8). A breakdown of project costs by financier, component and budget lines was provided at the design. Annual and consolidated financing and co-financing reports broken down by budget lines were provided, except the co-financing report from UNEP HQ, which has not been easily retrievable since UNEP has moved its data storage to a cloud system. The budget revision, small-scale funding agreements (SSFA), internal cooperation agreement (ICA) and amendments are available. The project cooperation agreement and contracts were not made available to the evaluators.

Rating for 5.5.3 Completeness of Financial Information: Satisfactory

Overall Rating for Financial Management: Satisfactory

Efficiency

94. The project was delayed by two years and given a no-cost extension. The timeliness of activities, outputs and milestones followed the work plans until mid-2016, but then the project implementation slowed down considerably. The associated delays (which had a prominent implication on the underachievement of project results - see section 5.4) resulted from several factors: the project manager from Vienna was seconded and replaced by a national officer who went on leave from September 2016 to February 2017, leaving no replacement; UNEP HQ took a long time to upgrade the IRIS system, and there was a slow response from key government agencies to requests for feedback on draft outputs. To adapt to the implementation delays, the project engaged in several awareness-raising activities not originally envisioned in the work plan, such as the formation of UN A.I.R., participation in the Sarajevo Film Festival, and the organization of World Environment Day. However, the MTR in 2017 did not find evidence that the project advocated and lobbied sufficiently to move implementation forward. Therefore, in early 2018, the UNEP senior program manager conducted a mission to Sarajevo to attend an SC meeting, although it may have been too late in the process. The mission focused on ensuring the sustainability of results, revising the project work plan, implementing MTR recommendations, revising the budget, ensuring reporting compliance, and addressing related management issues.

95. The project's execution modality, which involved direct execution by UNEP divisions, was chosen due to the complexity of governance systems and the low capacities of national institutions. However, the involvement of multiple UNEP divisions in project management, along with their geographical dispersion, led to slower administrative and financial procedures and reduced efficiency (see section 5.9.2). As noted by a member of the project team: *"The execution modality was the only possibility. However, several UNEP divisions were involved, which created another layer of complexity."*

96. The no-cost project extension was well justified and appropriate. Although it involved additional activities, it had no financial implications, as the additional costs were within the available budget (see table 4).

97. By partnering with seven national and three international agencies incl. UNEP, the project leveraged substantial co-financing, made available mainly in-kind for training, premises, equipment, meetings/conferences etc. The co-financing volume surpassed the GEF grant amount nearly 1.5 times. Yet, without results-based financial reporting it is challenging to establish the reliable relationship between the costs and results, but some components appear to have been more cost-effective than others. For example, improvement in air

quality monitoring in four locations in BiH is deemed cost-effective, despite the underperformance of a local company in refurbishing two stations (see section 5.4.1). Although, to some extent, the planned costs of the components appear imbalanced with the outcomes achieved and not achieved, project extension were justified and there is evidence of efforts by the project teams to make use of pre-existing institutions and partnerships to increase efficiency.

Rating for Efficiency: Moderately Satisfactory

5.6 Monitoring and Reporting

5.6.1 Monitoring Design and Budgeting

98. The results framework in the Request for CEO Endorsement provided baselines for most indicators, appropriate, realistic and trackable mid- and end-term targets for all outputs and outcome indicators, and final targets for the objective. Targets were not disaggregated by gender, minority or stakeholder group, nor were there any gender indicators included. A realistic and budgeted monitoring and evaluation (M&E) plan specified different M&E activities and presented a clear and convincing M&E work plan. Financial allocations for MTR and TE were adequate and made available. General M&E activities were specified, as well as responsible parties, each with a budget attached (when relevant/applicable) and their frequency, but no data collection methods were described. The M&E work plan followed a standard template, which did not specify coverage and strategy for data collection methods or frequency of data collection by indicator.

99. Several risks, including governance challenges, were taken into account in the design phase, and mitigation strategies were proposed. A risk matrix was enclosed in the CEO Endorsement document to minimise risks and increase success prospects. However, the project did not anticipate a lack of political buy-in, ownership, and other contextual risks, first and foremost, long-standing polarising issues in BiH. By explicitly recognising political risks to the establishment of a country-wide and coordinated system to MEA reporting, the project would have maintained a higher degree of credibility.

Rating for 5.7.1 Monitoring Design and Budgeting: Moderately Satisfactory

5.6.2 Monitoring of Project Implementation

100. The project's M&E system was based on SMART indicators for each project result area, providing detailed and timely information on project activities, output, and outcome targets through annual Project Implementation Reviews (PIRs) and half-year progress reports. However, the PIRs only indicated the percentage of completion for the outcomes and outputs, but the basis for the assessed percentages was not always clear. Additionally, the PIRs did not clearly report on objective indicators. The final report also did not sufficiently report on the outcomes and objectives achieved. The SC meeting notes were used as other monitoring instruments.

Rating for 5.7.2 Monitoring of Project Implementation: Moderately Satisfactory

5.6.3 Project Reporting

101. The project reporting appears to have provided adequate and timely reflection on activities and achieved results but less so on lessons learnt. I.e., there was an unfavourable balance between the reporting on project activities, results, risks, and lessons learnt in the PIRs. Despite the project experiencing significant implementation delays and challenges, the PIRs failed to capture the extensive learning opportunities that could have been derived

from them. They did not generate sufficient understanding of constraints and opportunities for achieving the expected results at the outcome level, as such did they trigger the necessary corrective actions. Stakeholders consulted for this evaluation recognised the necessity of the reporting, but some stressed that resource-intensive reporting requirements take time to respond to, putting the project in danger. As one interviewee pointed out:

"A balance was needed between implementation and reporting to prevent the project from losing its objectives and purpose from sight. It was time-consuming to prepare the reports, but no proper response for corrective actions came out of it".

102. The evaluation also finds that the reported progress did not reflect the actual progress, which was less positive for the project than the PIRs suggested. For example, despite substantial challenges in the implementation and associated delays, the project team consistently rated overall progress as successful or highly successful. Therefore, no corrective action plans to address implementation challenges were proposed in the PIRs. This can be seen in the MTR report, which identified several issues with the project's reporting practices, including a lack of critical reporting on the challenges faced by the project and overly favourable self-ratings. For instance, despite there being no results-based monitoring framework in place to ensure compliance, Output 2.1.3 was rated as "highly satisfactory" and implementation was described as 100%. Additionally, while the project did not measure the results achieved through its training activities, it consistently rated progress on Outcome 2.1 as satisfactory or highly satisfactory. However, the project did propose an implementation plan to address the MTR recommendations.

103. The evaluation finds that the project's newly added outcomes and outputs were incorporated into the results framework without any accompanying targets. Furthermore, these additions were not sufficiently reflected in the PIRs, as progress towards achieving them was not adequately assessed and rated in the PIRs (see #118)..

Rating for 5.7.3 Project Reporting: Moderately Unsatisfactory

Overall Rating for Monitoring and Reporting: Moderately Satisfactory

5.7 Sustainability

5.7.1 Socio-political Sustainability

104. The project lacked an exit strategy, with the CEO Endorsement document only referencing the potential for replication and scaling up. Although the project had declarative political support from all governance levels, there was a lack of high-level unified political support for the necessary legal changes required for an operational environmental management information system that the project had designed. As a result, some of the crucial (re-constructed) assumptions did not hold (see section 5.4.2, #77 and #79).

105. The adopted environmental indicator framework is not being used effectively, but it can be used as a basis for developing entity-level indicators. Recently, the RS and FBiH have passed laws on environmental protection that require the establishment and adoption of entity-level environmental information management systems with indicators. Bylaws stipulate that the development and management of these systems fall under the competence of the entities' Environmental Funds. However, there has been resistance from entities to centralize MEA reporting in the past, and a top-down approach through the MoFTER did not work due to entity resistance and a lack of capacity at MoFTER.

106. The AQMS in FBiH are functional, but with limited capacities, and the more stations installed, the less capacity for their proper maintenance. In RS, the new station is operational and well-maintained. The sustainability of AQMS depends on the air quality policy in Bosnia and Herzegovina.

107. The evaluation did not find any evidence that the data obtained through AQMS is being used to inform legislation and law enforcement.

108. The established website (hidrometeo.ba) is only partly functional, displaying data from selected stations in FBiH only. This is due to the absence of a legal basis to impose data sharing on such a platform and resistance from RS towards a national website to compile the data.

109. Government stakeholders expressed strong ownership of the environmental indicator framework, but there is no evidence of the indicator data being utilized in MEA reporting and policy development. There is no institutional arrangement in place in Bosnia and Herzegovina to stimulate the utilization of the data.

Rating for 5.8.1 Socio-political Sustainability: Moderately Unlikely

5.7.2 Financial Sustainability

110. Hydrometeorological institutes have continued funding the maintenance of the installed AQMS, albeit with a limited capacity. The MEA reporting continues to be highly dependent on external financial services.

Rating for 5.8.2 Financial Sustainability: Moderately Unlikely

5.7.3 Institutional Sustainability

111. The project was probably successful in increasing the knowledge and capacity of staff through training activities, but there was limited evidence of their application after the project ended. The environmental indicator framework was adopted and can serve as a basis for entity indicator development, but there is no institutional arrangement in place in BiH to utilize the indicator data for MEA reporting and policy development, as explained under #101.

112. The AQMS are functional but maintained with limited capacities in the FBiH, and the data obtained through AQMS is not being used to inform legislation and law enforcement.

113. In all likelihood, many factors are at play to facilitate the sustainability of these results. First and foremost, to ensure the sustainability of the achieved results, systemic solutions need to be found and financed by state institutions.

Rating for 5.8.3 Institutional Sustainability: Moderately Unlikely

Overall Rating for Sustainability: Moderately Unlikely

5.8 Factors Affecting Performance and Cross-Cutting Issues

5.8.1 Preparation and Readiness

114. Overall, the project start-up was successful. After GEF approval in July 2014, project implementation began just three months later in October, with the first disbursement occurring in September. An inception meeting was held in November 2014, attended by 30

representatives from relevant institutions, where the project baseline, preparation activities, and implementation timeline were presented. Over the next two months, the work plan, budget, and implementation arrangements were agreed upon, and a detailed and results-based annual work plan was established. The annual budget was broken down by components and budget lines. The PSC was officially nominated in February 2015, and the first meeting took place in May 2015.

115. The National Capacity Self-Assessment (NCSA) was developed in 2010-2011 and provided a thorough evaluation of the country's capacities and capacity development needs and priorities. However, no updates or revisions were made to the NCSA prior to the project's implementation. To address this, the project hired a consultant to conduct a gap analysis, which was completed in October 2015, one year after the project began.

116. The project failed to conduct a comprehensive analysis of stakeholders' capacities and needs at the outset, and a gap analysis was carried out a year after the project began, which identified general and specific deficiencies in legislation and institutional and technical capacities, along with recommendations for improvement. Additionally, no policy dialogue or advocacy plan was developed prior to the project's start. The main component of the project, the environmental information reporting system (IRIS), was not introduced until early 2016, over a year after the project's implementation began. Furthermore, there was a shortage of capacity in the Science Division in Nairobi to adapt and customize the software to meet the specific needs of the country in a timely fashion.

117. During the project's preparation phase, an environmental and social impact screening was conducted, which concluded that no further assessment was necessary given the project's focus on data and information management and awareness-raising. However, it is unclear whether the UNEP Programme Review Committee (PRC) provided any recommendations or to what extent these were then were considered.

118. The project failed to incorporate useful lessons learned from similar interventions in Bosnia and Herzegovina (BiH). Namely from two EU projects: 1) *The Development of a National Environmental Monitoring System (RANSMO)*, and 2) *The Strengthening of BiH's Environmental Institutions and Preparation for Pre-accession Funds (EnvIS)*. These projects aimed to establish a data collection and reporting system by creating combined national reference centres at the entity levels and enhancing the technical, administrative, and programming capacities of environmental management institutions in line with EU IPA requirements. The experience gained from these projects emphasized the significance of close collaboration with the Statistical Institutes in BiH. Several environmental and sector reports, as well as MEA reports, confirmed that the entity-level Statistical Institutes and the state-level Agency for Statistics play a crucial role in environmental monitoring. However, the Statistical Institutes were not adequately involved in the CCCD project, as per the reviewed documents and consulted stakeholders. Their representative did not attend the PSC meetings and the project implementers did not seek advice from the EUD in Sarajevo during the design or before the implementation.

Rating for 5.9.1 Preparation and Readiness: Moderately Satisfactory

5.8.2 Quality of Project Management and Supervision

119. The project had a well-defined, direct execution arrangement with clear roles and responsibilities between the implementing and executing UNEP divisions. The UNEP Regional Office in Vienna and the country office in Sarajevo managed day-to-day execution. However, the project faced a setback when the project manager from the Vienna office left in October 2016, and his tasks were taken over by the national officer from the Sarajevo office. This change resulted in the loss of substantive capacities,

including institutional memory and international representation of the project team. As a consequence, communication with the government became less frequent, which reportedly led to a decrease in policy-dialogue activities, as noted by some stakeholders:

"When the key member of the implementation team (project manager) unexpectedly left the project, government stakeholders' interest in the project seriously decreased, as they discussed and planned project activities mainly with him."

120. The project team in Sarajevo received financial and administrative support from a team assistant in the Europe office. However, the designated FMO, who was engaged half-time, was based in Geneva and was expected to assist the office in Vienna. Similarly, the task manager designated by the Science Division was also based in Geneva. The FMO in the Science Division and the portfolio manager were based in Nairobi and were responsible for the overall programmatic and financial oversight of the portfolio.

121. Communication between Sarajevo and Vienna was frequent and positive, and vertical communication and collaboration in project management were generally smooth. However, according to the MTR (2017), the office in Vienna did not find the FMO assistance received from Geneva sufficient until 2017. The project MTR (2017) also noted that the geographically dispersed management setup, while well-defined with clear roles and responsibilities among the various UNEP divisions, contributed to complicated reporting and communication lines, resulting in delays in administrative and financial procedures (see section 5.5.2). The MTR recommended a less diversified reporting line between the various offices to improve cost-effectiveness and efficiency (see section 5.6).

122. The Steering Committee met only five times to discuss project progress, constraints and opportunities. The SC minutes outlined a set of conclusions, but clear action points were not presented. The MTR (2017) found that the frequency of PSC meetings was not to the satisfaction of the project's aspirations and recommended more regular PSC meetings. No evidence was found of an increased frequency of PSC meetings following the MTR recommendation.

123. During the project implementation, the results framework was slightly updated to include new results areas. However, the progress made towards achieving these new results areas was not adequately measured or reported on in the PIRs. Although the narrative parts of the PIRs mentioned these new areas, there was no rating of progress towards achieving the results and no targets were assigned to them. (see section 3.5).

124. Some consulted stakeholders considered the implementing and management capacities on the ground in BiH to be inadequate for a project of this magnitude and complexity. They believed that having a stronger in-country presence would have improved the project's efficiency and effectiveness, citing the capacity of other UN agencies, such as UNDP. The BiH project team consisted of only three individuals: a national officer, a project assistant, and a database specialist, who also worked on two other GEF-funded projects simultaneously.

Rating for 5.9.2 Quality of Project Management and Supervision: Moderately Unsatisfactory

5.8.3 Stakeholder Participation and Cooperation

125. The project lacked a comprehensive overview of all relevant institutions and authorities responsible for environmental protection and data management. Although the Project Identification Form (PIF) briefly mentioned six out of ten governmental ministries/agencies and excluded three Statistical Institutes, their representation in the Project Steering Committee (PSC) meetings varied between two and five institutions (see

#117 and #125). While those included were regularly consulted, civil society organizations, academia, and the private sector were reportedly underrepresented in the project and not represented in the PSC. Broader stakeholder participation took place through workshops, training sessions, and conferences. The project involved all relevant institutions in the procurement and refurbishment of the AQMSs and the development of the AQ index.

Rating for 5.9.3 Stakeholder Participation and Cooperation: Moderately Satisfactory

5.8.4 Responsiveness to Human Rights and Gender Equality

126. Human rights considerations were not explicitly integrated into the project design or implementation, even though the project sought to address the rights of BiH citizens to information and transparency, as outlined in the Rio Conventions and the transparency commitments under the Paris Agreement. However, the project did contribute to human rights indirectly through the provision of air quality monitoring stations and air pollution training and awareness-raising activities.

127. The evaluation revealed that gender was not adequately addressed in the project design and activities. Although gender was briefly mentioned in the project design and stakeholder mapping (see section 5.7.1 #94), it was not given meaningful consideration. Some indicators used in the results framework were gender disaggregated, and most SC members were women and all PMU staff members in the Sarajevo office were women. It appears that the project only ensured equal participation of men and women in its activities however it missed out on the opportunity to go beyond to address gender-related issues more comprehensively. For example, it missed an opportunity to explore the connections between air quality and gender. The awareness-raising campaign did communicate the health and environmental impacts of air pollution to BiH citizens, but it did not do so through a lens of gender equality, poverty reduction, and social equity.

Rating for 5.9.4 Responsiveness to Human Rights and Gender Equality: Moderately Satisfactory

5.8.5 Environmental and Social Safeguards

128. Given the project's focus on data management, no environmental risks were identified at design, during implementation or by the TE. The only negative environmental impact of the project was fossil energy consumption and carbon emissions, as well as the resource consumption and waste generation related to the use of computer equipment and office facilities. There was thus no need for implementing any environmental safeguards.

129. Potential negative social impacts, such as corruption, were identified at design, and mitigation measures were proposed. No evidence was found of any negative social impacts.

Rating for 5.9.5 Environmental and Social Safeguards: Satisfactory

5.8.6 Country Ownership and Driven-ness

130. Some key government institutions, including the Statistics Agency of BiH, were not members of the SC. Ownership of the process and project outputs varied. The approach to establishing IRIS lacked ownership and commitment from the country's stakeholders, resulting in insufficient adoption of the software tool (see sections 5.4.1, #69 and 5.4.2, #73). However, the development of the indicator framework showed a high degree of engagement from government institutions (see section 5.4.1, #69). Additionally, the air quality sub-component of the project was strongly demanded by the country's authorities, thus fully owned by them.

131. It was challenging to get all involved government stakeholders to agree upon and drive the establishment of a country-wide solution for the environmental information reporting system. As one interviewee put it when describing the complexity of the context in which the project took place: "*The question that the project sought to address is almost a tabu in BiH – we do more to disintegrate than to integrate*".

Rating for 5.9.6 Country Ownership and Driven-ness: Moderately Satisfactory

5.8.7 Communication and Public Awareness

132. The project did not address public awareness at the design stage. It lacked a dedicated communication, outreach, and awareness strategy to improve public awareness of the environment's state in BiH and to promote the environmental information system. There was no mention of project activities in the prominent local digital media, indicating that the project had low public outreach and visibility before and during implementation. While the project did support an air pollution awareness-raising campaign during implementation and produced visuals and materials for UNEP press releases, these efforts were not part of a strategic and systematic approach. It is likely that the campaign helped raise awareness of the air pollution issue, probably among those already interested in the environment, but it was not part of a larger, more coordinated effort. (see #67, output 1.2.4).

Rating for 5.9.7 Communication and Public Awareness: Moderately Unsatisfactory

Overall Rating for Factors Affecting Performance and Cross-Cutting Issues: Moderately Satisfactory

6 CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

133. **Strengths:** The project identified and addressed a genuine need for a nationwide environmental management information system that aligns with MEA obligations. It directly tackled capacity constraints and opportunities for improving the implementation of MEAs as identified in NCSA. Additionally, it responded to the country's request for enhanced air quality monitoring (see section 5.1).

134. The project achieved more than half of its output targets, including one that exceeded expectations. Overall, beneficiaries expressed satisfaction with the activities and quality of the achieved outputs, particularly with the indicator framework and AQMS (see section 5.4.1).

135. Through a highly participative and well-thought-out process, the project developed a set of nationally relevant indicators for MEA reporting, which were adopted by the entity and state authorities. The adopted indicator framework has the potential to provide wider benefits and serve as a basis for creating environmental indicators at all jurisdiction levels in line with domestic obligations (see section 5.8.1). Furthermore, the project improved the monitoring of air quality in BiH by purchasing and refurbishing air quality monitoring stations and connecting them to the existing country's systems for air quality reporting (see sections 5.4.1 and 5.4.2).

136. Some capacity development and awareness occurred during the project period, resulting in new knowledge, skills, and capacities in environmental information management in line with MEA obligations and using environmental data for development planning (see section 5.4.1). Unexpectedly, the project contributed to the development of the country's air quality index and increased the administrative, management, and negotiation capacities of the Federal Hydrometeorological Institute. Additionally, in collaboration with other donors, the project contributed to raising awareness about air pollution (see sections 5.4.1 and 5.4.4).

137. The achievement of results can be attributed to timely and conducive involvement of relevant stakeholders in a pragmatic and participative process, high-quality preparatory work, clear recognition of needs and responsibilities, realistic targets, and ownership (see section 5.4.1).

138. **Weaknesses:** The project did not achieve its primary aim of establishing and operationalizing the environmental management information system (EMIS). The successful establishment of EMIS would have required the adoption of the indicator reporting information system, the core software solution for the EMIS that the Science Division had developed in Nairobi, as well as a set of new and amended legal acts to regulate the MEA reporting system in BiH. Although the project attempted to address the lack of legal hierarchy for MEA reporting with the drafting of a legal act on focal points, data flow arrangements, and coordination mechanisms, none of these were adopted by the entity and state authorities. Overall, it seems that no improvements in the quality of MEA reporting in BiH resulted from this project (see section 5.4.2).

139. The project did not explicitly include the deployment of an online software solution, such as NRS or IRIS, in the results framework. It also did not recognize that software infrastructure like IRIS or similar is an element, the core one, but still one element of the EMIS, not the EMIS itself. Moreover, the project did not anticipate essential risks to the performance, such as long-standing polarizing issues in BiH, the appropriateness of

project outputs (e.g., IRIS) to the BiH context, financial risks to sustainability, lack of government ownership, and implementation delays. Similarly, it did not assess the vital capacities of stakeholders early on (before the project start) or their commitments to the planned improvements in the MEA reporting system, nor did it consult experiences from past similar interventions of other donors. The crucial project assumptions, related to high-level political commitment and government readiness to change and amend legislation, did not hold (see section 5.2).

140. The project failed to effectively integrate its cross-cutting objectives into its outputs and activities. Specifically, there was a missed opportunity to enhance stakeholders' comprehension of gender and human rights and their relationship with environmental concerns (see sections 5.7.1, 5.9.4).

141. Financial management was weak, with delays in payments, disbursements, invoices, and financial reporting (see section 5.5).

142. Despite being the only possible arrangement, the project experienced complexities and delays due to dispersed project leadership under the adopted direct execution arrangement. The project had an M&E system, albeit with a lack of reflection on lessons learned to capture the "bigger picture" and the overestimation of progress in the PIRs prevented effective corrective actions (see section 5.7).

143. The project did not have an exit/phase-out strategy, and the sustainability of achieved results depended on political and social factors. Systemic solutions to ensure sustainability have not been put in place (see section 5.8).

144. The achievement of results was hampered by various factors, including a sophisticated EMIS software solution, lack of political commitment to a country-wide environmental management information system, weaknesses in project preparation and management, limited stakeholder participation, and contextual complexities (see section 5.9 and 5.3).

145. Summary of ratings: Table 3 below provides a summary of the ratings and finding discussed in Chapter 5. Overall, the project is rated as 'Moderately unsatisfactory'.

Box 2: Brief responses to GEF key strategic questions *(see Annex VIII for detailed responses)*

- What was the performance at the project's completion against Core Indicator Targets?

  Given the project's focus on a) setting up an environmental information system and b) provision of air quality monitoring stations, it did not make a direct and measurable contribution to the GEF 7 Core Indicator Targets. Nonetheless, an indirect contribution to the core indicators 6 and 10 was possibly made through the provision of air quality monitoring stations.

- What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR?

  The project lacked a clear overview of all relevant institutions and authorities responsible for environmental protection and data management in the early stages. Although ten governmental ministries/agencies, excluding three Statistical Institutes, shared responsibilities over the environment, only six were briefly mentioned in the Project Identification Form (PIF), and only between two and five were represented in the PSC meetings. Additionally, the MTR (2017) revealed that the frequency of PSC meetings did not meet the project's aspirations and recommended more regular meetings. However, there is no evidence to suggest that the frequency of PSC meetings increased following the MTR recommendation.

What were the completed gender-responsive measures and, if applicable, actual gender result areas?

The project did not have a direct impact on people, and it could have been given a "not applicable" gender marking score since it was approved before UNEP introduced gender marker scoring in 2017. However, since the project aimed to address air pollution, it could have explored and addressed links between air pollution and gender, as well as the impact of air pollution on marginalized groups. Moreover, the air pollution awareness-raising campaign did not examine air pollution through a lens of gender equality, poverty reduction, and social equity.

- What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval?

  The project had minimal negative environmental impact, with the only concerns being fossil energy consumption, carbon emissions, resource consumption, and waste generation associated with the use of computer equipment and office facilities. As a result, there was no need for implementing any environmental safeguards. However, potential negative social impacts, such as corruption, were identified during the design stage, and appropriate mitigation measures were proposed. There is no evidence to suggest that any negative social impacts occurred.

  What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables?

  The project lacked a dedicated communication, outreach, and awareness strategy to improve public awareness of the environment's state in Bosnia and Herzegovina and to promote the environmental information system. There was no mention of project activities in the prominent local digital media, indicating that the project had low public outreach and visibility before and during implementation. Although the project supported an air pollution awareness-raising campaign during implementation, it was not strategic and systematic. It is likely that the campaign helped raise awareness of the air pollution issue, among those already interest in the environment, but it was not part of a larger, more coordinated effort.

Table 2. Summary of project findings and ratings

Criterion	Summary assessment	Rating
A. Strategic Relevance		**HS**
1. Alignment to UNEP's MTS, POW and strategic priorities	Direct response to UNEP's Medium/Term Strategy and Programme of Work, referral between the project results and the expected accomplishments, support of the BSP on Technology Support and Capacity Building.	HS
2. Alignment to Donor/Partner strategic priorities	Largely aligned with UNEP and GEF strategies and priorities.	HS
3. Relevance to regional, sub-regional and national environmental priorities	The CCCD project was a highly relevant project to support BiH in the coordination of the environmental management system. It further had high relevance for air quality monitoring and awareness-raising.	HS
4. Complementarity with relevant existing interventions	Potential for synergies with other interventions was not exploited but the project organised joint events and activities with similar initiatives run by other donors,	S

Criterion	Summary assessment	Rating
B. Quality of Project Design	In some areas, the design of the project was logical and satisfactory, like in the alignment with the defined responsibilities of UNEP branches and the budgeting. A number of other areas, however, proved to be rather unsatisfactory, e.g., the absence of mentioning an online tool (NRS/IRIS) in the results framework, clear differentiation between the EMIS and an online tool such as NRS/IRIS, missing assumptions, impact drivers, and essential risks, addressing severe legislation gaps at the output level, absence of a detailed overview of the institutions and mandates in the environment sector, including for MEA reporting, in the design phase, absence of a detailed assessment of capacities of national stakeholders in the design phase. Gender and human rights considerations were not translated into the project design.	**MU**
C. Nature of External Context[14]	The declaration of political support on all governance levels as well as the identification and response to needs and gaps related to the MEAs are judges as highly favourable. The problematic factors are the disconnection between political declarations and actions, delays due to complex administrative procedures, failure to address underlying constraints, lack of policy coordination, lack of hierarchy regarding MEA obligations.	**MF**
D. Effectiveness		**MU**
1. Availability of outputs	More than half of output targets were achieved and the quality of these was good.	MS
2. Achievement of project outcomes	The project did not achieve its prime objective of establishing an environmental management information system. However, the indicator framework was adopted at all governance levels and the newly obtained air quality data is used in internal reporting. But overall, it remains unclear if the project improved the country's reporting on the implementation of MEAs	MU
3. Likelihood of impact	There is no evidence of a contribution of the project to the implementation of MEAs in BiH or of an improved environmental status and no evidence of replications were found. It is however likely that the project contributed to the development of the national Air Quality Index and environmental awareness was built.	MU
E. Financial Management		**S**
1.Adherence to UNEP's policies and procedures	Overall, the project adhered to UNEP policies and procedures and the spending activities were within the budget.	MS
2.Completeness of project financial information	Overall, the financial information is given, but the project's final expenditures by results area were not provided.	S
3.Communication between finance and project management staff	While the level of awareness by the managers, the communication during the preparation of financial and progress report phase and the responsiveness of the project-, task-, and fund managers was satisfactory, the fund management officer's knowledge of project progress and the level of addressing financial management issues was not sufficient.	MS
F. Efficiency	The project was delayed by two years. Although the planned costs of the components appear imbalanced with the outcomes achieved and not achieved, project extension were justified and there is evidence of efforts by the project teams to make use of pre-existing institutions and partnerships to increase efficiency.	**MS**
G. Monitoring and Reporting		**MS**
1. Monitoring design and budgeting	The monitoring design and budgeting was overall appropriate but has some weaknesses, including a lack of description of M&E methods and their application strategy and a failure to foresee delays and political influencing factors.	MS
2. Monitoring of project implementation	Timely information on project activities, output and outcome targets through annual Project Implementation Reviews (PIRs) and half-year progress reports, SC meeting notes and other instruments. The PIRs did not report on objective indicators.	MS

Criterion	Summary assessment	Rating
3.Project reporting	Weaknesses in the objectiveness of the percentage of completion and failure to report on outcomes and objectives. Lack of consideration of lessons learned and failure to include adequate reflections on the actual situation which differs from the suggestions of the PIRs.	MU
H. Sustainability		**MU**
1. Socio-political sustainability	Moderately unlikely since similar projects have failed in the past. Furthermore, the maintenance capacities are not sufficient, and the established website is only partly functional due to resistance from the RS entity especially. The sustainability has a high degree of dependency on social/political factors.	MU
2. Financial sustainability	Hydrometeorological institutes have continued funding the maintenance of the installed AQMS, albeit with a limited capacity. The MEA reporting continues to be highly dependent on external financial services	MU
3. Institutional sustainability	In all likelihood, many factors are at play to facilitate the sustainability of these results. First and foremost, systemic solutions, which are not in place yet, need to be found and financed by the state institutions to ensure the sustainability of the achieved results.	MU
I. Factors Affecting Performance and Cross-Cutting Issues		**MS**
1. Preparation and readiness	The project start-up was good but severe delays occurred from 2016 onwards. No stakeholders' capacity analysis was conducted early on the process, nor a policy dialogue plan was elaborated. The project did not incorporate lessons from similar past interventions.	MS
2. Quality of project management and supervision[15]	A well-defined direct execution arrangement was both a weakness and a strength of the project.	MU
2.1 UNEP/Implementing Agency:	Limited administrative and management capacities of the Implementing Agency, which led to delays in the responses to questions/requests, e.g. on IRIS modification.	MU
2.2 Partners/Executing Agency:	Overall, good collaboration and communication, but more in relation to impromptu requests than technical and operational issues encountered.	MS
3. Stakeholders participation and cooperation	The project did not provide a clear overview of all relevant institutions and authorities responsible for environmental protection and environmental data management. A total of ten governmental ministries/agencies from all jurisdiction levels share responsibilities over the environment but only six were briefly mentioned in the Project Identification Form (PIF), and only between two and five were represented in the SC meetings Broader stakeholder participation took place through workshops, training sessions, conferences etc. All relevant institutions were included in the procurement and refurbishment of the AQMSs and the development of the AQ index.	MS
4. Responsiveness to human rights and gender equality	Human rights were not explicitly considered, while gender was only briefly and generically addressed.	MS
5. Environmental and social safeguards	Both were considered and mitigation strategies were proposed where that was found relevant.	S
6. Country ownership and driven-ness	Ownership of the process/approach and project outputs varied. Overall, it was challenging to get all involved government stakeholders to agree upon and drive the establishment of a country-wide solution for the environmental information reporting system.	MS
7. Communication and public awareness	Awareness-raising campaigns on air pollution were supported. However, no reference to EMIS/IRIS was found in local media.	MU
Overall Project Rating		**Moderately Unsatisfactory**

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6.2 Lessons Learned

Lessons learned #1	**Successful introduction of technical solutions for environmental information systems required that 1) a conducive legal framework is in place, and 2) the technical solution is tailored to the country's absorption capacities.**
Context/comment:	The project could not effectively establish and operationalise IRIS while simultaneously addressing the severe gaps in the legal framework required for operationalising IRIS and ensuring its use for the MEA reporting. The project demonstrated that a conducive legal framework needs careful attention before proposing and implementing technical solutions. Equally important is that the proposed technical solution is tailored to specific country needs and absorbable by relevant institutions.

Lessons learned #2	**It is crucial, when operating within a challenging political context, to apply adaptive management and critical reflection on project performance throughout a project cycle to ensure accurate reflection on shifting constraints and opportunities to meet the objectives.**
Context/comment:	There is a need for an explicit recognition that development is a political process and that development practitioners engage with challenging social, political, and economic dynamics driven by the incentives of various actors. Assumptions should be continuously contested and tested throughout a project cycle. Project reporting needs to be constructive and provide an accurate reflection on constraints and opportunities to meet the objectives to avoid the following: • Insufficient learning emanating from project reporting • Overestimation of project progress • Testing of assumptions and political commitment and, if need be, opportune adaptations thereafter

Lessons learned #3	**Demand-driven and adaptive project management can open windows of opportunity, which can enhance results and add value.**
Context/comment:	The project's successful sub-component on air quality was a clear reflection of demand and a need that was prioritised and required urgent attention in response to alarming air quality pollution in BiH. It came about as a request from the national authorities to expand the network of air quality monitoring stations, which led to air pollution awareness-raising activities conducted in collaboration with several other donors. Unexpectedly, it resulted in the creation of the national air quality index. Furthermore, country institutions with no prior experience with donor-funded projects increased their project management and other capacities and are now better placed to apply for and manage donor grants.

6.3 Recommendations

Recommendation #1:	**Explore the opportunities for funding a second project phase to capitalise on the achievements and to take advantage of recent positive developments in legal frameworks at the entity levels.**
Challenge/problem to be addressed by the recommendation:	The adopted environmental indicator framework has not been used for the intended purpose. The draft legal act on NFPs that the project developed, was not adopted by the country's authorities. The main challenges and shortcomings that need to be addressed are: • Strengthening the legal framework for MEA reporting • Reinvigorating the environmental indicator framework and other project outputs • Providing a tailor-made environmental information system • Mobilising the built capacities so that they are put into use • Better understanding and meaningful integration of gender and human rights dimensions into project activities • Broader stakeholder participation, incl. academia, CSOs, the private sector, and their commitment • Public awareness and access to environmental data
Priority Level:	Critical
Type of Recommendation	Partners
Responsibility:	UNEP, the Government of BiH (FBiH, RS, DB, BiH, in the order of the distribution of responsibilities over the environmental reporting)
Proposed implementation timeframe:	12-18 months

146. Cross-reference(s) to rationale and supporting discussions:

- Sections 5.2, 5.3, 5.4.2, 5.8, 5.9.1, 5.9.3, 5.9.4, 5.9.6, 5.9.7

Recommendation #2:	**Develop framework for how to maintain continuous high-level advocacy (policy dialogue) to ensure and maintain political commitment and buy-in during project implementation.**
Challenge/problem to be addressed by the recommendation:	The project's experience shows that any attempt at introducing an integrated environmental information system in BiH requires high-level and continuous political commitment. Therefore, a dedicated advocacy/policy dialogue jointly with other development partners and donors to ensure and maintain high-level political commitment is of the utmost importance.
Priority Level:	Opportunity for improvement
Type of Recommendation	Partners
Responsibility:	UNEP

Proposed implementation timeframe:	12-18 months

147. Cross-reference(s) to rationale and supporting discussions:

- Sections 5.7.2, 5.7.3, 5.3, 5.4.3, 5.4.2, 5.4.4

Recommendation #3:	**Explore the link the between air quality and gender as well as marginalised or particularly vulnerable groups.**
Challenge/problem to be addressed by the recommendation:	The impacts of climate change and air pollution can affect women and men differently. Although the project ensured equal participation of men and women in its activities, it missed out on the opportunity to go beyond to address gender-related issues more comprehensively. For example, to explore connections between air quality and gender. Increasingly, women are shown to be more vulnerable than men to the impacts of climate change and air pollution, representing the majority of the world's poor and being proportionally more dependent on threatened natural resources.[1617] Furthermore, some communities are disproportionately impacted by air pollution, such as low-income and marginalised communities. Those that are particularly vulnerable groups include: children; the elderly; and pregnant women.
Priority Level:	Opportunity for improvement
Type of Recommendation	UNEP
Responsibility:	Project Team
Proposed implementation timeframe:	6 - 12 months

148. Cross-reference(s) to rationale and supporting discussions:

- Sections 5.8.4, 5.9.4,

[16] Annual Science Update (2015), CCAC Scientific Advisory Panel, Climate and Clean Air Coalition (CCAC)

ANNEX I. RESPONSE TO STAKEHOLDER COMMENTS

Response to stakeholder comments received but not (fully) accepted by the reviewers, where appropriate

Page Ref	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
P30	Evaluator to revise documents provided previously. In the revised workplan 2015-2019 it was explicit the need to update one indicator framework for component 1, indicator was updated. Follow up actions were implemented and registered in Annex A: Project Logical Framework & MTR recommendations, also see implementation plan details.	Section 5.2 pertains to the original project design and does not encompass modifications to the design and log-frame. These changes fall under the domain of project management, supervision, and reporting, as outlined in sections 5.7.3 and 5.9.2.	Text has been updated in relevant sections to reflect stakeholder comment.
P30	Essential risks such as i) governance challenges, ii) lack of interest of relevant stakeholders, iii) lack of accord on needs, formats and methodology to collect, collate and analyze data took attention, iv) missing institutions, among others received especial attention in project design phase, as described in the request for CEO approval, Part 2. Project justification, section A6 Risks	As attested by the enclosed reports, the mentioned risks were not considered during the project design phase. The text has been slightly amended but the message remains.	149. Lack of government ownership is addressed, However the project design did not address the following risks: Suitability of project outputs (IRIS) to the BIH context; long-standing polarising issues in BiH; finance risks to sustainability; and implementation delay. Text amended.
P32	The project has procured, refurbished and maintained air quality monitoring stations during the project cycle. The two new stations are located in the cities of Prijedor and Gorazde. The locations were chosen by the country's Federal Hydro-meteorological Institute and the Republic Hydro-	I have slightly amended the explanation below in the text. However, both the MTR and this evaluation found that only one (out of three) analysers became functional on the Ivan Sedlo stations due to the underperformance of the contractor - more in the comment below. The rating remains the same since the project partly achieved the end target.	Text amended. Output partly Achieved

Page Ref	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
	meteorological Service of the Republika Srpska so as to provide continuous monitoring in both urban and sub-urban environments. The new and refurbished stations mean that accurate data will be available to monitor climate changes and announce pollution alerts to the general public. The country will also be able to gauge the impact of policy measures to improve air quality. The project ended in 2018 and after this period, due to a lack of governmental funding for maintenance of the AQ stations (that is responsibility of the respective governments), some of the AQ stations need refurbishment of its parts to function properly. However all the stations are included in the AQ monitoring network and the data are used on a daily basis. The stations are not linked to the EMIS/ IRIS as it is not functional in the country, but the data are used for reporting on AQ. In recent discussions with the hydromets, they have confirmed that the stations are in function and within the AQ monitoring network.		
P34	Please refer to the comments on AQ monitoring stations above. Not substantiated, refer to PIR 2020. Indeed, the Mid-Term target was fully achieved, not partly, as the 4 stations were successfully deployed. As such, the mid-term target should read as ACHIEVED	I have slightly amended the text. However, both the MTR and this evaluation found that only one (out of three) analyser became functional on the Ivan Sedlo stations due to the underperformance of the contractor. The overall rating remains the same since the project partly achieved the end target. The very same finding came from the MTR: *"The underperformance of the Bosnian company in refurbishing two AQMSs meant that some funding was wasted. In Ivan Sedlo a Bosnian company "Dvokut Pro" was contracted to refurbish three station analyzers (SO2, O3, NOx) and to purchase a PM10 analyzer, air conditioner and data logger. To date the NOx analyzer is not working and the SO2 analyzer had to be replaced by FHMI as the one provided by Dvokut Pro stopped working shortly after delivery. Expenses paid to Dvokut Pro for the non-functioning analyzers could not been retrieved due to the company's poor liquidity position."*	The Mid-term target stipulates: *two monitoring stations purchased, mounted and initial training for data collection given, two existing monitoring stations put back in function.* According to the MTR and TE only one was functional. As evidence for all stations functioning can't be verified, Output target of Partly Achieved is accepted

Page Ref	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
P34	The media coverage of the new EMIS/IRIS could not be made because it was never adopted in the country. However, the project has contributed greatly to raising awareness on air pollution. Examples include: https://www.unep.org/resources/policy-and-strategy/air-quality-policies-bosnia-and-herzegovina https://www.unep.org/news-and-stories/story/coming-clean-air-bosnia-and-herzegovina https://www.sff.ba/en/news/10399/enviroday-at-sarajevo-film-festival https://www.sff.ba/en/news/10152/unep-i-sarajevo-film-festival-u-partnerstvu-za-ocuvanje-zivotne-sredine- https://airqualitynews.com/2019/10/09/new-app-allows-citizens-to-avoid-air-pollution-in-sarajevo/ https://unece.org/fileadmin/DAM/env/europe/monitoring/19th_Meeting/Presentations/AI_7.4_IRIS_Sevala_Korajcevic.pdf https://www.fhmzbih.gov.ba/latinica/projekti/projekti-SZS-01KZ.php https://breathelife2030.org/news/breathelife-welcomes-the-canton-of-sarajevo/	The evaluation did not find a reference to the conference in prominent media outlets in BiH. Do you know how many people attended the conference? What messages were sent to the wider public and how - what communication channels did the project use? Is there an estimate on how many people, of those already not interested in the environment and air pollution issues, were reached? See addition in the text – *"It remains unknown what messages were sent to the broader public and through what communication channels, and how many of those hitherto not interested in the environment and air pollution issues were reached. The project did not address air pollution awareness strategically and systematically, nor it looked at it through a lens of gender, poverty reduction and social equity"*	To determine how much the project contributed towards raising awareness on air pollution, unless there is specific monitoring strategy and a baseline study focused on measuring/determining the projects contribution to increased awareness. Determining a projects attribution vs contribution in terms of raising awareness is challenging. As there is no evidence of specific tools designed to measure the impact of project communications. I think that stating it likely had some impact as the text implies is acceptable.
P35	The output was included in the project document after the floods in 2014 and upon receiving government and Czech funds for assistance with the recovery of local communities and hydromets. Which also shows results based management was applied and project was adapted as much as possible to the national circumstances.	Mid/end targets were not established, and progress was not assessed in the PIRs as in other areas of the results. The point has been made clearer.	The text has been amended for clarity.
P37	The specific knowledge and skills can be found in the deliverables and training documents supplied to the evaluator such as: trainings, the project developed a Shortcomings in the MEA in BiH system, Analysis of the MEAs BiH is signatory to, the Desk review and the Road map for establishing a Functional MEA Reporting System in BiH documents analysing the current gaps of the system, reference and competence of the institutions and proposals for enhancement of the system.	Training materials were not made available to the evaluator. The text has been amended: *"But it remains unclear what specific knowledge and skills were gained that allow beneficiaries to perform better after training since the project did not deploy any tools to assess the results of training activities, e.g., it did not conduct pre- and after-training surveys."*	The text has been amended

Page Ref	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
	AQ Index trainings Several IRIS/EMIS trainings Workshop for the NFPs appointment and functions in BiH AQ related trainings		
P38	Please refer to the overall comments especially at the NFP workshop and regulation produced by the project, that was delivered to all stakeholders.	The point here is that the evaluation did not find evidence of the air quality data collected through the new and refurbished AQMSs used in decision-making in BiH. No change required.	Text revised to make it clear that it was reported but not able to be verified
P42	The project was implemented by the Science Division, and executed by the Regional Office for Europe. Regional Office for Europe has provided expenditure reports and based on their approval, requested allotment for subsequent year. It is true that the transition from IMIS to UMOJA caused some delay, but most of the information here is not relevant and not in line with how the project financing was working. Please find expenditure reports attached and update this section accordingly.	Can you specify which information in the text is inaccurate? Below please find excerpts from the MTR report: *"The Sarajevo Office receives financial and administrative support from a Team Assistant in the Europe Office. The designated FMO for the Europe Office (Executing Agency) is based in Geneva on a 50 % basis and expected to service the Vienna Office. The Task Manager designated by the Science Division is based in the Europe Office in Geneva as well. The Portfolio Manager and the FMO of the Science Division (Implementing Agency) are based in Nairobi and tasked with overall programmatic and financial oversight of the portfolio. The Vienna Office considers the assistance received by the FMO in Geneva as insufficient."* *"There is no staffing organogram for the project and reporting lines are complicated. In consequence, administrative and financial procedures are lengthy."* *"According to the project team and project partners in BiH, largely everything related to financial management (payments, funds disbursement, invoices) is delayed. Delays happen on both sides, the Executing Agency (UN Environment's Europe Office) and the Implementing Agency (UN Environment HQ). In the absence of regular financial management support from the FMO in the Executing Agency (UN Environment's Europe Office) and due to a lack of administrative capacities in both Vienna and Geneva, issues – mostly related to financial reporting and the ERP system – tend to get escalated to the Implementing Agency (Science Division in Nairobi. The FMO in Nairobi who has recently taken on the GEF port-folio, reported to be faced with a workload she struggles to handle alone. One of the issues raised by the FMO is lack of proper handing over from the team that was previously handling the portfolio. Further, it has been very difficult to retrieve prior pertinent information for the ongoing projects. These issues are now being addressed as a staff member within the Division has recently been assigned to assist the FMO."*	Evaluator response evidenced in the MTR
P43	As explained above, the project office in Sarajevo did not have access to UMOJA, and all financial and administrative matters were done from the ROE. The implementing agency	This contradicts the MTR finding, recommendation and the project's response to it in the form of the MTR recommendation implementation plan, which strongly indicates the recommendation was taken on board promptly	Evaluator response accepted.

Page Ref	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
	was the Science division in Nairobi while the executing agency was the regional office for Europe. The technical staff was appointed by the ROE and everything was communicated.	and access to UMOJA was granted to the project team. The text has been slightly adjusted. However, the rating remains the same due to delays in the funds transfer from Head Quarters to a country level and delays in the responses to requests, as reported in the MTR, and confirmed by this evaluation.	
P44	All financial reports are activity based. Please review the expenditure reports and update accordingly.	Correct. But they are not results-based. No change required.	Evaluator response accepted.
P45/ 6	Unsubstantiate comment. Reporting was frequent and aligned with GEF and UNEP reporting requirement. The reports reflected, lessons learned, actions forward, timelines and focal points and feedback from previous reporting pending actions. As reflected in PIR 2020, PIR 2019, HYPR, among others.	The point is not that there was no reporting on lessons learned, but rather that there was an imbalance in the reporting of activities, results, risks, and lessons learned in the PIRs considering the project's significant implementation delays and challenges, and the extensive learning that could have been derived from them. I have revised the text slightly to clarify the point.	Text amended to provide clarification.
P46	Action plans to address implementation challenges were proposed, see documents as described below 1 set of project indicators and targets confirmed with project partners and developed Recommendations produced for compliance procedures with State and Entity institutions Email with the documentation will be provided As for the Results based monitoring framework, the project developed a Report on evaluation of the capacities, capabilities, and needs of Bosnia and Herzegovina and the country readiness with respect to air quality management - will be sent in a separate email	No evidence was found of proposed corrective actions within the PIRs. The project did develop a plan for implementation of MTR recommendation, which is now reflected in the text.	Text amended to reflect the plan for implementation of MTR recommendations
P46	Please see evidence referring in the MTR, follow up actions, additional monitoring documents with added outcomes and outputs represented and monitored in results framework.	The text has been revised. The PIRs failed to set targets or adequately rate progress towards the newly added outcomes and outputs. See#118	The text has been revised to reflect comment.
P48	The Desk review and the Gap analysis in the system of environmental monitoring and reporting for the country conducted stakeholder and legal analysis as well as the suggestions for improvement. The policy dialogue was conducted at the Ministerial meeting whereas state level	It is recognised in paragraph 111 that the project finalised the gap analysis one year after the start. The point made is in the context of the project's preparation and readiness. Ideally, such analysis is made in the PPG phase and provided in the project design documents. Expanded the text to make the point clearer.	Text has been expanded to clarify and reflect comment

Page Ref	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
	ministry emphasized the main shortcomings in terms of MEA obligations. Also, please see the comments above.		
P49	Unsubstantiated comment. The project was administered as per approve project budget, the expenditure reports were developed, and all yearly allotments were based on approved expenditure reports.	It comes from the MTR report of the project, which the project team made available for this evaluation. It was also echoed in a meeting with a project stakeholder. The MTR is considered a credible source for this evaluation as it was an independent review of the project, approved by UNEP.	Evaluator response accepted.
P49	Based on the inception of the project and the assessment pf the country needs, the project logframe was adapted accordingly and the progress of the new logframe was measured and monitored regularly as per the progress reports (half-yearly) and the PIRs (yearly).	There is no information in the PIR's results framework/matrix related to the new results areas: 1) a sub-component on the capacity development of the hydro-meteorological institutes 2) An output on air pollution awareness These two results areas were added, reflected in the narrative descriptions in the PIRS, but not reflected in the results matrix - no indicators, targets, and rating of progress towards achieving the results.. In addition, the same finding came from the MTR: "Work plans were done for each calendar year. However, change management was not used to update the project document, in particular the results framework indicators and the additional flood response activities that were later added." Text slightly amended to make the point clearer.	Text amended to clarify
P51/ 2	Unsubstantiated comment. See PIR 2020, section 2020 update (p.14) 'Project devoted considerable attention to Increased national environmental awareness and action, targeting increased public access to environmental information and strengthened capacity of state to manage local socio-economic development and engage key national partners' In addition, please see plan for comms and outreach.	The project did not address public awareness at the design stage. The text has been amended to make the point clearer and take into consideration additional information.	For the rating to increase to MS project communications and outreach was required to fulfil criteria, which isn't evidenced in the evaluation text such as: • Sometimes interactive or responsive to audience feedback • Partially monitored • Addressed at design stage

P56	The project has developed MEA reporting guidelines, a draft proposed scheme based on which the in country reporting should be done, analysed the fulfilment of the obligations under the MEAs the country is signatory to and suggested improvements, developed list of indicators at the state level according to which the institutions shall report and use the available data.	The rating is based on the fact that the project did not achieve its prime aim - it did not establish the EMIS in BiH. It is not clear if the project contributed to the quality of the country's reporting on MEA - the evaluation did not find evidence of it. None of the country's stakeholders suggested that the list of indicators is used in MEA reporting. In the absence of a functional system data sharing and reporting system, the adopted environmental indicator framework has not been used for the intended purpose. See para 76, pasted below: "Overall, it remains unclear if the project, in any way, improved the country's reporting on the implementation of MEAs. During and after the project implementation, BiH prepared a third national communication report on greenhouse gas emissions under the UNFCCC (2016), a sixth national report to the CBD (2019), and a national report to the CCD (2018). However, the evaluation did not find evidence that the project contributed to better, more accurate and comprehensive information provided in these reports. Equally, no evidence was found of increased monitoring of MEA implementation nor integration of obtained data/knowledge into development planning."	

ANNEX II. PEOPLE CONSULTED DURING THE EVALUATION

Organisation	Name	Position	Gender
UNEP, Science Division HQ, Nairobi	Jochem Zoetelief	Senior Programme Officer GEF-CCCD Portfolio manager	Male
UNEP, Science Division HQ, Nairobi	Florence Kahiro	Fund Management Officer	Female
UNEP Regional Office (Geneva)	Tomas Marques	Project Task Manager	Male
UNEP Regional Office (Vienna)	Pier Carlo Sandei	Project manager (on secondment)	Male
UNEP Regional Office (Vienna)	Sonja Geber	Associate Project Manager	Female
UNEP Regional Office (Vienna)	Obinna Okafor	Fund Management Officer	Male
UNEP Regional Office (Sarajevo)	Amina Omićević	National Officer	Female
UNEP Regional Office (Sarajevo)	Matea Grabovac	Project Assistant	Female
UNEP Regional Office (Sarajevo)	Ehlimana Alibegović-Goro	Database Expert	Female
ENOVA consultancy	Fethi Silajdžić	Consultant	Male
ENOVA consultancy	Ajla Dorfer	Consultant	Female
BiH Ministry of Foreign Trade and Economic Relations	Senad Oprašić	*GEF Operational Focal Point*	Male
FBiH Ministry of Environment and Tourism	Mehmed Cero	PSC member	Male
FBiH Ministry of Environment and Tourism	Andrea Bevanda-Hrvo	Project stakeholder	Female
RS Environmental Protection and Energy Efficiency Fund	Zoran Lukač	Project stakeholder	Male
FBiH Environmental Protection Fund	Tatjana Kapetanović	Project stakeholder	Female
FBiH Hydrometeorological Institute	Enis Omerčić	PSC member	Male
FBiH Hydrometeorological Institute	Esena Kupusović	Project stakeholder	Female
FBiH Hydrometeorological Institute	Enis Krečinić	PSC member	Male
RS Hydrometeorological Institute	Ranka Radić	Project stakeholder	Female

ANNEX III. KEY DOCUMENTS CONSULTED

Project planning and reporting documents

- Project Identification Form (PIF) (revised) + annexes, 27 June 2013
- Request for CEO Approval + annexes, 5 June 2014
- CEO Endorsement, 7 July 2014 + Annexes
- Project Preparation Grant (PPG), 27 June 2013
- UNEP Mid Term Strategy 2018-2021
- Project amendments and budget revisions
- Project Implementation Review (PIR) reports: 2015-2020
- 10.Half-yearly Progress Reports, 2015-2020
- SC meeting minutes 2016-2020
- Final report, 2020
- Project closure reports
- Work plans and budgets
- Financial reports
- Co-financing letters

Project outputs – Overall

- Analysis of shortcomings in the system of environmental monitoring and reporting under the three Rio Conventions (2015)

  Suggested set of indicators for BiH reporting under three Rio conventions (2015)
- IRIS User Guide (2016)
- List of adopted indicators for BiH reporting under three Rio conventions (2018)
- Draft Legal Act on the selection, appointment and work of national focal points and other representatives of BiH in the field of environmental protection and sustainable development on the international level (2017)
- Hidrometeo.ba website

Previous evaluations

- Mid-term Review, August 2018

Reference documents

- UNEP Terminal Evaluation guidelines and templates

Other documents

- EU Progress reports on BiH, 2015-2021
- National Capacity Self-Assessment BiH, 2010
- Relevant country reporting on air quality
- Relevant country strategies, policies, and plans
- Results Report for UNDAF 2015-2020 in BiH, 2019
- Sixth National Report to the CBD (2019), and a national report to the CCD (2018)

- State of the environment report for BiH, 2012
- Third Environmental Performance Review of Bosnia and Herzegovina, UNECE, 2018
- Third National Communication Report on Greenhouse Gas Emissions under the UNFCCC (2016)

ANNEX IV. EVALUATION FRAMEWORK

No.	Evaluation questions	Indicators/criteria	Data sources
		Strategic relevance	
1.	Was the project responding to UNEP and GEF strategies and priorities?	• Alignment with UNEP MTS and PoW, Bali Strategic Plan for Technology Support and Capacity Building (BSP) and South-South Cooperation (S-SC) • Alignment with GEF-5 Cross-Cutting Capacity Development Strategy	• Assessment of design quality (Annex C) • Request for CEO Approval and PIF • UNEP MTS, PoW, BSP, S-SC • GEF-5 Cross-Cutting Capacity Development Strategy • MTR
2.	Was the project responding to the needs and key capacity constraints of the country?	• Alignment with NCSA • Alignment with UNFCCC, CBD and UNCCD reporting requirements	• Request for CEO Approval and PIF • PIRs and progress reports • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP staff • Interviews with project partners • Survey (optional)
3.	Were the project and other interventions complementary?	• Coordination and cooperation with other initiatives of relevance to environmental monitoring, reporting and transparency • Synergies achieved from cooperation with other initiatives	• Request for CEO Approval and PIF • PIRs and progress reports • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP staff • Interviews with project partners
		Quality of project design	
4.	Was the project design appropriate, realistic and coherent?	• Consistency of results framework (and ToC) • Feasibility of achieving objective and outcomes • Comprehensiveness of outputs and outcomes vis-à-vis achieving objective	• Assessment of design quality (Annex C) • Inception report analysis results framework (and ToC) • Interviews with PMU staff • Interviews with SC members
		Nature of external context	
5.	Was the context generally conducive for pursuing and achieving the project objective and outcomes?	• Influence of natural disasters (e.g., floods) on project implementation • Influence of conflict and political upheaval on project implementation	• PIRs and progress reports • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries

No.	Evaluation questions	Indicators/criteria	Data sources
		• High-level ownership and support in the country	• Interviews with project partners
Effectiveness			
Availability of outputs			
6.	Were the intended project outputs delivered?	• Level of achievement of the targets for the output indicators in the project's results framework • Beneficiaries and stakeholders express appreciation of the outputs and activities and their usefulness	• http://hidrometeo.ba • PIRs and progress reports • Work plans • MTR • Publications • Workshop reports • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP staff • Interviews with project partners • Survey (optional)
Achievement of outcomes			
7.	Were the intended project outcomes achieved?	• Level of achievement of the targets for the outcome indicators in the project's results framework • Evidence of: - Coordinated MEA reporting system in place for Rio Conventions - EMIS established and being used for MEA reporting with inputs from key institutions - Public, private sector and civil society contribution to, and use of, EMIS	• PIRs and progress reports • MTR • Publications • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP staff • Interviews with project partners • Survey (optional)
Likelihood of impact			
8.	Was the project objective achieved?	• Level of achievement of the targets for the objective indicator in the project's results framework • Evidence of EMIS information and environmental assessment tools used by government agencies for planning and decision-making	• PIRs and progress reports • MTR • Publications • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP staff • Interviews with project partners

No.	Evaluation questions	Indicators/criteria	Data sources
			• Survey (optional)
9.	Did the project have a catalytic effect?	• Evidence of replication of the project approach, activities, outputs	• PIRs and progress reports • MTR • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP staff • Interviews with project partners
10.	Did the project have any unexpected impacts (positive or negative)	• Evidence of unplanned positive impacts (e.g. environmental, social) • Evidence of unintended negative impacts (e.g. environmental, social)	• PIRs and progress reports • MTR • Publications • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP staff • Interviews with project partners
Financial management			
11.	Were financial management and decisions appropriate and conducive for project delivery?	• Fund allocations and reallocations were clearly justified/explained • Financial resources were made available in a timely manner that did not cause implementation delays or implementation gaps • UNEP financial staff's responsiveness to addressing and resolving financial issues • Communication between PMU, UNEP programme staff and UNEP financial staff • Adherence to UNEP financial procedures	• Request for CEO Approval and PIF • Financial reports • Budgets • Budget amendments • Audit reports • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff • Interview with UNEP FMO
12.	Has co-financing materialised as expected at project approval?	• Amount of co-funding mobilised from each anticipated source • Amount of co-funding leveraged from other sources (in-cash and in-kind)	• Request for CEO Approval • PIRs and progress reports • Co-finance confirmation letters • Interviews with PMU staff • Interviews with UNEP programme staff • Interview with UNEP FMO • Interviews with project beneficiaries

No.	Evaluation questions	Indicators/criteria	Data sources
			• Interviews with project partners
Efficiency			
13.	Was the project implemented in a timely manner?	• Timeliness of activities, outputs and milestones vis-à-vis work plans • Corrective measures taken to mitigate delays • Annual spending compared to budgeted/planned spending per component and output • Justification and appropriateness of no-cost project extension • Cost implications of no-cost extension	• Request for CEO Approval • PIRs and progress reports • Work plans • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff
14.	Was the project implemented in a cost-effective manner?	• Actual vs. planned costs of components and outcomes • Measures taken to adjust and adapt budget and activities to actual costs • Extent to which co-financing was leveraged • Extent to which the project engaged in partnerships for delivering activities and outputs (e.g. joint activities and division of labour) and use of existing data and processes	• Request for CEO Approval • PIRs and progress reports • Work plans • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff • Interviews with project beneficiaries • Interviews with project partners
Monitoring and reporting			
Monitoring design and budgeting			
15.	Were the indicators appropriate for results-oriented monitoring?	• Indicators were SMART • Presence of results-oriented indicators for outcomes and objective • Availability of clear indicator baselines, targets and milestones	• Assessment of design quality (Annex C) • Results framework • Inception report analysis of results framework (and ToC) • Interviews with PMU staff
16.	Were adequate provisions put in place for monitoring and evaluation?	• Sufficiency of resources (financial, human) available for monitoring and evaluation • Clarity of monitoring responsibilities	• Assessment of design quality (Annex C) • Request for CEO Approval and PIF • Interviews with PMU staff
Monitoring of project implementation			
17.	Was the monitoring system sufficiently and in a timely manner capturing implementation progress and results?	• Availability of monitoring data for indicators at output, outcome, and objective levels • Reliability and accuracy of baseline and monitoring data • Frequency and comprehensiveness of data gathering and analysis	• Results framework • PIRs and progress reports • Interviews with PMU staff • Interviews with SC members

No.	Evaluation questions	Indicators/criteria	Data sources
		• Utilisation of pre-existing data sources • Gender-disaggregation of data, when appropriate	• Interviews with UNEP programme staff
18.	Were risks monitored and reported on?	• Risks identified in CEO Endorsement Request were regularly monitored and documented • The list of risks was regularly updated • Relevance, importance and comprehensiveness of the risks identified and accuracy of risk rating	• Assessment of design quality (Annex C) • Risk matrix in PIF • PIRs and progress reports • Interviews with PMU staff • Interviews with UNEP programme staff
19.	Was project monitoring used as a management tool?	• Tangible examples of monitoring data leading to changes/adjustments in project approach and implementation • Evidence of monitoring data being used for project steering	• PIRs and progress reports • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff
		Project reporting	
20.	Was project reporting timely and of adequate quality?	• Timeliness of report submission • Realism and accuracy of information in PIR, progress and completion reports • Adherence to UNEP reporting requirements • PIR ratings • Use of Tracking Tool for GEF-funded projects at inception, mid-term and completion	• PIRs and progress reports • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff
		Sustainability	
21.	Did the project implement a clear sustainability strategy?	• The project implemented a clear and appropriate phaseout strategy • The project proactively influenced and utilised the impact drivers identified in the reconstructed ToC • The assumptions identified in the reconstructed ToC proved valid • The EMIS is fully operational	• PIRs and progress reports • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff • Interviews with project beneficiaries • Interviews with project partners
		Socio-political sustainability	
22.	Are government senior decision-makers committed to maintaining EMIS and using it as a decision-making tool?	• Institutional arrangements in place for EMIS and its use for decision-making	• PIRs and progress reports • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff • Interviews with project beneficiaries

No.	Evaluation questions	Indicators/criteria	Data sources
			• Interviews with project partners • Survey (optional)
		Financial sustainability	
23.	Are financial resources secured for continuing environmental monitoring?	• Adequate (domestic and/or international) financial provisions are secured and in place for post-project coverage of operation, maintenance and updating costs of the EMIS and other systems established by the project • Presence of a planned, approved and/or financed second phase	• PIRs and progress reports • Phase 2 grant agreement • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff • Interviews with project beneficiaries • Interviews with project partners
		Institutional sustainability	
24.	Have the key government entities internalised EMIS and other project benefits in their work?	• Relevant government entities have allocated staff resources and integrated the EMIS and other project results in their institutional work plans for the coming years	• PIRs and progress reports • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff • Interviews with project beneficiaries • Interviews with project partners
		Factors and processes affecting project performance and cross-cutting issues	
		Preparation and readiness	
25.	Was the project responsive and adaptive?	• Appropriate changes were made to the activities and outputs to address weaknesses encountered • Changes were made to respond to emerging opportunities and needs, and in response to stakeholder interests	• PIRs and progress reports • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff
		Quality of project management and supervision	
26.	Was the project implementation and management setup conducive for implementation?	• The SC provided clear strategic guidance to the project and helped addressing institutional bottlenecks and convening engagement of senior officials • The PMU had sufficient capacity and performed well vis-à-vis acting on directions given by the SC and facilitating project implementation • Adaptive action was taken to respond to opportunities and mitigate emerging risks • Timeliness of decision-making	• Assessment of design quality (Annex B) • PIRs and progress reports • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff

No.	Evaluation questions	Indicators/criteria	Data sources
27.	Where relevant (Haiti, Afghanistan, BiH), were UNEP's dual roles of supervision and providing execution support conducive for project delivery?	• Clarity of separation of implementing and executing agency roles, reporting lines and accountability within UNEP • Clarity and responsiveness of communication, guidance and supervision between the executing and implementing functions	• PIRs and progress reports • SC meeting minutes • Work plans • Interviews with PMU staff • Interviews with SC members • Interviews with UNEP programme staff • Interviews with FMO
		Stakeholder participation and cooperation	
28.	Did the project engage stakeholders beyond their participation in training?	• Level of consultation/involvement of key stakeholders in the project design process • Level and nature of involvement of key stakeholders at all levels in implementation • Level of consultation of stakeholders in the planning and design of project deliverables • Level of cooperation and dialogue with key stakeholders and partners	• Assessment of design quality (Annex C) • Request for CEO Approval and PIF • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP programme staff • Interviews with project partners
		Responsiveness to human rights and gender equity	
29.	Did the project consider the inclusion of human rights and gender?	• Project activities explicitly addressed human rights and gender considerations • Monitoring data was gender disaggregated when relevant • Measures implemented to ensure the participation of women and vulnerable people/marginalised groups in project delivery and activities • Measures implemented to promote the participation of women and vulnerable people/marginalised groups in EMIS • Measures implemented to enable and vulnerable people/marginalised groups to use environmental data for their own purposes and to engage with duty-bearers	• Assessment of design quality (Annex C) • Request for CEO Approval and PIF • PIRs and progress reports • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP programme staff • Interviews with project partners
		Environmental and social safeguards	
30.	Were environmental and social risks mitigated?	• Environmental and social safeguarding screening at project design • Steps taken to minimise or offset the project's environmental footprint	• Assessment of design quality (Annex C) • Request for CEO Approval and PIF • PIRs and progress reports • Interviews with PMU staff • Interviews with SC members

No.	Evaluation questions	Indicators/criteria	Data sources
		Country ownership and driven ness	
31.	Did government and other national stakeholders assume full ownership of the project and the EMIS?	• Level of high-level ownership and commitment to EMIS • Level of interest among stakeholders to engage in project activities • Level of use of the EMIS by stakeholders for planning purposes	• PIRs and progress reports • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP programme staff • Interviews with project partners
		Communication and public awareness	
32.	Did the activities and outputs 2 ensure that the project and its services were visible and reached the intended audience?	• Number of organisations engaging in EMIS and environmental monitoring – data inputs and use of environmental information • Traffic on EMIS website • Reference to EMIS and use of EMIS info by media	• Request for CEO Approval and PIF • PIRs and progress reports • Web traffic data • SC meeting minutes • Interviews with PMU staff • Interviews with SC members • Interviews with project beneficiaries • Interviews with UNEP programme staff • Interviews with project partners
		GEF key strategic questions	
33.	**(a):** What was the performance at the project's completion against Core Indicator Targets? *(Since the project was approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided)*		• See EQ 6, 7, 8
34.	**(b):** What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? *(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)*		• See EQ 28 • MTR
35.	**(c):** What were the completed gender-responsive measures and, if applicable, actual gender result areas? *(This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)*		• See EQ 6, 7, 8, 29
36.	**(d):** What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed.		• See EQ 30

No.	Evaluation questions	Indicators/criteria	Data sources
	(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)		
37.	**(e):** What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: • Knowledge and Learning Deliverables (e.g. website/platform development) • Knowledge Products/Events • Communication Strategy • Lessons Learned and Good Practice • Adaptive Management Actions *(This should be based on the documentation approved at CEO Endorsement/Approval)*		• See EQ 6, 7, 19, 32 • Request for CEO Approval and PIF

ANNEX V. BRIEF CV OF THE EVALUATOR

Name	Ivan Naletilić
Profession	Project manager, PEMconsult
Nationality	Croatian
Country experience	• Bosnia and Herzegovina, Croatia, Nepal, Thailand, Tanzania
Education	• MSc Human Geography, University of Copenhagen, 1999 • BSc Geography, University of Copenhagen, 1997

Short biography

Ivan Naletilić holds an MSc in Agricultural Development from the University of Copenhagen and works as a project manager and consultant at PEMconsult, Copenhagen. His expertise covers sustainable agriculture, sustainable natural resource management, rural development, and rural livelihoods. He has worked as an evaluator on large global, thematic, and country programmes and projects funded by the EU, SDC, Sida, and GIZ, covering a broad range of environmental and agriculture topics. He has evaluated three environmental projects in Bosnia and Herzegovina. Besides, he has working experience in Croatia, Nepal, Tanzania, and Thailand. He has in-depth knowledge of the economic, political, and social context of the Western Balkan countries. He was born and grew up in Bosnia and Herzegovina.

Key specialties and capabilities cover:

- Agriculture, natural resource management, environment, rural development, livelihoods
- Evaluation and review
- Programme and project management

Selected assignments and experiences

- Independent evaluation on the climate approach of SECO's economic cooperation division since 2017. Client: SECO, 2022
- Evaluation of Environment, Climate and Energy Efficiency portfolio supported by the Embassy of Sweden in Kyiv. Client: Sida,2022
- Evaluation of EIB support to the water sector outside the EU (incl. BiH). Client: EIB, 2022
- Evaluation of Olof Palme International Center Programme in Albania: "Civil Society Programme for Participation, Accountability and Social Change 2019-2022". Client: Sida, 2022
- Evaluation of the Think Nature! project in Bosnia and Herzegovina. The project, funded by Sweden, aims at increasing capacities of local CSOs for their increased influence on environmental policies at local, cantonal and state level. Client: Sida, 2021/2022
- Mid-term/ End evaluation of the development of the BiH environmental strategy and Action plan (BiH ESAP 2030). Client: SEI/2021
- Mid-Term Review/Evaluation of the Global Energy Transformation Programme (GET.pro. Client: GIZ, 2021
- Evaluation of the Danish Support for Climate Change Adaptation in Developing Countries. Client: Danida, 2019-2020
- Evaluation of the Swiss performance in National Policy Dialogue 2013-2020. Client: SDC, 2021/2022
- Evaluation of the European Union's co-operation with Guatemala 2007-2020. Client: EC, 2021-2022

- Evaluation of SDC's Performance in Agricultural Market Systems Development (AMSD) 2013- 2019. Client: SDC, 2020-2021

ANNEX VI. EVALUATION TOR (WITHOUT ANNEXES)

TERMS OF REFERENCE

Terminal Evaluation of the UNEP/GEF project

"Developing Capacity of MEAs" -"GEF ID/5557; 5060; 5197; 5017; 5302 "

Section 1: PROJECT BACKGROUND AND OVERVIEW

1. Project General Information

Table 1. Project summary

GEF Project IDs:	**5557; 5060; 5197; 5017; 5302**		
Implementing Agency:	UNEP CCCD	**Executing Agency:**	
Relevant SDG(s) and indicator(s):	Although these GEF CCCD projects have been designed to create enabling environment and enhance the implementation, monitoring and reporting of all SDGs with an environmental dimension, majority of the project interventions primarily contribute to the following SDGs, targets and indicators: SDG 13 (13.b.1); SDG 15 (15.2.1, 15.9.1); SDG 16 (16.10.2); and SDG 17 (17.14.1; 17.16.1; 17.18.1)		
GEF Core Indicator Targets (identify these for projects approved prior to GEF-7[18])			
Sub-programme:	2018-2019 UNEP SP7	**Expected Accomplishment(s):**	Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action.
UNEP approval date:		**Programme of Work Output(s):**	2018-2019; UNEP SP7 EA(a)(ii)
GEF approval date:	Afghanistan - May 2014 Bosnia and Herzegovina - June 2014	**Project type:**	Medium Size Projects

[18] *This does not apply for Enabling Activities*

	Cameroon - May 2014 Haiti - May 2015 St. Lucia - January 2015		
GEF Operational Programme #:		**Focal Area(s):**	Multi Focal Areas (MFAs)
		GEF Strategic Priority:	
Details for each project to be provided in the Inception Report for the fields below:			
***Expected* start date:**		**Actual start date:**	
***Planned* operational completion date:**		**Actual operational completion date:**	
***Planned* project budget at approval:**		**Actual total expenditures reported as of [date]:**	
GEF grant allocation:		**GEF grant expenditures reported as of [date]:**	
Project Preparation Grant - GEF financing:		**Project Preparation Grant - co-financing:**	
***Expected* Medium-Size Project/Full-Size Project co-financing:**		**Secured Medium-Size Project/Full-Size Project co-financing:**	
Date of first disbursement:		**Planned date of financial closure:**	
No. of formal project revisions:		**Date of last approved project revision:**	
No. of Steering Committee meetings:		**Date of last/next Steering Committee meeting:**	Last: / Next:
Mid-term Review/ Evaluation *(planned date):*		**Mid-term Review/ Evaluation (actual date):**	
Terminal Evaluation *(planned date):*		**Terminal Evaluation (actual date):**	
Coverage - Country(ies):		**Coverage - Region(s):**	
Dates of previous project phases:		**Status of future project phases:**	

2. Project Rationale[19]

1. The following projects aimed to enhance institutional capacities to establish coherent government structures, develop policies, plans and legislative frameworks. It intended to work in conjunction with existing national baseline projects to ensure the involvement and strengthening of a plethora of diverse institutions at different levels in order to ensure the institutional sustainability.

[19] *Grey =Info to be added*

2. These 5 projects were formulated in response to the National Capacity Self-Assessment (NCSA) and were developed in line with the GEF-5 Cross-Cutting Capacity Development Strategy. In the context of these projects, the aim was to synergise with existing national baseline projects to enhance, increase or strengthen the capacity of national institutions for the implementation and monitoring of international conventions and environmental management. This was intended to be done by institutionalizing identified tools and practices for environmental information and knowledge management and to use information and knowledge for both policy development and planning as well as for monitoring and evaluating environmental impacts and trends.

3. The Individual Project Objectives were as follows:

Afghanistan - The objective of the project is to build Afghanistan's core capacity to implement NCSA priority actions and International Environmental Conventions in a decentralized manner

Bosnia and Herzegovina - To enhance capacities of institutions for environmental management in Bosnia and Herzegovina by institutionalizing identified tools and practices for environmental information and knowledge management

Cameroon - To strengthen institutional capacity in the implementation of international conventions as a follow-up to the National Capacity Self-Assessment (NCSA) Cameroon

Haiti - To enhance capacities for Haiti to strengthen the Government capacity for decision making in national priority plans with **emphasis in forest and coastal-marine ecosystem regeneration**

St. Lucia - To strengthen institutional capacity for the implementation and monitoring of international conventions as a follow-up to the National Capacity Self Assessment (NCSA) of St. Lucia and to better integrate environmental concerns, and the value of ecosystems, into its broader development frameworks

4. The National Capacity Self-Assessment (NCSA) for Global Environmental Management assessed the challenges countries had facing the three Rio Conventions, and the synergies to be realized through targeted cross-cutting capacity development actions. These initiatives have been undertaken, in collaboration with national baseline projects, to facilitate strategic planning, and to build national capacities necessary for the execution of obligations resulting from each convention, namely the Convention on Biological Diversity (CBD), the United Nations Framework Convention on Climate Change (UNFCCCC) and the United Nations Convention to Combat Desertification (CCD).

5. There are several international projects and initiatives underway within these countries. These projects were designed to build upon other interventions to avoid duplication, ensure added value, support the use of lessons learned, to enable a complementary approach to other projects and to ensure that resources invested by other projects and this one are maximized to the greatest extent possible.

6. The intended result was that the project countries would be better able to provide substantive input to the GEF's focal area objectives under the Rio Conventions, with a particular focus on BD 2 and 5 (mainstreaming conservation and sustainable use; integrating BD objectives into national planning), CCM 5 and 6 (promoting sustainable land use; capacity development under the UNFCCC) and LD 3 and 4 (integrated natural resource management and adaptive management and learning).

3. Project Results Framework

7. Overall, these projects were developed to build the capacity of government institutions to:

    - Institutionalise identified tools and practices for environmental information and knowledge management
    - Make decisions in national priority plans and better integrate environmental concerns, and the value of ecosystems, into broader development frameworks
    - To implement NCSA priority actions and monitor international (environmental) conventions as a follow-up to the National Capacity Self-Assessment (NCSA));

8. Below is a proposed Synergised Results Framework detailing combined objectives, individual project outcomes and the variations in individual projects. The aim of a synergised approach to the evaluation is to maximise learning at a portfolio or thematic level. The individual project Results Frameworks for each country will be attached in the Inception Report as an Annex.

Synergised Results Framework

9. **Synergised Objective** - Enhance/increase/strengthen capacity of national institutions for the implementation and monitoring of international conventions and environmental management by institutionalizing identified tools and practices for environmental information and knowledge management (and improving decision making/integrate into wider development frameworks).

Combined Objectives	**Projects**	**Outcomes**	**Variations**
Institutionalize identified tools and practices for environmental information and knowledge management	Bosnia and Herzegovina; Haiti; St. Lucia	**Bosnia and Herzegovina** – Outcome - 1.1 An indicator framework developed and an Environmental Management Information System (EMIS) introduced to manage national environmental issues in accordance with MEA guidance **Haiti** – Outcome 2.1. Institutions and stakeholders have skills and knowledge to research, acquire and apply information collective actions **St. Lucia** – Outcome 1.1 Coordination of environmental information management is agreed and piloted in MEA reporting **St. Lucia** – Outcome 1.2 Environmental information system and online platform is operational	
Build, develop and strengthen institutional capacity to implement National Capacity Self-Assessment (NCSA) priority actions and International Environmental Conventions	Afghanistan; Bosnia and Herzegovina; Cameroon; Haiti; St. Lucia;	**Afghanistan** – Outcome 2.1 - Local authorities have the capacity to translate MEA commitments into practice **Cameroon** – Outcome 1.2 - Individual and institutional capacities for environmental monitoring, evaluation and reporting are strengthened **Bosnia and Herzegovina** – Outcome - 2.1 Institutional capacity of MoFTER and Entity environmental authorities strengthened for MEA reporting and implementation monitoring and for mainstreaming	**Afghanistan** – More emphasis placed on building institutional capacity to implement NCSA priority actions rather than strengthen **Bosnia and Herzegovina and** **St. Lucia** – Strengthening

		environmental issues into development planning **Haiti** – Outcome 2.2 - Increased capacity of stakeholders to diagnose, understand and transform complex dynamic nature of global environmental problems and develop local solutions **St. Lucia** – Outcome 2.1 - Institutional capacity of MoFTER and Entity environmental authorities strengthened for MEA reporting and implementation monitoring and for mainstreaming environmental issues into development planning	of capacity development of implementation monitoring is articulated in the outcomes specifically of these two of the projects
Legal, policy and enabling frameworks - Better integrate environmental concerns, and the value of ecosystems, into its broader development frameworks and enhance capacities of institutions for environmental management.	Afghanistan; Cameroon Haiti; St. Lucia;	**Afghanistan** – Outcome 1.2 - Effective integration of Rio convention objectives into development plans and programs **Afghanistan** – Outcome 1.1 - Effective inter-ministerial collaboration on MEA objectives **Cameroon** – Outcome 1.1 - Improved institutional framework for environmental data and information gathering, analysis and provision to better inform decision making processes. **Haiti** – Outcome 1.1 - Enhanced institutional capacities to establish coherent government structures, and develop plans, policies and legislative frameworks for effective implementation of global conventions. **St. Lucia** – Outcome 1.2 - Environmental information system and online platform is operational **St. Lucia** – Outcome 1.3 - National stakeholders are able to use environmental	Haiti – Emphasis in forest and coastal-marine ecosystem regeneration

		information for planning, project development and environmental management	
Monitoring the implementation of capacity development initiatives	Bosnia and Herzegovina	**Bosnia and Herzegovina** – Outcome 1.2 - Air quality monitoring enabled	Bosnia and Herzegovina – Air quality monitoring specific outcome from project in Bosnia Herzegovina
Increased public awareness	Afghanistan Haiti	**Afghanistan** – Outcome 2.2 - Local stakeholders effectively participate in MEA implementation **Haiti** – Outcome 2.3 - Public awareness raised and information management and environmental education programmes improved	

4. Executing Arrangements

10. The GEF Implementing Agency for all of the projects was the UNEP Science Division (formerly Division for Early Warning and Assessment, DEWA), Cross-Cutting Capacity Development (CCCD) Unit. As the Implementing Agency, UNEP Science Division was responsible for overall project supervision, overseeing the project progress through the monitoring and evaluation of project activities and progress reports, including technical issues. UNEP was responsible for overseeing and monitoring the project implementation process, to ensure both GEF and UNEP standards were met, organise evaluations and audits as well as provide technical support. UNEP worked in close collaboration with the Executing Agency's (EA) as described below.

11. **Afghanistan -** The project was executed by the National Environmental Protection Agency (NEPA) of Afghanistan with technical support from UNEP Post Conflict and Disaster Management Branch (PCDMB) via its Afghanistan country programme. As Executing Agency, the NEPA was responsible for the execution and management of the project and its activities on a day-to-day basis, with UNEP PCDMB acting as Execution Support agency to ensure technical, financial and administrative needs were met. NEPA was to establish the necessary managerial and technical teams to execute the project. UNEP PCDMB, in collaboration with NEPA, were responsible for hiring any consultants necessary for technical activities and for supervising their work as well as acquiring equipment and monitoring the project. The main mechanisms for the implementation of the project were the MEA Task force/Steering Committee and a Technical Advisory Panel (TAP).

12. A MEA Task Force and Project Steering Committee was created and planned to meet on a quarterly basis throughout the project. The committee was formed from key Ministries involved in the project, with Secretariat services provided by NEPA and UNEP PCDMB. The committee was developed to address substantive issues at political level, evaluate the project and take necessary measures to guarantee fulfillment of goals and objectives.

13. A Technical Advisory Panel (TAP) was created to manage the technical aspects of the project. It was composed oftechnical expert levels within the participating Ministries. The TAP planned to meet on a monthly basis and develop the main substantive outputs of the project as well as providing information up to the MEA Taskforce/ Steering Group.

14. A Project Team (PT) and Project Coordinator was established within NEPA as the Executing Agency: this team was in charge of the execution and management of the project and worked together with the UNEP Afghan Country Programme Manager as well as the Scientific and Technical Advisory Panel and the MEA Taskforce/ Steering Group. This team planned to meet regularly to allocate specific responsibilities over the project activities.

15. **Bosnia and Herzegovina** - The project was executed by the UNEP Europe Office in collaboration with the Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina (MoFTER); the Ministry for Spatial Planning, Construction and Ecology of Republika Srpska; and the Ministry of Environment and Tourism of the Federation of Bosnia and Herzegovina. MoFTER as the main Executing Agency was responsible for the achievement of project outputs and outcomes, day to day management and coordination of project activities and inputs and reporting on achievement of project objectives, as well as entering into agreements with other partners. A Project Steering Committee (PSC) was formed to ensure that the project was run according to the agreed workplan, budget and reporting requirements. The PSC consisted of members from the UNEP, the Executing Agency and relevant stakeholders.

16. **Cameroon -** The Ministry of Environment, Nature Protection and Sustainable Development (MINEPDED) was the Executing Agency of the project on behalf of the Government of Cameroon. MINEPDED as the main Executing Agency was responsible for the achievement of project outputs and outcomes, day to day management and coordination of project activities and inputs and reporting on achievement of project objectives, as well as entering into agreements with other partners. A Project Steering Committee (PSC) was formed to ensure that the project was run according to the agreed workplan, budget and reporting requirements. The PSC consisted of the project Implementation Agency - UNEP - and relevant stakeholders including:
    - The project Executing Agency (EA): Ministry of the Environment, Nature Protection, and Sustainable Development (MINEPDED) & Chairmanship of the SC.
    - Ministry of Forests and Fauna (MINFOF),
    - Ministry of Economy, Planning, and Land Management (MINEPAT),
    - Ministry of Agriculture and Rural Development (MINADER),
    - Ministry of Livestock, Fisheries, and Animal Industries (MINEPIA),
    - Ministry of Water and Energy (MINEE),
    - Ministry of Scientific Research and Innovation (MINRESI),
    - The National Institute for Statistics (INS)
    - International and national Organization (1 member)
    - Representative of the civil society /national organization (1 member),
    - Representative of the private sector (1 member),
    - Elected representatives (2 members).

17. The PSC was responsible for monitoring the project implementation and ensuring that key decisions were made in accordance with established rules and procedures and in the spirit of the

project. Monitoring of the Project was in accordance with procedures established by the GEF to oversee projects and current standards of MDE and UNEP. The development of different qualitative and financial reports informing on the progress of project activities planed to comply with the procedures established by these institutions.

18. **Haiti –**The Ministry of Environment (MDE) through the Observatoire national de l'environnement et de la vuln rabilit (ONEV), acted as the Executing Agency for the project. The Executing Agency was responsible for the achievement of project outputs and outcomes, day to day management and coordination of project activities and inputs, as well as for the reporting on achievement of project objectives. The Executing Agency was also responsible for entering into agreements with other partners, as well as for ensuring that co-financing contributions from the Government of Haiti and external sources materialize as planned. To facilitate the liaison between both agencies in the implementation of the project, a national technical advisor was to be a part of the Project Coordination Unit.

19. As Executing Agency, the MDE was to appoint a National Director for the Project (the Director of ONEV). Running the project day-to-day was assigned to a Project Coordination Unit (PCU) constituted by the National Director, National Technical Advisor (Conseiller Technique Principal), a National Project Manager, a Technical Assistant and an Administrative and Financial Assistant recruited for the duration of the project.

20. During the project implementation, the Project Director, supported by the PCU, ensured the participation of other institutions in promoting the establishment of mechanisms for consultation and dialogue. A National Steering Committee that involved other departments and institutions of civil society was created to ensure national ownership and the smooth running of the Project. The committee was both an orientation structure and consultation space for the project. It was composed by one representative from each of the following institutions: MDE, UNEP, CIAT, MICT, MSTP, MTPTC MARNDR. MSPP, Forum du Centre National de l'Information Geo-Spatiale (CNIGS), SEMANAH, and civil society organizations. The steering committee planned to have at least two meetings a year and had two main functions (1) Orientation of the project and (2) Monitoring of the project. The Steering Committee will be chaired by MDE. The National Steering Committee was responsible for monitoring the project implementation and ensure that key decisions are made in accordance with established rules and procedures and in the spirit of the project. Monitoring of the Project was in accordance with procedures established by the GEF to oversee projects and current standards of MDE and UNEP. The development of different qualitative and financial reports informing on the progress of project activities shall comply with the procedures established by these institutions.

21. **St. Lucia -** The Ministry of Sustainable Development, Energy Science and Technology (MSDEST) was the Executing Agency of the project on behalf of the Government of St. Lucia. The main responsibilities of MSDEST were the establishment and facilitation of a Project Management Unit (PMU) and Chairmanship of the Project Steering Committee (PSC) to ensure that the project was run according to the agreed workplan, budget and reporting requirements.
22. The PSC was made up of representatives from: UNEP; MSDEST; the National Institute of Statistics (NIS); Sectoral Ministries that were deemed important for either supporting or mainstreaming project achievements; as well as relevant stakeholders from NGOs and the private sector. The PSC's responsibilities included providing coordination and guidance for the GEF project, approval of the annual work plan and budget and to review annual implementation performance reports prepared by the PMU. The PSC was also to enhance synergies between the GEF project and other ongoing initiatives.

5. Project Cost and Financing

Individual Project Budgets at Design:

Developing Core Capacity for Decentralized MEA Implementation and Natural Resources Management in Afghanistan – GEF ID: 5017

23. This project began in May 2015 and finished in August 2021 falls under the medium-sized project category, the planned overall project budget at design was $2,535,000 USD. The total is made up of the following:

Project Component	**GEF financing (USD)**	**Co-financing (USD)**
1. Central Institutional Strengthening for effective implementation of multilateral environmental agreements (MEAs)	145,000	1,020,000
2. Strengthening technical and scientific capacity of sub-national stakeholders	675,000	405,000
Sub-Total	820,000	1,425,000
Project Management Costs	90,000	200,000
Total	910,000	1,625,000

Capacity development for the integration of global environmental commitments into national policies and development decision making (Bosnia and Herzegovina)– GEF ID: 5302

24. This project began in 2014 and falls under the medium-sized project category, the planned overall project budget at design was $4,027,000 USD. The total is made up of the following:

Project Component	**GEF financing (USD)**	**Co-financing (USD)**
1. Managing Global Environmental Issues through improved monitoring and indicator development	808,000	715,000
2. Institutional Strengthening	500,000	580,000
Sub-Total	1,308,000	1,295,000
Project Management Costs	130,000	220,000
Total	1,438,000	1,151,000

Developing Core Capacity for MEA Implementation in Cameroon – GEF ID: 5060

25. This project began in 2014 and falls under the medium-sized project category, the planned overall project budget at design was $2,127,046 USD. The total is made up of the following:

Project Component	**GEF financing (USD)**	**Co-financing (USD)**

1. Tools for improved environmental information management	404,046	300,000
2. Institutional arrangements and coordination for MEA implementation	270,000	520,000
3. Build capacity of actors to strengthen sustainable financing mechanisms and mobilize sustainable resources for MEA implementation	200,000	250,000
Sub-Total	874,046	1,070,000
Project Management Costs	86,000	97,000
Total	960,046	1,167,000

Developing Core Capacity for MEA Implementation in Haiti – GEF ID: 5557

26. This project began in May 2015 and finished in August 2021 falls under the medium-sized project category, the planned overall project budget at design was $4,048,000 USD. The total is made up of the following:

Project Component	**GEF financing (USD)**	**Co-financing (USD)**
1. Strengthened capacities for policy and legislation development for achieving global benefits	450,000	1,100,000
2. Generate, access and use of information and knowledge	730,000	1,400,000
Sub-Total	1,180,000	2,500,000
Project Management Costs	118,000	250,000
Total	1,298,000	2,750,000

Increase St. Lucia's capacity to monitor MEA implementation and sustainable development – GEF ID: 5197

27. This project began in January 2015 and ended in December 2021 and falls under the medium-sized project category, the planned overall project budget at design was $2,080,000 USD. The total is made up of the following:

Project Component	**GEF financing (USD)**	**Co-financing (USD)**
1. Tools for improved MEA and SD reporting and monitoring	490,000	510,000
2. Mainstreaming environmental management and MEA objectives	250,000	270,000
3. Awareness raising, education and outreach	170,000	190,000
Sub-Total	910,000	970,000

Project Management Costs	90,000	110,000
Total	1,000,000	1,080,000

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

6. Objective of the Evaluation

In line with the UNEP Evaluation Policy[20] and the UNEP Programme Manual[21], the Terminal Evaluation is undertaken at operational completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The Evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and the main project partners. Therefore, the Evaluation will identify lessons of operational relevance for future project formulation and implementation, especially where a second phase of the project is being considered. Recommendations relevant to the whole house may also be identified during the evaluation process.

7. Key Evaluation Principles

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

The "Why?" Question. As this is a Terminal Evaluation and a follow-up project is likely [or similar interventions are envisaged for the future], particular attention will be given to learning from the experience. Therefore, the "*why?*" question should be at the front of the consultants' minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultant(s) needs to go beyond the assessment of "*what*" the project performance was and make a serious effort to provide a deeper understanding of "*why*" the performance was as it was (i.e. what contributed to the achievement of the project's results). This should provide the basis for the lessons that can be drawn from the project.

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

Communicating evaluation results. A key aim of the Evaluation is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant(s) should consider how reflection and

20 https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies
21 https://wecollaborate.unep.org

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. There may, however, be several intended audiences, each with different interests and needs regarding the report. The consultant(s) 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.

8. Key Strategic Questions

In addition to the evaluation criteria outlined in Section 10 below, the Evaluation will address the strategic questions listed below. These are questions of interest to UNEP and to which the project is believed to be able to make a substantive contribution. Also included are five questions that are required when reporting in the GEF Portal and these must be addressed in the TE:

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

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

What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided[22]).

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

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

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

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

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

What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. *(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)*

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

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

9. Evaluation Criteria

All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria. A weightings table in excel format will be provided by the Evaluation Manager to support the determination of an overall project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D)

[22] *This is not applicable for Enabling Activities*

Effectiveness, which comprises assessments of the availability of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The Evaluation Consultant(s) can propose other evaluation criteria as deemed appropriate.

A. Strategic Relevance

The Evaluation will assess the extent to which the activity is suited to the priorities and policies of the donors, implementing regions/countries and the target beneficiaries. The Evaluation will 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. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

i. Alignment to the UNEP Medium Term Strategy[23] (MTS), Programme of Work (POW) and Strategic Priorities

The Evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building[24] (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 and knowledge between developing countries.

ii. Alignment to Donor/GEF/Partner Strategic Priorities

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

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

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

iv. Complementarity with Relevant Existing Interventions/Coherence[25]

An assessment will be made of how well the project, either at design stage or during the project inception or mobilization[26], took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups. The Evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme

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[23] 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

[24] http://www.unep.fr/ozonaction/about/bsp.htm

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

[26] 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.

Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UNDAFs or One UN programming. Linkages with other interventions should be described and instances where UNEP's comparative advantage has been particularly well applied should be highlighted.

Factors affecting this criterion may include:

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

B. Quality of Project Design

The quality of project design is assessed using an agreed template during the evaluation inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established. The complete Project Design Quality template should be annexed in the Evaluation Inception Report. Later, the overall Project Design Quality rating[27] should be entered in the final evaluation ratings table (as item B) in the Main Evaluation Report and a summary of the project's strengths and weaknesses at design stage should be included within the body of the report.

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

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

C. Nature of External Context

At evaluation inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval[28]). This rating is entered in the final evaluation ratings table as item C. Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together. A justification for such an increase must be given.

D. Effectiveness

i. Availability of Outputs[29]

The Evaluation will assess the project'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 the project design document (ProDoc). Any *formal* modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the 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

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[27] In some instances, based on data collected during the evaluation process, the assessment of the project's design quality may change from Inception Report to Main Evaluation Report.

[28] Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management by the project team. From March 2020 this should include the effects of COVID-19.

[29] 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)

outcomes. The Evaluation will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision[30]

ii. Achievement of Project Outcomes[31]

The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed[32] Theory of Change. These are outcomes that are intended to be achieved by the end of the project timeframe and within the project's resource envelope. Emphasis is placed on the achievement of project outcomes that are most important for attaining intermediate states. As with outputs, a table can be used where substantive amendments to the formulation of project outcomes is necessary to allow for an assessment of performance. The Evaluation should report evidence of attribution between UNEP's intervention and the project outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UNEP's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the project outcomes realised.

Factors affecting this criterion may include:

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

iii. Likelihood of Impact

Based on the articulation of long-lasting effects in the reconstructed TOC *(i.e. from project outcomes, via intermediate states, to impact),* the Evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-lasting impacts. The Evaluation Office's approach to the use of TOC in project evaluations is outlined in a guidance note available and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from project outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

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

28. The Evaluation will consider the extent to which the project has played a catalytic role[33] or has promoted scaling up and/or replication as part of its Theory of Change (either explicitly as in a

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[30] 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.

[31] 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)

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

[33] The terms catalytic effect, scaling up and replication are inter-related and generally refer to extending the coverage or magnitude of the effects of a project. Catalytic effect is associated with triggering additional actions that are not directly funded by the project – these effects can be both concrete or less tangible, can be intentionally caused by the project or implied in the

project with a demonstration component or implicitly as expressed in the drivers required to move to outcome levels) and as factors that are likely to contribute to greater or long-lasting impact.

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

Factors affecting this criterion may include:

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

E. Financial Management

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

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

F. Efficiency

Under the efficiency criterion the Evaluation will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution.

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 project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The Evaluation will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe

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design and reflected in the TOC drivers, or can be unintentional and can rely on funding from another source or have no financial requirements. Scaling up and Replication require more intentionality for projects, or individual components and approaches, to be reproduced in other similar contexts. Scaling up suggests a substantive increase in the number of new beneficiaries reached/involved and may require adapted delivery mechanisms while Replication suggests the repetition of an approach or component at a similar scale but among different beneficiaries. Even with highly technical work, where scaling up or replication involves working with a new community, some consideration of the new context should take place and adjustments made as necessary.

and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

The Evaluation will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities[34] with other initiatives, programmes and projects etc. to increase project efficiency.

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

Factors affecting this criterion may include:

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

G. Monitoring and Reporting

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

i. Monitoring Design and Budgeting

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART[35] results towards the provision of the project's outputs and achievement of project outcomes, including at a level disaggregated by gender, marginalisation or vulnerability, including those living with disabilities.. In particular, the Evaluation will assess the relevance and appropriateness of the project indicators as well as the methods used for tracking progress against them as part of conscious results-based management. The Evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for Mid-Term and Terminal Evaluation/Review should be discussed if applicable.

ii. Monitoring of Project Implementation

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

The performance at project completion against Core Indicator Targets should be reviewed. For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided.

iii. Project Reporting

UNEP has a centralised project information management system (Anubis) in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Evaluation Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team (e.g. the Project Implementation Reviews and Tracking Tool for GEF-funded projects). The Evaluation will assess the extent to which both UNEP and donor reporting commitments have been fulfilled.

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

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

Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

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

H. Sustainability

Sustainability[36] is understood as the probability of the benefits derived from the achievement of project outcomes being maintained and developed after the close of the intervention. The Evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the endurance of achieved project outcomes (i.e. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of project outcomes may also be included.

i. Socio-political Sustainability

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

ii. Financial Sustainability

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

iii. Institutional Sustainability

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

Factors affecting this criterion may include:

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

I. Factors Affecting Project Performance and Cross-Cutting Issues

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[36] As used here, 'sustainability' means the long-lasting 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)

(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. If these issues have not been addressed under the evaluation criteria above, then independent summaries of their status within the evaluated project should be given.)

i. Preparation and Readiness

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

ii. Quality of Project Management and Supervision

In some cases 'project management and supervision' may refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects[37], it may refer to the project management performance of the executing agency and the technical backstopping and supervision provided by UNEP. The performance of parties playing different roles should be discussed and a rating provided for both types of supervision (UNEP/Partner/Executing Agency) and the overall rating for this sub-category established as a simple average of the two.

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

iii. Stakeholder Participation and Cooperation

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

The progress, challenges and outcomes regarding engagement of stakeholders in the project/program occurring since the MTR should be reviewed. *(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval).*

iv. Responsiveness to Human Rights and Gender Equality

The Evaluation will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous

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[37] For GEF funded projects, a rating will be provided for the Project Management and Supervision of each of the Implementing and Executing Agencies. The two ratings will be aggregated to provided an overall rating for Quality of Project Management and Supervision

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 Environment[38].

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

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

v. Environmental and Social Safeguards

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and management (avoidance, minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities. The Evaluation will confirm whether UNEP requirements[39] were met to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and r*eport* on the implementation of safeguard management measures taken. UNEP requirements for proposed projects to be screened for any safeguarding issues; for sound environmental and social risk assessments to be conducted and initial risk ratings to be assigned are evaluated above under Quality of Project Design).

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

Implementation of the management measures against the Safeguards Plan submitted at CEO Approval should be reviewed, the risk classifications verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. Any supporting documents gathered by the Consultant should be shared with the Task Manager.

vi. Country Ownership and Driven-ness

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

vii. Communication and Public Awareness

The Evaluation will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public

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

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

awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The Evaluation should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the Evaluation will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

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

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

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

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

A desk review of:

- Relevant background documentation, inter alia [list];
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
- Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and including the Project Implementation Reviews and Tracking Tool etc.;
- Project deliverables: [list];
- Mid-Term Review or Mid-Term Evaluation of the project;
- Evaluations/reviews of similar projects.

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

- UNEP Task Manager (TM);
- Project management team, including the Project Manager within the Executing Agency, where appropiate;
- UNEP Fund Management Officer (FMO);
- Portfolio Manager and Sub-Programme Coordinator, where appropriate;
- Project partners, including [list];
- Relevant resource persons;
- Representatives from civil society and specialist groups (such as women's, farmers and trade associations etc).

(g) **Surveys** [provide details, where appropriate]

(h) Other data collection tools [provide details, where appropriate]

10. Evaluation Deliverables and Review Procedures

The Evaluation Team will prepare (set of deliverables and details to be confirmed the Evaluation Manager no later than during the finalization of the Inception Report):

- **A single Inception Report:** (see Annex 1 for a list of all templates, tables and guidance notes) containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, evaluation framework and a tentative evaluation schedule.
- **A single set of Preliminary Findings Notes:** typically in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings. In the case of highly strategic project/portfolio evaluations or evaluations with an Evaluation Reference Group, the preliminary findings may be presented as a word document for review and comment.
- **Draft and Final Evaluation Reports for each project:** 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.
- A Portfolio **Report,** (a 30-page report synthesing the learning from all 5 projects for wider dissemination through UNEP.

Review of the Draft Evaluation Report. The Evaluation Consultant(s) 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 Task Manager and Project Manager, 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 other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the Evaluation Consultant(s) for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

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 project ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the project.

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 Consultant(s). 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.

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 Task Manager. The Evaluation Office will track compliance against this plan on a six-monthly basis for a maximum of 12 months.

11. The Evaluation Team

For this Evaluation, the Evaluation Team will consist of a Principal Evaluator and one or two Evaluation Specialists who will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager Myles Hallin in consultation with the UNEP Task Managers: Saeeda Gouhari (Afghanistan); Tomas Marques (Bosnia and Herzegovina); Thierry De Oliveira (Cameroon); Francesco Gaetani (Haiti & St. Lucia) relevant Fund Management Officers and the Sub-programme Coordinator of the UNEP Science Division, CCCD, Jochem Zoetelief The consultants will liaise with the Evaluation Manager on any procedural and methodological matters related to the Evaluation, including travel. It is, however, each consultant's individual responsibility (where applicable) to arrange for their visas and immunizations as well as to plan meetings with

stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UNEP Task Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the Evaluation as efficiently and independently as possible.

The Principal Evaluator will be hired over a period of 9 months March/2022 to December/2022 and should have the following: a university degree in environmental sciences, 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 8 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/broad understanding of Global Partnerships and Climate Change related issues 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 X/knowledge of [language] is desirable. Working knowledge of the UN system and specifically the work of UNEP is an added advantage. The work will be home-based with possible field visits.

The Evaluation Specialist/s will be hired over a period of 9 months March/2022 to December/2022and should have the following: an undergraduate university degree in environmental sciences, international development or other relevant political or social sciences area is required; a minimum of 2 years of technical/monitoring/evaluation experience is required and a broad understanding of Climate Change related issues is required. 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 is desirable. Working knowledge of the UN system and specifically the work of UNEP is an added advantage. The work will be home-based with possible field visits.

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 [Evaluation Specialist] will make substantive and high-quality contributions to the evaluation process and outputs. [The consultant/Both consultants] will ensure together that all evaluation criteria and questions are adequately covered.

Specifically, Evaluation Team members will undertake the following:

Specific Responsibilities for Principal Evaluator:

The Principal Evaluator will be responsible, in close consultation with the Evaluation Manager, for overall management of the Evaluation and timely provision of its outputs, described above in Section 11 Evaluation Deliverables.

Specific Responsibilities for the Evaluation Specialist:

The Evaluation Specialists will make substantive and high-quality contributions to the evaluation process and outputs. Both consultants will ensure together that all evaluation criteria and questions are adequately covered.

More specifically:

Inception phase of the Evaluation, including:

- 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 the evaluation mission;
- 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 an evaluation mission(s) to selected countries, visit the project locations, interview project partners and stakeholders, including a good representation of local communities. Ensure independence of the Evaluation and confidentiality of evaluation interviews.
- 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 evaluand 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.

12. Schedule of the Evaluation

The table below presents the tentative schedule for the Evaluation.

Table 3. Tentative schedule for the Evaluation

Milestone	Tentative Dates
Evaluation Initiation Meeting	March 2022
Inception Report	April 2022
Evaluation Mission	N/A
E-based interviews, surveys etc.	May 2022
PowerPoint/presentation on preliminary findings and recommendations	July 2022
Draft report to Evaluation Manager (and Peer Reviewer)	August 2022
Draft Report shared with UNEP Project Manager and team	September 2022
Draft Report shared with wider group of stakeholders	October 2022
Final Report	November 2022
Final Report shared with all respondents	December 2022

13. Contractual Arrangements

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 consultant(s) certify that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project's executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.

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:

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 consultant(s) certify that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project's executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.

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 Evaluation Team:

Deliverable	**Percentage Payment**
Approved Inception Report (as per annex document #9)	40%
Approved Draft Main Evaluation Report (as per annex document #10)	30%
Approved Final Main Evaluation Reports + Portfolio/Synthesis Brief	30%

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.

The consultants may be provided with access to UNEP's information management systems (e.g PIMS, Anubis, Sharepoint 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.

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.

If the consultant(s) 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 VII. QUALITY ASSESSMENT OF THE EVALUATION REPORT

Evaluand Title:

Terminal Evaluation of the UNEP-GEF project – "Capacity development for the integration of global environmental commitments into national policies and development decision making in Bosnia and Herzegovina" - GEF ID #: 5302

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 consultant's efforts and skills.

	UNEP Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
Quality of the Executive Summary: 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.	Final report: The Executive Summary provides an adequate summary of the report's findings, highlighting key strengths and weaknesses. Could provide clearer picture of the evaluation and be structured more clearly.	4
I. Introduction 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.) 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?	Final report: Complete and concise section that highlights purpose of the Evaluation.	5
II. Evaluation Methods 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.). 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. The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described.	Final report: Good description of the approach taken, including description of evaluation methods and information sources used for the evaluation. Limitations have been acknowledged and explored.	5

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. 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?	Ethics and Human Rights and Gender addressed.	
III. The Project This section should include: • *Context:* 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). • *Results framework*: Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • *Stakeholders:* Description of groups of targeted stakeholders organised according to relevant common characteristics • *Project implementation structure and partners:* A description of the implementation structure with diagram and a list of key project partners • *Changes in design during implementation:* Any key events that affected the project's scope or parameters should be described in brief in chronological order • *Project financing:* Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	Final report: Section briefly covers all required elements including: an overview of the main issue that the project is trying to address; a summary of the project's results hierarchy, a table of stakeholders; the project implementation structure; changes in design highlighting key events that affected the project's scope during implementation; and the project financing with required tables.	5
IV. Theory of Change The *TOC at Evaluation* 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. This section should include a description of how the *TOC at Evaluation*[40] 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 results as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the *TOC at Evaluation*. *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'.*	Final report: The TOC at Evaluation presented clearly in both diagrammatic and narrative forms. Includes discussion of causal pathways and a clear diagram, including identification of Drivers and Assumptions and include a description of the *TOC at Evaluation* and the rationale behind it and a justification for reformulation of the results statements	5

[40] 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*.

V. Key Findings **A. Strategic relevance:** 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/mobilisation[41]), 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: i. Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) ii. Alignment to Donor/GEF Strategic Priorities iii. Relevance to Regional, Sub-regional and National Environmental Priorities iv. Complementarity with Existing Interventions	Final report: Satisfactory discussion and assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies of all elements in the 4 criteria	5
B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively summarized?	Final report: Satisfactory summary of the assessment of project design.	4
C. Nature of the External Context For projects where this is appropriate, key external features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval[42]), and how they affected performance, should be described.	Final report: Provides a summation of external context during time of implementation, could include more detail	4
D. Effectiveness **(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. The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.	Final report: Detailed discussion of the availability of outputs and achievement of outcomes, supported by summary tables	5
(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? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed? Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.	Final report: Proves an integrated analysis, guided by the causal pathways represented by the TOC, of the evidence relating to likelihood of impact. Drivers and assumptions are discussed at the end of the	4

[41] 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.

[42] 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.

	previous section under Effectiveness.	
E. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table. Consider how well the report addresses the following: • *Adherence* to UNEP's financial policies and procedures • *completeness* of financial information, including the actual project costs (total and per activity) and actual co-financing used • *communication* between financial and project management staff	Final report: Provides an integrated analysis of all dimensions of financial management with supporting tables. Discussion of the communication between financial and project management staff could have been more descriptive.	4
F. Efficiency 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: • 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.	Final report: A satisfactory assessment of projects efficiency is made evident covering most sections. The extent to which the management of the project minimised UNEP's environmental footprint could have been investigated further.	5
G. Monitoring and Reporting How well does the report assess: • Monitoring design and budgeting *(including SMART results with measurable indicators, resources for MTE/R etc.)* • Monitoring of project implementation *(including use of monitoring data for adaptive management)* • Project reporting *(e.g. PIMS and donor reports)*	Final report: Discussion provides satisfactory information covering the required sections.	5
H. Sustainability 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: • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability	Final report: The discussion covers sustainability dimensions , identifying and assessing the factors within each, to determine the likelihood of sustainability in each dimension.	5
I. Factors Affecting Performance	Final report:	

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: • Preparation and readiness • Quality of project management and supervision[43] • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Environmental and social safeguards • Country ownership and driven-ness • Communication and public awareness	Adequate summary of cross-cutting issues in general.	5
VI. Conclusions and Recommendations **i. Quality of the conclusions:** The key strategic questions should be clearly and succinctly addressed within the conclusions section. 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.	Final report: The conclusion brings together the main findings and insights contained in the report. The strategic question set out in the TOR is addressed in this section as well as being covered throughout the report.	5
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 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.	Final report: The lessons are relevant and based on the findings from the evaluation.	5
iii) Quality and utility of the recommendations: 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? (i.e. points of corrective action). 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. At least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions, should be given. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations. 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	Final report: Section provides recommendations relevant to the evaluation, that are actionable and pragmatic. Provides one recommendation related to strengthening the human rights and gender dimensions of intervention	4

[43] 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.

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. 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.		
VII. Report Structure and Presentation Quality		
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?	Final report: The report follows the UNEP guidelines.	5
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?	Final report: The report is generally written well, but could benefit from a more compelling narrative.	4
OVERALL REPORT QUALITY RATING		**4.65**

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.

ANNEX VIII. GEF PORTAL INPUTS

• ***Question:*** What was the performance at the project's completion against Core Indicator Targets?
Response: *Given the project's focus on a) setting up an environmental information system and b) provision of air quality monitoring stations (see sections 3.2, 4, 5.1.1, 5.1.2, 5.1.3), it did not make a direct and measurable contribution to the GEF 7 Core Indicator Targets. Nonetheless, an indirect contribution to the core indicators 6 and 10 was possibly made through the provision of air quality monitoring stations. (see sections 5.1.1, 5.1.2)*
• ***Question:*** What were the progress, challenges, and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR?
Response: *The project did not provide a clear overview of all relevant institutions and authorities responsible for environmental protection and environmental data management early on in the process. Although the Project Identification Form (PIF) briefly mentioned six of the ten governmental ministries/agencies with shared responsibilities over the environment, excluding three Statistical Institutes, between two and five were represented in the PSC meetings. The consulted institutions provided feedback on project outputs through participation in the PSC and dialogue with the PMU. However, civil society organizations, academia, and the private sector were reportedly underrepresented in the project and were not represented in the PSC. The PSC meetings, which outlined a set of conclusions, did not present clear action points. The MTR (2018) recommended more regular PSC meetings, but no evidence was found of an increased frequency of PSC meetings following the recommendation. (see sections 5.9.2 and 5.9.3)*
• ***Question:*** What were the completed gender-responsive measures and, if applicable, actual gender result areas?
Response: *The project did not have a direct impact on people, which could have justified a "not applicable" gender marking score. However, given its focus on addressing air pollution, it could have explored the links between air pollution and gender as well as air pollution and marginalized groups. Although some indicators in the environmental information system are gender-disaggregated, there was no reporting on the participation of women and men in training. While most PSC members and all PMU staff members were women, the awareness-raising campaign did not communicate the impacts of air pollution from a gender equality, poverty reduction, and social equity perspective. (See section 5.9.4)*
• ***Question:*** What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval?
Response: *The project's primary focus on data management meant that no significant environmental risks were identified during the design or implementation stages, nor by the TE. However, the project did have negative environmental impacts related to fossil energy consumption and carbon emissions, as well as the use of computer equipment and office facilities, which resulted in resource consumption and waste generation. Since the negative impacts were relatively minor, no specific environmental safeguards were necessary. Potential negative social impacts, such as corruption, were identified during the design stage, and the project proposed mitigation measures. However, there was no evidence of any significant negative social impacts resulting from the project. (See section 5.9.5)*
• ***Question:*** What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables?
Response: *The project lacked a comprehensive communication, outreach, and awareness strategy to promote public understanding of the environmental situation in BiH, the environmental information system, its role in decision-making, and public access to environmental information. There was no mention of project activities in major local digital media, indicating a low level of public outreach and project visibility before and during implementation. The project did conduct an awareness-raising*

campaign on air pollution during implementation, which likely contributed to increased public awareness. However, this campaign was not systematic or strategic. (see section 5.9.7)
Question: What are the main findings of the evaluation?
Response*: The project responded directly to constraints and BiH's priorities and aimed to address major capacity gaps vis-à-vis having environmental information available for informed planning and implementation of MEA commitments (see section 5.1.3). The project design was flawed - important risks and assumptions were overlooked and essential legislation gaps were addressed at the output level. (see sections 5.2, 5.7) Management and execution capacities were not sufficient for a project of this type, size, and ambition level. (see section 5.9) More than* half *outputs were fully delivered. (see section 5.4.1)* *The project did succeed in developing a set of nationally relevant indicators for MEA reporting and contributed to the expansion of the network of Air Quality Monitoring Stations (AQMS) in BiH. Additionally, the project increased the administrative, management, and negotiation capacities of country stakeholders who participated in a donor-funded exercise for the first time. Unexpectedly, the project also contributed to the development of the country's air quality index (see section 5.4.2). However, the evaluation found no evidence of systemic use of newly acquired skills and knowledge by training participants. The project also failed to measure the results of its training activities (see section 5.9.3).* *Unexpectedly, the project contributed to the development of the country's air quality index and increased the administrative, management, and negotiation capacities of country stakeholders that for the first time participated in a donor-funded exercise.* (see section 5.4.2) *Sustainability of achieved results is moderately unlikely in the absence of systemic solutions financed by state institutions.(see section 5.8)* *Furthermore, the project's impact on the country's reporting on the implementation of MEAs remains unclear. During and after the project implementation, BiH prepared a third national communication report on greenhouse gas emissions under the UNFCCC (2016), a sixth national report to the CBD (2019), and a national report to the CCD (2018). However, the evaluation did not find evidence that the project contributed to better, more accurate and comprehensive information provided in these reports. Equally, no evidence was found of increased monitoring of MEA implementation nor integration of obtained data/knowledge into development planning.(see section 5.4)* *Timely and conducive involvement of relevant stakeholders in a pragmatic and participative process, high-quality preparatory work, clear recognition of needs and responsibilities, realistic targets and ownership contributed to the achievement of results. (see section 5.4.1)* *On the other hand, the achievement of results were hampered by a highly sophisticated software solution to the EMIS, lack of high political commitment to a country-wide environmental management information system (political buy-in and ownership), weaknesses in the preparation, readiness and management of the project, limited stakeholder participation (see section 5.9), and contextual complexities as explained in section 5.3.*