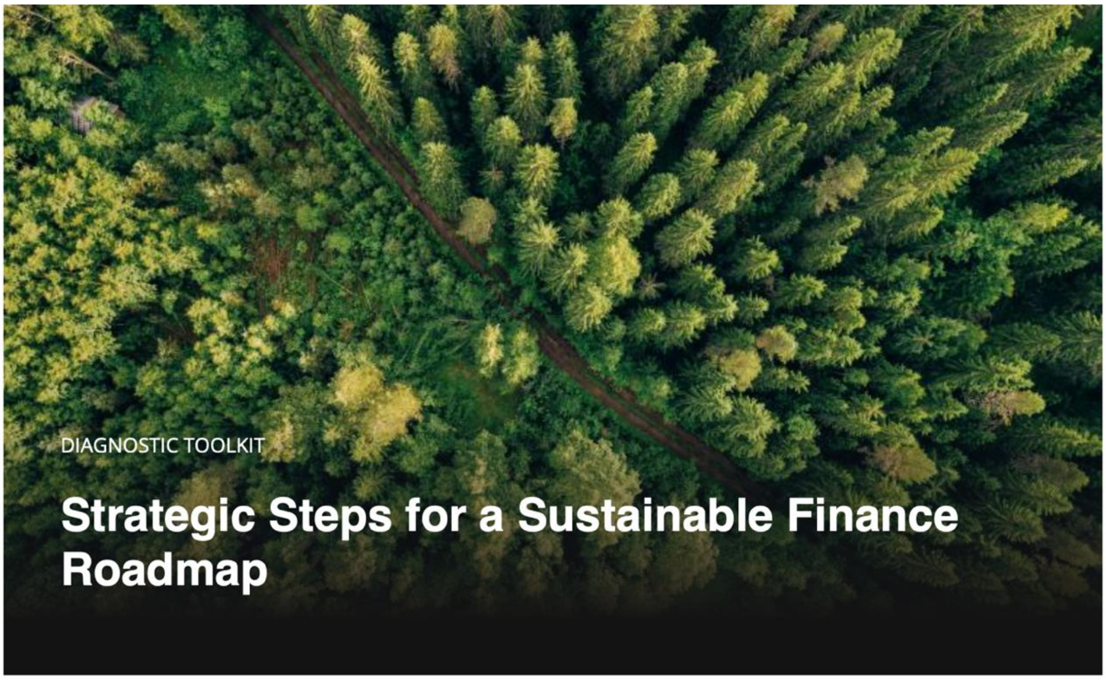
Terminal Evaluation of the UNEP/GEF Project "Aligning Financial Systems with Sustainable Development: A transformational Approach" (GEF ID 9775) (2018-2022)



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(Aligning the financial system and infrastructure investments with sustainable development - a transformational approach)
(GEF ID 9775)
(Date 02/24)

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The evaluator would like to express their gratitude to all persons met and who contributed to this evaluation, as listed in Annex B.

The evaluator would like to thank the project team for their contribution and collaboration throughout the evaluation process. Sincere appreciation is also expressed to the UNEP Evaluation Office, Ms Pauline Marima, and those who took time to provide comments to the draft report. The evaluator would also like to thank the project in-country stakeholders and beneficiaries, who took the time to provide meaningful inputs into this process.

The evaluation consultant hopes that the findings, conclusions and recommendations will contribute to the successful finalisation of the current project, formulation of a next phase and to the continuous improvement of similar projects in other countries and regions.

Evaluation Consultant

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Brief consultant biography

Joana Talafré is an independent consultant and the CEO and principal consultant of Okapi Environmental Consulting inc., based in Montreal, Canada. She has 25 years of professional experience in the development, management, and evaluation of projects, programmes and policies in the sustainable development and climate change space.

About the Evaluation

Joint Evaluation: No

Report Language: English

Evaluation Type: Terminal Evaluation

Brief Description: This report is a Terminal Evaluation of a UNEP/GEF project implemented between 2018 and 2022.The project's overall development goal was to align financial systems to the goals of sustainable development. 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 has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, and the relevant agencies of the project participating countries.

Source(s) of Funding: GEF, UNEP

Source(s) of Funding by Institution Type:

Foundation/NGO	No
Private Sector	No
UN Body	Yes
Multilateral Fund	Yes
Environment Fund	No

Key words: Sustainable Finance; Governance; Green Finance; green credit, green bonds, and investment in sustainable infrastructure

Primary data collection period: September to October 2023

Field mission dates: N/A

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Abbreviations

ABM	Mexican Banking Association
ADB	Asian Development Bank
AFI	Alliance for Financial Inclusion
AIFC	Astana International Finance Centre
AIIB	Asian Infrastructure Investment Bank
ASEAN	Association of Southeast Asian Nations
BIS	Bank for International Settlements
BM	Central Bank of Mexico
BMV	Mexican Stock Exchange
BRI	Belt and Road Initiative
BRICS	Brazil, Russia, India, China, South Africa
CAEP	Chinese Academy for Environmental Planning
CAREC	Central Asia Regional Economic Cooperation Programme
CBI	Climate Bonds Initiative
CBN	Central Bank of Nigeria
CBRC	China Banking Regulatory Commission
CCM	Climate change mitigation
CDM	Clean Development Mechanism
CEDAW	United Nations Convention on the Elimination of All Forms of Discrimination Against Women
CEO	Chief Executive Officer
CGE	Computable General Equilibrium
CGFC	China Green Finance Council
CIB	China Industrial Bank
CSEC	China Centre for SCO (Shanghai Cooperation Organisation) Environment Cooperation
EC	European Commission
ECOWAS	Economic Community of West African States
EIA	Environmental Impact Assessment
FICCI	Federation of Indian Chambers of Commerce and Industry
FSAP	IMF Financial Sector Assessment Programme
FSB	Financial Stability Board
G20	Group of 20 (Argentina, Australia, Brazil, Canada, China, France, Germany, India, Indonesia, Italy, Japan, Republic of Korea, Mexico, Russia, Saudi Arabia, South Africa, Turkey, the United Kingdom, the United States and the European Union)
G7	Group of 7 (Canada, France, Germany, Italy, Japan, the United Kingdom and the United States)
GBAN	Green Bonds Advisory Group (Nigeria)
GBPP	Green Bridge Partnership Programme
GDFA	Green Digital Finance Alliance
GDP	Gross Domestic Product
GEF	Global Environment Facility
GGGI	Global Green Growth Institute
GGKP	Green Growth Knowledge Platform
GHG	Greenhouse gas
GIH	Global Infrastructure Hub
GIIC	Green Infrastructure Investment Coalition
GIS	Geographical Information System
HDI	Human Development Index
IADB	Inter-American Development Bank
IFC	International Finance Corporation
IGEM	Integrated Green Economy Modelling
IGES	Institute for Global Environmental Strategies

IIGF	China International Institute of Green Finance
IISD	International Institute for Sustainable Development
IMF	International Monetary Fund
INECC	National Institute of Ecology and Climate Change (Mexico)
I/O	Input-output analysis
ISTIC	Institute of Scientific and Technical Information of China
IW	Inception workshop
KPI	Key Performance Indicator
M&E	Monitoring and evaluation
MDB	Multilateral development bank
MEA	Multilateral Environmental Agreement
MEP	Ministry of Environmental Protection (China)
MFI	Microfinance institution
MNCCI	Mongolian National Chamber of Commerce and Industry
MNRE	Ministry of New and Renewable Energy (India)
MoEF	Ministry of Environment and Forests (India)
MoF	Ministry of Finance
MoP	Ministry of Power (India)
MoU	Memorandum of Understanding
MPWH	Ministry of Power, Works and Housing (Nigeria)
MSP	Medium-Size Project
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
NAG	National Advisory Group
NAPCC	National Action Plan on Climate Change (India)
NC	National Communication to the UNFCCC
NDB	New Development Bank, National Development Bank
NDC	Nationally Determined Contribution
NDP	National Development Plan (Mexico)
NDRC	National Development and Reform Commission (China)
NGO	Non-Governmental Organisation
NIP	National Infrastructure Programme (Mexico)
NIPFP	National Institute of Public Finance and Policy (India)
NSCC	National Strategy on Climate Change (Mexico)
NSE	National Stock Exchange (India)
OECD	Organisation for Economic Cooperation and Development
PA	Paris Agreement
PBOC	People's Bank of China
PECC	Special Programme on Climate Change (Mexico)
PFD	Partnership Framework for Development (UN)
PIF	Project Identification Form
PIR	Project Implementation Review
PMU	Project Management Unit
PRI	Principles for Responsible Investment
PSC	Project Steering Committee
PSI	Principles for Sustainable Insurance
RBI	Reserve Bank of India
SBN	Sustainable Banking Network
SCF	UNFCCC Standing Committee on Finance
SD	System dynamics
SDG	Sustainable Development Goal
SE	Secretariat of Economy (Mexico)
SEMARNAT	Secretariat of the Environment and Natural Resources (Mexico)
SIF	Sustainable Infrastructure Foundation
SME	Small and Medium-Sized Enterprise

SNC	Second National Communication to the UNFCCC
SPD	Shanghai Pudong Development Bank
SRIF	Silk Road Infrastructure Fund
SSE	Sustainable Stock Exchange initiative
TCFD	Task Force on Climate-Related Financial Disclosure
TE	Terminal Evaluation
TNA	Technology Needs Assessment
UN	United Nations
UNCBD	United Nations Convention on Biodiversity
UNCCD	United Nations Convention to Combat Desertification
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEA	United Nations Environment Assembly
UNECE	United Nations Economic Commission for Europe
UNFCCC	United Nations Framework Convention on Climate Change
UNITAR	United Nations Institute for Training and Research
UN Environment	United Nations Environment Programme
WIPO	World Intellectual Property Organisation
WWF	World Wildlife Fund

Project Identification

GEF Project ID:	9775	**Umoja no.:**	S1-32GFL-000615 / SB-011370.01 & SB-011370.02
Implementing Agency:	UNEP: Economy Division - Energy & Climate Branch - Climate Mitigation Unit		
Executing Agency:	Components 1 & 2: UNEP **Inquiry** / UNEP FI / GGKP[1] Component 3: UNEP Economy Division - Resources & Markets Branch - Economic & Trade Policy Unit (**ETP-U**)[2]		
Relevant SDG(s) and indicator(s):	SDG 9, target 9.1 SDG 10, target 10.5, Target 10.b SDG 13, target 13.2 SDG 17, targets 17.1, 17.3, 17.9		
GEF Core Indicator Targets (identify these for projects approved prior to GEF-7)	Core Indicator 6 - Greenhouse gas emission mitigated		
Sub-programme:	Climate Action (formerly Climate Change)	**Expected Accomplishment(s):**	Climate stability: Countries increasingly transition to low-emission economic development pathways and enhance their adaptation and resilience to climate change
UNEP approval date:	14 November 2018	**Programme of Work Output(s):**	PoW 2022-2023, Subprogramme 1 Outcome 1B; Indicator (i) and (ii)
GEF approval date:	5 June 2018	**Project type:**	Medium-Size Project
GEF Operational Programme #:	CCM-1 Programme 2	**Focal Area(s):**	Climate Change Mitigation
***Expected* start date:**		**Actual start date:**	Inquiry: 27 December 2018 ETP-U: 14 November 2018
***Planned* operational completion date:**	31 December 2020	**Actual operational completion date:**	31 December 2022
***Planned* project budget at approval:**	US$ $5,275,000	**Actual total expenditures reported as of Dec 2022:**	US$ 4,036,0973
GEF grant allocation:	US$ 2,000,000	**GEF grant expenditures reported as of June 2022[4]:**	US$ 1,778,035
Project Preparation Grant - GEF financing:	US$ 30,000	**Project Preparation Grant - co-financing:**	US$ 0
***Expected* Medium-Size Project co-financing:**	US$ 3,245,000	**Secured Medium-Size Project co-financing as of December 2022[5]:**	Total project: US$ 2,247,962 Inquiry / UNEP FI / GGKP: US$ 1,331,334 ETP-Unit: US$ 916,628

[1] Execution handed over to Green Growth Knowledge Platform (GGKP) mid-2021
[2] Previously called the Economic and Fiscal Policy Unit
[3] Inclusive of co-finance and GEF grant
[4] Note that additional expenditures will be reported as of 31 December 2022, that will be communicated with the evaluator later.
[5] Note that additional co-finance will be reported as of 31 December 2022, that will be communicated with the evaluator later.

Date of first disbursement:	**Inquiry**: 8 January 2019 **ETP-U**: 21 November 2018	**Planned date of financial closure:**	31 January 2024	
No. of formal project revisions:	ETP Unit: Five (5):– April 2020, August 2021; May 2022, December 2022 Inquiry / UNEP FI / GGKP: Three (3): March 2021, July 2021, November 2021	**Date of last approved project revision:**	27 December 2022	
No. of Steering Committee meetings:	4	**Date of last/next Steering Committee meeting:**	Last: 29 June 2022	Next: N/A
Mid-term Review *(planned date):*	N/A	**Mid-term Review (actual date):**	N/A	
Terminal Evaluation *(planned date):*	June 2023	**Terminal Evaluation (actual date):**	September 2023	
Coverage - Countries:	China, Ghana, Kazakhstan, India, Mexico, Mongolia, Nigeria, Rwanda	**Coverage - Regions:**	Africa, Asia Pacific, Latin America and Caribbean, West Asia	

EXECUTIVE SUMMARY

1. The aim of this GEF-financed project (titled *"Aligning the financial system and infrastructure investments with sustainable development - a transformational approach"*) was to build international consensus to align financial systems with the SDGs, and to catalyse national regulatory actions and regional sustainable infrastructure investments. The approach would then be scaled-up and applied to infrastructure development projects and initiatives around the globe. The project operated in 8 countries (China, Kazakhstan, India, Mexico, Mongolia, Nigeria, with Ghana and Rwanda added following the mobilization of dedicated cofinancing), and was organized in three main components, each managed by a different team within UNEP:

- Component 1: Catalyse national action.
- Component 2: Build international consensus around best practice.
- Component 3: Promote sustainable infrastructure investments.

2. The Project Donor was the Global Environment Facility (GEF). The GEF **Implementing Agency** was the UNEP Climate Mitigation Unit. It was responsible to the GEF for the project's oversight, the use of resources as written in the Project Document, or any amendments agreed to it by all donors. The project had two executing agencies comprised of the following: the Sustainable Infrastructure Team in the Economic & Trade Policy Unit[6] (this was the **Lead Executing Agency**), and the UNEP Inquiry into the Design of a Sustainable Financial System Team (UNEP Inquiry / UNEP Finance Initiative / GGKP [7]) as the Co-Executing Agency. During project design and at the beginning of implementation, the UNEP Inquiry team was hosted in the Policy and Programming Division of UNEP, then it moved to the New York Office, and finally was hosted in the Economy Division of UNEP, until the Inquiry was closed in 2021. The executing agencies were responsible for day-to-day management and execution of the project, including financial management and project reporting.

3. This is a Medium Size Project (MSP) whose total cost was US$ 5,275,000 with a GEF allocation of US$ 2,000,000 and 30,000 for the project preparation grant (PPG), and the remainder consisting of a co-financing amount of US$ 3,245,000 provided as in-kind contribution of US$ 2,633,625 by the Inquiry Team and US$ 611,375 by the Sustainable Infrastructure Team. The project was approved by the GEF CEO on 5 June 2018 and by UNEP on 14 November 2018. It started in November-December 2018 and was technically completed on 31 December 2022.

4. The project was built closely on the work of UNEP's 'Inquiry into the Design of a Sustainable Financial System' (also referred to here as "the Inquiry"), which has mapped the practice and potential for advancing such an alignment. The Inquiry was itself the object of a terminal evaluation in 2020[8], the report of which constitutes a key input into this evaluation, given that it evaluated, on an interim basis, a large part of the work under components 1 and 2 of the GEF project.

5. The project implementation structure included the UNEP Inquiry team until 2020, the Green Growth Knowledge Platform (GGKP), the Economic and Trade Policy Unit, and others. The main stakeholders of this project were representatives of financial institutions (e.g. Central Banks, stock exchanges, market regulators); government representatives (ministries of finance of G20 countries, for example); investors and project proponents (e.g. infrastructure project developers); and civil society. Those who would have an interest in project outputs and findings included other UNEP divisions (e.g. UNEP Finance Initiative), Convention Secretariats, research institutes, and the general public.

6. Although there were no major changes in project design, the project added, edited or removed a few deliverables and reformulated two of the outputs during its life. The most significant changes occurred internally, with shifts in reporting structures and changes in management within UNEP, following the closure of the Inquiry project and various internal restructurings. The ETP unit, which managed component 3, was located in the Economy Division where a number of related workstreams exist, such as the Green Economy team, UNEP Finance Initiative (UNEP-FI), and high visibility programmes such as PAGE. With the appointment of a new Executive Director in UNEP in 2019, the Inquiry team was moved multiple times, to end up in the Economy Division in 2020. The Inquiry was requested to work through to the middle of 2021 and thereafter the remaining work under Components

[6] Previously 'Economic and Fiscal Policy Unit'
[7] Execution handed over to GGKP mid-2021
[8] https://wedocs.unep.org/handle/20.500.11822/41410

1 and 2 was formally handed over from the Inquiry to the Green Growth Knowledge Platform (GGKP) to enable continuity and support to a broader UNEP discussion on creating / managing / implementing a finance platform.

7. During the inception phase of the evaluation, multiple shortcomings were identified in the project's results framework and theory of change that prevented an accurate assessment of results intended and results achieved. Therefore, this evaluation is based on a reconstructed theory of change and a reorganized results framework that was intended to streamline and illustrate more effectively the intended pathways from activities to impact, regardless of the management structure or administrative division of labour between the executing partners. the revised ToC and results framework were discussed and agreed with the project teams during the inception phase of the evaluation.

8. Overall, the performance of the project is rated as **Moderately Satisfactory**. The main findings from this evaluation are as follows:

Strategic Relevance

9. This criterion examines the extent to which the project was aligned to global priorities, programming frameworks of UNEP, donor and partners policy priorities, and national policy priorities. In its intended purpose and with the reconstructed project objective presented above in mind, the evaluation finds that the project carried a **Satisfactory** level of strategic relevance to the priorities of the funder, the Implementing Agency and the global environmental priorities of the day.

10. However, the evaluation finds that while the project bears significant strategic relevance to the GEF programming priorities, the operational mechanisms allowed by the GEF did not provide a sound institutional context for the project (See 5.1).

Quality of project design

11. An analysis of the quality of project design was completed during the inception phase of this evaluation using UNEPs Evaluation Office template "Assessment of the project design quality". In light of new information, the assessment has been revised. The results of the assessment are presented in **Error! Reference source not found.**, and details may be found in the Inception report, which is available from the UNEP Evaluation Office. Overall, the evaluation found that the quality of project design was **Moderately Unsatisfactory**, due to a combination of shortcomings in the design of the intervention and operational challenges that were present at design stage. One of the evaluations' key finding in regards to the quality of project design is that it did not sufficiently reflect the intent, status and scope of work of the Inquiry – a major intervention that the GEF project was intended to build on and continue.

12. As originally formulated, the causal links between outputs, outcomes and intended impact, were weak. Similarly, the formulation of results statements fell short of necessary and standard elements, impacting monitoring and evaluation and results tracking.

Operational Context

13. When it was launched, this project operated in a highly supportive environment, particularly as regards to the work already accomplished and the visibility of the Inquiry initiative, which it was designed to complement. The Inquiry, including the team and the resources spent over the years, created a solid baseline for this project to spring from. However, the project was also plagued with some difficult external conditions: first, the closing of the Inquiry and the successive "migrations" of the projects' institutional home created disruptions and changes in working methods, personnel, and scope of work. Second, the global COVID pandemic acted as a severe disrupter, requiring the shifting of work under components 1 and 2 from an in-person, relationship-built programme to an online initiative. This led to a loss in momentum towards the end of the project. The external context was found **Moderately Unfavourable.**

Effectiveness

14. Although most of the deliverables intended by the project did materialize in one form or another, the evaluation was unable to ascertain the achievement of some of the outputs for various reasons, the main one being attributability and varying quality and nature of the different deliverables. There are some uncertainties related to the quality and impact of the deliverables and their contribution to the achievement of the output.

15. The project contended with significant restrictions and constraints due to the COVID pandemic, meaning that all in-person events had to be either cancelled or redirected towards online venues. This led to delays in implementation, naturally, and also to reductions in scope of work. In this respect, the project implemented adaptive management strategies that are deemed effective. However, and perhaps owing to these challenges, one final deliverable was not met, which foresaw that "measurable commitments" would be obtained from "working group members relating to sustainable infrastructure development".

16. Regarding outcome achievement, the project faces an issue of attributability, in that it is impossible to determine whether outcome level results were achieved due to project intervention or not. That is due to the formulation of outcomes, but also to a disconnect between the scope of work and the intended outcome result. In the analysis of the evaluation, it is unlikely that Outcomes 1 and 3 have been achieved or will be achieved based on the scope and nature of the outputs delivered. Regarding achievement of the Outcome 2, while it is possible to detect, globally, an increasing global consensus on the need for greening the financial system, it is impossible to determine with any degree of certainty whether this project has had a part in this. However, based on documentary evidence and interviews, the project has delivered another non-formulated and unexpected outcome: it has built capacity among project stakeholders to identify, understand, analyse and plan sustainable finance measures within the scope of their attributions.

17. As a result, it is unlikely that, on its own, the project would achieve its intended impact. This is most certainly because the outcomes and impact statements were all formulated well beyond the scope of what a small project could achieve in three years or less. That is not to say that the project has had no impact; however, it may not have been the one intended. Our analysis finds that lasting impact was achieved in each of the countries where the project operated, and that this impact can be framed in terms of improved policy capacity, knowledge, and increased ability to act towards sustainable finance.

18. The project claimed to be able to reduce 3,113,863 metric tons of GHG emissions directly with an additional 399,823 metric tons indirectly, by 2030. This was done to abide by the requirements of a GEF project. The project's performance against this target is impossible to ascertain simply because the chain of results and intermediate states would be too long to track. Overall the project's effectiveness was rated **Moderately Satisfactory**.

Financial Management

19. Budgets were revised 5 times during the project's execution phase, mostly to take into consideration delays in delivery due to COVID constraints, and to account for changes in institutional management of the project. However, despite some difficulties owing to the complexity in operational arrangements in the project, financial reports were submitted by the executing agencies on time and with sufficient information, and in accordance with accepted procedures at the time.

20. Project staff spent a lot time seeking co-finance and additional funding for specific project activities or sub-components. Initially, all co-finance provided by the project was to be provided in-kind by various UNEP divisions. However, according to the available co-finance report, only some of this co-financing materialized. For components 1 and 2, some 1,331,334 USD were provided out of the intended 2,633,625 USD. For component 3, the co-financing increased from an intended 611,375 USD to 916,628 USD. The reasons for this shortfall are not clear; it could be a simple failure of the organization to adequately quantify the engagement and contributions of staff. Reporting was conducted according to UNEP rules, however complexity in institutional arrangements between executing teams and components may have created additional work burdens,and led to small errors. The overall financial management of the project was rated **Highly Satisfactory**.

Efficiency

21. The UNEP Evaluation Office's guidance for the efficiency criterion requires the assessment of "the extent to which the project delivered the maximum results from the given resources, including "an assessment of the cost-effectiveness and timeliness of project execution." The evaluation finds the project to be **Satisfactory** in terms of its overall efficiency.

22. According to interviews, some aspects of the work were constrained by delays in procedures, procurement and recruitment approvals and some of the project team were frustrated by the pace and complexity of UNEP's financial and administrative decision-making. This was further compounded by

the changes in accountability lines and institutional structures within the project, as well as the COVID pandemic. Adaptation to the COVID pandemic included shifting resources from in-person activities to online programming and adding new deliverables in countries, that would be delivered through national organizations. This model of delivery (through national partners and organizations) appears to have been highly efficient and was found successful both by project staff and by country participants. This allowed for a high level of consistency with national policy priorities and strong country-buy in of outputs.

23. The evaluation finds that the project was highly effective at building synergies and creating partnerships outside of UNEP, with national level partners and international institutions. These synergies and partnership were instrumental in delivering project outputs and giving high profile visibility to the project's achievements.

Monitoring, Reporting

24. The project results framework could have provided a stronger context for M&E. In particular, the seemingly semantic confusion between deliverables and outputs, targets and indicators present in the initial results framework, might have led to challenges in reporting on key performance indicators and targets in the project. The project's indicators did not sufficiently capture the crucial qualitative dimensions of the work. The results framework contains no gender-disaggregated indicators; this is likely because none of the indicators (which were for the most part related to the number of documents or policies) included in the results framework lent themselves to such disaggregation. The inclusion of qualitative indicators might have facilitated such integration. Monitoring and reporting systems were found to be **Satisfactory**.

Sustainability

25. The overall likelihood of sustainability of project outcomes is rated as **Moderately Unlikely**. Likelihood of sustainability, broader adoption, scaling and replication varies between outputs and components. Our analysis shows that the key deciding factor in determining likelihood of sustainability is the continued presence of national institutional leadership that is favourable to advancing the goal of the project. This only materialized in some countries, or in some cases.

26. As noted above, the high rate of staff turnover at the closure of the Inquiry project, as well as the changes in institutional anchoring within UNEP, probably contributed to undermining the internal sustainability of the project's work. Some elements of the work are continuing in other parts of UNEP and the UN system, however. Many of the platforms created or encouraged through this project continue to exist (e.g., Sustainable Infrastructure Forum, Financial Centers for Sustainability (FC4S) and Green Digital Finance Alliance (GDFA)), and some have ceased to function (e.g. the Sustainable Infrastructure Working Group). The studies and reports developed are still available on the Green Finance website and knowledge portal, and the GGKP continues to be operational, as well as the UNEP Finance Initiative, although it does not fulfil the same mandate. Certain countries, for example, Kazakhstan and India, continue the work through the mobilisation of other resources. Interviews confirm that the capacity and knowledge that was built through this project, will be maintained and is actively used in stakeholder work.

Factors Affecting Performance and Cross-Cutting Issues

27. Overall this criteria was rated **Satisfactory**. Aspects of operational and financial management may have created complexity and contributed to internally conflictual relations. For example, many of the sources of disagreement revolved around administrative procedures, the pace of delivery and the flexibility (or lack thereof) of rules for an initiative that was intended as "a disruptor" and "an innovator".

28. The restrictions faced by the project team during the COVID 19 pandemic contributed significantly to derail implementation. Since much of the work depended on the convening power of the Inquiry team, the in-person meetings and lobbying required to advance the project's agenda could not be completed. And while the team did its best to redirect and adaptively manage deliverables in this context (ie by holding meetings online), the context did not lend itself well to the achievement of impactful changes.

29. One of the strengths of the GEF project was the strong level of buy-in and stakeholder engagement. Indeed, without the active and strategic communications strategies that were implemented through these projects, none of the results would have materialized.

30. This evaluation also finds that the GEF, as a financial instrument, was not well suited to contribute to the implementation of the project. This is because a project-type vehicle does not allow for long-term engagement and fluidity of results. The GEF's requirement of achievement of global environmental benefits does not apply – should not be applied – to long-term institutional transformation, market reorientations, political changes or deep policy overhauls.

31. There was no explicit effort to highlight issues related to human rights or gender in this project. Given that there were no gender-specific indicators, there was no way of tracking progress in integrating these issues, or to determine how the project might influence gender or human rights issues in the countries or globally. However, many women participated in project activities at country level and at global level within UNEP. Some of the studies and reports do integrate gender issues, particularly those that are related to businesses (e.g. in India or Mexico). Other outputs and products did not lend themselves well to such integration.

Evaluation criteria	Summary Assessment	Rating
Strategic Relevance		**Satisfactory**
Alignment to UNEP's MTS, POW and strategic priorities	The project was well aligned to the sustainable finance priorities expressed in UNEP MTS, POW and Strategic Priorities.	**Highly Satisfactory**
Alignment to Donor/Partner strategic priorities	The project was relatively well aligned to the GEF priorities, however alignment with the climate change objectives carried some wenknesses in terms of attributability of pGHG emissions reductions to project activities.	**Satisfactory**
Relevance to regional, sub-regional and national issues and needs	The project was well aligned to the priorities of countries, however, there were reductions in scope and changes in country-level work due to changing levels of country commitment.	**Moderately Satisfactory**
Complementarity with existing interventions	The project was well articulated in terms of synergies and collaboration with other ongoing interventions.	**Satisfactory**
Quality of Project Design	The quality of design carried significant shortcomings in terms of chain of results, clarity of result formulation, indicators and targets, which impacted on the project's M&E system and its ability to measure and attribute its results.	**Moderately Unsatisfactory**
Nature of External Context	The context was favourable at the beginning, however the COVID crisis created a context in which many of the activities could not be implemented as planned.	**Moderately Unfavourable**
Effectiveness	The project achieved a moderate level of effectiveness. Some of the outputs and outcomes are not met. The likelihood of impact achievement is low.	**Moderately Satisfactory**
Availability of outputs	Most of the output are delivered, however the scope and quality of work may not meet the originally intended levels.	**Moderately Satisfactory**
Achievement of project outcomes	The project had not achieved its outcomes at closing, and their achievement was moderately likely on the basis of current condtions.	**Moderately Satisfactory**
Likelihood of impact	The likelihood of impact achiveemnet is low on the basis of the scope of work achieved under the various outputs. This is likely because the intended goal and objective of the project were overly ambitious.	**Unlikely**
Financial Management	Financial management occurred satisfactorily without any shortcomings.	**Highly Satisfactory**
Adherence to UNEP's policies and procedures	The project adhered to UNEP policies and procedures.	**Highly Satisfactory**
Completeness of project financial information	All information required was complete. However multiple layers of reporting created complications for financial management.	**Satisfactory**
Communication between finance and project management staff		**Not rated**

Evaluation criteria	Summary Assessment	Rating
Efficiency	The project demonstrated suitablelevels of efficiency. Resources were not completely spent; the project was able to conduct adaptive management to reorient some of the work during COVID.	**Satisfactory**
Monitoring and Reporting	Monitoring and reporting was adequate per UNEP standards.	**Satisfactory**
Monitoring design and budgeting	The design of the monitoring system carried the shortcomings of the project's results framework and theory of change, which made tracking difficult.	**Moderately Satisfactory**
Monitoring of project implementation	Project implementation monitoring and reporting were undertaken according to requirements by the various project teams and by UNEP as an EA.	**Satisfactory**
Project reporting	All reports were available.	**Satisfactory**
Sustainability	Many of the project interventions would require continued intervention to continue to generate results.	**Moderately Unlikely**
Socio-political sustainability	The key deciding factor in determining likelihood of sustainability is the continued presence of national institutional leadership that is favourable to advancing the goal of the project. This only materialized in some countries, or in some cases.	**Moderately Likely**
Financial sustainability	The financial sustainability of the project faced multiple challenges. Project outcomes would require continued financial input to materialize at the expected level. The exit strategy for this project was not clear	**Moderately Unlikely**
Institutional sustainability	The project's sustainability was dependent on outside conditions to such an extent that it is impossible to say which of the outcomes will be sustainable in the long-term. Interviews confirm that the capacity and knowledge that was built through this project, will be maintained and are actively used in stakeholder work	**Moderately Likely**
Factors Affecting Performance	The project performed well despite a number of issues affecting the delivery of outputs.	**Satisfactory**
Preparation and readiness	The project fared well in terms of preparedness. This is largely because it came on the heels of, and to continue the work of the Inquiry initiative. Networks and partnerships were already in place and the work was well known by partners.	**Highly Satisfactory**
Quality of project management and supervision	Some aspects of operational and financial management that may have created complexity and contributed to internally conflictual relations.	**Satisfactory**
UNEP/Implementing Agency:	Since UNEP was both the implementing agency and the executing agency, there may have also been some confusion and conflict over supervisory roles. However, in practice, the division of labour between the executing partners was very clearly established	**Satisfactory**
Partner/Executing Agency:	Each executing agency delivered its role with adequate levels of control and supervision.	**Satisfactory**
Stakeholder participation and cooperation	The project maintained a high level of stakeholder participation, cooperation, synergies and collaboration throughout, despite interruptions from COVID 19 restrictions.	**Highly Satisfactory**
Responsiveness to human rights and gender equity	Given that there were no gender-specific indicators, there was no way of tracking progress or to determine how the project might influence gender or human rights issues in the countries or globally. However, many women participated in project activities at country level and at global level within UNEP. Some of the studies and reports integrate gender issues while others did not lend themselves well to such integration.	**Moderately Unsatisfactory**

Evaluation criteria	Summary Assessment	Rating
Environmental and social safeguards	A thorough screening was conducted at design stage. Given the nature of the work completed, no negative environmental or social consequences could be expected. The initial risks were very low and no safeguards risks were triggered by the project.	**Moderately Satisfactory**
Country ownership and driven-ness	The COVID pandemic had a direct impact on the availability of high-level political leaders. However, the project was able to maintain ties with partner countries and the stakeholders were able to deliver interesting products, policy documents, studies and tools. Most of the stakeholders remained highly engaged, through regular online meetings and knowledge sharing throughout the project.	**Satisfactory**
Communication and public awareness	One of the strengths of the GEF project (and the Inquiry) was the strong level of buy-in and stakeholder engagement. Indeed, without the active and strategic communications strategies that were implemented through these projects, none of the results would have materialized	**Highly Satisfactory**
Overall Project Rating		**Moderately Satisfactory**[9]

Conclusions

32. In summary, based on the evidence available, the evaluation concludes that the project performed well and delivered most of its intended work, but that in some cases, the quality of the work fell short of expectations. The project was also highly successful in continuing the work of the Inquiry in terms of stakeholder engagement, lobbying and advocacy. There were also several aspects of the project that limited its impact and sustainability, such as a low level of ownership of the project within UNEP, particularly towards the end; complex administrative and operational systems; the inability of implementing a gender strategy; and the inability to meet its co-financing commitments or to leverage finance to support continuation of project work.

33. The importance of individual leadership and relationships in the deployment of the Inquiry and the GEF project cannot be underestimated. Once key proponents withdrew – this includes senior-most GEF and UNEP leadership – institutional appetite for continuing the project waned. At country level, the project was successful in generating some highly relevant, impactful, and innovative work among key stakeholders in the finance world. This work has also generated interest among national level platforms and broader constituencies, and it should be highlighted, sustained, and brought forward as best practice examples.

34. Conclusion 1: The GEF project vehicle may not have been the most appropriate financing mechanism for this work. The GEF mechanism came with operational constraints that did not lend themselves well to the type of upstream, policy or think-tank work this project entailed. Tying the project's work to a measurable global environmental benefit may have been unrealistic. Furthermore, the GEF project vehicle also came with constraints in adaptive management that did not support a demand-driven and partnership-based delivery model.

35. **Conclusion 2**: Operational division of work between components led to a missed opportunity in terms of knowledge sharing among the different workstreams. The disconnected project design between the three components also did not facilitate bridges between components. To support sustainability of outcomes, a learning and communication strategy would have been useful.

36. **Conclusion 3**: The multiplicity of similar initiatives and learning platforms makes it difficult for UNEP to determine and measure its influence on policy processes. Many of the intended outcomes of this project are impossible to measure because they are influenced by multiple variables and processes outside the scope of any project. Again, flaws in project design also make it difficult to measure project results. Using knowledge platforms and networking may be efficient ways of distributing knowledge, but without effective monitoring these run the risk of losing influence.

[9] The overall score = 3.86 was arrived at using the weighted ratings tool provided by the Evaluation Office of UNEP.

37. **Conclusion 4**: Institutional instability and internal change within UNEP creates disruptions in project implementation and may contribute to distress among project staff. Changes in accountability, administrative restructuring, changes in work ethic, norms and practices during project implementation create stress and added work burden for project teams. Loss of staff often results in loss of institutional memory when documentation of processes and decisions isn't complete, or when relationships cannot be duplicated, leading to duplication and repetition between projects.

38. **Conclusion 5**: Flaws in project design have real implications for project implementation particularly in times of staff change or administrative transition. Project designs should express with as much clarity as possible the logic chain that starts with activities and ends with impacts. When logic linkages are not fully visible, or when parts of projects are added on for policy or political reasons, monitoring and evaluation become impossible, coordination becomes difficult, and in some cases, the results of project fall short of expectations.

Recommendations

39. **Recommendation 1**: The GGKP should develop a best practice in sustainable finance report drawing on the country work completed during this GEF project and other initiatives. This work could also further refine the Roadmap guidance and tools to make them more actionable by future generations of planners.

40. **Recommendation 2**: UNEP should endeavour to monitor the use and influence of its knowledge-based activities, such as platforms, working groups, websites, and more. To the extent possible, explicit knowledge management and learning strategies should be integrated into programs and projects to ensure iterative learning and avoid repetition or duplication. Project teams are encouraged to integrate trackable, long-term knowledge and learning strategies in future projects.

41. **Recommendation 3**: Future similar initiatives within UNEP should be housed administratively in a sound and stable manner, enabling staff and project beneficiaries to deploy activities in a way that encourages institutional memory, knowledge and resource retention, stability and sustainability. Project teams should ensure to document decision-making within projects and to ensure that staff changes do not affect relationships with partners. The project team is advised to undertake a documented internal review of any ongoing project designs against this recommendation.

42. **Recommendation 4**: UNEP should be mindful of project design constraints and document fully the assumptions made and baseline contexts of future similar projects, especially those that are used as partial vehicles for channelling resources to broader initiatives. Project teams are advised to ensure that projects under design take into account this recommendation.

1 Introduction

43. In its 2016 global report, UNEP's Inquiry into the Design of a Sustainable Financial System reported that there was a considerable momentum towards alignment of financial systems with sustainable development and climate change mitigation needs but pointed out the rather modest levels of measured green credit, green bonds, and investment in sustainable infrastructure. Transformation, the report concluded, required a more systemic approach to scaling up ambitious national roadmaps, and ways to leverage these initiatives at the international level. It was determined that harnessing the financial system is a pre-requisite to delivering the transition to a low-carbon, resilient, and inclusive economy, as part of the wider shift to sustainable development.[10]

44. The aim of this GEF-financed project (titled "*Aligning the financial system and infrastructure investments with sustainable development - a transformational approach*") was to build international consensus to align financial systems with the SDGs, and to catalyse national regulatory actions and regional sustainable infrastructure investments. The approach would then be available to be scaled-up elsewhere and applied to infrastructure development projects and initiatives around the globe. The project operated in 8 countries (China, Kazakhstan, India, Mexico, Mongolia, Nigeria, with operations in Ghana and Rwanda added as a result of cofinancing), and was organized in three main components, each managed by a different team within UNEP:

- Component 1: Catalyse national action.
- Component 2: Build international consensus around best practice.
- Component 3: Promote sustainable infrastructure investments.

45. The Project Donor was the Global Environment Facility (GEF). The GEF **Implementing Agency** was the UNEP Climate Mitigation Unit. It was responsible to the GEF for the project's oversight, the use of resources as written in the Project Document, or any amendments agreed to it by all donors. The project had two executing agencies comprised of the following: the Sustainable Infrastructure Team in the Economic & Trade Policy Unit[11] (this was the **Lead Executing Agency**), and the UNEP Inquiry Team (UNEP Inquiry / UNEP Finance Initiative / GGKP [12]) which was the **Co-Executing Agency**[13]. The executing agencies were responsible for day-to-day management and execution of the project, including financial management and project reporting.

46. This is a Medium Size Project (MSP) whose total cost was US$ 5,275,000 with a GEF allocation of US$ 2,000,000 to the project and 30,000 for the Project Preparation Grant (PPG), and the remainder consisting of a co-financing amount of US$ 3,245,000 being provided as in-kind contribution of US$ 2,633,625 by the Inquiry Team and US$ 611,375 by the Sustainable Infrastructure Team. The project was approved by the GEF CEO on 5 June 2018 and by UNEP on 14 November 2018 and by. It started in November-December 2018 and was technically completed on 31 December 2022. It was intended to contribute to the expected accomplishment b) of the 2018-2019 UNEP Programme of work "Public, private and financial sectors increasingly adopt and implement sustainable management frameworks and practices"[14].

47. The project was built closely on the work of UNEP's 'Inquiry into the Design of a Sustainable Financial System' (also referred to here as "the Inquiry"), which has mapped the practice and potential for advancing such an alignment. The Inquiry was itself the object of a terminal evaluation in 2020[15], the report of which constitutes a key input into this evaluation, given that it evaluated, on an interim basis, a large part of the work under components 1 and 2 of the GEF project.

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[10] UNEP (2015), Aligning the Financial System with Sustainable Development.
[11] Previously 'Economic and Fiscal Policy Unit'
[12] Execution handed over to GGKP mid-2021
[13] During project design and at the beginning of implementation the UNEP Inquiry team was hosted in the Policy and Programming Division, then it moved to the New York Office, and finally was hosted in the Economy Division, until the Inquiry was closed in 2021.
[14] UNEP, Programme of work and budget for the biennium 2018-2019, available here: https://wedocs.unep.org/handle/20.500.11822/7707
[15] https://wedocs.unep.org/handle/20.500.11822/41410

48. In line with the UNEP Evaluation Policy[16] and the UNEP Programme Manual[17], this Terminal Evaluation of the Project 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), including their sustainability. The primary intended audience of this report is the GEF and UNEP Evaluation Offices, the Executing entities and the Economy Division of UNEP.

49. 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.

[16] *https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies*
[17] *https://wecollaborate.unep.org*

2 Evaluation Methods

50. The terminal evaluation used a mix of methods to collect and analyse evaluative evidence. First, the evaluation considered all documented outputs and available documentation from the project implementation team. A key input was the terminal evaluation of the Inquiry Project which had been conducted in 2022 and whose report included an interim analysis of many of the activities, outputs, and outcomes of the present project. Interviews with key stakeholders were also sought to support analytical outputs of the evaluation and an online survey was also disseminated to project stakeholders, beneficiaries, and participants. Key informants who responded to requests for information during the evaluation were:

- UNEP Inquiry Staff and Project staff (9 people, men and women, participated)
- Representatives of countries in which the project operated or organizations with whom the project partners (three people participated).

51. A full list of people contacted is in Annex 3. To the extent possible, triangulation was sought using interviews and a qualitative assessment of project outputs, along with secondary sources of information (for example, independent media reports). Preliminary findings were presented in summary form to the project team and the draft report was subject to verification for any inaccuracy.

52. As indicated in the Terms of Reference (Annex 1) the evaluation used 9 evaluation criteria and sub-criteria that structured the collection and analysis of information and allowed for standardized ratings along a 6-point scale ranging from highly unsatisfactory or likely to highly satisfactory or likely. These are summarized in the Annex 5, Evaluation Framework and Survey. An analysis of the quality of project design and theory of change was conducted during the inception phase of the evaluation, and is included in the Inception Report, which is available in full from the Evaluation Office and parts of which are summarised in this report.

53. In addition to the evaluation criteria, the evaluation also sought to provide answers to the strategic questions listed below, which are addressed in the Conclusions section of this report.

- **Q1:** The project used infrastructure as an entry point to couple financial sector support with on-the-ground investments that support sustainable development. To what degree of success did the project catalyze national regulatory actions and regional sustainable infrastructure investments?
- **Q2**: With regard to the Working Groups that were established by the project to support the participating countries ensure that their infrastructure investments are able to contribute to their national sustainable development needs, to what extent was this collaborative approach effective?
- **Q3:** What changes were made to adapt to the effects of COVID-19 and how might those changes have affected the project's performance?
- **Q4:** With regard to the issue of gender in sustainable finance, how and to what extent has project performance been affected by the integration of/absence of gender considerations during project implementation?

54. This evaluation faces a key limitation that should be taken into consideration when reading this report. Due to a high rate of staff turn-over following the closure of the Inquiry project, many of the original project team members and executing partners at UNEP level or in countries had moved on, and project activities had long been completed, leaving a gap in institutional memory that was not covered by existing institutional memory keeping systems. Despite our best efforts, it was not possible to reach all project partners and to have meaningful interviews with all key informants. The survey did not elicit sufficient responses to be considered a useful tool, and there may have been language barriers that prevented local partners from answering questions. The evaluation sought to fill the information gaps by considering all available documentary evidence.

55. The evaluation has opted not to repeat the findings of the evaluation of the Inquiry as they related to Components 1 and 2, except where there were discrepancies or where additional evidence required a revision of the initial findings. The consultant is thankful for the collaboration of the

consultants who undertook the Inquiry Terminal Evaluation, and concurs with most, if not all, of the findings. Where relevant, these are summarized here.

56. Throughout this evaluation and in the compilation of the Final Evaluation Report, efforts have been made to represent the views of all relevant stakeholders. Data were collected with respect for 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.

3 The Project

3.1 Project Context

57. In its 2016 global report, UNEP's Inquiry into the Design of a Sustainable Financial System (hereinafter referred to as UNEP Inquiry) reported that there was a considerable momentum towards alignment of financial systems with sustainable development and climate change mitigation needs but pointed out the rather modest levels of measured green credit, green bonds, and investment in sustainable infrastructure. Transformation, the report concluded, required a more systemic approach to scaling up ambitious national roadmaps, and ways to leverage these initiatives at the international level. It was determined that harnessing the financial system is a pre-requisite to delivering the transition to a low-carbon, resilient, and inclusive economy, as part of the wider shift to sustainable development.[18]

58. In an effort to address the root causes and barriers to the global environmental and/or adaptation problems, three domains of intervention need to work side by side, complementing and reinforcing each other's effectiveness. First, <u>reforms in the real economy</u> (for example, through carbon pricing and measures to increase energy efficiency) are critical to aligning financial and capital markets. Also critical is the second domain, namely the <u>smart use of limited public funds</u>. And third, the much less understood domain, encompasses measures within the financial system itself to <u>green private finance</u> through adjustments to key policies, regulations, standards, and norms, in tandem with market innovations. It is the third domain that has received least attention in the past.

59. The aim of this GEF-financed project was to build international consensus to align financial systems with the SDGs and to catalyse national regulatory actions and sustainable infrastructure investments. The project was built closely on the work of UNEP's Inquiry project and was designed to stimulate an enabling environment in which countries would agree to regulatory measures to promote sustainable development and green financing. These in turn, would influence specific sustainable infrastructure investments and the combined experiences would be used to develop international best practices for green finance and sustainable infrastructure investment as the next step in widespread national take-up of these measures.

60. The project was designed to catalyse country-based policy work in 7 countries with partners that included government, private sector, financial institutions and civil society organizations to demonstrate best practice in generating change towards realignment of financial systems towards the SDGs and climate change. The project also worked at global and regional levels by engaging with partners and forums such as the G20 and others. A condensed version of the initial results framework is summarized in Table 1.

61. The GEF project received CEO Endorsement approval on 08 June 2018, with start of implementation for Component 1 and 2 (UNEP Inquiry) on 27 December 2018 and Component 3 (Economic & Trade Policy Unit /ETP-U) on 14 November 2018 for a 24 month duration. There was an additional 24-month extension across three extension periods, exacerbated by the global COVID-19 pandemic. Three extension periods were issued: Extension 1 to 31 August 2021 (+ 8 months) for all three components. Extension 2 to 30 June 2022 (+18 months) by the ETP-U and Extension 3 to 31 December 2022 (+24 months) requested by Inquiry/UNEP FI.

3.2 Results Framework

62. The project's initial results framework was comprised of three components and outcomes, supported by 12 outputs. Components 1 and 2 were managed by the UNEP Inquiry Team/UNEP-FI, while Component 3 was managed by the sustainable infrastructure team in the Economic & Fiscal Policy Unit (ETP-U).

63. The main outcomes sought by the project were: 1) an agreement by governments to develop, implement and monitor sustainable finance roadmaps; 2) international consensus on best practices to

[18] UNEP (2015), Aligning the Financial System with Sustainable Development.

green the financial system; and 3) Increased commitment by the investment community to the sustainable infrastructure investment principles.

Table 1: Initial Abridged Results Framework[19]

Component	Outputs	Outcomes	Outcome Indicators
Component 1: Catalyse national action.	**Output 1.1**: Tools to assess and measure progress in shaping national financial system and allow benchmarking across countries are developed **Output 1.2**: Six partial or complete country roadmaps are drafted **Output 1.3**: Roadmap implementation support for 2 countries	**Outcome 1**: Governments agree to develop, implement and measure the impact of one or more recommendations from their country roadmaps.	**Indicator 1**: # of Sustainable Finance Roadmaps endorsed by the respective national governments, including the identification of at least 2 recommendations that the governments agree to implement
Component 2: Build international consensus around best practice	**Output 2.1**: Dialogues to build consensus around best practices for green financial system are held at G7, G20, the WBG/UN Environment Roadmap on Sustainable Finance and the Group of Friends of SDG Financing **Output 2.2**: Accompanied learning strategies from national experiences in greening the financial system are developed and agreed **Output 2.3**: A Global Learning Platform to build and capture consensus on harmonised green financing policies, regulations and norms is operational	**Outcome 2:** Building international consensus on best practices (e.g. policies, regulations, standards and norms) to green the financial system	**Indicator 2**: # of official statements issued or communicated by the G7 or G20 (etc.) that explicitly promote greening the financial system in the specific context of supporting SDGs (Sustainable Development Goals)
Component 3: Promote sustainable infrastructure investments	**Output 3.1**: Sustainable Infrastructure Working Group is launched **Output 3.2**: Sustainable infrastructure investment principles developed and presented to Working Group investors and stakeholders **Output 3.3**: Planned major infrastructure investments are mapped and overlaid against areas of globally significant environmental risk related to 3 MEAs **Output 3.4**: Environmental impacts of the mapped infrastructure are estimated **Output 3.5**: At least one infrastructure investment is identified, a set of specific sustainable investment criteria is developed, and environmental and socio-economic impacts are modelled **Output 3.6**: Measurement framework to track performance against	**Outcome 3:** Increased commitment by the investment community to the sustainable infrastructure investment principles	**Indicator 3**: # of principle sets adopted by the Sustainable Infrastructure Working Group for sustainable infrastructure investments

[19] CEO Endorsement Document, 2018.

Component	Outputs	Outcomes	Outcome Indicators
	Working Group commitments is developed and tested on at least one infrastructure investment		

3.3 Stakeholders

64. The main stakeholders of this project were representatives of financial institutions (e.g. Central Banks, stock exchanges, market regulators); government representatives (ministries of finance of G20 countries, for example); investors and project proponents (e.g. infrastructure project developers); and civil society. Those who would have an interest in project outputs and findings included other UNEP divisions (e.g. UNEP Finance Initiative), Convention Secretariats, research institutes, and the general public. A broad stakeholder analysis was conducted at design stage, which is re-examined throughout this evaluation.

Table 2: Stakeholder Analysis

Stakeholder Group/List	Stakeholder Roles (as discussed in ProDoc)	Interest/ Influence (Low to High)
International institutions		
• Bank for International Settlements (BIS) • Financial Stability Board (FSB) • Global Green Growth Institute (GGGI) • International Finance Corporation (IFC) • International Institute for Sustainable Development (IISD) • International Monetary Fund (IMF) • Multilateral development banks (notably the World Bank, and the Asian Development Bank [ADB] and the Asian Infrastructure Investment Bank [AIIB] in the context of Central Asia) • Organization for Economic Cooperation and Development (OECD) • United Nations agencies (notably UNCTAD, UNDP, UNECE, UNITAR and UN Women)	Through the GEF-financed project, UN Environment will leverage these existing partnerships and relationships to ensure broad engagement with, and support to, the Global Learning Platform and the infrastructure Working Group. Roadmap development in the six target countries will in many cases build on, and in turn support, parallel green finance initiatives being undertaken by partners—such as EBRD's support to the development of a Green Financial System in Kazakhstan in conjunction with the Astana International Financial Centre. Dialogue events will be held on the margins of larger international events (G7, G20, etc.) and will inevitably involve—for both substantive content as well as practical logistical reasons—other international institutions (hosting and/or attending the larger events). UN Environment is in discussions with UN Women on the possibility of injecting an explicit gender element into UN Environment's work on sustainable infrastructure.	**High/High**
International financial initiatives		
• Alliance for Financial Inclusion (AFI) • GreenInvest • Green Digital Finance Alliance (GDFA) • Green Growth Knowledge Platform (GGKP) • Green Infrastructure Investment Coalition (GIIC)	UN Environment is already heavily involved in many of these initiatives (and, indeed, serves as the secretariat for a number of them) and will use the GEF-financed project to promote cross-initiative learning, dialogue and strategic direction. The initiatives will	**High/Medium**

Stakeholder Group/List	Stakeholder Roles (as discussed in ProDoc)	Interest/ Influence (Low to High)
• Principles for Responsible Investment (PRI) • Principles for Sustainable Insurance (PSI) • Sustainable Banking Network (SBN) • Sustainable Stock Exchanges Initiative (SSE) • Task Force on Climate-Related Financial Disclosures (TCFD)	form an integral element of the Roadmaps, Roadmap tools and dialogues under Component 1; the Global Learning Platform under Component 2; and will inform the deliberations of the Working Group under Component 3.	
National institutions		
China • China Banking Regulatory Commission (CBRC) • China Green Finance Council (CGFC) • China International Institute of Green Finance (IIGF) • Chinese Academy for Environmental Planning (CAEP) • China Centre for SCO (Shanghai Cooperation Organization) Environment Cooperation (CSEC) • Institute of Scientific and Technical Information of China (ISTIC) • Ministry of Environmental Protection (MEP) • Ministry of Finance (MoF) • National Development and Reform Commission (NDRC) • People's Bank of China (PBOC) *India* • Ministry of Environment and Forests (MoEF) • Ministry of Finance (MoF) • Ministry of New and Renewable Energy (MNRE) • Ministry of Power (MoP) • National Institute of Public Finance and Policy (NIPFP) • National Stock Exchange of India (NSE) • NITI Aayog (formerly the Planning Commission) • Reserve Bank of India (RBI) *Kazakhstan* • Astana International Financial Centre (AIFC) • Kazakh Invest • Kazakhstan Chamber of Commerce • Kazakhstan Chamber of Entrepreneurs • Ministry of Energy (MoE) • Ministry of Environmental Protection (MEP) • Ministry of Finance (MoF) *Mexico* • Central Bank of Mexico (BM) • Mexican Banking Association (ABM) • Mexican Stock Exchange (BMV)	National institutions will participate in the Roadmap development process in each of the 6 target countries, working in conjunction with UN Environment and relevant lead ministries. National institutions will provide the GEF-financed project with the mandate to pursue green finance activities, will convene stakeholders, will contribute to national and international knowledge-sharing, and will formally endorse completed national Roadmaps. With regard to the sustainable infrastructure, national institutions will work with investors and the Working Group to facilitate infrastructure investments and to ensure such investments are aligned with national policy priorities (including NDCs), as well as ensuring compliance with standard regulatory requirements.	**High/High**

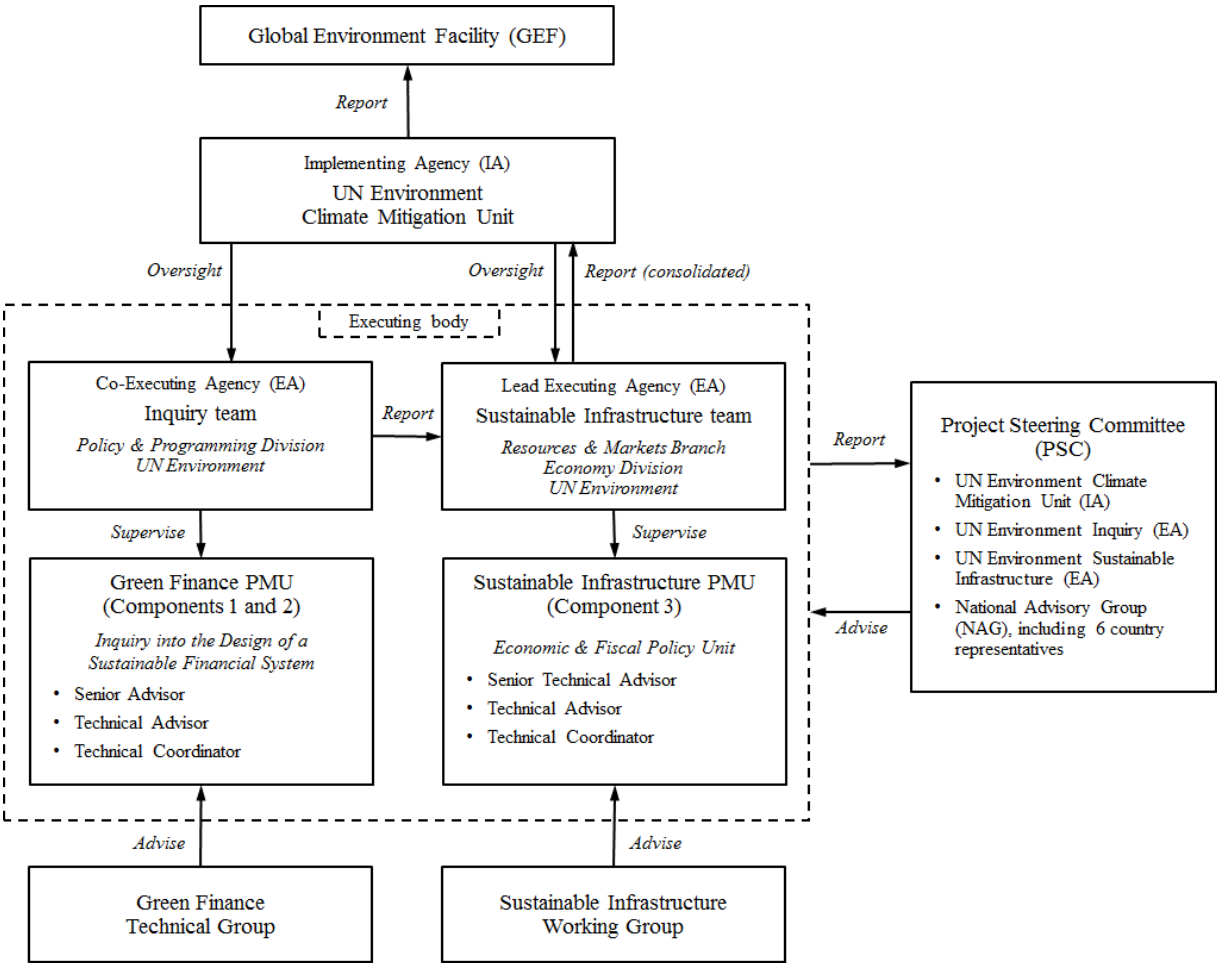
Stakeholder Group/List	Stakeholder Roles (as discussed in ProDoc)	Interest/ Influence (Low to High)
• National Institute of Ecology and Climate Change (INECC) • Secretariat of Economy (SE) • Secretariat of the Environment and Natural Resources (SEMARNAT) *Mongolia* • Invest Mongolia • Ministry of Economic Development • Ministry of Energy • Ministry of Finance • Ministry of Nature, Environment and Green Development • Mongolian Bankers' Association (MBA) • Mongolian National Chamber of Commerce and Industry (MNCCI) *Nigeria* • Bankers' Committee • Central Bank of Nigeria (CBN) • Green Bonds Advisory Group (GBAN) • Ministry of Environment (MoE) • Ministry of Power, Works and Housing (MPWH)		
NGOs		
• Regional Environmental Centre for Central Asia (CAREC) • Climateworks Foundation • Oak Foundation • World Wildlife Fund (WWF) • Zoi Environment Network • Others to be included as initial Working Group membership is finalized and—during the second year of project implementation—membership is expanded.	NGOs will provide guidance and leadership on sustainable infrastructure investment principles and criteria, serving as a counterweight to the more commercially driven views of private-sector Working Group partners. WWF may also be involved in the infrastructure mapping under Output 3.3 (with UN Environment's World Conservation Monitoring Centre). WWF will also leverage its own initiatives and networks in support of the GEF-financed project, notably its "China for a Global Shift" initiative.[20]	**High/Medium**
Private sector investors and companies		
The list of private sector stakeholders will be dependent on which businesses join the Working Group, as well as which infrastructure investment is ultimately selected for support under Component 3. UN Environment is already engaged in discussions with a large number of potential private sector project participants, including Altus Impact, Broad Group, BYD, Zonenergy Com Elion and Everbright International. The group of private sector stakeholders engaged will include not only investors, but also companies directly involved in the construction of infrastructure projects.	Private sector actors will provide industry leadership through participation in the Working Group—including agreeing to conform to the Principles and sustainable investment criteria developed by the Working Group, and ensuring their infrastructure investments are implemented accordingly.	**Medium/Medium**

[20] http://wwf.panda.org/what_we_do/footprint/transforming_china/.

3.4 Project Implementation Structure and Partners

65. Project funding was provided by the Global Environment Facility (GEF). The GEF **Implementing Agency** was the UNEP Climate Mitigation Unit which was responsible to the GEF for the project's oversight, the use of resources as written in the Project Document, or any amendments agreed to it by all donors. The project had two executing agencies: the Sustainable Infrastructure Team in the Economic & Trade Policy Unit acting as the **Lead Executing Agency**), and the Inquiry Team (UNEP Inquiry / UNEP Finance Initiative until 2020, and later GGKP from mid-2021), acting as the **Co-Executing Agency**. The executing agencies were responsible for day-to-day management and execution of the project, including financial management and project reporting. At the end of the project, the implementing and executing agencies were housed in the Economy Division of UNEP; however the Inquiry team was first hosted in the Policy and Programming Division, then moved to the New York Liaison office, before joining the Economy Division. The project implementation structure is illustrated in the figure below.

Figure 1. Organizational arrangements



66. The project steering Committee (PSC) was responsible for oversight of the project. It met every year at least. The Director of the Inquiry and the Senior Economist of UN Environment's Economic and Trade Policy Unit acted as the PSC's co-Secretariats. The other PSC members were the UN Environment Climate Mitigation Unit Task Manager and 6 country representatives who also comprised a "National Advisory Group". The main functions of the PSC were to review project progress, including progress against GEBs, approve annual work plans and budgets, provide strategic guidance to the project, and approve management decisions to ensure timely delivery of quality outputs.[21]

[21] CEO Endorsement, 2018.

67. Project partners were varied and changed during the course of implementation. Many of the project partners were the same partners as the Inquiry project, particularly in terms of global forums and organizations (see stakeholders in 3.3 above). Country specific partners were NGOs or private sector organizations that either received funding from the project, or conducted joint activities under project objectives.

3.5 Changes in Design during implementation

68. Although there were no major changes in project design, the project added, edited or removed a few deliverables and reformulated two of the outputs during its lifetime. In addition, some wording adjustments were made on Outputs (3.2 and 3.6). These changes were taken into consideration when completing the evaluation[22].

69. With regard to country participation, Rwanda and Ghana were not included as part of the original project; they were added later as a result of implementation of some activities in these two countries that related to the Project.

70. The most significant changes occurred internally, with shifts in reporting structures and changes in management within UNEP, following the closure of the Inquiry project and various internal restructurings. The Inquiry into the Design of a Sustainable Financial System and the Inquiry team, moved from the Policy and Programming Division, to the New York Office and then to the Economy Division by the new UNEP Executive Director in UNEP in 2019, where it would sit with a number of related workstreams, such as the Green Economy team, UNEP Finance Initiative (UNEP-FI), and high visibility programmes such as PAGE. The Inquiry worked through to the middle of 2021 and thereafter the remaining work under Components 1 and 2 were formally handed over from the Inquiry to the Green Growth Knowledge Platform (GGKP) to enable continuity and support to a broader UNEP discussion on creating / managing / implementing a finance platform.

71. Other changes were made to accommodate the changes in delivery mechanisms during the COVID-19 pandemic. As a result, the project implementation suffered from delays; originally planned to be implemented over a 24-month period from January 2019 to December 2020, the project had to undergo three extensions and revisions until December 2022 to ensure all planned activities were completed. Other than that, there have been no major setbacks to the project that have adversely affected its completion.

Table 3. Project Duration and extensions

Completion Date	**Planned**	31 December 2020
	Revised	31 August 2021 (Rev 1)
		30 June 2022 (Rev 2 for the ETP Unit)
		31 December 2022 (Rev 3 for the Inquiry / UNEP FI / GGKP)
		31 December 2022 (Rev 4 for ETP Unit)
		31 January 2024 (rev 5 for ETP Unit)

3.6 Project financing

72. This is a Medium Size Project (MSP) whose total planned cost was US$ 5,275,000 with a GEF allocation of US$ 2,000,000 and 30,000 for the PPG, and the remainder consisting of a co-financing amount of US$ 3,245,000 being provided as co-funding (in-kind) of US$ 2,633,625 by the Inquiry Team and US$ 611,375 by the Sustainable Infrastructure Team. The project budget and financing package at design stage was as follows[23]:

Table 4: Project financing plan at design stage

[22] 9775 Project workplan revision 2 and workplan revision 3.
[23] As per the CEO endorsement document.

Project Component	**Project Outcomes**	**GEF Trust Fund**	**Confirmed Co-financing**
1. Catalyse national actions	1. Governments agree to develop, implement and measure the impact of one or more recommendations from their country roadmaps	700,000	1,550,000
2. Build international consensus around best practice	2. Building international consensus on best practices (e.g. policies, regulations, standards and norms) to green the financial system	250,000	850,000
3. Promote sustainable infrastructure investments	3. Increased commitment by the investment community to the sustainable infrastructure investment principles	860,000	400,000
Sub-total		1,810,000	2,800,000
Project Management Cost (PMC)		190,000	445,000
Total Budget		**2,000,000**	**3,245,000**

Source: CEO Endorsement, 2018

73. Originally, the anticipated sources of co-financing included in-kind co-financing from the UNEP Inquiry project itself (2,633,625 USD) and internal resources from the UN Environment Resources and Markets Branch (622,375 USD). There were five budgetary revisions which led to some reallocation of resources among components. At closure, the expenditure reports stated the total effectual financing for the project as shown in Table 5 at the end of December 2022. The project reported unspent funds of 164,824 USD[24] under Components 1 and 2 and 21,436 under Component 3.

Table 5: Project financing at last budget revision

Project Component	**Project Outcomes**	**GEF Trust Fund**	**Mobilized Co-financing**
1. Catalyse national actions	1. Governments agree to develop, implement and measure the impact of one or more recommendations from their country roadmaps	677,000	791,999
2. Build international consensus around best practice	2. Building international consensus on best practices (e.g. policies, regulations, standards and norms) to green the financial system	241,750	539,334
3. Promote sustainable infrastructure investments	3. Increased commitment by the investment community to the sustainable infrastructure investment principles	831,250	745,908
Monitoring & Evaluation		60,000	
Project Management Cost (PMC)		190,000	170,720
Total Budget		**2,000,000**	**2,247,961**

[24] 9775-GF-ER2022S2 financial report GGKP

4 Theory of Change at Evaluation

74. The Theory of Change as presented in the project document (Prodoc) is illustrated in Figure 2 below. The ToC represents outputs, outcomes, intermediate states, and some assumptions and drivers. As noted above, the Results Framework analysis illustrated some strengths and weaknesses in the overall original Theory of Change at project design. The causal pathways for outputs, project outcomes, intermediate state and impact were illustrated in Annex M of the Project Document, though not accompanied by a narrative, limiting the explanation of the causal pathways and reasoning behind the project's architecture.

75. A reconstructed Theory of Change is provided in light of shortcomings in the project design identified at the inception phase of this evaluation. An initial assessment of the Theory of Change and project design was provided in the Inception report, which is available from the Evaluation Office. It should be noted that this reconstruction of the ToC is designed to streamline and illustrate more effectively the intended pathways from activities to impact, regardless of the management structure or administrative division of labour between the executing partners. The work delivered is presented and evaluated under this new results structure and all outputs and deliverables are considered. All project indicators have been maintained within the reconstruction TOC and further evidence has been collected to verify the project's performance.

76. Our final assessment of the project design and its theory of change echoes some of the findings of the Terminal Evaluation of the Inquiry, beginning with the fact that the objective of the project was highly ambitious and "aimed at systems change at national and global levels." As such, a large number of external drivers and factors on which the project could have no influence were likely to affect achievement of the project's objective.

77. The project's stated objective is "to build international consensus to align financial systems with the SDGs and catalyze national regulatory actions and regional sustainable infrastructure investments". The objective mixes multiple levels of intervention and multiple sub-objectives: international consensus on the need to align; national regulatory action (presumably to realign national financial systems to the SDGs); and regional infrastructure investments (leveraging the regulatory action and the realigned financial systems to deliver increased SDG benefits?). Each of these three sub-objectives could have been the object of a separate project; all three contribute to a common overarching goal.

78. The drivers, assumptions and risks presented in the project's results framework are not entirely reflected in the Theory of Change diagram at design. The barriers to achieving the project outcomes and objectives, which are not discussed in the Project Implementation Framework (PIF) or in the Prodoc, also are not represented in this diagram[25]. Therefore, it is not clear how, or on what basis of evidence, the intervention strategies were selected.

79. Our analysis highlights several other weaknesses in the ToC that could have limited the project in its efficiency and effectiveness. First, there appears to be some degree of misalignment and unformulated assumptions between output- and outcome-level results, between the latter and the intermediate states, and between the outcomes and the project objectives. For instance, in Component 1, the project design assumes that the availability of tools, roadmaps, "implementation support" and technical assistance would lead to Government agreement to "develop, implement and measure" at least one action from the roadmaps. However, as was noted in the Inquiry TE, many factors intervene to change the context in which government decisions were made, from leadership changes to regulatory reform and the changing priorities due to pandemic recovery. Except for the COVID-19 pandemic, these factors could have been taken into consideration when developing the project's theory of change.

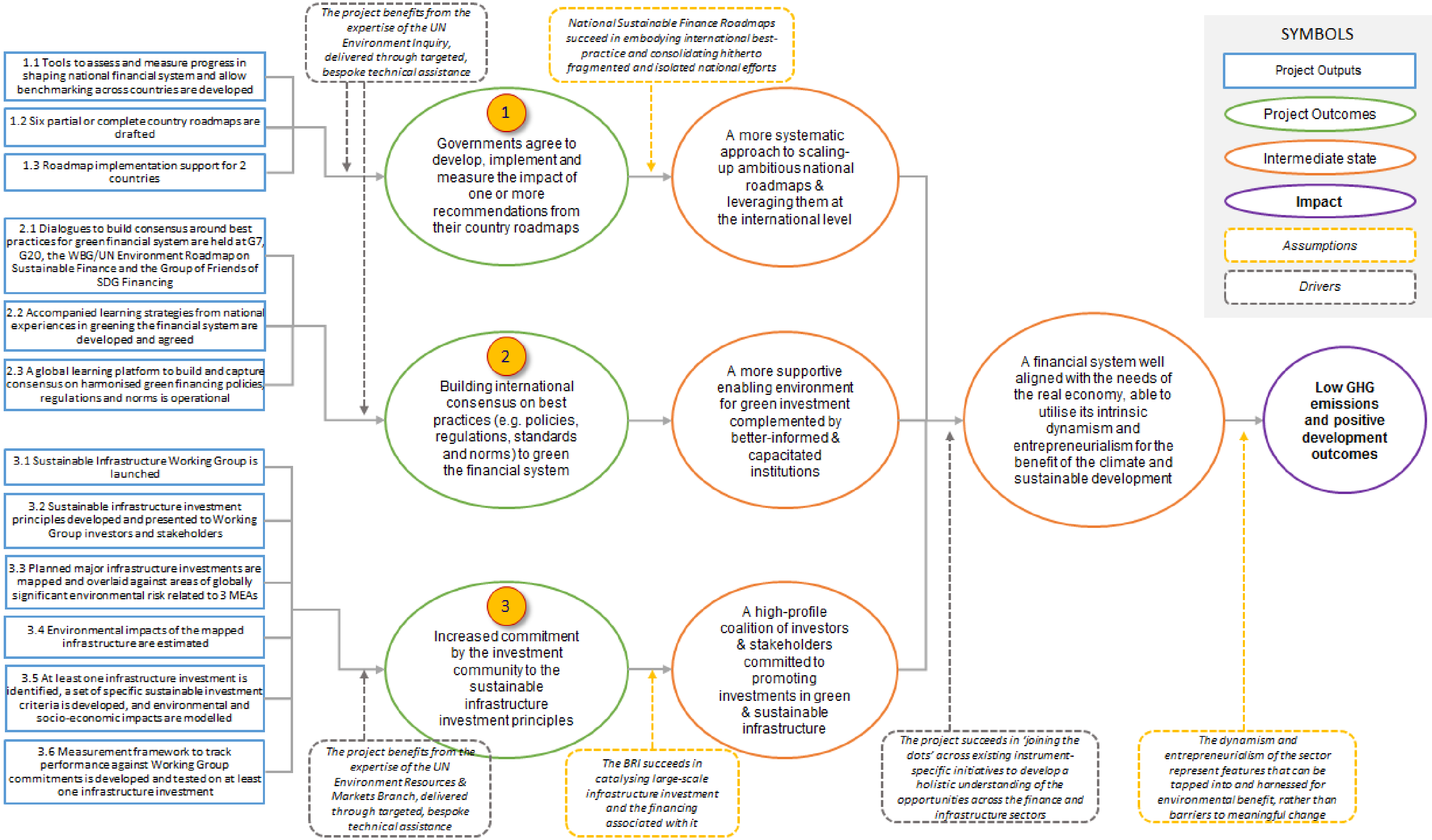
80. Further, outputs 3.3 to 3.6 seem more designed to achieve Outcome 1 (governments agree to develop, implement and measure the impact of one or more recommendations from their country roadmaps), than they are to achieve outcome 3 (increased commitment by the investment community to the sustainable infrastructure principles) or, at least, there is a disconnect between the scope of work

[25] Barriers are factors that are preventing the "natural" appearance of project outcomes, or the achievement of project objectives. Typically, projects address these barriers as part of their intervention strategies.

and the formulated result statement. Links between the three outcomes are not visually represented in the Theory of Change diagram.

81. It should be noted that, in our view, the inclusion of the "expertise of the UN Environment Resources and Markets Branch" or the project's success in "joining the dots" as drivers towards the achievement of outcomes, is inadequate. Drivers, in principle, are "significant external factors" that may be influenced by the project but should not be the project itself. More adequate drivers might have been "increased customer or citizen awareness of, and corporate accountability for green investments," or "demonstrated evidence of the profitability of green investments."

Figure 2: Theory of Change at design (source: CEO endorsement project document)



82. Similarly, some assumptions identified in the Theory of Change at design are inadequately formulated. Assumptions should be significant external factors on which the project has no or little influence, yet assumption 1: *"National sustainable finance roadmaps succeed in embodying international best practice"* is an intended result of the project, to be achieved under outputs 1.1 to 1.3. This assumption also falls short of making the link between "government agreement to implement roadmaps in Outcome 1 and the intermediate state of "a more systematic approach to scaling up roadmaps." To the evaluator, it seems that something undefined should occur before 6 national level roadmaps can effectively be coalesced into a more systematic approach at the international level.

83. The second assumption, *"The BRI succeeds in catalyzing large-scale infrastructure investment and the financing associated with it"* is confusing the levels of intervention as the BRI, while global in its intent, is an endeavour that does not represent the entirety of "the investment community". Since the project objective does not mention the BRI or the geographic scope of the project (and in fact has a global ambition "to build consensus to align financial systems"), the insertion of a geographically-specific assumption muddles the understanding of the pathways from outcomes to impacts. It is also formulated as an uncertainty, when data shows that the BRI had already succeeded in catalyzing large scale infrastructure investments when the project was designed, bringing its relevance into question. Finally, the last assumption, which makes a bridge between the highly ambitious objective and the reduction of GHG emissions, presents a rather subjective portrait of the qualities of the "sector," without explaining what would have led to this important culture and economic ethos change.

84. Because of the weaknesses in the formulation of the theory of change and the results framework, the links between project results and the GHG emissions targets presented in the CEO Endorsement document —even though these are rationalized and conservatively estimated—are too tenuous and impossible to verify.

4.1 Reconstructed Theory of Change at Evaluation

85. Considering the above, in order to inform the analysis of outcomes, the evaluation proposed the following reconstructed Theory of Change. This reconstructed ToC elevates "the alignment of financial systems" from an intermediate state to the status of a long-term impact given that its achievement would not be visible during project execution. The reduction of emissions would be a further indirect benefit resulting from the realignment of financial systems, but because of difficulties in attribution at that stage, we have elected not to reflect it in the Theory of Change.

86. The project objective to "Build international consensus to align financial systems with sustainable development goals and catalyse national regulatory actions and regional sustainable infrastructure investments" then contributes to the achievement of the long-term impact. Further, while we have retained the reading and analysis of the barriers and reasons for the project, we have sought to simplify the logic: we have therefore summarized that what is needed for the realignment of financial systems is both the *willingness to*, and *the capacity to*, effect change in investments at national level. For this, action at national and global level are needed, building on the assumption that national leaders accept to be influenced by global consensus and best practice, and vice versa, that national best practice can influence global consensus.

87. We have retained the three outcome statements, but they have been reformulated to align with best practice in terms of results formulation. In particular, Outcome 1 is no longer centred on the terminology of "roadmaps" since this could lead to confusion in the type of work required. Since a lot of the work under Component 1 was directed at financial institutions, the statement has also been broadened to include these stakeholders. Outcome 2 is reformulated to reflect not the action of consensus building but the result of the actions, as per the definition of an outcome as the 'uptake' of outputs. Outcome 3 is also reformulated to reflect the result of the action and to situate the result statement higher in the chain of impact (rather than commitment to invest, actual investment, since that was the original aim).

88. Linkages between the various outputs and outcomes were added, and assumptions were formulated and inserted where relevant in the logic chain.

89. Two intermediate states appear necessary to transition between objective and impact, both of which are concerned with the long-term replication, upscaling and sustainability of project outcomes.

90. The outputs were equally reformulated to support streamlined integration of activities and deliverables (understood as products of activities) into the results chain. The results statements were also reformulated in line with best practice, as results statements rather than as activities. Under Component 2, the three outputs were reduced to 2, with Output 2.1 reformulated to capture the result of activities (e.g., dialogues, meetings and global learning platforms) whose objectives are similar, i.e., to generate consensus. The names of venues were removed to allow for flexibility during implementation. Output 2.2 was also reformulated to reflect the result of activities, and a direct observable manifestation of agreement. The two outputs now contribute directly to the revised outcome 2 statement "international consensus on best practices to green the financial system emerges".

91. The most significant changes pertain to Component 3. Activities related to the sustainable infrastructure working group were moved to output 2.2, because their direct observable result would be the communiqués, guiding principles and declarations named under that result. Output 3.1 and 3.2 were therefore subsumed under Outcome 2. Outputs 3.3, 3.4 and 3.6 which, for the most part, were formulated at the level of activities or deliverables, were moved to Outcome 1, where they become activities supporting the achievement of Output 1.4, or tools supporting the achievement of output 1.1 (greening of infrastructure investment).

92. Only a modified version of the Output 3.5 is retained under Outcome 3. This modified version reflects the linkages between the various outputs and activities. The new Output 3.1 is seen here as a pilot application of the consensus and tools generated by the project under outcomes 1 and 2.

93. The original Theory of Change included three drivers that were expected to influence the chain of results. As noted in the Glossary of Results Terms published by UNEP, a driver is "a significant external factor that, if present, is expected to contribute to the realization of the intended results of a project. Drivers can be influenced by the project and its partners." Our review finds that all three proposed drivers are internal in that they reflect project activities, technical assistance provided by the Executing Entities, or the delivery of outputs. Therefore, we have found that the causal change is illuminated more effectively by identifying three external drivers, as follows: Driver 1: "Customer or citizen awareness of opportunities for sustainability"; Driver 2: "Demonstrated willingness of corporations to achieve social and environmental responsibility", and Driver 3: "Documented evidence of the profitability of green investments".

94. Finally, given the upstream and high-level enabling nature of the work, the project's original and reconstructed Theory of Change do not make explicit mention of equity or equality objectives. It was assumed that equity considerations were subsumed under the term "sustainable development" goals and that the benefits of any realignment of financial systems would accrue to all vulnerable groups. This assumption is explored in further detail in section 5 of this report.

95. The changes proposed to the formulation of results are summarized in Table 6. To see where the activities and deliverables were realigned, please refer to Annex E (Reconstructed Theory of Change and impact pathways with activities). The changes to this Theory of Change were proposed by the evaluator based on guidance provided by UNEP and discussed and agreed with the project team during a virtual call.

Table 6. Comparison of Results Framework in the Prodoc and reconstructed TOC

Results as stated in the ProDoc Logframe		Results as stated in the TOC at Evaluation Inception		Justification for reconstruction
Global Environmental Benefit	Emissions Reduced	**Global Environmental Benefit**	If governments, investors and financial institutions have better knowledge about green finance and investment and technical capacity to implement it, THEN **emissions will be reduced** because financial flows and investments will be reoriented towards climate-friendly sustainable pathways	This proposed reformulation conserves the emissions reduction GEB, however places it in an impact-statement logic, for clarity.
Impact	Low GHG emissions and positive development outcomes	**Impact**	Financial systems are aligned with sustainable development goals at the national and global levels	The revised impact statement aligns directly with the measurable effects of the project's interventions, to which the project objective can be said to contribute. A direct line of attribution can be seen between the project objective (to foster consensus on financial system alignment) and the result of the consensus (the alignment of financial systems).
Intermediate States (IS)	**Intermediate State 1**: A financial system well aligned with the needs of the real economy, able to utilize its intrinsic dynamism and entrepreneurialism for the benefit of the climate and sustainable development	**Intermediate States (IS)**	**Intermediate State 1**: Scaling and replication occurs on basis of lessons learned, global political will and positive evidence	The original formulation sees Intermediate states 2-4 leading to another, higher order intermediate state (IS1), which is highly similar to the intended objective of the project (and is now elevated to the impact level). The statements are actually formulated as outcome- or output-level results that could be expected from the project, rather than "changes beyond project outcomes that are required to contribute towards the achievement of the intended impact of a project."[26] The proposed reformulation suggests changes (ie factors that must materialize) before the outcomes can be translated to impact.
	Intermediate State 2: A more systematic approach to scaling-up ambitious national roadmaps and leveraging them at the international level		**Intermediate State 2**: Sustained ability and willingness of governments, investors, and financial institutions to reorient finance and investments towards sustainable, climate-friendly pathways is evident	
	Intermediate State 3: A more supporting enabling environment for green investment complemented by better-informed and capacitated institutions		removed	

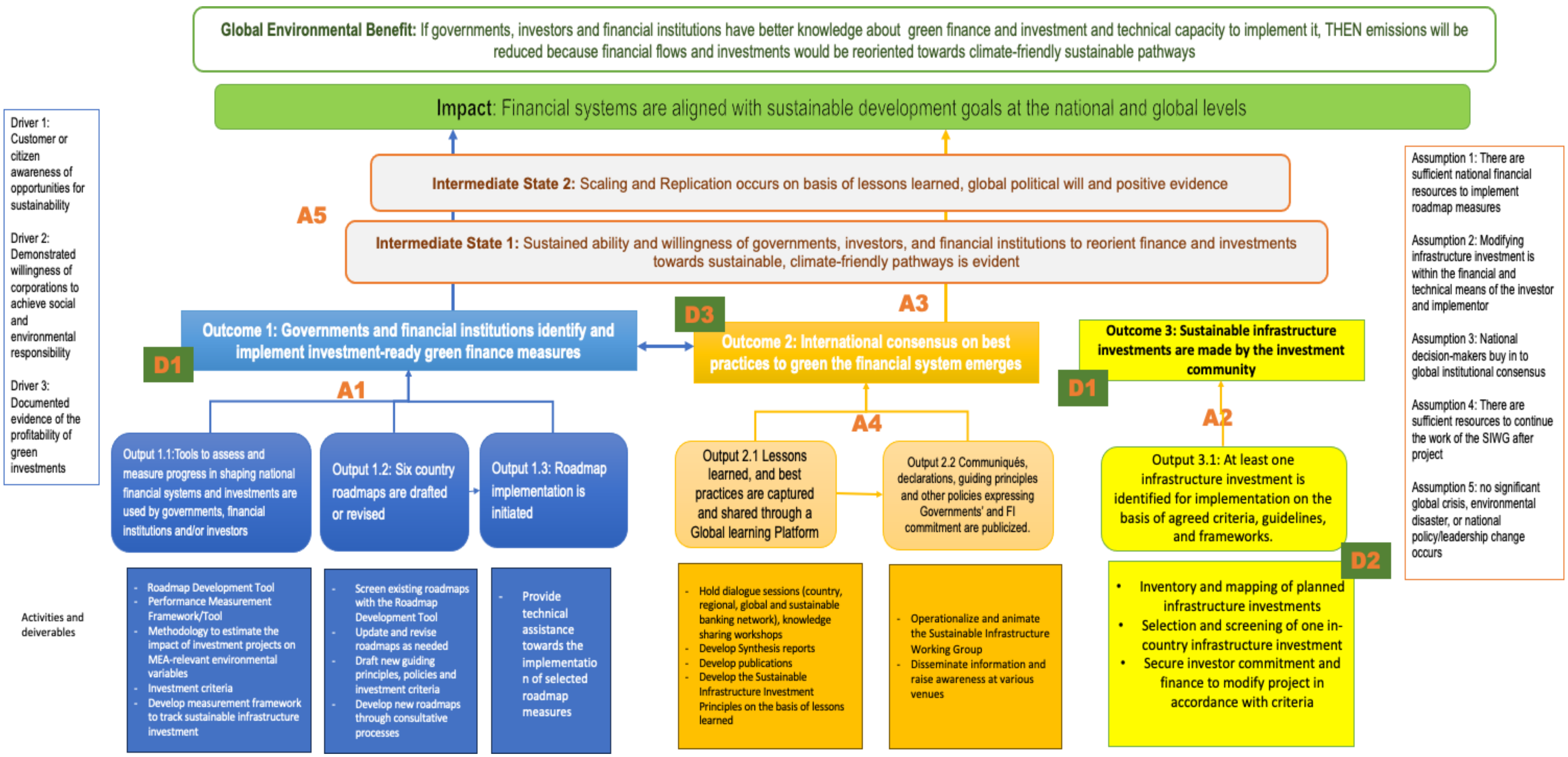
[26] UNEP, Glossary of Results Definitions, 2021.

Results as stated in the ProDoc Logframe		Results as stated in the TOC at Evaluation Inception		Justification for reconstruction
	Intermediate State 4: A high profile coalition of investors and stakeholders committed to promoting investments in green and sustainable infrastructure		removed	
Outcomes	**Outcome 1:** Governments agree to develop, implement and measure the impact of one or more recommendations from their country roadmaps	**Outcomes**	**Outcome 1**: Governments and financial institutions identify and implement investment-ready projects and green finance measures	The **Outcome 1** is reformulated to clearly identify the actors involved and to focus on the actions proposed, which are the identification and implementation of recommendations from roadmaps (ie green finance measures or national sustainable infrastructure programs). **Outcome 2** is reformulated to indicate more clearly who the targeted audience and beneficiaries are. **Outcome 3** is linked to the other two outcomes. It is understood that if there is consensus on the need to, and the ways of, greening the financial system, then there is also increased commitment; similarly, if governments, investors and financial institutions implement investment ready green finance measures, it will be a sign of commitment. Therefore outcome 3 has been reformulated to focus on the change that results from the commitment by the investment community, and makes the link to the reduction of emissions expected from the project. The two new outcomes also reflect a clearer split between the two levels of action: Outcome 1 focuses on action with national governments and financial institutions, while Outcome 2 focuses action in international or intergovernmental forums and outcome 3, on action targeting investors (public or private).
	Outcome 2: Building international consensus on best practices (e.g. policies, regulation, standards and norms) to green the financial system		**Outcome 2:** International consensus on best practices to green the financial system emerges among governments and international organizations	
	Outcome 3: Increased commitment by the investment community to the sustainable infrastructure investment principles.		**Outcome 3:** Sustainable Infrastructure investments are made by the investment community.	
Component 1: Catalyse national action.				
Outputs for Outcome 1	**Output 1.1**: Tools to assess and measure progress in shaping national financial system and allow benchmarking across countries are developed	**Outputs**	**Output 1.1**: Tools to assess and plan investments investment and measure progress in shaping national financial systems and	**Output 1 1** was slightly reformulated to include a measure of how the products or services

Results as stated in the ProDoc Logframe		Results as stated in the TOC at Evaluation Inception		Justification for reconstruction
			investments are available to 'governments, financial institutions and/or investors	delivered are made accessible to the beneficiaries. The output now also includes a clear mention of who the beneficiaries are, and a clearer definition of the scope of deliverables included (such as Roadmap Development Tool, Performance Measurement Framework/Tool, Methodology to estimate the impact of investment projects on MEA-relevant environmental variables, Investment criteria, and measurement framework to track sustainable infrastructure investment). **Output 1.2** is slightly edited for clarity. **Output 1.3** as formulated at design contains an activity (ie something that the project will do), rather than the result of such activity. The mention of 2 countries is removed from the result statement, as this would normally be considered a "target". Activities foreseen under **Outputs 3.3, 3.4** and **3.6** are now included under Outcome 1.
	Output 1.2: Six partial or complete country roadmaps are drafted		**Output 1.2**: Six country roadmaps are drafted or revised	
	Output 1.3: Roadmap implementation support for 2 countries		**Output 1.3**: Roadmap implementation is initiated	
Component 2: Build international consensus around best practice				
Outputs for Outcome 2	**Output 2.1**: Dialogues to build consensus around best practices for green financial system are held at G7, G20, the WBG/UN Environment Roadmap on Sustainable Finance and the Group of Friends of SDG Financing	**Outputs**	**Output 2.1**: Lessons learned, and best practices are captured and shared through a Global learning Platform.	The three outputs were merged to reflect the results of activities, such as dialogues, accompanied learning and knowledge sharing. **Output 2.1** was reformulated to capture the result of, or the intention of, the dialogues and meetings and the global learning platform whose objectives are the same, ie to generate consensus. The names of venues were removed to allow for flexibility during implementation. It also now includes **Output 2.3** and its activities. **Output 2.2** was also reformulated to reflect the result of activities, and a direct observable manifestation of agreement.
	Output 2.2: Accompanied learning strategies from national experiences in greening the financial system are developed and agreed		**Output 2.2:** Communiqués, declarations, guiding principles and other policies expressing Governments' and FI commitment are publicized.	
	Output 2.3: A Global Learning Platform to build and capture consensus on harmonized green financing policies, regulations and norms is operational			

Results as stated in the ProDoc Logframe		**Results as stated in the TOC at Evaluation Inception**		**Justification for reconstruction**
				The two outputs now contribute directly to the revised outcome 2 statement "international consensus on on best practices to green the financial system emerges". Output 2.2 also includes activities formerly listed under **Output 3.1** and **3.2**.
Component 3: Promote sustainable infrastructure investments				
Outputs for Outcome 3	**Output 3.1**: Sustainable Infrastructure Working Group is launched	**Outputs**	**Output 3.1**: At least one infrastructure investment is identified for implementation on the basis of agreed criteria, guidelines, and frameworks.	Several of these outputs were formulated purely as project activities rather than output level results. The activities are still assessed under Effectiveness but are here subsumed under one output statement. Activities related to the sustainable infrastructure working group are moved to Output 2.2, whose direct observable result will be the communiqués, guiding principles and declarations. **Output 3.1** and **3.2** are therefore subsumed under Outcome 2, output 2.2. **Outputs 3.3, 3.4** and **3.6** which, for the most part, were formulated at the level of activities or deliverables, were moved to Outcome 1, where they become activities supporting the achievement of Output 1.3, or tools supporting the achievement of Output 1.1 (greening of infrastructure investment). A modified version of the Output 3.5 is retained. This modified version reflects the linkages between the various outputs and activities. Output 3.1 is seen here as a pilot application of the consensus and tools generated by the project under outcomes 1 and 2.
	Output 3.2: Sustainable infrastructure investment principles developed and presented to Working Group investors and stakeholders			
	Output 3.3: Planned major infrastructure investments are mapped and overlaid against areas of globally significant environmental risk related to 3 MEAs			
	Output 3.4: Environmental impacts of the mapped infrastructure are estimated			
	Output 3.5: At least one infrastructure investment is identified, a set of specific sustainable investment criteria is developed, and environmental and socio-economic impacts are modelled			
	Output 3.6: Measurement framework to track performance against Working Group commitments is developed and tested on at least one infrastructure investment			

Figure 3: Reconstructed Theory of Change at evaluation



5 Evaluation Findings

96. The following sections present the evaluation findings according to the evaluation criteria presented above and in the Annex D, Evaluation Matrix.

97. All findings are supported by documented evidence, analysis and/or interviews and discussions with key informants. To the extent possible, we have sought to triangulate sources of evidence to corroborate findings. The project teams were given an opportunity to correct factual errors and provide additional evidence through a presentation of preliminary findings and following the first submission of this report (i.e. commenting on the draft report).

98. The overall performance rating of the project is **Moderately Satisfactory,** as documented by the below.

5.1 Strategic Relevance

99. This criterion examines the extent to which the project was aligned to global priorities, programming frameworks of UNEP, donor and partners policy priorities, and national policy priorities. In its intended purpose and with the reconstructed project objective presented above in mind, the evaluation finds that the project carried a **Satisfactory** level of strategic relevance to the priorities of the funder, the Implementing Agency and the global environmental priorities of the day.

5.1.1 Alignment to UNEP's Mid Term Strategy, Programme of Work and Strategic Priorities

100. Upon examination of the project document at CEO endorsement and the prevailing UNEP policy frameworks at the time (Mid-term Strategy (MTS, 2018-2021)[27], Programme of work 2018-2019 and 2019-2020), the evaluation finds that the project was very well aligned with the objectives contained in the MTS, specifically those that referred to sustainable finance. The MTS mentions that "Through targeted engagement with the finance sector, the [Climate Change] subprogramme will support the adoption of sustainable investment practices, decarbonization of investments and financing" and the Programmes of work contain indicators related to the uptake by countries of sustainable finance principles, policy frameworks (although these appear to be mostly related to the work of the UNEP Finance Initiative). The rating for this sub-criterion is **highly satisfactory**.

5.1.2 Alignment to GEF strategic priorities

101. The GEF-7 programming framework also provides a backdrop against which to assess this project's overall strategic relevance. The GEF programming framework states that "The recognition that environmental risks need to be more firmly integrated in the financial system has been growing rapidly"[28] and goes on to mention that "the GEF will extend support to countries that have already identified the need to transition towards green finance, and will inform them of possible options to tailor global financial innovation to local needs, and will foster the broader adoption of national green finance instruments and support enhanced alignment of national financial regulation with environmental sustainability considerations". The rating for this sub-criterion is **Satisfactory**.

102. However, the evaluation finds that while the project bears satisfactory strategic relevance to the GEF programming priorities, the operational mechanisms allowed by the GEF did not provide a sound institutional context for the project. On one hand, the project mechanism assumes a beginning and an end, and a change of status at the end of the process; yet this project's purpose, in line with the Inquiry, was to foster long-term change in policy. As noted in the Terminal Evaluation of The Inquiry, many of the initiatives

[27] https://wedocs.unep.org/bitstream/handle/20.500.11822/7621/-UNEP_medium-term_strategy_2018-2021-2016MTS_2018-2021.pdf.pdf?sequence=3&isAllowed=y
[28] https://www.thegef.org/sites/default/files/council-meeting-documents/GEF-7%20Programming%20Directions%20-%20GEF_R.7_19.pdf

that were included in the GEF project were already started or had already been started under the Inquiry. In our analysis and as corroborated by interviews, this means that the GEF project was used as a vehicle for continuing or supplementing the work of the then-ongoing Inquiry.

103. In addition, the project was financed under the Climate Change Focal Area of the GEF and therefore claimed to achieve mitigation of greenhouse gases (GHG); however, the project's policy-related work and the scale of the project's intervention make it highly unlikely that the GHG emissions would be measurable or trackable. A further examination of the operational context and institutional anchoring of the project, and how this impacts evaluative performance, is offered in the sections below.

5.1.3 Relevance to regional, sub-regional and national environmental priorities

104. The evaluation finds that the project bears a high level of alignment with the global priorities for sustainable finance as expressed through projects and initiatives such as the Inquiry, the G20 and G7 declarations, and other initiatives taken by financial institutions in the years preceding the creation of the GEF project. The convergence with national priorities in the countries in which the project delivered work is also high, given that the work was agreed on a demand-driven basis, at the request of implementing partners. In almost all the countries concerned, high level commitments to align financial systems to sustainability principles were made before or just after the creation of the project. For example, in India, Kazakhstan, Mexico and other countries, senior political leadership and senior leadership of financial institutions (such as the stock exchanges or the Astana Financial Centre) had made explicit commitments in this sense before and during the project. However, because the list of countries changed from inception to the final implementation of the project, it is assumed that some countries decided to forego the project, or were not entirely able to deliver their commitments under the project – either for administrative and technical issues, or for reasons akin to changing priorities. The rating for this sub-criterion is **moderately satisfactory**.

5.1.4 Complementarity with relevant existing interventions

105. The project came as a complementary initiative to an ongoing large-scale and long-term initiative (the Inquiry), therefore it was aligned, at inception, with the priorities pursued by the larger coalition of members working in and around the Inquiry. The project also carried natural synergies with the work of the UNEP teams that served as executing entities, and other partners as well, including UNDP, UNEP Finance Initiative, UNEP Sustainable infrastructure team, the GGKP's other ongoing work, and many more. There was a high level of coordination and partnership building throughout implementation, however the multiplicity of stakeholders and players in this space increased as time went on, leading to potential duplication of work with other partners and initiatives within and outside UNEP. The rating for this sub-criterion is **satisfactory**.

5.2 Quality of project design

106. An analysis of the quality of project design was completed during the inception phase of this evaluation using UNEPs Evaluation Office template "Assessment of the project design quality". In light of new information, the assessment has been revised. The results of the assessment are presented in Annex 5 and details may be found in the Inception report. Overall, the evaluation found that the quality of project design was **moderately unsatisfactory**, due to a combination of shortcomings in the design of the intervention and operational challenges that were present at design stage.

107. However, in-depth consultation and discussions with key stakeholders indicate that these findings should be "tempered" with the consideration of the project's back story, meaning the understanding of the context that prevailed at the time of project conception. Indeed, one of the evaluation's key findings in regards to the quality of project design is that it did not sufficiently reflect the intent, status and scope of work of the Inquiry – a major intervention that the GEF project was intended to build on and continue.

108. That said, the project's back story does not take away from the fact that, as originally formulated, the causal links between outputs, outcomes and intended impact, were weak. Similarly, the formulation of

results statements fell short of necessary and standard elements, impacting monitoring and evaluation and results tracking. Further analysis showed that the linkages between project components were largely theoretical, a situation compounded by the administrative separation between executing entities for the three components. This is important because, in the end, it is impossible to attribute the achievement of the project's intended Global Environmental Benefits (GHG emissions reductions) to any of the project interventions.

Table 7: Overall project design quality score

	SECTION	Summary finding	RATING	SCORE (1-6)	WEIGHTING	TOTAL (Rating x Weighting/10)
A	Operating Context	The project design did not identify the high likelihood of national government change, leadership change and policy change as potential risks to its achievements.	Moderately Unsatisfactory	3	0.4	0.12
B	Project Preparation	the project document entail clear and adequate problem and situation analyses; however the complexity of the issue targeted by the project was, not very well captured in the project document. the project document does not provide a description of stakeholder consultation/participation during project design process. The human rights concerns are assessed through the Screening CheckList as well as in the Gender Analysis	Moderately Satisfactory	4	1.2	0.48
C	Strategic Relevance	the project document clear in terms of its alignment and relevance to i) UNEP MTS, PoW and Strategic Priorities (including Bali Strategic Plan and South-South Cooperation). However, alignment to GEF priorities for GEBs carry weaknesses and the complementarity with other interventions is not very well documented	Satisfactory	5	0.8	0.4
D	Intended Results and Causality	There are significant shortcomings in the formulation of the ToC and the resulting Results Framework. The results framework is more aligned to administrative division of labour than to the ToC; the ToC carries faults in results chain logic. Drivers and assumptions are not aligned with expectations, and the outcomes are unrealistic, not likely to be achievable n the basis of outputs and difficult to measure.	Highly Unsatisfactory	1	1.6	0.16
E	Logical Framework and Monitoring	Key elements of the ToC are captured in the logical framework however, only partially. Assumptions are not well reflected in the results framework. There are no output level indicators in the project document; there is misalignment between indicators and results and many of the results statements are not SMART. There is no baseline information related to key performance indicators. The monitoring plan is insufficient to track progress towards outputs and outcomes, despite	Highly Unsatisfactory	1	0.8	0.08

		responsibilities and budgets being adequate and clear.				
F	Governance and Supervision Arrangements	Project governance and supervision was clear and comprehensive, but its appropriateness was not aligned to the scope of intervention. The project seemed more aligned to the Inquiry model than to the GEF required model of execution and supervision. Roles and responsibilities were defined within UNEP, but changes occurred.	Moderately Satisfactory	4	0.4	0.16
G	Partnerships	Partnerships and capacities of partners were assessed according to available information at design stage. Partners evolved and changed, and it is not clear whether reassessment of their capacities were undertaken.	Satisfactory	5	0.8	0.4
H	Learning, Communication and Outreach	The project had a clear and adequate knowledge management approach, appropriate methods for communication with key stakeholders (however no specific methods for communication with minority groups as it did not apply) and plans in place for the dissemination of results.	Highly Satisfactory	6	0.4	0.24
I	Financial Planning / Budgeting	budgets / financial planning were adequate at design stage; however insufficient characterization of cofinancing arrangements may have led to the shortfall at the end of the project. The project's ambition exceeded its' means and there were many reallocations and changes to the project strategies, some of which were due to COVID but others due to the demand-driven nature of activities.	Moderately Satisfactory	4	0.4	0.16
J	Efficiency	the objective of the project could not be reached within the scope of financing and duration available. This was due to a mis-formulation of the objective. The project builds on existing initiatives' structures and institutions, in particular the Inquiry, which it was intended to complete. The project document did not refer to any value for money strategies. There were three extensions, attributed to administrative/recruitment issues and COVID 19 consequences.	Satisfactory	5	0.8	0.4
K	Risk identification and Social Safeguards	risks were not fully identified in both the TOC/logic framework and the risk table. There were different risks in the Theory of Change and in the risk table. Many risks were	Moderately Satisfactory	4	0.8	0.32
L	Sustainability / Replication and Catalytic Effects	The sustainability and exit strategy for the project are not clear at inception. It is not clear if the structures establish would need continued financial support to continue, what the prospects are for roadmap implementation without the project, and whether scaling is possible without external intervention. The sustainability, exit and scaling up	Moderately Unsatisfactory	3	1.2	0.36

		strategies are not evident or credible at design stage.				
M	Identified Project Design Weaknesses/Gaps	A number of PRC recommendations appear to not have been fully addressed.	Moderately Unsatisfactory	3	0.4	0.12
N	Gender Marker Score*	There does not appear to be a gender score in this project. Given the absence of output indicators and targets, the issues of gender, while well researched in the project document, are not integrated in the Logframe. The scoring should be 1.	Highly Unsatisfactory	1		**Not included in weighted rating**
					TOTAL SCORE (Sum Totals)	**3.4**

*the gender marker score is not computed as part of the weighted rating.

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

109. The overall rating of the project's quality of design at the inception phase of the evaluation was 3,92, or Moderately Satisfactory. The Efficiency Criteria was re-evaluated in light of the evidence that project extensions were not due to COVID alone; The Risks and Social Safeguards criteria was also re-evaluated due to the finding that some of the risks that materialized could have plausibly been identified at design stage. Consequently, at final evaluation stage the rating has been revised to 3.4, or **Moderately Unsatisfactory** (>=2.66 <3.5). Details of the re-assessment are found in Annex 7.

5.3 Nature of the External Context

110. When it was launched, this project operated in a highly supportive environment, particularly as regards to the work already accomplished and the visibility of the Inquiry initiative, which it was designed to complement. The Inquiry, including the team and the resources spent over the years, created a solid baseline for this project to spring from. However, the project was also plagued with some difficult external conditions: first, the closing of the Inquiry and the successive "migrations" of the projects' institutional home created disruptions and changes in working methods, personnel, and scope of work. Second, the global COVID pandemic acted as a severe disrupter, requiring the shifting of work under components 1 and 2 from an in-person, relationship-built programme to an online initiative. This led to a loss in momentum towards the end of the project.

111. The pandemic created delays and additional pressures and work burdens for teams in all three divisions, which may also have contributed to loss of interest and personnel change. Changes in high-level leadership and the reorientation of policy priorities among participating institutions and governments may also have contributed to a decreased interest in project activities. This criterion has been rated **Moderately Unfavourable**.

5.4 Effectiveness

112. This section examines the extent to which the outputs and outcomes of the project were achieved is examined, with a view of determining the likelihood of impact. The section is organized by outcome, with the outcomes and outputs presented as reformulated in the reconstructed theory of change and results framework. In summary, the effectiveness of the project is rated as **Moderately Satisfactory**.

5.4.1 Availability of Outputs

113. Below is a summary, organised by outcome, of the extent to which the outputs of the project (as reconstructed in the updated Theory of Change) were achieved. In this report and using the terminology used by the project, activities and sub-activities led to deliverables, the sum of which were intended to generate outputs[29]. For example, a deliverable may be a study while an output may be the increased knowledge generated by the study. All the original activities, sub-activities and deliverables referred to in the original results framework have been assessed under the reconstructed TOC, albeit in the context of adjusted causal pathways and therefore against more standardised output statements and under the most appropriate project outcome.

114. The availability of outputs has been rated **Moderately Satisfactory**.

Outcome 1: Governments and financial institutions identify and implement investment-ready green finance measures.

115. There is evidence that the majority of intended deliverables under output 1.1 (Tools to assess and measure progress in shaping national financial systems and investments are used by governments, financial institutions and/or investors) have been realized, with the exception of the investment criteria (formerly deliverable 3.5.3). According to the final report of the project, "several previous drafts of the report were reviewed by UNEP and comments provided (…)". However, no specific investment criteria were finalized and, according to interviews, the country in which this deliverable was to be executed never submitted a final output.

116. There are some uncertainties related to the quality and impact of the deliverables. For example, the "roadmap development tool" (former deliverable 1.1.4), "roadmap design and implementation guide"(former deliverable 2.2.2) and "performance tool" (former deliverable 1.1.5) all appear to be pointing at the same document. The Roadmap Development tool was published in 2020, but there is no evidence of it having been peer reviewed outside of UNEP as intended. Furthermore, an analysis of the context of the Roadmap tool by the evaluator found it to be very generic, and likely not very conducive to the kind of transformative national action desired. Interviews with the project team indicated that there is no significant evidence that the roadmap tools have been used beyond project execution.

117. The deliverable called "measurement framework to track sustainable infrastructure investment" (formerly 3.6.1) was delivered with a revised scope on the basis of the methodology developed by the Green Economy Progress Measurement Framework. Initially designed to track "the sustainable infrastructure investment commitments developed at both Working Group member and individual investment project levels", the framework was changed to measure progress on sustainable infrastructure at the country level, i.e. aggregate-level measurement rather than project-level. It was applied globally using available data, the results of which were made available as a working paper[30] with the intention of continuing the work. The study is called "Mapping environmental risks and socio-economic benefits of planned transport infrastructure: a global picture". It included developing a methodology for mapping investments' environmental impacts, creating datasets and maps and launching a global mapping viewer. The study, which presents a significant scientific advancement, and a large undertaking, is available online. It is not clear, however, whether and by whom it has been used, or to what purposeThe fate of this document, its use and dissemination were not clear at time of writing.

118. Further, while it is understood that the project supported high levels of country specificity, various terminology differences in the outputs and reports of the project also create confusion when trying to assess the availability and quality of deliverables. For example, under output 1.2 (Six country roadmaps are drafted or revised), 6 country roadmaps were to be drafted or revised, on the basis of "status reports" for each country (which were not available). Key steps to be followed in this process were specified in the CEO

[29] An output is the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions.

[30] Green Economy Progress Sustaianable Infrastructure Index: Application (June 2022) – UNEP technical report : Evaluating national progress towards a sustainable infrastructure

endorsement project document. However, each country delivered a document that could – or could not – be portrayed as a roadmap: in India the document is a 'blueprint' for small businesses, whereas in Mexico the document is an analysis of "Climate and Environmental Risks and Opportunities in Mexico's Financial System". The coherence of these documents with the Roadmap Development Tool is inconsistent.

119. Finally, it is impossible to ascertain if output 1.3 (roadmap implementation is initiated) was achieved. Under this output, the project was to provide "technical assistance towards the implementation of selected roadmap measures" in 2 countries. One country was added (Rwanda) in which training was provided, but for whom there was no specific roadmap. The final Project Implementation Report (PIR) states that work under this output was completed in Mongolia, China, Rwanda and Mexico; however, the outputs refer to the publication of policy recommendations, the creation of working groups, or other documents that could also be construed, as mentioned above, as roadmaps or institutional arrangements.

Outcome 2: International consensus on best practices to green the financial system emerges.

120. A similar pattern emerges at the output level under outcome 2, where it is impossible to ascertain whether some of the intended deliverables were indeed delivered, and if they were delivered to the intended level of quality. For example, under output 2.1 (Lessons learned, and best practices are captured and shared through a Global learning Platform), the global learning platform, meetings and events were indeed convened, and it can be assumed that the preliminary work (e.g. deliverable 2.1.1 that required an inventory of key stakeholders and networks) was completed; however documentary evidence was elusive.

121. Further, the project contended with significant restrictions and constraints due to the COVID pandemic, meaning that all in-person events had to be either cancelled or redirected towards online venues. This led to delays in implementation, naturally, and also to reductions in scope of work. In this respect, the project implemented adaptive management strategies that were deemed effective. However, and perhaps owing to these challenges, one final deliverable was not met (or at least, not entirely met), which foresaw that "measurable commitments" would be obtained from "working group members relating to sustainable infrastructure development")[31]. According to the final report of the project, "The International Good Practice Principles for Sustainable Infrastructure" (SI principles) were published in February 2021 and have been shared with policymakers and other stakeholders on an ongoing basis. At the Economics, Finance and Energy (EfE) conference in October 2022, Member States made 40 voluntary commitments on actions to implement various aspects of the sustainable infrastructure principles." It is however unclear how the project contributed to this commitment, and there is no evidence of the said commitments or their origin. M

122. All other outputs and deliverables were met as expected, and the project generated significant visibility and public awareness through communiqués, declarations, policy documents and publications. The Global Learning Platform is still in existence today, in the form of a website and document repository, which is under the supervision of the Green Growth Knowledge Platform.

Outcome 3: Sustainable Infrastructure investments are made by the investment community.

123. Activities under output 3.1 were to "secure investor commitment and finance to modify a project in accordance with investment criteria" was not achieved. There was a shift in scope of work during implementation, which led the project away from the identification of a specific infrastructure investment in Kazakhstan, towards the application of an analytical framework at the programme level in the transportation sector in Mongolia. This, too, however, was not achieved due to country delays in finalizing reports.

124. With regards to the working group that were established to support the participating countries in ensuring that their infrastructure investments were able to contribute to their national sustainable development needs, the evaluation cannot say that the approaches set up were effective in achieving this result. While the working groups and collaborative approaches undertaken, including regular multi-country meetings, were indeed effective as knowledge sharing and experience sharing mechanisms, none of these enabled the identification or modification of infrastructure investments. This was due to a reduction in

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scope of work during implementation which took away from specific investment measures towards policy and programme-level analytics.

5.4.2 Achievement of project Outcomes

125. It is impossible to determine whether the project has led any government or financial institution to identify and implement investment-ready projects and green finance measures. In the analysis of the evaluation, it is unlikely that **Outcome 1** has been fully achieved or will be achieved based on the scope and nature of the outputs above. However, based on documentary evidence and interviews, the project has delivered another non-formulated and unexpected outcome: it has built capacity among project stakeholders to identify, understand, analyse and plan sustainable finance measures within the scope of their attributions. According to two country stakeholders (India and Kazakhstan), the project was effective at bringing about this new capacity through a learning-by-doing approach, which in turn has had significant positive influence on future policy and program development and has led, in these two countries at least, to important new investments and projects. Given the extent of active support provided to other country stakeholders under all three Components, it is likely this level of capacity building was achieved in all the participating countries.

126. Regarding achievement of the **Outcome 2**, while it is possible to detect, globally, an increasing global consensus on the need for greening the financial system, it is impossible to determine with any degree of certainty whether this project has had a part in this. This is because many variables also intervene in the emergence of global consensus, and because the work of this project is indistinguishable from that of the Inquiry or the UNEP Finance Initiative. It can however be reasonably assumed that, among project stakeholders and direct beneficiaries, consensus emerged on the need for, and the best practices to, green the financial system.

127. At the level of **Outcome 3**, again, the project faces an attributability challenge. While it may be possible to identify sustainable infrastructure investments made by a larger investment community (and indeed, there have been many), it is impossible to determine whether these were made on the basis of project achievements, knowledge shared, or methodologies proposed. In the absence of a singled-out investment plan, program, or project, it is difficult to say whether the project was successful in redirecting activities. The evaluation also considered whether this finding might be the result of the reformulation of outcome 3 to "Increased commitment by the investment community to the sustainable infrastructure investment principles." The availability of the International Good practice Principles for Sustainable Infrastructure and their subsequent incorporation in the UN Environmental Assembly Resolution 5/9 unfortunately do not create sufficient conditions to ascertain a commitment increase from the investment community. In fact, the original outcome was impossible to measure since the level of baseline commitment was also impossible to determine.

128. The achievement of outcomes has been rated **Moderately Satisfactory**.

5.4.3 Likelihood of Impact

129. Regarding the likelihood of impact, with the above in mind and using the UNEP Evaluation Office tool to assess likelihood of impact, it is unlikely that, on its own, the project would achieve its intended impact. This is most certainly because the outcomes and impact statements were all formulated well beyond the scope of what a small project could achieve in three years or less. That is not to say that the project has had no impact; however, it may not have been the one expected. Our analysis finds that lasting impact was achieved in each of the countries where the project operated, and that this impact can be framed in terms of improved policy capacity, knowledge, and increased ability to act towards sustainable finance.

130. The original entry point of infrastructure was a highly powerful framework that could have led to significant impact; however, the identification of a single infrastructure investment and its subsequent reorientation towards a sustainable pathway should have been the object of a stand-alone project lasting many years, to align with the life-cycle of such initiatives. It was therefore unrealistic to expect this to arise

during the scope of a medium-sized GEF project whose main interventions focused on policy and analytical outputs.

131. Finally, at CEO endorsement, the project claimed to be able to reduce 3,113,863 metric tons of GHG emissions directly with an additional 399,823 metric tons indirectly, by 2030. The project's performance against this target is impossible to ascertain simply because the chain of results and intermediate states would be too long to track. In fact, the analysis of emissions reductions and calculations submitted at CEO endorsement (as portrayed in section 5 of the CEO endorsement) carry some significant weaknesses: the calculations assume that each roadmap's implementation would be initiated during project execution (an assumption that is not supported by the project's results framework, nor by the nature of the said roadmaps), and that an investment will be identified, redesigned and "will commence shortly before the end of the GEF-financed project"[32]. The calculation also attempts to assign a GHG reduction "factor" to information dissemination, awareness raising and capacity building activities. These may have been overly ambitious targets and assumptions. The CEO endorsement document further goes on to admit that while these targets are imprecise, they would "be driven by factors such as the level of ambition adopted by the Roadmaps, the choice of Kazakh infrastructure project and the speed of take-off of green finance amongst the international community. Updated, empirically driven estimates will, of course, be supplied in the PIRs".[33] These are not available.

132. Further, the assumptions are based on, in the mind of the evaluator, a misinterpretation of the GEF's guidance on characterizing indirect vs direct emissions. Direct emissions reductions might have reasonably been expected from a targeted investment reorientation. In this case, emissions reduced would have arisen indirectly from the long-term outcomes of the project, rather than directly, from the short-term outputs of the project. A more appropriate characterization might have been that of "consequential emissions reductions" which would arise from long-term broader adoption, upscaling and behaviour change resulting from the sustainability of the project. In the end, however, it is unlikely that with this characterization, given the nature of project interventions, it would be possible to track or attribute any GHG emissions reductions from project outputs and outcomes. There was no clear final accounting of the GHG emissions generated by the project at completion.

133. In the evaluator's assessment, this further highlights the fact that a GEF project vehicle, with its Global Environmental Benefits constraints and requirements, may have been an inappropriate mechanism for operationalizing an initiative such as this one.

134. Finally, when it comes to the project's effects on vulnerable and/or excluded groups, there is no evidence that would support any affirmations that the project has contributed to increasing gender equality or the inclusion of vulnerable people. This is because the scope of intended and effective work was focused upstream on policies or investment planning.

135. Overall, the likelihood of achieving long-lasting Impact is rated **Unlikely**.

5.5 Financial Management

136. Annex F-1 of the project document at CEO endorsement contains an activity-based budget, a component-based budget, and a proposed list of consultancies. This budget was also divided among the executing agencies. Annex F2 contains the original Co-finance budget. Please refer to Annex 12, Financial Tables for further detail.

5.5.1 Adherence to UNEP's policies and procedures

137. The initial budgets were revised 5 times during the course of the project's execution phase, mostly to take into consideration delays in delivery due to COVID-19 constraints, and to account for changes in institutional management of the project. These were conducted in adherence to UNEP policies and procedures at the time. The Terminal Evaluation of the Inquiry found that, "*GEF-UNEP allotted 50% of the*

[32] CEO endorsement, pages 28-29.
[33] CEO endorsement, page 29

budget for Components 1 and 2, or $500,000, upfront upon the launch of the project". The GEF supervisory (implementing) team then simplified the standard UNEP reporting procedures for Inquiry, which served as the executing agency. Still, reporting by Inquiry in 2019-2020 was slow and partial. One factor could have been that Inquiry's human resource capacity was shrinking as key team members departed for other organizations. Another factor may have been the shifting of the administrative locus of Inquiry from Geneva to New York, back to Geneva, and Nairobi. A third factor may relate to Inquiry's outsourcing of its procurement and other administration to UNOPS, which added a layer to an already complex financial accountability and reporting system".[34] This evaluation also corroborates the finding that financial reports were submitted by the executing agencies with sufficient information, and in accordance with accepted procedures at the time.

138. Financial reporting was complexified due to the division of project components between different teams. This led to reports being submitted by teams rather than compiling single reports for the project as a whole as is common practice. This might have led to errors and slight inconsistencies appearing from time to time, including at design stage (e.g. inconsistency in budget lines between the cofinancing budget and the GEF budget). This made the reconstruction of actual expenditures more challenging at evaluation time. From available evidence, it appears that despite some additional operational complexity engendered by UNOPs and some sub-contracting procedures, the expenditures were aligned with plans and outputs, bearing in mind the need to proactively adapt to changing project circumstances, including administrative relocations and changes in reporting lines. The rating for this sub-criterion is **Highly Satisfactory**.

5.5.2 Completeness of financial information

139. According to available documentary and interview evidence, Inquiry staff spent a lot of resources and time seeking co-finance and additional funding for specific project activities or sub-components. Such resources were used to support work in countries that were beyond the 6 originally selected countries, such as Rwanda and Ghana. Initially, all co-finance provided by the project was to be provided in-kind by various UNEP divisions. However, according to the available co-finance report, only some of this co-financing materialized. For components 1 and 2, some 1,331,334 million USD were provided out of the intended 2,633,625 USD. For component 3, the co-financing increased from an intended 611,375 USD to 916,628 USD.

140. The reasons for this shortfall are not clear; it could be a simple failure of the organization to adequately quantify the engagement and contributions of staff. In addition to some reporting delays as noted by the TE of the Inquiry, the reporting on co-financing appears to have been slightly neglected towards the end of the project. However, at the time of this evaluation all financial information was available. The rating for this sub-criterion is **Satisfactory**.

5.5.3 Communication between finance and project management staff

141. The evaluation was not able to speak to financial management staff. It should be noted that many financial management staff were either changed, or had departed, or been reassigned, at the time of terminal evaluation. There is no evidence that would indicate a lack of transparency or constrained communication between finance and project management staff. The is assessed as **Not Rated** due to the unavailability of financial staff for interview.

142. Overall, the financial management of the project is rated **Highly Satisfactory**.

5.6 Efficiency

143. The UNEP Evaluation Office's guidance for the efficiency criterion requires the assessment of "the extent to which the project delivered the maximum results from the given resources, including "an assessment of the cost-effectiveness and timeliness of project execution." At the end of the project, GEF resources had not been entirely spent (88% were disbursed including PPG funds). The main reason for this under-disbursement seems to have been the changes in working modalities that arose from the COVID

[34] Terminal Evaluation of the Inquiry Project, para 72.

pandemic (specifically to a reduction in travel costs). The evaluation finds the project to be **Satisfactory** in terms of its overall efficiency.

144. According to interviews, some aspects of the work were constrained by delays in procedures, procurement and recruitment approvals and some of the project team were frustrated by the pace and complexity of UNEP's financial and administrative decision-making. This was further compounded by the changes in accountability lines and institutional structures within the project, as well as the COVID-19 pandemic. Adaptation to the pandemic included shifting resources from in-person activities to online programming and adding new deliverables in countries, that would be delivered through national organizations. This model of delivery (through national partners and organizations) appears to have been highly efficient and was found successful both by project staff and by country participants. This allowed for a high level of consistency with national policy priorities and strong country-buy in of outputs.

145. Most of the work conducted under the GEF project was completed internally by project staff, with the help of consultants. The Inquiry Terminal Evaluation concluded, and this evaluation concurs, that the GEF project was able to achieve important outputs in relation to the scope of available finance, particularly also because it relied on networks and preliminary work conducted under the scope of the Inquiry. However, many of the outputs were delivered late and in many cases, the original plans were overly ambitious leading to revised scope of work. Also, the anticipated connections between the components did not materialize. These factors were independent of the duration of the project and led to reduced likelihood of outcome and impact achievement. The no-cost extensions to the project did not appear to have any significant impact (positive or negative) on the likelihood of outcome and impact achievement.

146. The project's risk management plan was overall adequate but failed to recognize key issues that ended up preventing full achievement of results. For example, although it recognized the inherent risks in transitioning from Inquiry to GEF-project, the risk management plan only foresaw small delays.

147. Regarding the establishment of synergies and complementarities, the evaluation finds that the project was highly effective at building synergies and creating partnerships outside of UNEP, with national level partners and international institutions. These synergies and partnership were instrumental in delivering project outputs and giving high profile visibility to the project's achievements, at least in the first stage. Once the Inquiry project closure was completed, the interest in project outputs and activities seems to have waned, particularly internally to UNEP. When considering interviews and documentary outputs, it appears that after the Inquiry closure and the departure of key Inquiry staff, the project continued to be managed separately by the remaining executing entities, with little bridge in between.

148. Internally to UNEP, appetite for taking on the work, continuing activities or submitting subsequent funding requests to GEF or otherwise, appears to have been lacking. Successive leadership and accountability structure changes may have contributed to this factor. Other factors may have been the presence of other UNEP teams whose main mandates, at least in theory, met the objectives of the project (e.g. UNEP Finance Initiative). This lack of uptake of project outcomes is regrettable, as it may have led to a gradual decrease in project visibility and sustainability.

149. Finally, there is no evidence that the project teams were monitoring the emissions impact of their work or of the partners' work. However, given the travel restrictions in place during COVID-19, it is highly likely that the emissions generated by this project were low.

5.7 Monitoring and Reporting

5.7.1 Monitoring design and budgeting

150. The examination of the monitoring and evaluation system of the project shows that, the project results framework could have provided stronger context for M&E. In particular, the seemingly semantic confusion between deliverables and outputs, targets and indicators present in the initial results framework, might have led to challenges in reporting on key performance indicators and targets in the project. Addition of deliverables and modification of others during implementation was not necessarily accompanied by a

modification in indicators. The evaluation also finds that the project's indicators did not sufficiently capture the crucial qualitative dimensions of the work. To give an example, if the project met the numerical target of "6 roadmaps", the nature and content of the roadmaps did differ greatly from one country to the next, and it is not certain that this diversity facilitates the achievement of the outcomes.

151. It should be noted that the results framework contains no gender-disaggregated indicators; this is likely because none of the indicators (which were for the most part related to the number of documents or policies) included in the results framework lent themselves to such disaggregation. The inclusion of qualitative indicators might have facilitated such integration.

152. The budget allocated for Monitoring and Evaluation, including this Terminal Evaluation, was more than adequate for a project of this size, and was adapted to the needs. No Mid-Term Review was conducted since this project was only intended to last 2 years, however it benefited from the Terminal Evaluation of the Inquiry project, which reviewed components 1 and 2 of this project in 2021. The rating for the sub-criterion is **Moderately Satisfactory**.

5.7.2 Monitoring of project implementation

153. That being said, despite these shortcomings that were directly related to the weaknesses in the project's design, the Monitoring and Evaluation system put in place and implemented was **Satisfactory**. Each division reported on their own progress according to their own workplans and intended deliverables or outputs. There were numerous occasions for sharing progress at meetings, workshops and online coordination meetings. The information generated by the monitoring system during implementation was of generally good quality, with a high level of detail provided in annual and semi-annual reports. However, the confusion between deliverables, outputs and activities led to some repetition, and some complacency as regards to the extent and nature of achievements. The rating for this sub-criteria is **Satisfactory**.

5.7.3 Project Reporting

154. The Project Implementation Reports (PIR), half-yearly reports and financial reports are all duly available and well conserved. They all appear to have been filled diligently and submitted in a timely manner. The project team was diligent about conserving trace of decisions made and meeting notes, however, data is missing on the consultative processes that were used to conduct certain tasks: for example, the team did not conserve lists of participants to workshops (online or in person), of persons consulted or of members to the working groups – although a list of contacts was compiled. The rating for this sub-criteria is **Satisfactory**.

155. Overall, the rating for the 'Project monitoring and reporting' criterion is **Satisfactory.**

5.8 Sustainability

156. The overall likelihood of sustainability of project outcomes is rated as **Moderately Unlikely**. Likelihood of sustainability, broader adoption, scaling-up and replication varies between components.

157. As noted above, the high rate of staff turnover at the closure of the Inquiry project, as well as the changes in institutional anchoring within UNEP, probably contributed to undermining the internal sustainability of the project's work. Many of the project outputs would have required continued financial and human resource investment in order to adequately leverage outcomes and, ultimately, achieve the project's long-term objective of realignment. This, however, also did not materialize.

5.8.1 Socio-political sustainability

158. According to the Terminal Evaluation of the Inquiry, "a high dependence on social/political factors co-exists with a high level of country ownership and strong national adaptive mechanisms [which] are operative". This evaluation concurs.

159. Our analysis shows that the key deciding factor in determining likelihood of sustainability is the continued presence of national institutional leadership that is favourable to advancing the goal of the project. This only materialized in some countries, or in some cases. For example, leadership change in Mongolia may have led to the reduced availability of resources to finalize the work. For all three components, the continuation of benefits seemed highly dependent on the individuals taking part in the project: some activities ceased to be implemented after the change in team allocation or the departure of certain team members. The reshuffling of political priorities during COVID also led to a change in scope of work and missed policy influence in the long-term. The rating for this sub-criteria is **Moderately Likely.**

5.8.2 Financial sustainability

160. The financial sustainability of the project faced multiple challenges. Project outcomes would require continued financial input to materialize at the expected level. However, since the closure of the Inquiry and the finalization of the project's outputs, no efforts were made to seek funding for the continuation of project activities or the upscaling and replication of project strategies. The exit strategy for this project was not clear. Currently, financing is available for similar work within the project teams and among other teams as well. For instance, the work of the GGKP, UNEP Finance Initiative and Sustainable Infrastructure teams continues to be financed under different projects and programs. It appears as though this project's outcomes were integrated into the mainstream of UNEP's work, though it is not clear if that was the intention from the start.

161. The exit and sustainability strategy for the country work was also not clear. Roadmaps and policy guidance developed might have been supported through implementation as originally intended in the project document. However, no systematic plans were made to transition countries out of UNEP support. In some cases, interviewees confirmed that, had financing been available to continue the work, some aspects of it would have continued. Many countries seek their own funding for the continued implementation of roadmaps, strategies or plans that were developed under this project.

162. The rating for this sub-criteria is **Moderately Unlikely**.

5.8.3 Institutional Sustainability

163. Some elements of the work are continuing in other parts of UNEP and the UN system. For example, many of the platforms created or encouraged through this project continue to exist (e.g., SIF, FC4S and GDFA), and some have ceased to function (e.g. the Sustainable Infrastructure Working Group). The studies and reports developed are still available on the Green Finance website and knowledge portal, and the GGKP continues to be operational, as well as the UNEP Finance Initiative, although it does not fulfil the same mandate. Certain countries, for example, Kazakhstan and India, continue the work through the mobilisation of other resources. The project outcomes depend on factors related to existing frameworks and governance systems: for example, the extent to which project participants maintain their current organizational frameworks (same ministries and financial institutions, continued existence of platforms and working groups). The project's sustainability was dependent on outside conditions to such an extent that it is impossible to say which of the outcomes will be sustainable in the long-term. Interviews confirm that the capacity and knowledge that was built through this project, will be maintained and are actively used in stakeholder work. For example in India, the reports and documents that were produced through this project served as a basis for continued advocacy in the greening of national and provincial economy.

164. The rating for this sub-criterion is **Moderately Likely**.

5.9 Factors Affecting Performance and Cross-Cutting Issues

5.9.1 Preparation and readiness

165. Overall, despite the weaknesses of the project's results framework and theory of change at design, the project fared well in terms of preparedness. This is largely because it came on the heels of, and to continue the work of the Inquiry initiative. Networks and partnerships were already in place and the work was well known by partners. There were however some changes during implementation: some deliverables were added, and some were changed due to inability of partners to deliver. Additional resources and co-financing from the inquiry and other partners also reoriented some of the work. The COVID-19 pandemic restrictions also led to significant reorientation in the manner of working. The evaluation found that all major decisions were made with proper consultation and PSC agreement, and appropriately managed, showing high level of adaptive management. The rating for this sub-criterion is **Highly Satisfactory**.

5.9.2 Quality of project management and supervision

166. The Terminal Evaluation of the Inquiry has already reflected on some of the administrative and institutional issues affecting performance: these include aspects of operational and financial management that may have created complexity and contributed to internally conflictual relations. For example, many of the sources of disagreement revolved around administrative procedures, the pace of delivery and the flexibility (or lack thereof) of rules for an initiative that was intended as "a disruptor" and "an innovator". There may also have been some confusion in the roles and responsibilities of the different UNEP offices and divisions, as well as with other partners like UNDP, that went beyond the scope of this project.

167. Since UNEP was both the implementing agency and the executing agency, there may have also been some confusion and conflict over supervisory roles. However, in practice, the division of labour between the executing partners was very clearly established; so much in fact that the components of the project appeared to run completely separately. The rating for project management and supervision of the Implementing Agency is **Satisfactory**

168. This evaluation also adds that the restrictions faced by the project team during the COVID-19 pandemic contributed significantly to derail implementation. Since much of the work depended on the convening power of the Inquiry team, the in-person meetings and lobbying required to advance the project's agenda could not be completed. And while the team did its best to redirect and adaptively manage deliverables in this context (e.g. by holding meetings online), the context did not lend itself well to the achievement of impactful changes. The rating for project management supervision of the executing agency is **Satisfactory**.

169. The rating for this sub-criterion is **Satisfactory**.

5.9.3 Stakeholder participation and cooperation

170. The project evolved as a highly collaborative endeavour; at least as far as external stakeholders were concerned. While the project did not intend to gather the full suite of stakeholders in the sustainable finance world, it certainly created partnerships at national and global levels. The evaluation finds that the project undertook a consultative approach to all its work; however, some of the outputs, which were destined for approval or consultation (e.g. the G20 or task forces) were not submitted to significant consultation. Evidence of consultation on certain outputs (like the Sustainable Investment principles, or the sustainable transport methodologies and reports) were scarce. When questioned on this topic, staff in the executing entity reported that the scope of work was revised to "get the discussion started". This may have fallen short of original ambition. The rating for this criterion is **Highly Satisfactory**.

5.9.4 Responsiveness to human rights and gender equality

171. Regarding the issue of gender in sustainable finance, as noted above, the dimensions of gender were not well integrated in the work other than at project design stage. Due to the upstream nature of the

work, there were no ways of tracking or accounting for the impact of the project on gender issues, human rights or other social inclusion concerns. Gender issues were integrated into the sustainable infrastructure work, and are covered as part of the International Good Practice Principles for Sustainable Infrastructure.

172. Given that there were no gender-specific indicators, there was no way of tracking progress in integrating these issues, or to determine how the project might influence gender or human rights issues in the countries or globally. However, many women participated in project activities at country level and at global level within UNEP. Some of the studies and reports do integrate gender issues, particularly those that are related to businesses (e.g. in India or Mexico), or the broader level policy outputs, such as the Sustainable Infrastructure Principles. Other outputs and products did not lend themselves well to such integration.

173. The original project gender-mainstreaming rating may have been overestimated, despite the comprehensive analysis in the project document on the potential linkages between sustainable finance and gender or human rights. Given the nature of outputs delivered, the gender and human rights integration remains theoretical at best. The rating for this criterion is **moderately unsatisfactory**.

5.9.5 Environmental and Social Safeguards

174. The same may be said for social and environmental safeguards. A thorough screening was conducted at design stage. Given the nature of the work completed, no negative environmental or social consequences could be expected. The initial risks were very low and no safeguards risks were triggered by the project. However, there did not appear to be any explicit effort on the part of UNEP as an implementing agency or as executing entity to track or monitor the applicability of environmental and social safeguards policies. For example, it is not clear whether the project made provisions for reducing the emissions arising from its work (e.g. travel) or that of its implementing partners. No partner-specific assessment was conducted (for example, when entering into a partnership with an organization, to inquire whether this organization had adequate ESS procedures in place). There was no specific monitoring, other than what was required, through the annual PIR. The rating for this sub-criterion is **Moderately Satisfactory**.

5.9.6 Country ownership and drivenness

175. High level policy priorities and political attention during COVID 19 were re-directed from sustainable development and the climate crisis to public health and economic recovery. This had a direct impact on the availability of high-level political leaders within the G20 or other venues. Despite these constraints, however, the project was able to maintain ties with the countries in which it worked, and the stakeholders were able to deliver interesting products, policy documents, studies and tools. Most of the stakeholders remained highly engaged, through regular online meetings and knowledge sharing throughout the project.

176. To echo the findings of the Inquiry Terminal Evaluation, "it may be that any future application of the Inquiry *model*, in substance or in process, should be administered outside UNEP or other UN agencies". This evaluation also finds that the GEF, as a financial instrument, was not well suited to contribute to the implementation of the project. This is because a project-type vehicle does not allow for long-term engagement and fluidity of results. The GEF's requirement of achievement of global environmental benefits does not apply – should not be applied – to long-term institutional transformation, market reorientations, political changes or deep policy overhauls. That is not to say that the GEF should not financially contribute to such initiatives, but as non-directive partner, within the context of a broader coalition or program, and with some degree of added flexibility. The rating for this sub-criterion is **Satisfactory**.

5.9.7 Communication and public awareness

177. The evaluation also finds that one of the strengths of the GEF project (and the Inquiry) was the strong level of buy-in and stakeholder engagement. Indeed, without the active and strategic communications strategies that were implemented through these projects, none of the results would have materialized. Perhaps one of the key results of the Inquiry is the creation of networks, platforms, coalitions and partnerships, some of which are very much still alive today. Under this GEF project, much effort was

placed in documenting best practice, publishing and disseminating knowledge through internet and social media, and mobilizing an online presence for key project outputs either at country levels or at global levels. This was largely an explicit intention, but a part of this also originated in the need to adapt to the new realities of the pandemic-induced online world. The rating for this sub-criterion is **Highly Satisfactory.**

178. In conclusion, the overall project performance rating is **Moderately Satisfactory.**

6 Conclusions and Recommendations

6.1 Conclusions

179. In summary, based on the evidence available, the evaluation concludes that the project performed well and delivered most of its intended work, but that in some cases, the quality of the work fell short of expectations. The project was also highly successful in continuing the work of the Inquiry in terms of stakeholder engagement, lobbying and advocacy. There were also several aspects of the project that limited its impact and sustainability, such as a low level of ownership of the project within UNEP, particularly towards the end; complex administrative and operational systems; the inability of implementing a gender strategy; and the inability to meet its co-financing commitments or to leverage finance to support continuation of project work.

180. One key finding of this evaluation is that this project was a small portion of a much larger initiative. Although not well reflected in project design, it is clear that as a standalone project, this GEF-supported initiative would not have delivered its intended outcomes or even leveraged sufficient implementation support. It is clear, from available evidence and conversations, that the GEF project was intended as a vehicle for channelling GEF resources towards the larger work of the Inquiry. This explains the highly ambitious outcomes, impacts and GEB targets, as much as the ability of the project team to rapidly roll out deliverables.

181. However, such operational modalities should be taken with caution: GEF funding typically comes with conditions and procedures in place that do not lend themselves well to the type of flexible, dynamic, long-term and high-risk, innovative policy work intended. Second, requesting partial funding from GEF for any initiative is problematic because it means the GEF results will be difficult to track and attribute, and that delivery will be subject to external risks associated with the larger initiative. Programmatic approaches in the GEF typically function only when the GEF is in the leadership position, and not as a small contributor among many.

182. Thirdly, the importance of individual leadership and relationships in the deployment of the Inquiry and the GEF project cannot be underestimated. Once key proponents of the initiative withdrew – this includes senior-most GEF and UNEP leadership – institutional appetite for continuing the project, in its current administrative form, waned. While provisions were made for mainstreaming the work in the organization through GGKP or UNEP-Finance Initiative, there did not appear to be a clear hand-over or a real effort to continue some of the country work.

183. At country level, the project was successful in generating some highly relevant, impactful, and innovative work among key stakeholders in the finance world. This work has also generated interest among national level platforms and broader constituencies, and it should be highlighted, sustained, and brought forward as best practice examples.

184. Conclusion 1: The GEF project vehicle may not have been the most appropriate financing mechanism for this work. The GEF mechanism came with operational constraints that did not lend themselves well to the type of upstream, policy or think-tank work this project entailed. Tying the project's work to a measurable global environmental benefit may have been unrealistic. Furthermore, the GEF project vehicle also came with constraints in adaptive management that did not support a demand-driven and partnership-based delivery model.

185. **Conclusion 2:** Operational division of work between components led to a missed opportunity in terms of knowledge sharing among the different workstreams. The disconnected project design between the three components also did not facilitate bridges between components. To support sustainability of outcomes, a learning and communication strategy would have been useful.

186. **Conclusion 3:** The multiplicity of similar initiatives and learning platforms makes it difficult for UNEP to determine and measure its influence on policy processes. Many of the intended outcomes of this project are impossible to measure because they are influenced by multiple variables and processes outside

the scope of any project. Again, flaws in project design also make it difficult to measure project results. Using knowledge platforms and networking may be efficient ways of distributing knowledge, but without a robust monitoring system, these run the risk of losing influence.

187. **Conclusion 4:** Institutional instability and internal changes within UNEP created disruptions in project implementation and may contribute to distress among project staff. Changes in accountability, administrative restructuring, changes in work ethic, norms and practices during project implementation create stress and added work burden for project teams. Loss of staff often results in loss of institutional memory, leading to duplication and repetition between projects.

188. **Conclusion 5:** Flaws in project design have real implications for project implementation particularly in times of staff change or administrative transition. Project designs should express with as much clarity as possible the logic chain that starts with activities and ends with impacts. When logic linkages are not fully visible, or when parts of projects are added on for policy or political reasons, monitoring and evaluation become impossible, coordination becomes difficult, and in some cases, the results of project fall short of expectations.

189. On the basis of these findings, the project is rated as shown in Table 8.

Table 8: Summary of project performance ratings

Evaluation criteria	Summary Assessment	Rating
Strategic Relevance		**Satisfactory**
Alignment to UNEP's MTS, POW and strategic priorities	The project was well aligned to the sustainable finance priorities expressed in UNEP MTS, POW and Strategic Priorities.	**Highly Satisfactory**
Alignment to Donor/Partner strategic priorities	The project was relatively well aligned to the GEF priorities, however alignment with the climate change objectives carried some wenknesses in terms of attributability of pGHG emissions reductions to project activities.	**Satisfactory**
Relevance to regional, sub-regional and national issues and needs	The project was well aligned to the priorities of countries, however, there were reductions in scope and changes in country-level work due to changing levels of country commitment.	**Moderately Satisfactory**
Complementarity with existing interventions	The project was well articulated in terms of synergies and collaboration with other ongoing interventions.	**Satisfactory**
Quality of Project Design	The quality of design carried significant shortcomings in terms of chain of results, clarity of result formulation, indicators and targets, which impacted on the project's M&E system and its ability to measure and attribute its results.	**Moderately Unsatisfactory**
Nature of External Context	The context was favourable at the beginning, however the COVID crisis created a contet in which many of the activities could not be implemented as planned.	**Moderately Unfavourable**
Effectiveness	The project achieved a moderate level of effectiveness. Some of the outputs and outcomes are not met. The likelihood of impact achievement is low.	**Moderately Satisfactory**
Availability of outputs	Most of the output are delivered, however the scope and quality of work may not meet the originally intended levels.	**Moderately Satisfactory**
Achievement of project outcomes	The project had not achieved its outcomes at closing, and their achievement was moderately likely on the basis of current condtions.	**Moderately Satisfactory**
Likelihood of impact	The likelihood of impact achiveemnet is low on the basis of the scope of work achieved under the various outputs. This is likely because the intended goal and objective of the project were overly ambitious.	**Unlikely**

Financial Management	Financial management occurred satisfactorily without any shortcomings.	**Highly Satisfactory**
Adherence to UNEP's policies and procedures	The project adhered to UNEP policies and procedures.	**Highly Satisfactory**
Completeness of project financial information	All information required was complete. However multiple layers of reporting created complications for financial management.	**Satisfactory**
Communication between finance and project management staff	This was not rated due to the unavailability of a financial officer.	**Not rated**
Efficiency	The project demonstrated suitablelevels of efficiency. Resources were not completely spent; the project was able to conduct adaptive management to reorient some of the work during COVID.	**Satisfactory**
Monitoring and Reporting	Monitoring and reporting was adequate per UNEP standards.	**Satisfactory**
Monitoring design and budgeting	The design of the monitoring system carried the shortcomings of the project's results framework and theory of change, which made tracking difficult.	**Moderately Satisfactory**
Monitoring of project implementation	Project implementation monitoring and reporting were undertaken according to requirements by the various project teams and by UNEP as an EA.	**Satisfactory**
Project reporting	All reports were available.	**Satisfactory**
Sustainability	Many of the project interventions would require continued intervention to continue to generate results.	**Moderately Unlikely**
Socio-political sustainability	The key deciding factor in determining likelihood of sustainability is the continued presence of national institutional leadership that is favourable to advancing the goal of the project. This only materialized in some countries, or in some cases.	**Moderately Likely**
Financial sustainability	The financial sustainability of the project faced multiple challenges. Project outcomes would require continued financial input to materialize at the expected level. The exit strategy for this project was not clear	**Moderately Unlikely**
Institutional sustainability	The project's sustainability was dependent on outside conditions to such an extent that it is impossible to say which of the outcomes will be sustainable in the long-term. Interviews confirm that the capacity and knowledge that was built through this project, will be maintained and are actively used in stakeholder work	**Moderately Likely**
Factors Affecting Performance	The project performed well despite a number of issues affecting the delivery of outputs.	**Satisfactory**
Preparation and readiness	The project fared well in terms of preparedness. This is largely because it came on the heels of, and to continue the work of the Inquiry initiative. Networks and partnerships were already in place and the work was well known by partners.	**Highly Satisfactory**
Quality of project management and supervision	Some aspects of operational and financial management that may have created complexity and contributed to internally conflictual relations.	**Satisfactory**
UNEP/Implementing Agency:	Since UNEP was both the implementing agency and the executing agency, there may have also been some confusion and conflict over supervisory roles. However, in practice, the	**Satisfactory**

	division of labour between the executing partners was very clearly established	
Partner/Executing Agency:	Each executing agency delivered its role with adequate levels of control and supervision.	**Satisfactory**
Stakeholder participation and cooperation	The project maintained a high level of stakeholder participation, cooperation, synergies and collaboration throughout, despite interruptions from COVID 19 restrictions.	**Highly Satisfactory**
Responsiveness to human rights and gender equity	Given that there were no gender-specific indicators, there was no way of tracking progress or to determine how the project might influence gender or human rights issues in the countries or globally. However, many women participated in project activities at country level and at global level within UNEP. Some of the studies and reports integrate gender issues while others did not lend themselves well to such integration.	**Moderately Unsatisfactory**
Environmental and social safeguards	A thorough screening was conducted at design stage. Given the nature of the work completed, no negative environmental or social consequences could be expected. The initial risks were very low and no safeguards risks were triggered by the project.	**Moderately Satisfactory**
Country ownership and driven-ness	The COVID pandemic had a direct impact on the availability of high-level political leaders. However, the project was able to maintain ties with partner countries and the stakeholders were able to deliver interesting products, policy documents, studies and tools. Most of the stakeholders remained highly engaged, through regular online meetings and knowledge sharing throughout the project.	**Satisfactory**
Communication and public awareness	One of the strengths of the GEF project (and the Inquiry) was the strong level of buy-in and stakeholder engagement. Indeed, without the active and strategic communications strategies that were implemented through these projects, none of the results would have materialized	**Highly Satisfactory**
Overall Project Rating		**Moderately Satisfactory**[35]

[35] The overall score = 3.86 was arrived at using the weighted ratings tool provided by the Evaluation Office of UNEP.

6.2 Lessons Learned

Lesson Learned #1:	**Projects should be constructed based on rigorous theories of change that are independent of division of labour or funders.**
Context/comment:	Many of this project's challenges might have been averted if the theory of change and resulting results framework had been conceived independently of considerations related to the nature of executing entities, teams and donors (GEF). It is clear from its design that this project was intended as a continuation or add-on to the Inquiry; a requirement for a measurable Global Environment Benefit appears misaligned to the nature of interventions. Ideally, a project is a self-contained logical group of activities, outputs and outcomes that stand alone (and are true) regardless of how they are executed and funded. In the case of this project, project design issues were a direct result of selecting the GEF as the source of funds for workstreams that ended up being delivered as near separate initiatives.

Lessons Learned #2:	**There is a challenge in measuring global policy influence at the scale of a single project, as it is incredibly difficult to measure, given the complexity of global policy processes.**
Context/comment:	For projects such as this one, the key factor of sustainability and effectiveness is the extent to which it has influenced policy and behaviour change at the required level. This is apparent in project results frameworks and project design documents (ambitious outcome statements), but not always measurable. Policy influence at the scale of a single project, is incredibly difficult to measure, yet funders continually require ambitious outcome statements. It appears unfair to hold projects accountable for such unattainable standards, given the complexity of global policy processes. The creation of a methodology for measuring policy influence at the program or portfolio level, or at the agency level (UNEP) could create a useful contribution to advanging knowledge and to improving policy initiatives in the future.

Lessons Learned #3:	**Gender, Social Inclusion and Human Rights Approaches and indicators are extremely valuable but not always applicable.**
Context/comment:	Requiring gender-related indicators and measures, gender analysis and human rights considerations in projects that have only policy or knowledge related interventions is not realistic. As an example, methodologies for tracking infrastructure investments are not gender-sensitive (although the result of such investments may be). This leads to the adoption of artificial targets, disconnected indicators and the dilution of intent. Exemptions for projects that have universal applications, such as this one, may be considered so that projects are not penalized for an apparent lack of integration of social concerns.

Lessons Learned #4:	**Future sustainable finance work may be more effectively implemented using multi-donor trust funds and other flexible operational mechanisms, rather than project-based initiatives that require immediate demonstrable evidence of Global Environment Benefits. This will enable long-term engagement and easily adaptable workplans, deliverables and outputs.**
Context/comment:	UNEP-GEF should carefully consider the trade-offs involved when mobilizing GEF funding for initiatives that are intended to effect long-term policy change in macro-level conditions, such as is required for high-level sustainable finance work. UNEP-GEF project teams are advised to review any ongoing project designs that are intended for GEF funding, against this lesson.

6.3 Recommendations

190. Recognizing that there are no intentions to continue the work in the form of a distinct GEF project, but rather that the work has been taken on by other institutions within and outside UNEP, the following recommendations are designed to be adopted by UNEP in its broader work.

191. **Recommendation 1**: The Green Growth Knowledge Platform (GGKP) should develop a best practice in sustainable finance report drawing on the country work completed during this GEF project and other initiatives. This work could also further refine the Roadmap guidance and tools to make them more actionable by future generations of planners.

192. **Recommendation 2**: UNEP should endeavour to monitor the use and influence of its knowledge-based activities, such as platforms, working groups, websites, and more. To the extent possible, explicit knowledge management and learning strategies should be integrated into programs and projects to ensure iterative learning and avoid repetition or duplication. Project teams are encouraged to integrate trackable, long-term knowledge and learning strategies in future projects.

193. **Recommendation 3**: Future similar initiatives within UNEP should be housed administratively in a sound and stable manner, enabling staff and project beneficiaries to deploy activities in a way that encourages institutional memory, knowledge and resource retention, stability and sustainability. Project teams should ensure to document decision-making within projects and to ensure that staff changes do not affect relationships with partners. The project team is advised to undertake a documented internal review of any ongoing project designs against this recommendation.

194. **Recommendation 4**: UNEP should be mindful of project design constraints and document fully the assumptions made and baseline contexts of future similar projects, especially those that are used as partial vehicles for channelling resources to broader initiatives. Project teams are advised to ensure that projects under design take into account this recommendation.

195.

Recommendation #1:	**The Green Growth Knowledge Platform (GGKP) should develop a best practice in sustainable finance report drawing on the country work completed during this GEF project and other initiatives. This work could also further refine the Roadmap guidance and tools to make them more actionable by future generations of planners.**
Challenge/problem to be addressed by the recommendation:	To ensure there is continued uptake and replication of project outputs and outcomes
Priority Level:	Opportunity for Improvement
Type of Recommendation	Project level
Responsibility:	Green Growth Knowledge Platform (GGKP)
Proposed implementation time-frame:	Short term (1 year)

Recommendation #2:	**UNEP should endeavour to monitor the use and influence of its knowledge-based activities, such as platforms, working groups, websites, and more. To the extent possible, explicit knowledge management and learning strategies should be integrated into programs and projects to ensure iterative learning and avoid repetition or duplication. Project teams are encouraged to integrate trackable, long-term knowledge and learning strategies in future projects.**
Challenge/problem to be addressed by the recommendation:	To make sure resources are spent efficiency and results are achieved in the Knowledge sharing, Monitoring and Learning dimensions
Priority Level:	Opportunity for Improvement
Type of Recommendation	UNEP-wide
Responsibility:	UNEP
Proposed implementation time-frame:	Mid-term (3 years)

Recommendation #3:	**Future similar initiatives within UNEP should be housed administratively in a sound and stable manner, enabling staff and project beneficiaries to deploy activities in a way that encourages institutional memory, knowledge and resource retention, stability and**

	sustainability. Project teams should ensure to document decision-making within projects and to ensure that staff changes do not affect relationships with partners. The project teams are advised to undertake a documented internal review of any ongoing project designs against this recommendation.
Challenge/problem to be addressed by the recommendation:	Administrative instability and blurred accountability lines prevent projects and programs from achieving their best results.
Priority Level:	Important
Type of Recommendation	Project level
Responsibility:	UNEP Climate Mitigation Unit
Proposed implementation time-frame:	Short-term (1 year)

Recommendation #4:	**UNEP should be mindful of project design constraints and document fully the assumptions made and baseline contexts of future similar projects, especially those that are used as partial vehicles for channelling resources to broader initiatives. Project teams are advised to ensure that projects under design take into account this recommendation.**
Challenge/problem to be addressed by the recommendation:	Inadequate project design quality prevents effective deployment of implementation strategies, risk management and evaluation.
Priority Level:	Important
Type of Recommendation	Project level
Responsibility:	UNEP Climate Mitigation Unit
Proposed implementation time-frame:	Continuously

Annex 1. Terms of Reference for the Terminal Evaluation

Section 1: PROJECT BACKGROUND AND OVERVIEW

1. Project General Information

Table 1. Project summary

GEF Project ID:	9775	**Umoja no.:**	S1-32GFL-000615 / SB-011370.01 & SB-011370.02
Implementing Agency:	UNEP: Economy Division - Energy & Climate Branch - Climate Mitigation Unit		
Executing Agency:	Components 1 & 2: UNEP **Inquiry** / UNEP FI / GGKP[36] Component 3: UNEP Economy Division - Resources & Markets Branch - Economic & Trade Policy Unit (**ETP-U**)[37]		
Relevant SDG(s) and indicator(s):	SDG 9, target 9.1 SDG 10, target 10.5, Target 10.b SDG 13, target 13.2 SDG 17, targets 17.1, 17.3, 17.9		
GEF Core Indicator Targets (identify these for projects approved prior to GEF-7)	Core Indicator 6 - Greenhouse gas emission mitigated		
Sub-programme:	Climate Action (formerly Climate Change)	**Expected Accomplishment(s):**	Climate stability: Countries increasingly transition to low-emission economic development pathways and enhance their adaptation and resilience to climate change
UNEP approval date:	14 November 2018	**Programme of Work Output(s):**	PoW 2022-2023, Subprogramme 1 Outcome 1B; Indicator (i) and (ii)
GEF approval date:	5 June 2018	**Project type:**	Medium-Size Project
GEF Operational Programme #:	CCM-1 Programme 2	**Focal Area(s):**	Climate Change Mitigation
***Expected* start date:**		**Actual start date:**	Inquiry: 27 December 2018 ETP-U: 14 November 2018
***Planned* operational completion date:**	31 December 2020	**Actual operational completion date:**	December 2022
***Planned* project budget at approval:**	US$ $5,275,000	**Actual total expenditures reported as of June 2022:**	US$ 3,573,589[38]
GEF grant allocation:	US$ 2,000,000	**GEF grant expenditures reported as of June 2022[39]:**	US$ 1,325,627
Project Preparation Grant - GEF financing:	US$ 30,000	**Project Preparation Grant - co-financing:**	US$ 0

[36] Execution handed over to Green Growth Knowledge Platform (GGKP) mid-2021
[37] Previously called the Economic and Fiscal Policy Unit
[38] Inclusive of co-finance and GEF grant
[39] Note that additional expenditures will be reported as of 31 December 2022, that will be communicated with the evaluator later.

***Expected* Medium-Size Project co-financing:**	US$ 3,245,000	**Secured Medium-Size Project co-financing as of June 2022[40]:**	Inquiry / UNEP FI / GGKP: US$ 1,331,334 ETP-Unit: US$ 916,628
Date of first disbursement:	**Inquiry**: 8 January 2019 **ETP-U**: 21 November 2018	**Planned date of financial closure:**	31 December 2023
No. of formal project revisions:	ETP Unit: Four (4):– April 2020, August 2021; May 2022, December 2022 Inquiry / UNEP FI / GGKP: Three (3): March 2021, July 2021, November 2021	**Date of last approved project revision:**	27 December 2022
No. of Steering Committee meetings:	4	**Date of last/next Steering Committee meeting:**	Last: 29 June 2022 Next: N/A
Mid-term Review *(planned date):*	N/A	**Mid-term Review (actual date):**	N/A
Terminal Evaluation *(planned date):*	June 2023	**Terminal Evaluation (actual date):**	March 2023
Coverage - Countries:	China, Ghana, Kazakhstan, India, Mexico, Mongolia, Nigeria, Rwanda	**Coverage - Regions:**	Africa, Asia Pacific, Latin America and Caribbean, West Asia

2. Project Rationale

1. In its 2016 global report, UNEP's Inquiry into the Design of a Sustainable Financial System reported that there was a considerable momentum towards alignment of financial systems with sustainable development and climate change mitigation needs, but pointed out the rather modest levels of measured green credit, green bonds, and investment in sustainable infrastructure. Transformation, the report concluded, required a more systemic approach to scaling up ambitious national roadmaps, and ways to leverage these initiatives at the international level. It was determined that harnessing the financial system is a pre-requisite to delivering the transition to a low-carbon, resilient, and inclusive economy, as part of the wider shift to sustainable development.[41]

2. In this regard, there were essentially **three key deficiencies** in the financial system that needed to be addressed:

196. First, is the **misallocation problem**: The global economy has abundant stocks of financial assets, but insufficient flows of investment in the areas where they are needed for long-term sustainable development.

197. Second, the **financial system imposes considerable externalities**. The world's US$ 80 trillion/year economy is estimated to generate environmental externalities valued at over US$ 7 trillion per year. The governance, incentives and risk management of banks and other financial institutions can create significant spill-over effects and systemic risk for the real economy, as well as degrading natural assets and generating greenhouse gas emissions.

198. Third, the **financial system is itself impacted by environmental stress**, notably through natural disasters as well as environmental policies. Such stresses can have significant impact on asset values, notably through the transmission mechanism of insurance and re-insurance, and through the creation of 'stranded assets' that suffer from unanticipated write-downs, devaluation, or conversions to liabilities.

199. In an effort to address the root causes and barriers to the global environmental and/or adaptation problems, three domains of intervention need to work side by side, complementing and reinforcing each

[40] Note that additional co-finance will be reported as of 31 December 2022, that will be communicated with the evaluator later.
[41] UNEP (2015), Aligning the Financial System with Sustainable Development.

other's effectiveness. First, reforms in the real economy (for example, through carbon pricing and measures to increase energy efficiency) are critical to aligning financial and capital markets. Also critical is the second domain, namely the smart use of limited public funds. And third, the much less understood domain, encompasses measures within the financial system itself to green private finance through adjustments to key policies, regulations, standards, and norms, in tandem with market innovations. It is the third domain that has received least attention in the past.

200. The aim of this GEF-financed project (titled "*Aligning the financial system and infrastructure investments with sustainable development - a transformational approach*") was to build international consensus to align financial systems with the SDGs, and to catalyse national regulatory actions and regional sustainable infrastructure investments. The approach would then be scaled-up and applied to infrastructure development projects and initiatives around the globe.

201. The project was built closely on the work of UNEP's 'Inquiry into the Design of a Sustainable Financial System' (also referred to here as "the Inquiry"), which has mapped the practice and potential for advancing such an alignment. Policy innovation for a sustainable financial system had been taking place primarily at the country level, and the Inquiry wanted to understand the driving imperatives behind innovations in specific locations, the lessons emerging, and the potential for further developments. The Inquiry undertook advanced work with national institutions and partners, focusing initially on Bangladesh, Brazil, China, Colombia, the EU, France, India, Indonesia, Kenya, the Netherlands, South Africa, Switzerland, Uganda, the UK and the USA. This work has been critical to root the Inquiry's thinking in the diversity of country realities and needs.

202. The project was therefore designed to stimulate an enabling environment in which select countries would review and agree to regulatory measures to promote sustainable development and green financing. These in turn, would influence specific sustainable infrastructure investments and the combined experiences would be used to develop international best practices for green finance and sustainable infrastructure investment as the next step in widespread national take-up of these measures.

203. Furthermore, the (very real) environmental risks posed by infrastructure development initiatives would benefit from focused pre-emptive mitigation efforts by this project, notably in the form of the development of high-level sustainable investment principles and more granular investment criteria that Working Group members could then commit to respecting.

3. Project Results Framework

204. The project objective as indicated in the CEO Endorsement document is to "Build international consensus to align financial systems with the Sustainable Development Goals and catalyse national regulatory actions and regional sustainable infrastructure investments". To achieve this objective, the project's activities were organised under three main components with the expectation that these would yield results whose causal effects would achieve the desired impact. The project components are summarised below:

205. **Component 1: Catalyse national action**. The project supported the drafting of sustainable finance roadmaps for 6 countries, namely: China, Kazakhstan, India, Mexico, Mongolia and Nigeria. To achieve this, the project prepared a Roadmap Development Tool and a Performance Tool. The project also provided implementation support to two of the six countries to strengthen specific areas of the country Roadmaps.

206. **Component 2: Build international consensus around best practice.** Under this component, the project organised / participated in international dialogues to build consensus around best practices for green financial system. Lessons learned and knowledge from the experience of the 6 countries targeted under Component 1 were compiled and shared through a Roadmap Design and Implementation Guide. An online Global Learning Platform was created to build and capture consensus on harmonized green financing policies, regulations and norms.

207. **Component 3: Promote sustainable infrastructure investments**. The project launched a Sustainable Infrastructure Working Group of investors and stakeholders to promote investments in green and sustainable infrastructure. Additionally, the project mapped major infrastructure investments and their estimated environmental impacts against areas of globally significant environmental risk related to 3

MEA's. Finally, a measurement framework to track performance against Working Group commitments was developed and tested on at least one infrastructure investment.

208. The table below provides an abridged version of the project results framework, presented under these three project components, including their respective programmed Outputs and expected Outcomes.

Table 2. Summary of the results framework (abridged version)

Component	Outputs	Outcomes	Indicators
Component 1: Catalyse national action.	**Output 1.1**: Tools to assess and measure progress in shaping national financial system and allow benchmarking across countries are developed **Output 1.2**: Six partial or complete country roadmaps are drafted **Output 1.3**: Roadmap implementation support for 2 countries	**Outcome 1**: Governments agree to develop, implement and measure the impact of one or more recommendations from their country roadmaps.	**Indicator 1**: # of Sustainable Finance Roadmaps endorsed by the respective national governments, including the identification of at least 2 recommendations that the governments agree to implement
Component 2: Build international consensus around best practice	**Output 2.1**: Dialogues to build consensus around best practices for green financial system are held at G7, G20, the WBG/UN Environment Roadmap on Sustainable Finance and the Group of Friends of SDG Financing **Output 2.2**: Accompanied learning strategies from national experiences in greening the financial system are developed and agreed **Output 2.3**: A Global Learning Platform to build and capture consensus on harmonised green financing policies, regulations and norms is operational	**Outcome 2:** Building international consensus on best practices (e.g. policies, regulations, standards and norms) to green the financial system	**Indicator 2**: # of official statements issued or communicated by the G7 or G20 (etc.) that explicitly promote greening the financial system in the specific context of supporting SDGs (Sustainable Development Goals)
Component 3: Promote sustainable infrastructure investments	**Output 3.1**: Sustainable Infrastructure Working Group is launched **Output 3.2**: Sustainable infrastructure investment principles developed and presented to Working Group investors and stakeholders **Output 3.3**: Planned major infrastructure investments are mapped and overlaid against areas of globally significant environmental risk related to 3 MEAs **Output 3.4**: Environmental impacts of the mapped infrastructure are estimated **Output 3.5**: At least one infrastructure investment is identified, a set of specific sustainable investment criteria is developed, and environmental and socio-economic impacts are modelled **Output 3.6**: Measurement framework to track performance against Working Group commitments is developed and tested on at least one infrastructure investment	**Outcome 3:** Increased commitment by the investment community to the sustainable infrastructure investment principles	**Indicator 3**: # of principle sets adopted by the Sustainable Infrastructure Working Group for sustainable infrastructure investments

209. The project selected the following countries to participate in the project, namely: China, Kazakhstan, India, Mexico, Mongolia and Nigeria. Two of these countries (China, Kazakhstan) had pre-existing partial Roadmaps and four (India, Mexico, Mongolia, Nigeria) had no current Roadmaps but had pre-existing initiatives that could be scaled-up and systematised. Although not originally included in the project design, Ghana and Rwanda were also integrated in the work under Component 3, in the form of co-finance to the project.

210. It was anticipated that the Roadmaps would help enable countries to develop a clear picture of their financing needs in addressing sustainable development and the financial system reforms to help meet these. Gender considerations were also built into national Roadmaps by utilising the expertise, networks and research undertaken by engaged stakeholders.

4. Executing Arrangements

211. The Project Donor was the Global Environment Facility (GEF). The GEF **Implementing Agency** was the UNEP Climate Mitigation Unit. It was responsible to the GEF for the project's oversight, the use of resources as written in the Project Document, or any amendments agreed to it by all donors. The project had two executing agencies comprised the following: the Sustainable Infrastructure Team in the Economic & Trade Policy Unit[42] (this was the **Lead Executing Agency**), and the UNEP Inquiry Team (UNEP Inquiry / UNEP Finance Initiative / GGKP [43]) in the Economic & Trade Policy Unit (this was the **Co-Executing Agency**). All these entities are housed in the Economy Division of UNEP. The executing agencies were responsible for day-to-day management and execution of the project, including financial management and project reporting.

212. A **Project Steering Committee** (PSC) was responsible for oversight of the project. The main functions of the PSC were to review project progress, approve annual work plans and budgets, provide strategic guidance to the project, and approve management decisions to ensure timely delivery of quality outputs.

213. There were two **Project Management Units** (PMUs) formed by the Sustainable Infrastructure Team and the Inquiry Team. These PMUs were responsible for day-to-day implementation of the project: a Green Finance (Inquiry) PMU for Components 1 and 2, and a Sustainable Infrastructure PMU for Component 3. Each PMU was led by a **Senior Advisor** who was responsible for managing a project team consisting of ad hoc employees (members of the Inquiry and Sustainable Infrastructure teams respectively, supporting particular project activities), consultants and/or service providers. The Senior Advisors were also responsible for organising PSC meetings and reporting to the PSC (financially, progress and PIRs),.

214. A **National Advisory Group** (NAG), co-chaired by two of the participating countries, was expected to convene yearly. The role of the NAG was to provide high-level representation for the participating countries and provide an opportunity for Ministry (or equivalent) representatives to meet, discuss project progress in their respective countries, exchange ideas, and convey recommendations to the PSC.

215. Each PMU was also advised at an operational level by **Technical Groups** whose role it was to firmly embed the project within its broader ecosystem of green finance and green infrastructure initiatives and practitioners. Specifically, the Technical Group ensured that the project did not operate in isolation but, rather, coordinated with other stakeholders, built on existing best-practice, and generated a sense of momentum amongst the broader stakeholder community. The Technical Groups were expected to ensure ongoing, informal interactions with the project (e.g. through e-mail and discussion groups), where ideas could be discussed and reactions to market developments assessed and acted upon quickly.

5. Project Cost and Financing

216. This is a Medium Size Project (MSP); the total cost of the Project is US$ 5,275,000 with a GEF allocation of US$ 2,000,000 and the remainder consisting of a co-financing amount of US$ 3,245,000 being provided as in-kind contribution of US$ 2,633,625 by the Inquiry Team and US$ 611,375 by the sustainable Infrastructure Team. The overall project budget and co-financing are a shown in Table 3 and Table 4 below. The financial figures are presented by component and by funding source.

Table 3. Summary of Project Estimated Budget at Design

Project Component	Project Outcomes	GEF Trust Fund	Confirmed Co-financing
1. Catalyse national actions	1. Governments agree to develop, implement and measure the impact of one or more recommendations from their country roadmaps	700,000	1,550,000
2. Build international consensus around best practice	2. Building international consensus on best practices (e.g. policies, regulations, standards and norms) to green the financial system	250,000	850,000
3. Promote sustainable infrastructure investments	3. Increased commitment by the investment community to the sustainable infrastructure investment principles	860,000	400,000
Sub-total		1,810,000	2,800,000

[42] Previously 'Economic and Fiscal Policy Unit'
[43] Execution handed over to GGKP mid-2021

Project Management Cost (PMC)	190,000	445,000
Total Budget	**2,000,000**	**3,245,000**

Table 4. Confirmed sources of project co-financing

Sources of Co-financing	Type of Co-financing	Amount ($)
UN Environment Inquiry into the Design of a Sustainable Financial System	In-kind	2,633,625
UN Environment Resources and Markets Branch	In-kind	611,375
Total Co-financing		**3,245,000**

6. Implementation Issues

217. According to the latest PIR Report, it is indicated that most of the project activities and programmed outputs were delivered. The project implementation however suffered from delays; originally planned to be implemented over a 24 months period from January 2019 to December 2020, the project had to undergo multiple extensions and revisions until December 2022 to ensure all planned activities were completed. Other than that, there have been no major setbacks to the project that have adversely affected its completion.

218. Perhaps worth noting would be the implementation of project activities in Mongolia (component 3 in particular) on the commitment by the investment community to the sustainable infrastructure investment principles. Implementation was already behind schedule because of administrative delays and staff shortages due to COVID in 2021, and the project team experienced some communication challenges with the Mongolian partners to adapt to the situation and get the activities completed in a timely manner.

219. With regard to country participation, Rwanda and Ghana were not included as part of the original project; they were added later as a result of implementation of some major activities in these two countries that related to the Project. Further, Ghana and Rwanda were not directly funded through the GEF project. Their inclusion was a co-finance contribution to the project. The ETP Unit will be able to further clarify this during the evaluation.

220. here was also a more general challenge related to lack of political commitment to sustainable infrastructure. In the case of Mongolia and Ghana, the extent to which the sustainable infrastructure principles and country-specific measures were being adopted and implemented has been uncertain and ultimately out of the project's control.

221. The COVID-19 crisis affected governments' priorities in different ways. While there are indications that "green recoveries" are a priority for many countries, by 2022 only around 30% of recovery spending had been allocated to sustainable investments. Helping countries to change this is a priority, and encouraging project partners to commit resources accordingly, has been a challenge not only for this project but for UNEP as a whole.

222. The Sustainability Reporting Guidance for Mongolian Companies was developed through inter-agency coordination and partnership with international financial institutions; the implementation work from Mongolia could provide some interesting findings on sustainable finance progress. This could be a point of interest for the evaluation to draw out the lessons learned. The implementation work on Climate-Related Risk Management in Nigeria could also provide some interesting lessons with the potential for replication replicate in similar contexts. The Roadmaps developed by the countries participating in the project all provide good example of public-private collaboration in the policy and regulatory process of sustainable finance to ensure their effectiveness; these too present opportunities for the evaluation to highlight the lessons and the extent to which these can be scaled up or replicated in other countries.

223. With the appointment of a new Executive Director in UNEP in 2019, the project was moved to the Economy Division where a number of workstreams exist, such as the Green Economy team, UNEP FI, and high visibility programmes such as PAGE. The Inquiry was requested to work through to the end of 2020 and thereafter the remaining work under Components 1 and 2 was to be formally handed over from the Inquiry to the Green Growth Knowledge Platform (GGKP) to enable continuity and support to a broader UNEP discussion on creating / managing / implementing a finance platform.

224. The interlinkages and collaboration have gone a long way in strengthening the discussion on finance. The Inquiry team supported the project through the end of its deliverables. Uptake of country work has been discussed with PAGE/Green Economy Unit and UNEP FI to ensure sustainability and enhancing activities. Additionally, the new UNEP system wide Medium-Term Strategy from 2021-2023 has built in an emphasis on finance.

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

7. Objective of the Evaluation

225. In line with the UNEP Evaluation Policy[44] and the UNEP Programme Manual[45], 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.

8. Key Evaluation Principles

226. 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.

227. **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.

228. **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.

229. **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 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.

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

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.

9. Key Strategic Questions

230. 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.

> ***Q1:*** *The project used infrastructure as an entry-point to couple financial sector support with on-the-ground investments that support sustainable development. To what degree of success did the project catalyse national regulatory actions and regional sustainable infrastructure investments?*
> ***Q2****: With regard to the Working Groups that were established by the project to support the participating countries ensure that their infrastructure investments are able to contribute to their national sustainable development needs, to what extent was this collaborative approach effective?*
> ***Q3:*** *What changes were made to adapt to the effects of COVID-19 and how might those changes have affected the project's performance?*
> ***Q4:*** *With regard to the issue of gender in sustainable finance, how and to what extent has project performance been affected by the integration of / absence of gender considerations during project implementation?*

231. The evaluation shall also 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) <u>Under Monitoring and Reporting/Monitoring of Project Implementation</u>:
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[46]).

(b) <u>Under Factors Affecting Performance/Stakeholder Participation and Cooperation</u>:
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) <u>Under Factors Affecting Performance/Responsiveness to Human Rights and Gender Equality</u>:
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) <u>Under Factors Affecting Performance/Environmental and Social Safeguards</u>:
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) <u>Under Factors Affecting Performance/Communication and Public Awareness</u>:
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)*

10. Evaluation Criteria

232. 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) 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

233. 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

[46] This is not applicable for Enabling Activities

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[47] (MTS), Programme of Work (POW) and Strategic Priorities

234. 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[48] (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

235. 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

236. 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[49]

237. An assessment will be made of how well the project, either at design stage or during the project inception or mobilization[50], took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups. The Evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include 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

[47] 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

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

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

[50] 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.

be annexed in the Evaluation Inception Report. Later, the overall Project Design Quality rating[51] 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

238. 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[52]). 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[53]

239. 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 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[54]

ii. Achievement of Project Outcomes[55]

240. The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed[56] 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

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[51] 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.

[52] *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.*

[53] *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)*

[54] *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.*

[55] *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)*

[56] *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.*

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

241. 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.

242. 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.

3. The Evaluation will consider the extent to which the project has played a catalytic role[57] or has promoted scaling up and/or replication as part of its Theory of Change (either explicitly as in a 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.

243. 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

244. 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

[57] 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 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.

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 Task Manager and the Administrative 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

245. 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.

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

247. 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[58] with other initiatives, programmes and projects etc. to increase project efficiency.

248. 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

249. 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

250. Each project should be supported by a sound monitoring plan that is designed to track progress against SMART[59] 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

251. 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

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

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

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.

252. 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

253. 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. 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

254. Sustainability[60] 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

255. 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

256. 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.

[60] 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)

iii. Institutional Sustainability

257. 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

(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

258. 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

259. 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[61], 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.

260. 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

261. 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.

iv. Responsiveness to Human Rights and Gender Equality

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

[61] 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

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[62].

263. 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.

264. Note that the project's effect on equality (i.e. promoting human rights, gender equality and inclusion of those living with disabilities and/or belonging to marginalised/vulnerable groups) should be included within the TOC as a general driver or assumption where there is no dedicated result within the results framework. If an explicit commitment on this topic is made within the project document then the driver/assumption should also be specific to the described intentions.

265. 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

266. 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[63] 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).

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

268. 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

269. 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

[62] 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

[63] 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.

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

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

271. 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

272. 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.)

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

(a) A desk review of:

- Relevant background documentation;
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
- Project reports such as 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.; and
- Project deliverables.

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

- UNEP Task Manager (TM) from the UNEP CCM Unit;
- Project management teams, including the Senior Advisors and the Technical Coordinators within the 2 Executing Entities (Inquiry / GGKP for components 1 and 2, and ETP Unit for component 3)
- UNEP Administrative Officer (AO) from the UNEP CCM Unit;
- Fund Management Officers (FMOs) from the Inquiry / GGKP and from the ETP Unit.
- Portfolio Manager and Sub-Programme Coordinator, as appropriate;
- Project partners, including:
  Components 1 & 2: Tsinghua University, Mongolian Stock Exchange, Astana International Finance Center, Development Alternatives/NIPFP, FMDQ OTC Securities Exchange, Banco de Mexico, Climate Bonds Initiative, UNDP; Representatives from civil society and specialist groups (such as women's, farmers and trade associations etc).
  Component 3: WCMC, Blended Capital Group, China EXIM Bank, CHINCA, EIB, Swiss FOEN, FIDIC, FoE, GCA, GIZ, GIB, ILO, IDB, IGES, IISD, ITRC, IUCN, National Development Agency of Mongolia, OECD, SIF, TNC, UN Women, UNDP, UNIGE, University of Oxford, UNOPS, World Bank Group, WWF, Zofnass Programme

(c) **Surveys -** where appropriate
(d) **Field visits** – to a selection of participating countries if deemed necessary / feasible
(e) Other data collection tools as deemed appropriate

11. Evaluation Deliverables and Review Procedures

274. The Evaluation Team will prepare:

- **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.
- **Preliminary Findings Note:** typically in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings. In the case of highly strategic project/portfolio evaluations or evaluations with an Evaluation Reference Group, the preliminary findings may be presented as a word document for review and comment.
- **Draft and Final Evaluation Report:** 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.

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

276. **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 the 2 Technical Coordinators (from GGKP and from ETP Unit), 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.

277. 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.

278. 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.

279. 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.

12. The Evaluation Consultant

280. For this evaluation, one independent consultant will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager (Pauline Marima), in consultation with the Portfolio Manager (Geordie Colville), Task Manager (Ruth Coutto), Programme Officer (Julien Lheureux), Head of Energy & Climate Branch (Mark Radka), Climate Mitigation Unit Administrative Officer (Fatma Twahir), and the Coordinator of UNEP Sub-programme on Climate Change[64] (Niklas Hagelberg), and other relevant colleagues in UNEP. The consultant will liaise with the Evaluation Manager on any procedural and methodological matters related to the evaluation. It is, however, the consultant's individual responsibility to arrange for their travel, visa, obtain documentary evidence, plan meetings with stakeholders, organize online surveys, and any other logistical matters related to the assignment. The UNEP Task Manager and

[64] This Sub-programme is now referred to as Climate Action

project teams will, where possible, provide logistical support (formal introductions, meetings etc.) allowing the consultant to conduct the evaluation as efficiently and independently as possible.

281. The consultant will be hired the over the period **April - November 2023** during which time the evaluation deliverables listed in Section 11 'Evaluation Deliverables' above should be submitted.

282. S/he should have: an advanced university degree in environmental or social studies, an advanced degree is desirable; at least 5 years' experience in the areas of climate change, sustainable development, and/or infrastructure planning/development; experience in green finance (sustainable investments and financial systems) is an added advantage; and previous working experience in undertaking evaluation of projects, preferably using a Theory of Change approach. Knowledge of **English** language along with excellent writing skills in English is required. Experience in managing partnerships, knowledge management and communication is desirable for all evaluation consultants.

283. The consultant will be responsible, in close consultation with the Evaluation Office of UNEP, for overall management of this evaluation and timely delivery of the outputs described in Section 11 Evaluation Deliverables, above. The consultant will ensure that all evaluation criteria and questions are adequately covered. Detailed guidelines for the Evaluation Consultant can be found on the Evaluation Office of UNEP website: (http://web.unep.org/evaluation/working-us/working-us).

Specific Responsibilities:

284. In close consultation with the Evaluation Manager, the evaluation consultant will be responsible for the overall management of the evaluation and timely provision of its outputs, data collection and analysis and report-writing. 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 in the project country, 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.

13. Schedule of the Evaluation

285. The table below presents the tentative schedule for the Evaluation.

Table 3. Tentative schedule for the Evaluation

Milestone	Tentative Dates
Evaluation Initiation Meeting	April 2023
Inception Report	April 2023
Evaluation Mission	April – May 2023
E-based interviews, surveys etc.	April – June 2023
PowerPoint/presentation on preliminary findings and recommendations	June 2023
Draft report to Evaluation Manager (and Peer Reviewer)	July 2023
Draft Report shared with UNEP Task Manager and project executionteams	August/September 2023
Draft Report shared with wider group of stakeholders	October 2023
Final Report	November 2023
Final Report shared with all respondents	November 2023

14. Contractual Arrangements

286. Evaluation Consultant 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 certifies 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.

287. 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 Consultant:

Deliverable	Percentage Payment
Approved Inception Report (as per annex document #9)	30%
Approved Draft Main Evaluation Report (as per annex document #10)	30%
Approved Final Main Evaluation Report	40%

288. 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.

289. The consultant may be provided with access to UNEP's information management systems (e.g. GEF Portal, UNEP Open Data, UNEP's 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.

290. 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.

291. If the consultant fails 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[65].

[65] This may include contract cancellation in-line with prevailing UN Secretariat rules.

Annex 2. Stakeholder review comments and responses not/partially accepted

Comment	Topic/ Report section	Evaluator's Response
The original outcome of "commitments to the SI principles" and not actual investments reflects the time frame of the project and the fact that the time required for actual investments to flow might be too far beyond the end of project activities. So it is a fairly big jump to go from commitment to principles to actual investments. The rationale for changing the outcome to "investments made" contradicts the rationale given for other changes in the ToC, where outcomes have been shifted to things more easily achieved in the project timeframe, e.g. para 84: *"This reconstructed ToC elevates "the alignment of financial systems" from an intermediate state to the status of a long-term impact given that its achievement would not be visible during project execution"*	Table 6. Comparison of Results Framework in the Prodoc and reconstructed TOC / Justification for reconstruction	The point is taken. However, the evaluator maintains that as originally formulated, the evident intent of the project's activities in this area was explicitly to identify and mobilize or redirect investments (public or private). This is the basis for the rationale for the emissions reduced at end of project discussion in the project document (which stems from redirected investments). The selection of countries in the project was rationalized against an investment related criteria: "The countries are committed to undertaking studies and action, **and are planning to make substantial infrastructure investments** in the near future" (prodoc, page 5). The rationale of the project was about reorienting tangible investments towards the principles of SD. "The GEF-financed project will create a Sustainable Infrastructure Working Group that will bring together relevant stakeholders to help countries ensure that incoming infrastructure investments are able to contribute to their national sustainable development needs. In addition to mitigating negative environmental impacts of infrastructure investments, **the Working Group will also endeavour to identify sustainable infrastructure investment opportunities** and bring investors, financiers and private sector stakeholders into dialogue with experts and policy-makers to create the enabling conditions for **these investments to occur**". The Prodoc goes on to refer to the **identification and selection of an investment** in Kazakhstan and the intention that "**Measurable commitments** will be secured from the project developer to apply, and conform with, the investment criteria."

Comment	Topic/ Report section	Evaluator's Response
		This infers the ability of the project to influence an investment that is executed during the period of the project. This does not mean that the project would identify a NEW investment, or create one, but it does imply that a concrete investment was required for this result to materialize. The project's influence is interpreted as a redirection of the investment's intent, towards sustainability. The appropriate level for results formulation at outcome level should be on the change that results from the outputs we deliver. In this case, there is one output, which talks about the identification of "At least one infrastructure investment … for implementation on the basis of agreed criteria, guidelines, and frameworks". The evaluator feels that the identification and subsequent reorientation of an operational investment could have been achievable during the project timeline, although it is an ambitious target.
This is a mischaracterisation of original OP 3.3. and 3.4. This does not really capture original Outputs 3.3 and 3.4, which are not related to measuring progress (although output 3.6 is). 3.3 and 3.4 relate to tools for informing infrastructure planning. I think this output will need to be reworded if it is going to house 3.3 and 3.4	Table 6. Comparison of Results Framework in the Prodoc and reconstructed TOC / Justification for reconstruction / Output 1.1: *Tools to assess and plan investments investment and measure progress in shaping national financial systems and investments are available to 'governments, financial institutions and/or investors*	The reformulation of outputs and outcomes was amply discussed during the inception report and presented, and agreed, by the project team. Therefore, the evaluator will retain the formulation as it is.
This is using the old wording was changed in a project revision to reflect the fact that the target	5.4.1. Availability of Outputs / Outcome 2: International	The document that explains this reformulation was not made available to the evaluation. It is not clear when the

Comment	Topic/ Report section	Evaluator's Response
audience for the SI Principles changed from investors to infra policymakers and planners. The correct deliverable is "Measurable commitments are obtained from policymakers and planners" [NOT working group members] and it is in support of the output "Sustainable infrastructure investment principles developed and presented to infrastructure planners and policymakers". I.e. it implies that the commitments are related to the SI principles. I would argue that this deliverable was at least partially met. See my next comment.	consensus on best practices to green the financial system emerges. *…However, and perhaps owing to these challenges, one final deliverable was not met (or at least, not entirely met), which foresaw that "measurable commitments" would be obtained from "working group members relating to sustainable infrastructure development")…*	reformulation was made. Nevertheless, regardless of the formulation, the evaluator notes that working group members were policy makers and planners. There was no evidence of commitment to the SI principles as such (no declaration or endorsed version of the principles in themselves, other than the statement at the end of this sentence, which is not clear in its attributability to the project.
The project did contribute to this commitment. The project developed the SI Principles, which were then presented to EfE Member States, both as a document, through inputs to the background documents for the conference, and through in-person presentations and participation in meetings by the project team, along with examples of the types of commitments that could be made related to implementing the principles. The commitments themselves are publicly available on the BIG-E database What evidence is required to demonstrate the project's contribution to this process?	5.4.1. Availability of Outputs / Outcome 2: International consensus on best practices to green the financial system emerges. … *At the Economics, Finance and Energy (EfE) conference in October 2022, Member States made 40 voluntary commitments on actions to implement various aspects of the sustainable infrastructure principles." It is however unclear how the project contributed to this commitment, and there is no evidence of the said*	Suitable evidence would be the background document, evidence of the project's contributions to it, presentations made, and a decision or statement of the conference endorsing said document. I consulted the commitments, and they are not agreement on the principles per se, but on actions each state wants to do.

Comment	Topic/ Report section	Evaluator's Response
	commitments or their origin…	
This also reflects a misunderstanding of the project plan. There was never an intention to establish SI working groups in each of the project countries. A working group was established to develop the principles, comprised mostly of international experts, although there were participants from a couple of member states, but not the project countries. Then, as part of the process of developing the principles, we conducted regional consultations with member states, where they provided feedback on the draft principles, which was then used to help finalize the principles. These regional consultations were open to all UN member states, so they included, but were not limited to, the project countries. But they should not be mistaken for project country working groups. The result of this process was UN Member State recognition of the SI Principles in a UN Environment Assembly resolution (UNEP/EA.5/Res.9), but indeed did not result in the "identification or modification of infrastructure investments", which was never an expected near-term outcome.	5.4.1. Availability of Outputs / Outcome 3: Sustainable Infrastructure investments are made by the investment community. *…With regards to the working groups that were established to support the participating countries in ensuring that their infrastructure investments were able to contribute to their national sustainable development needs, the evaluation cannot say that the approaches set up were effective in achieving this result. While the working groups and collaborative approaches undertaken, including regular multi-country meetings, were indeed effective as knowledge sharing and experience sharing mechanisms, none of these enabled the identification or modification of infrastructure investments. This was due to a reduction in scope of work during*	The text does not say that the project intended to create working groups in all countries, but to set up working groups to support the countries. The report refers not only to the SI working group but also to the internal project working group that brought countries together. Again, I beg to differ regarding the intention of mobilizing investment since multiple deliverables refer to it in the original plan.

Comment	Topic/ Report section	Evaluator's Response
	implementation which took away from specific investment measures towards policy and programme-level analytics…	
Rec 1 is too general and I fear could negatively impact on other programmes working on sustainable finance. Within UNEP FI, all of our work is sustainable finance and we have not suffered from most of the administrative and project management challenges that this project has. I do agree that the Inquiry was not so well grounded within UNEP's structure, and this could have led to some of the weaknesses identified, but that was a function of the Inquiry set-up and not anything to blame on work in the area of sustainable finance. In UNEP FI, we are managing or involved in a number of GEF projects and have not seen the same sort of challenges so I would ask that the recommendation not suggest that all sustainable finance work be excluded from GEF funding in future. That recommendation is not substantiated based on a wider view of work in the area of sustainable finance.	6.3 Recommendations *Recommendation 1: Future sustainable finance work should be implemented using multi-donor trust funds and other flexible operational mechanisms rather than GEF projects. This will enable long-term engagement and easily adaptable workplans, deliverables and outputs. The UNEP-GEF project teams are advised to review any ongoing project designs that are intended for GEF funding, against this recommendation.*	What was formerly Recommendation 1 has been revised. It is now presented as Lesson Learned #4 (section 6.2)
Regarding Rec 2, the mandate is very wide and vague and I don't see how it would add value to a fast evolving area of work. As the GGKP is not resourced to develop such a report, my suggestion would be to alter the wording to state 'The GGKP should monitor and share knowledge on best practices in sustainable finance drawing on the country work completed during this GEF project and other initiatives.' This revised rec is	*Recommendation 2: The Green Growth Knowledge Platform (GGKP) should develop a best practice in sustainable finance report drawing on the country work completed during this GEF project and other initiatives. This work could also further refine the Roadmap*	Recommendation 2 stands with a shorter timeline, as a way to capitalize on what's been done so far.

Comment	**Topic/ Report section**	**Evaluator's Response**
more aligned with GGKP's mandate and is more realistic from the resourcing perspective.	*guidance and tools to make them more actionable by future generations of planners.*	
This is already part of the work we do on GEF Climate Change Mitigation projects, since it is a requirement from the donor. As such, this recommendation is already being implemented in our GEF Climate Mitigation Unit.	6.3 Recommendations *Recommendation 3: UNEP should endeavour to monitor the use and influence of its knowledge-based activities, such as platforms, working groups, websites, and more. To the extent possible, explicit knowledge management and learning strategies should be integrated into programs and projects to ensure iterative learning and avoid repetition or duplication. Project teams are encouraged to integrate trackable, long-term knowledge and learning strategies in future projects.*	This should be included it in the management response (Recommendations Implementation Plan)
We (GEF Climate Mitigation Unit) can perform a review of the internally executed projects currently under design against this recommendation.	6.3 Recommendations *Recommendation 4: Future similar initiatives within UNEP should be housed administratively in a sound and stable manner, enabling staff and project beneficiaries to deploy activities in a way that*	This should be included it in the management response (Recommendations Implementation Plan)

Comment	Topic/ Report section	Evaluator's Response
	encourages institutional memory, knowledge and resource retention, stability and sustainability. Project teams should ensure to document decision-making within projects and to ensure that staff changes do not affect relationships with partners. The project teams are advised to undertake a documented internal review of any ongoing project designs against this recommendation.	

Annex 3. List of people consulted

Name	Position/Title
Ruth Coutto	Task Manager
Geordie Colville	Head on Unit
Julien Lheureux	Programme Officer
Kerubo Moseti	Programme Assistant (since December 2020)
Mahenau Agha	Senior Advisor
Marcos Mancini	Technical Coordinator
Ben Simmons	GGKP Head of Secretariat (left the organization in 2022)
Camille Andre	Green Finance Manager (left the organization in November 2022)
In Woo Jung	
Gayeon Shin	Green Finance Engagement
Rowan Palmer	Technical Coordinator
Shunsuke Nakai	Assisting Technical Coordinator in the delivery of the country work (Mongolia and Rwanda)
Milana Takhanova	Senior Economist, AIFC Green Finance Centre
Shrashtant Patara	Chief Executive Officer, Development Alternatives & IMEDF
Kizzan Sammy	Consultant – Inquiry Terminal Evaluation
Edward Jackson	Consultant– Inquiry Terminal Evaluation

Annex 4. List of documents consulted

This evaluation is based on the following documents, which were provided by the project team through a shared drive.

- **Project design documents**: including GEF Concept Note in its various iterations (PIF), project document and its annexes; UNEP PRC review documents; STAP and GEF Council review documents.
- **Output documents**: Roadmaps, Studies, Reports, workshop reports, workshop recordings, methodologies, fact sheets, websites and platform pages.
- **Meeting Notes**: PSC meeting notes and recordings, presentations (internal and external) by project team
- **Management documents**: internal memos, correspondences, emails
- **M&E documents**: annual reports, financial reports, PIR, Budget and budget revisions,

Annex 5. Evaluation Framework and Survey

Criterion	Question	Source of Information
A. Strategic Relevance		
1. Alignment to UNEP's MTS, POW and strategic priorities including Bali Strategic Plan	*How well was the project's objective and overall design (at inception) aligned to UNEP's MTS, POW and Strategic Priorities?*	*Project document, BSP, UNEP MTS, UNEP PoW*
2. Alignment to Donor/Partner strategic priorities	*How well was the project's objective and design (at inception) aligned to GEF Strategic Programming priorities, Focal area objectives and policy objectives?*	*CEO Endorsement, project document, GEF focal area strategies*
3. Relevance to regional, sub-regional and national environmental priorities (NAMA, NDC, National Development Plans)	How well was the project's objective and design at inception aligned to the policy priorities of participating countries?	*Country documents (NAMA, NDC), project document, interviews*
	Were there any Changes in policies and strategic orientation during the course of project implementation that affected overall results?	*Country documents (NAMA, NDC), project document, interviews*
4. Complementarity with relevant existing interventions	*How well was the project's objective and design aligned to relevant ongoing interventions at regional and in-country levels?*	*Country documents (NAMA, NDC), project document, interviews*
	What was the level of active coordination with ongoing relevant initiatives, institutions and platforms during implementation?	*Project document, interviews*
	Was there any evidence of duplication or mis-coordination during design or implementation?	*Project document, PIR, Inquiry TE, interviews*
B. Quality of Project Design		
1. Operating Context	*Did the project document identify any unusually challenging operational factors that were likely to negatively affect project performance?*	*Project Document, Analysis*
2. Project Preparation	*Did the project document include clear and adequate problem and situation analyses?*	*Project Document, Analysis*
	Did the project document provide a description of stakeholder consultation/participation during project design process?	*Project Document, Analysis*
	Does the project document identify concerns with respect to human rights, including in relation to sustainable development? (e.g. integrated approach to human/natural systems; gender perspectives, rights of indigenous people).	*Project Document, Analysis*
3. Intended Results and Causality	*Are the causal pathways from project outputs (Availability of goods and services to intended beneficiaries) through outcomes (changes in stakeholder behaviour) towards impacts (long lasting, collective change of state) clearly and convincingly described in either the logframe or the TOC? (NOTE if there is no TOC in the project design documents a reconstructed TOC at Evaluation Inception will be needed)*	*Project Document, Analysis*
	Are impact drivers and assumptions clearly described for each key causal pathway?	*Project Document, Analysis*
	Are the roles of key actors and stakeholders, including gendered/minority groups, clearly described for each key causal pathway?	*Project Document, Analysis*
	Are the outcomes realistic with respect to the timeframe and scale of the intervention?	*Project Document, Analysis*
4. Logical Framework	*Does the logical framework …i)Capture the key elements of the Theory of Change/ intervention logic for the project?ii)Have appropriate and 'SMART' results at output level?iii)Have appropriate and 'SMART' results at outcome level?iv)Reflect the project's scope of work and ambitions?*	*Project Document, Analysis*
	Is there baseline information in relation to key performance indicators?	*Project Document, Analysis*
	Has the desired level of achievement (targets) been specified for indicators of outputs and outcomes?	*Project Document, Analysis*

	Are the milestones in the monitoring plan appropriate and sufficient to track progress and foster management towards outputs and outcomes?	*Project Document, Analysis*
	Have responsibilities for monitoring activities been made clear?	*Project Document, Analysis*
	Has a budget been allocated for monitoring project progress?	*Project Document, Analysis*
	Is the workplan clear, adequate and realistic? (e.g. Adequate time between capacity building and take up etc)	*Project Document, Analysis*
5. Nature of External Context	*Does the project document identify any unusually challenging operational factors that are likely to negatively affect project performance?*	*Project Document, Analysis, Interviews*
D. Effectiveness		
1. Availability of outputs	*Have all the activities, deliverables and outputs been delivered and is there concrete, measurable evidence of delivery?*	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
	What, if any, were the changes made to outputs and deliverables and did these impact the likelihood of outcome achievement?	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
	Were the deliverables and outputs of sufficient quality to ensure project outcome achievement?	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
	SQ2: With regard to the Working Groups that were established by the project to support the participating countries ensure that their infrastructure investments are able to contribute to their national sustainable development needs, to what extent was this collaborative approach effective?	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
2. Achievement of project outcomes	*Were project outcomes delivered during project execution?*	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
	Were any changes made to project outcomes that would impact the project's ability to achieve its objective and/or the GEF core impact results?	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
3. Likelihood of impact	*What is the likelihood that project outcomes, impacts and goals will be achieved?*	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
	SQ1: The project used infrastructure as an entry-point to couple financial sector support with on-the-ground investments that support sustainable development. To what degree of success did the project catalyse national regulatory actions and regional sustainable infrastructure investments?	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
	What was the performance at the project's completion against Core Indicator Targets?	*Project document, PIR, Half-Yearly Reports, Financial reports, interviews*
E. Financial Management		
1.Adherence to UNEP's policies and procedures	*Are the budgets / financial planning adequate at design stage? (coherence of the budget, do figures add up etc.)*	*Financial reports, PIR, APWB, project document*
	Have there been budget revisions, and if so, were they done in accordance with rules and regulations of UNEP-GEF?	*Financial reports, PIR, APWB, project document*
	Are expenditures aligned with plans and outputs?	*Financial reports, PIR, APWB, project document*
2.Completeness of project financial information	*Have financial reports been prepared and submitted in a correct and timely manner?*	*Financial reports, PIR, APWB, project document*
	Did the project's cofinancing plan materialize and did the project leverage any additional financing or investment?	*Financial reports, PIR, APWB, project document*
3.Communication between finance and project management staff	*Was the communication between finance and project mangement staff efficient, courteous, open and transparent?*	*Financial reports, PIR, APWB, project document, interviews*
F. Efficiency		
1. Timeliness	*SQ3: What changes were made to adapt to the effects of COVID-19 and how might those changes have affected the project's performance?*	PIR, half-yearly reports, financial reports, interviews

	Were the project deliverables, outputs and outcomes timed adequately and were they delivered in a timely manner? Did the project experience delays?	PIR, half-yearly reports, financial reports, interviews
2. Cost-effectiveness	*Were interventions planned in a cost-effective manner? To what extent were alternative delivery methods considered? Did the project make use of all available resources?*	PIR, half-yearly reports, financial reports, interviews
	Was the project's risk management plan well established and deployed?	PIR, half-yearly reports, financial reports, interviews
3. Synergies and complementarities	*Did the project succeed in leveraging synergies, complementarities and partnerships to improve or accelerate the delivery of outputs and outcomes?*	PIR, half-yearly reports, financial reports, interviews
G. Monitoring and Reporting		
1. Monitoring design and budgeting	*Is the project results framework SMART?*	*Project Document, Analysis*
	Are the indicators and targets sufficiently measurable?	*Project Document, Analysis*
	Is there a sufficient degree of disaggregation in the project's indicators?	*Project Document, Analysis*
	Were the Means of Verification accessible and specific?	*Project Document, Analysis*
	Was the budget and operational plan for the project's M&E system well established, clear and adequate?	*Project Document, Analysis*
2. Monitoring of project implementation	*To what extent was the monitoring system operational and did it facilitate the timely tracking of results and progress towards projects objectives throughout the project implementation*	*Project Document, Analysis*
	Was the information generated by the monitoring system during project implementation of sound quality?	*Project Document, Analysis*
	How was the project's M&E system used to adapt and improve project execution, achievement of outcomes and ensure sustainability	*Project Document, Analysis*
3.Project reporting	*Are all reports avaialble in the PIMS system and were all the donor reporting requirements fulfilled?*	*Project Document, PIMS Data, Analysis*
H. Sustainability		
1. Socio-political sustainability	*Which social or political factors support the continuation and further development of the benefits derived from project outcomes?*	*Project document, interviews*
	Is there sufficient country ownership of project outputs and outcomes to enable continued results?	*Project document, interviews*
	Is the capacity built by this project likey to be sustained and in what conditions?	*Project document, interviews*
	Did any of the project's assumptions regarding institutional factors materialize?	*Project document, interviews*
2. Financial sustainability	*Do the project outcomes require continued financial input to materialize or be maintained?*	*Project document, interviews*
	Was the project's exit strategy sufficiently well established and did it materialize?	*Project document, interviews*
3. Institutional sustainability	*To what extent do the project outcomes depend on factors relating to national or international institutional frameworks and governance? Are these robust enough to enable to continued outcome delivery, scaling and replication?*	*Project document, interviews*
I. Factors Affecting Performance and Cross-Cutting Issues[2]		
1. Preparation and readiness	*Did any changes occur between approval and implementation that required adaptive management decisions?*	*PIR, half-yearly reports, financial reports, interviews*
	Was the mobilization of stakeholders prior to project commencement adequate enough to facilitate implementation?	*Project document, interviews*
2. Quality of project management and supervision	*Is the project governance and supervision model comprehensive, clear and appropriate? (Steering Committee, partner consultations etc.)*	*Project document, interviews*
	Are roles and responsibilities within UNEP clearly defined? (If there are no stated responsibilities for UNEP Regional Offices, note where Regional Offices should be consulted prior to, and during, the evaluation)	*Project document, interviews*

	Have the capacities of partners been adequately assessed?	*Project document, capacity assessments, PSC meeting notes, interviews*
	Are the roles and responsibilities of external partners properly specified and appropriate to their capacities?	*Project document, PSC meeting notes interviews*
3. Stakeholders participation and cooperation	*Were all relevant stakeholders identified and were all attempts to elicit participation made? Were there any barriers to stakeholder engagement?*	*Project Document, Analysis, Interviews*
	Was the level of stakeholder engagement adequate throughout implementation?	*Project Document, Analysis, Interviews*
	What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR?	*Project Document, Analysis, Interviews*
4. Responsiveness to human rights and gender equality	*SQ4: With regard to the issue of gender in sustainable finance, how and to what extent has project performance been affected by the integration of / absence of gender considerations during project implementation?*	*Project Document, Analysis, Interviews*
	What were the completed gender-responsive measures and, if applicable, actual gender result areas?	*Project Document, Analysis, Interviews*
5. Environmental and social safeguards	*Were initial project screenings adequately and accurately completed?*	*Project Document ESS Screening Checklists, PIR, interviews*
	What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval?	*Project Document ESS Screening Checklists, PIR, interviews*
	Were the environmental and social risks monitored according to UNEP and GEF standards throughout project implementation?	*Project Document ESS Screening Checklists, PIR, interviews*
6. Country ownership and driven-ness	*Was the degree of country ownership and drivenness sufficient to advance project outputs and objectives?*	*Project document, country documents and outputs, knowledge products (communiques), interviews*
	Would project results have been achieved otherwise?	*Project document, country documents and outputs, knowledge products (communiques), interviews*
7. Communication and public awareness	*Did the project establish an explicit communication and learning plan that enableed sharing between project partners and interested groups?*	*Project document, country documents and outputs, knowledge products (communiques), interviews*
	Were the knowledge products and platforms established during the project sustainable?	*Project document, country documents and outputs, knowledge products (communiques), interviews*
	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?	*Project document, country documents and outputs, knowledge products (communiques), interviews*

Annex 6. Project Survey

Survey Question	Answers/Ranking
A. Strategic Relevance	
How were the project's objective, intention and acitivities aligned with the objectives, priorities and policies of your organization or country?	Ranking Low to High
Rank the level and quality of active coordination with ongoing relevant initiatives, institutions and platforms during implementation ?	Ranking Low to high for 2 factors (level and quality)
B. Quality of Project Design	
please rank the degree to which the project was well constructed.	Ranking Low to High
were the interventions planned adequately to leverage results?	Ranking Low to High
Did the project face any unusually challenging operational factors that affected its ability to perform to the desired level and quality? Please explain	yes/no with comments
D. Effectiveness	
were any changes made to outputs and deliverables and how did these impact the likelihood of outcome achievement?	Yes/No for changes and ranking for level of impact
Rank the effectiveness of the Working Groups established by this project in meeting their stated objective	Low to High with comments
Were project outcomes delivered during project execution?	yes/no
What is the likelihood that project outcomes, impacts and goals will be achieved?	Ranking low to high with comments
To what degree did the project succeed in catalysing national regulatory actions?	Ranking low to high with comments
To what degree did the project succeed in leveraging sustainable infrastructure investments? Please give example if you can.	Ranking low to high with comments
Give an example of a project deliverable or success	Comment
Give an example of a capacity that was built	Comment
E. Financial Management	
Were the project's budget and financial plan adequate?	Ranking low to high with comments
Did the project's cofinancing plan materialize ?	yes/no
Did the project leverage any additional financing or investment? Can you give an example?	yes/no. With comment
F. Efficiency	
SQ3: What changes were made to adapt to the effects of COVID-19 and how might those changes have affected the project's performance?	Comment
Did the project succeed in delivering X outputs and deliverables? Which were the most successful ones and which were the most challenging ones? (Question to be broken down by output)	List of deliverables from project document with check boxes for achieved/not achieved + comment
To what extent did the project succeed in leveraging synergies, complementarities and partnerships to improve or accelerate the delivery of outputs and outcomes?	Low to High with comments
G. Monitoring and Reporting	
To what extent was the monitoring system operational and useful during implementation?	Low to High (operational + useful) with comments
H. Sustainability	
Which social or political factors support the continuation and further development of the benefits derived from project outcomes?	Options with comments
Give a ranking of your country or organization's ownership of project outputs and outcomes to enable continued results? (ie how likely are outputs and outcomes to continue being carried by your country or organization)	Low to high
how likely is it that the capacity built by this project will outlast project execution?	Unlikely to highly likely
Do the project outcomes require continued financial input to materialize or be maintained? Is it identified ?	(internal finance, external finance, with check-boxes for identified or not) + no financing necessary
To what extent can the project results be scaled up, replicated and broadly adopted?	Low to high for all three

I. Factors Affecting Performance and Cross-Cutting Issues[2]	
Did any changes occur between approval and implementation that required adaptive management decisions?	yes/No with comments
Was the project governance and supervision model comprehensive, clear and appropriate? (Steering Committee, partner consultations etc.)	yes/No with comments
Were the lines of communication open, transparent and efficient?	yes/No with comments
Were the roles and responsibilities of partners properly specified and appropriate to their capacities?	yes/No with comments
Was the level of stakeholder engagement adequate throughout implementation?	List stakeholder groups with rankings low to high - with a box for comments
What were the completed gender-responsive and social inclusion measures ?	comment
Were the knowledge products and platforms established during the project sustainable?	Ranking low to high with comments

Annex 7. Updated Quality of Project Design Assessment

A.	Operating Context		YES/NO	Comments/Implications for the evaluation design *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	Section Rating: *(see footnote 2)*
1	Does the project document identify any unusually challenging operational factors that are likely to negatively affect project performance?	i)Ongoing/high likelihood of conflict?	**No**	The project design did not identify the high likelihood of national government change, leadership change and policy change as potential risks to its achievements.	**3**
		ii)Ongoing/high likelihood of natural disaster?	**Yes**		
		iii)Ongoing/high likelihood of change in national government?	**No**		
B.	**Project Preparation**		**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:** *(see footnote 2)*
2	Does the project document entail clear and adequate problem and situation analyses?		Yes	However, the complexity of the issue targeted by the project was, understandably, not very well captured in the project document.	4
3	Does the project document include a clear and adequate stakeholder analysis, including by gender/minority groupings or indigenous peoples?		Yes	The stakeholder analysis lists all relevant stakeholders. However no analysis of their influence on the project is provided.	
4	*If yes to Q3:* Does the project document provide a description of stakeholder consultation/participation during project design process? *(If yes, were any key groups overlooked: government, private sector, civil society, gendered groups and those who will potentially be negatively affected)*		No		
5	Does the project document identify concerns with respect to human rights, including in relation to sustainable development? (e.g. integrated approach to human/natural systems; gender perspectives, rights of indigenous people).		Yes	The human rights concerns are assessed through the Screening CheckList as well as in the Gender Analysis	
C	**Strategic Relevance**		**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
6	Is the project document clear in terms of its alignment and relevance to:	i) UNEP MTS, PoW and Strategic Priorities (including Bali Strategic Plan and South-South Cooperation)	Yes		5
		ii) GEF/Donor strategic priorities	Yes		
		iii) Regional, sub-regional and national environmental priorities?	Yes		
		iv. Complementarity with other interventions	Yes		
D	**Intended Results and Causality**		**YES/NO**	**Comments/Implications for the evaluation design**	**Section Rating:**

				(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)	
7	Are the causal pathways from project outputs (Availability of goods and services to intended beneficiaries) through outcomes (changes in stakeholder behaviour) towards impacts (long lasting, collective change of state) clearly and convincingly described in either the logframe or the TOC? *(NOTE if there is no TOC in the project design documents a reconstructed TOC at Evaluation Inception will be needed)*		No	There are significant shortcomings in the formulation of the ToC and the resulting Results Framework.	1
8	Are impact drivers and assumptions clearly described for each key causal pathway?		No	There are significant shortcomings in the formulation of drivers and assumptions	
9	Are the roles of key actors and stakeholders, including gendered/minority groups, clearly described for each key causal pathway?		No	The formulation of outputs and outcomes confuses levels of intervention (national/global) and stakeholders are vaguely named	
10	Are the outcomes realistic with respect to the timeframe and scale of the intervention?		No	The outcomes are unrealistic, unlikely to be achievable on the basis of outputs, and difficult to measure.	
E	**Logical Framework and Monitoring**		**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
11	Does the logical framework …	i)Capture the key elements of the Theory of Change/ intervention logic for the project?	Yes	However, not all the elements of the ToC are captured, in particular assumptions	1
		ii)Have appropriate and 'SMART' results at output level?	No	There are no output level indicators in the project document	
		iii)Have appropriate and 'SMART' results at outcome level?	No	There is some misalignment betwen indicators and results and, the SMART-ness of the indicators could have been strengthened.	
		iv)Reflect the project's scope of work and ambitions?	No		
12	Is there baseline information in relation to key performance indicators?		No		
13	Has the desired level of achievement (targets) been specified for indicators of outputs and outcomes?		No		
14	Are the milestones in the monitoring plan appropriate and sufficient to track progress and foster management towards outputs and outcomes?		No		
15	Have responsibilities for monitoring activities been made clear?		Yes		
16	Has a budget been allocated for monitoring project progress?		Yes		
17	Is the workplan clear, adequate and realistic? *(e.g. Adequate time between capacity building and take up etc)*		No		
F	**Governance and Supervision Arrangements**		**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
18	Is the project governance and supervision model comprehensive, clear and appropriate? *(Steering Committee, partner consultations etc.)*		Yes		4

19	Are roles and responsibilities within UNEP clearly defined? *(If there are no stated responsibilities for UNEP Regional Offices, note where Regional Offices should be consulted prior to, and during, the evaluation)*	Yes		
G	**Partnerships**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
20	Have the capacities of partners been adequately assessed? *(CHECK if partner capacity was assessed during inception/mobilisation where partners were either not known or changed after project design approval)*	Yes		5
21	Are the roles and responsibilities of external partners properly specified and appropriate to their capacities?	yes		
H	**Learning, Communication and Outreach**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
22	Does the project have a clear and adequate knowledge management approach?	YES		6
23	Has the project identified appropriate methods for communication with key stakeholders, including gendered/minority groups, during the project life? *If yes, do the plans build on an analysis of existing communication channels and networks used by key stakeholders?*	YES		
24	Are plans in place for dissemination of results and lesson sharing at the end of the project? *If yes, do they build on an analysis of existing communication channels and networks?*	YES		
I	**Financial Planning / Budgeting**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
25	Are the budgets / financial planning adequate at design stage? *(coherence of the budget, do figures add up etc.)*	Yes		4
26	Is the resource mobilization strategy reasonable/realistic? *(E.g. If the expectations are over-ambitious the delivery of the project outcomes may be undermined or if under-ambitious may lead to repeated no cost extensions)*	No	At inception it is possible the project's ambition exceeded its means	
J	**Efficiency**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
27	Has the project been appropriately designed/adapted in relation to the duration and/or levels of secured funding?	No	It seems the objective of the project could not be reached within the scope of financing and duration avaialable. This was due to a mis-formulationof the objective.	5
28	Does the project design make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency?	Yes	The project builds on existing initaitives, structures and institutions	

29	Does the project document refer to any value for money strategies (i.e. increasing economy, efficiency and/or cost-effectiveness)?	No	No such strategy is evident at design stage.	
30	Has the project been extended beyond its original end date? *(If yes, explore the reasons for delays and no-cost extensions during the evaluation)*	Yes	There were three extensions, attributed to administrative/recruitment issues and COVID 19 consequences.	
K	**Risk identification and Social Safeguards**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
31	Are risks appropriately identified in both the TOC/logic framework and the risk table? *(If no, include key assumptions in reconstructed TOC at Evaluation Inception)*	No	The risks are not appropriately identified, there are different risks in the Theory of Change and in the risk table	4
32	Are potentially negative environmental, economic and social impacts of the project identified and is the mitigation strategy adequate? *(consider unintended impacts)*	Yes	There do not appear to be any negative potential impacts, however this would depend on the nature of the investments targeted for "greeening" by the project. A screening is completed	
33	Does the project have adequate mechanisms to reduce its negative environmental foot-print? *(including in relation to project management and work implemented by UNEP partners)*	No	The project does not appear to have taken measures to reduce its potential footprint (e.g. carbon offsets).	
L	**Sustainability / Replication and Catalytic Effects**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
34	Did the design address any/all of the following: socio-political, financial, institutional and environmental sustainability issues?	No	The sustaianbility and exit strategy for the project are not clear at inception. It is not clear if the structures establish would need continued financial support to continue, what the prospects are for roadmap implementation without the project, and whether scaling is possible without external intervention	3
35	Was there a credible sustainability strategy and/or appropriate exit strategy at design stage?	No	No such strategy is evident at design stage.	
36	Does the project design present strategies to promote/support scaling up, replication and/or catalytic action? *(if yes, capture this feature in the reconstructed TOC at Evaluation Inception)*	No	No such strategy is evident at design stage.	
M	**Identified Project Design Weaknesses/Gaps**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
37	Were recommendations made by the PRC adopted in the final project design? If no, what were the critical issues raised by PRC that were not addressed.	No	A number of PRC recommendations appear to not have been fully addressed.	3
38	Were there any critical issues not flagged by PRC? (If yes, what were they?)	No		**No rating applicable.**
N	**Gender Marker Score**	**SCORE**	**Comments**	**No rating applicable.**
39	What is the Gender Marker Score applied by UNEP during project approval? *(This applies for projects approved from 2017 onwards)* UNEP Gender Scoring:	No	*There does not appear to be a gender score in this project. Given the absence of output indicators and targets, the issues of gender, while well researched in the project*	1

	0 = gender blind: Gender relevance is evident but not at all reflected in the project document. **1 = gender partially mainstreamed:** Gender is reflected in the context, implementation, logframe, **or** the budget. **2a = gender well mainstreamed throughout:** Gender is reflected in the context, implementation, logframe, **and** the budget. **2b = targeted action on gender:** (to advance gender equity): the principle purpose of the project is to advance gender equality. **n/a = gender is not considered applicable:** A gender analysis reveals that the project does not have direct interactions with, and/or impacts on, people. Therefore gender is considered not applicable.		*document, are not integrated in the Logframe. The scoring should be 1.*	

Annex 8. Summary of co-finance information and statement of project expenditure by activity

Project Component	Original Budget	Original Cofinance	FINAL BUDGET	FINAL COFINANCING
1. Catalyse national actions	700,000	1,550,000	677,000	791,999
2. Build international consensus around best practice	250,000	850,000	241,750	539,334
3. Promote sustainable infrastructure investments	860,000	400,000	831,250	745,908
PMC	190,000	445,000	190,000	170,720
TOTAL	**2,000,000**	**3,245,000**	**1,940,000***	**2,247,961**

*The M&E budget of US$ 60,000 appears to be missing from the 'Final Budget'. In the 'Original Budget' it may have been included in the Project Management Cost (PMC) but it is not clear whether it was disaggregated from it in the final revision

Annex 9. Financial Tables

Financial Tables

Table I. Project Funding Sources Table *(non-GEF Projects only)*

Funding source *All figures as USD*	**Planned funding**	**% of planned funding**	**Secured funding[66]**	**% of secured funding**
Cash				
Funds from the Environment Fund	2,000,000	38	2,000,000	47
Funds from the Regular Budget				
Extra-budgetary funding (listed per donor):				
Sub-total: Cash contributions				
In-kind				
Environment Fund staff-post costs				
Regular Budget staff-post costs	3,245,00	62	2,247,000	53
Extra-budgetary funding for staff-posts (listed per donor)				
Sub-total: In-kind contributions				
Co-financing*				
Co-financing cash contribution				
Co-financing in-kind contribution				
Sub-total: Co-financing contributions				
Total	**5,245,000**		**4,247,000**	

*Funding from a donor to a partner which is not received into UNEP accounts, but is used by a UNEP partner or collaborating centre to deliver the results in a UNEP – approved project.

Table II. Expenditure by Outcome/Output *(for both GEF and non-GEF projects)*

Component/sub-component/output ***All figures as USD***	**Estimated cost at design**	**Actual Cost/ expenditure**	**Expenditure ratio (actual/planned)**
Component 1 / Outcome 1	2,250,000	1,468,999	65%
Component 2 / Outcome 2	1,100,000	781,084	71%
Component 3 / Outcome 3	1,260,000	1,577,158	125%
PMC	635,000	360,720	57%
TOTAL	5,245,000	4,187,961	80%

Table III: Co-financing Table *(GEF projects only)*

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									
– Loans									
– Credits									

[66] Secured funding refers to received funds and does not include funding commitments not yet realised.

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	
– Equity investments									
– In-kind support	**3,245**	**2,247**					**3,245**		**2,247,961**
– Other (*)									
Totals	**3,245**	**2,247**					**3,245**		**2,247,961**

* This refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries.

Table IV. Financial Management Table

Financial management components:		Rating	Evidence/ Comments
1. Adherence to UNEP’s/GEF’s policies and procedures:		**HS:HU**	**Moderately Satisfactory**
Any evidence that indicates shortcomings in the project’s adherence[67] to UNEP or donor policies, procedures or rules		No evidence.	The only shortcoming is the submission and preparation of separate reports per division rather than one single report from the entire project. Also, there were some errors at design stage that were replicated in some reports.
2. Completeness of project financial information[68]:			
Provision of key documents to the evaluator (based on the responses to A-H below)		**HS:HU**	**Highly Satisfactory**
A.	Co-financing and Project Cost’s tables at design (by budget lines)	Yes	Yes but with errors
B.	Revisions to the budget	Yes	5 revisions
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	
D.	Proof of fund transfers	N/A	
E.	Proof of co-financing (cash and in-kind)	No	Other than cofinancing reports, since all was coming from in kind within UNEP
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	Budget Line
G.	Copies of any completed audits and management responses *(where applicable)*	Yes	Yes
H.	Any other financial information that was required for this project (list):	N/A	
3. Communication between finance and project management staff		**HS:HU**	Not rated due to the unavailability of a FMO
Project Manager and/or Task Manager’s level of awareness of the project’s financial status.		HS	HS
Fund Management Officer’s knowledge of project progress/status when disbursements are done.		Not rated	Not rated due to the unavailability of a FMO
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		Not rated	Not rated due to the unavailability of a FMO
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		Not rated	Not rated due to the unavailability of a FMO

[67] 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.
[68] See also document ‘Criterion Rating Description’ for reference

Financial management components:	Rating	Evidence/ Comments
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process	Not rated	Not rated due to the unavailability of a FMO
Overall rating	HS	

Annex 10. GEF Portal Inputs

Question: What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7[69], these indicators will be identified retrospectively and comments on performance provided[70]).
Response: It is impossible to ascertain whether the project has or will lead to any direct GHG emissions reductions. The interventions mostly were concerned with upstream policy and program development, methodologies and capacity building. In the absence of a single concrete investment modified by the project (something that would have been unrealistic to expect given the short duration and level of resources), the project cannot be said to have generated and GHG emissions savings.
Question: 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)
Response: *(Might be drawn from Factors Affecting Performance section)* The project succeeded in engaging a significant portion of its originally intended stakeholders despite considerable challenges posed by COVID 19 and the subsequent cancellation of many in-person policy venues. Stakeholder engagement, participation and consultation formed part of the project activities throughout implementation.
Question: 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)
Response: *(Might be drawn from Factors Affecting Performance section)* There were no gender-responsive measures applied at project level. Some gender integration was achieved in specific documentary outputs, e.g. in Roadmap assessment tool or investment criteria. However, the type of activities undertaken, many of which were focused on high-level international or country policy frameworks, or studies and methodologies, did not lend themselves well to gender specificity.
Question: 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)

[69] The GEF is currently operating under the seventh replenishment period of the GEF Trust Fund covering the period July 1, 2018 to June 30, 2022. The GEF Portal Reporting Guide for FY20 Reporting Process indicates that GEF-6 projects that have yet to map existing indicators to GEF-7 Core Indicators need to do so at MTR stage or (if already there) at the time of the TE.(i.e. not GEF projects approved before GEF-6)

[70] This is not applicable for Enabling Activities

Response: *(Might be drawn from Factors Affecting Performance section)* There was no specific safeguards triggered during the project implementation. The nature of the work (policy, normative frameworks, advocacy, methodologies and tool development) would not have entailed any specific environmental or social risk.
Question: 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)
Response: *(Might be drawn from Factors Affecting Performance section)* The project was essentially a communication and advocacy project that delivered many high impact, relevant and innovative documentary outputs, many of which continue to be relevant today. Platforms created and populated continue to be in function, but resources are needed to continuously feed into them and to support adequate dissemination strategies for knowledge products. The project was highly successful in applying adaptive management strategies during COVID.
Question: What are the main findings of the evaluation? (Draw from the Conclusions of the report, with a strong focus on findings related to effectiveness and sustainability).
Response: One key finding of this evaluation is that this project was a small portion of a much larger initiative. Although not well reflected in project design, it is clear that as a standalone project, this GEF-supported initiative would not have delivered its intended outcomes or even leveraged sufficient implementation support. It is clear, from available evidence and conversations, that the GEF project was intended as a vehicle for channelling GEF resources towards the larger work of the Inquiry. This explains the highly ambitious outcomes, impacts and GEB targets, as much as the ability of the project team to rapidly roll out deliverables. However, such operational modalities should be taken with caution: GEF funding typically comes with conditions and procedures in place that do not lend themselves well to the type of flexible, dynamic, long-term and high-risk, innovative policy work intended. Second, requesting partial funding from GEF for any initiative is problematic because it means the GEF results will be difficult to track and attribute, and that delivery will be subject to external risks associated with the larger initiative. Programmatic approaches in the GEF typically function only when the GEF is in the leadership position, and not as a small contributor among many. Thirdly, the importance of individual leadership and relationships in the deployment of the Inquiry and the GEF project cannot be underestimated. Once key proponents of the initiative withdrew – this includes senior-most leadership – institutional appetite for continuing the project, in its current administrative form, waned. While provisions were made for mainstreaming the work in the organization through GGKP or UNEP-FI, there did not appear to be a clear hand-over or a real effort to continue some of the country work. At country level, the project was successful in generating some highly relevant, impactful, and innovative work among key stakeholders in the finance world. This work has also generated interest among national level platforms and broader constituencies, and it should be highlighted, sustained, and brought forward as best practice examples.

Annex 11. Evaluation Brief

The aim of this GEF-financed project was to build international consensus to align financial systems with the SDGs and to catalyse national regulatory actions and sustainable infrastructure investments. The project was built closely on the work of UNEP's 'Inquiry project and was designed to stimulate an enabling environment in which countries would agree to regulatory measures to promote sustainable development and green financing. These in turn, would influence specific sustainable infrastructure investments and the combined experiences would be used to develop international best practices for green finance and sustainable infrastructure investment as the next step in widespread national take-up of these measures.

The project catalysed country-based policy work in 7 countries with partners that included government, private sector, financial institutions and civil society organizations to demonstrate best practice in generating change towards realignment of financial systems towards the SDGs and climate change. The project also worked at global and regional levels by engaging with partners and forums such as the G20 and others.

Strategic Relevance: The project bears significant strategic relevance to the GEF programming priorities, the operational mechanisms allowed by the GEF did not provide a sound institutional context for the project. On one hand, the project mechanism assumes a beginning and an end, and a change of status at the end of the process; yet this project's purpose, in line with the Inquiry, was to foster long-term change in policy. In addition, the project was financed under the Climate Change Focal Area of the GEF and therefore claimed to achieve mitigation of greenhouse gases (GHG); however, the project's policy-related work and the scale of the project's intervention make it highly unlikely that the GHG emissions would be measurable or trackable. A further examination of the operational context and institutional anchoring of the project, and how this impacts evaluative performance, is offered in the sections below.

Overall, the evaluation found that the quality of project design was moderately unsatisfactory, due to a combination of shortcomings in the design of the intervention and operational challenges that were present at design stage. One of the evaluations' key finding in regards to the quality of project design is that it did not sufficiently reflect the intent, status and scope of work of the Inquiry – a major intervention that the GEF project was intended to build on and continue. As originally formulated, the causal links between outputs, outcomes and intended impact, were weak. Similarly, the formulation of results statements left to be desired, impacting monitoring and evaluation and results tracking.

Effectiveness and Efficiency: There is evidence that the majority of intended deliverables have been realized, with a few notable exceptions and some redirections during the course of implementation. However, there are some uncertainties related to the quality and impact of the deliverables. Regarding achievement of the Outcomes, while it is possible to detect, globally, an increasing global consensus on the need for greening the financial system, it is impossible to determine with any degree of certainty whether this project has had a part in this or not. This is because many variables also intervene in the emergence of global consensus; and because the work of this project is indistinguishable from that of the Inquiry or the UNEP Finance Initiative. It can however be reasonably assumed that, within the scope of project stakeholders, consensus emerged on the need for and the best practices to, green the financial system. For outcome 3, the project faces an attributability challenge. While it may be possible to identify sustainable infrastructure investments made by a larger investment community (and indeed, there have been many), it is impossible to determine whether these were made on the basis of project achievements, knowledge shared or methodologies proposed.

Financial Management and other management processes were satisfactorily delivered, however, some aspects of the work were constrained by delays in procedures, procurement and recruitment approvals. Some of the project team were frustrated by the pace and complexity of UNEP's financial and administrative decision-making. This was further compounded by the changes in accountability lines and institutional structures within the project, as well as the COVID pandemic.

Most of the work conducted under the GEF project was completed internally by project staff, with the help of consultants. The Inquiry Terminal evaluation concluded, and this evaluation concurs, that the GEF project was able to achieve important outputs in relation to the scope of available finance, particularly also because it relied on networks and preliminary work conducted under the scope of the Inquiry. Most of the outputs were delivered late and the original plans were overly ambitious ; the anticipated connections between the components did not materialize.

Monitoring Evaluation: the project results framework could have provided stronger context for M&E. There was semantic confusion between deliverables and outputs, targets and indicators present in the initial results framework, might have led to challenges in reporting on key performance indicators and targets in the project. Addition of deliverables and modification of others during implementation was not necessarily accompanied by a modification in indicators. The evaluation also finds that the project's indicators did not sufficiently capture the crucial qualitative dimensions of the work.

Sustainability: Likelihood of sustainability, broader adoption, scaling and replication varies between outputs and components. The key deciding factor in determining likelihood of sustainability is the continued presence of national institutional leadership that is favourable to advancing the goal of the project. This only materialized in some countries, or in some cases.

Some elements of the work are continuing in other parts of UNEP and the UN system. Many of the platforms created or encouraged through this project continue to exist. The studies and reports developed are still available on the Green Finance website and knowledge portal, and the GGKP continues to be operational, as well as the UNEP Finance Initiative, although it does not fulfil the same mandate. Certain countries continue the work through the mobilisation of other resources. The capacity and knowledge that was built through this project, will be maintained and is actively used.

One of the strengths of the GEF project was the strong level of buy-in and stakeholder engagement. Indeed, without the active and strategic communications strategies that were implemented through these projects, none of the results would have materialized.

Finally, there was no explicit effort to highlight issues related to human rights or gender in this project. Given that there were no gender-specific indicators, there was no way ot tracking progress in integrating these issues, or to determine how the project might influence gender or human rights issues in the countries or globally. However, many women participated in project activities at country level and at global level within UNEP. Some of the studies and reports do integrate gender issues, particularly those that are related to businesses. Other outputs and products did not lend themselves well to such integration. This, however, did not affect project performance.

Conclusions: This project was a small portion of a much larger initiative. This evaluation finds that the GEF was not well suited to contribute to the implementation of the project. This is because a project-type vehicle does not allow for long-term engagement and fluidity of results.

As a standalone project, this GEF-supported initiative would not have delivered its intended outcomes or even leveraged sufficient implementation support. The GEF project was intended as a vehicle for channelling GEF resources towards the larger work of the Inquiry. This explains the highly ambitious outcomes, impacts and GEB targets, as much as the ability of the project team to rapidly roll out deliverables. This arrangement led to some attribution problems and a general constraint on implementation and adaptive management.

In addition, the importance of individual leadership and relationships in the deployment of the Inquiry and the GEF project cannot be understimated. Once key proponents of the initiative withdrew institutional appetite for continuing the project, in its current administrative form, waned.

At country level, the project was successful in generating some highly relevant, impactful, and innovative work among key stakeholders in the finance world. This work has also generated interest among national level platforms and broader constituencies, and it should be highlighted, sustained, and brought forward as best practice examples.

Lesson Learned: **Projects should be constructed based on rigorous theories of change that are independent of division of labour or funders.**

Many of this project's challenges might have been averted if the theory of change and resulting results framework had been conceived independently of considerations related to the nature of executing entities, teams and donors (GEF). It is clear from its design that this project was intended as a continuation or add-on to the Inquiry; a requirement for a measurable Global Environment Benefit appears misaligned to the nature of interventions.

Ideally, a project is a self-contained logical group of activities, outputs and outcomes that stand alone (and are true) regardless of how they are executed and funded. In the case of this project, project design issues were a direct result of selecting the GEF as the source of funds for workstreams that ended up being delivered as near separate initiatives.

Lesson Learned: **There is a challenge in measuring policy influence in the case of projects such as the Inquiry or this GEF project.**

For projects such as this one, the key factor of sustainability and effectiveness is the extent to which it has influenced policy and behaviour change at the required level. This is apparent in project results frameworks and project design documents (ambitious outcome statements), but not always measurable. Policy influence at the scale of a single project, is incredibly difficult to measure, yet funders continually require ambitious outcome statements. It appears unfair to hold projects accountable for such unattainable standards, given the complexity of global policy processes. The creation of a methodology for measuring policy influence at the program or portfolio level, or at the agency level (UNEP) could create a useful contribution to advancing knowledge and to improving policy initiatives in the future.

Lesson Learned: **Gender, Social Inclusion and Human Rights Approaches and indicators are extremely valuable but not always applicable.**

Requiring gender-related indicators and measures, gender analysis and human rights considerations in projects that have only policy or knowledge related interventions is not realistic. As an example, methodologies for tracking infrastructure investments are not gender-sensitive (although the result of such investments may be). This leads to the adoption of artificial targets, disconnected indicators and the dilution of intent. Exemptions for projects that have universal applications, such as this one, may be considered so that projects are not penalized for an apparent lack of integration of social concerns.

Recommendation 1: Future sustainable finance work should be implemented using multi-donor trust funds and other flexible operational mechanisms rather than GEF projects. This will enable long-term engagement and easily adaptable workplans, deliverables and outputs.

Recommendation 2: The GGKP should develop a best practice in sustainable finance report drawing on the country work completed during this GEF project and other initiatives. This work could also further refine the Roadmap guidance and tools to make them more actionable by future generations of planners.

Recommendation 3: UNEP should endeavour to monitor the use and influence of its knowledge-based activities, such as platforms, working groups, websites, and more. To the extent possible, explicit knowledge management and learning strategies should be integrated into programs and projects to ensure iterative learning and avoid repetition or duplication.

Recommendation 4: Future similar initiatives within UNEP should be housed administratively in a sound and stable manner, enabling staff and project beneficiaries to deploy activities in a way that encourages institutional memory, knowledge and resource retention, stability and sustainability.

Recommendation 5: UNEP should be mindful of project design constraints and document fully the assumptions made and baseline contexts of future similar projects, especially those that are used as partial vehicles for channelling resources to broader initiatives.

Annex 12. CV of the Consultant

SKILLS AND EXPERTISE

- 24+ years of experience in sustainable development in developing countries
- Strong expertise in environmental project development and management, including results based planning and financial management
- Demonstrated track record in resource mobilization, green finance and climate finance
- Proven skills in program and project evaluation, social and environmental impact analysis, safeguard policies
- Strong experience in training, facilitation and team management
- National/international environmental policy analysis and development
- Intergovernmental negotiation and stakeholder consultation
- Strategic planning, institutional and individual capacity development
- Advocacy and representation
- Excellent research, writing, organizational, and communication skills
- Fluently bilingual in French and English, intermediate Spanish, basic Portuguese

PROFESSIONAL EXPERIENCE

2007 - present **Okapi Environmental Consulting Inc.**
CEO and Principal Consultant

Okapi Environmental Consulting was created to provide quality technical and policy advice on sustainable development. Our work includes project design, project management and evaluation, strategic planning, capacity development, resource mobilization, scientific and technical advisory services. We bring experience in various areas of sustainable development, including: sustainable land and water management, climate-smart agriculture, coastal zone management, biodiversity conservation, and adaptation to climate change, infrastructure planning, renewable energy and carbon sequestration, as well as poverty reduction and socio-economic development. We have experience in policy planning, training and a demonstrated track record in resource mobilization for public and private sector initiatives.

We have undertaken mandates for international agencies (e.g UNDP, UNEP, World Bank, GEF, IFAD, UNIDO, FAO, Green Climate Fund), national governments (e.g. Tanzania, Comoros, Djibouti, Angola, Lesotho, Madagascar, Canada) and non-governmental organizations (e.g. Unisféra, Birdlife International, World Conservation Monitoring Center, Association Voute Nubienne).

For a full list of completed and ongoing consultancies, please refer to the Appendix or visit us at www.okapiconsulting.ca.

2006 **Department of Foreign Affairs and International Trade, Canada**
Senior Advisor to the Ambassador for the Environment

Policy analysis and development; project development, with a focus on Polar issues: Arctic climate change, adaptation and science; public relations and representation.

2004 to 2007 **Department of Environment, Canada**
International Affairs Branch, Multilateral Affairs Division
Senior Policy Analyst

Policy Analysis, Coordination and Development: Develop policies, strategies and frameworks on international environmental issues (e.g., chemicals, water, financing). Provide policy advice on achieving international objectives. Contribute to the development of Canadian positions at international meetings. Provide ongoing analysis and input into the development of Canadian foreign policy on environmental issues. Participate as a member of Canadian delegations to international negotiations and meetings. Liaise with other departments, donors, international organizations, civil society and the private sector.

Major achievements:

- Led development of Environment Canada's strategy for international engagement on chemicals and wastes
- Provided input on international environmental issues for the 2005 International Policy Statement
- Coordinated Canada's participation in the International Conference on Chemicals Management (2006) and Canada's Ministerial participation in the Fourth World Water Forum (2006)
- Delegate to meetings of the UNEP Governing Council, the UN Framework Convention on Climate Change, OAS Ministerial on Sustainable Development, Global Environment Facility Council.

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2000 to 2004 **Canadian International Development Agency (CIDA)**
Policy Branch, Environment Division
Policy Analyst (sustainable land management)

Policy Analysis and Development: Developed policies for CIDA on sustainable land management. Provided policy and technical advice to programming officers. Policy analysis towards the development of Canadian positions at the UN Convention to Combat Desertification (UNCCD).

Project Development and Management: Developed and managed strategic project initiatives on sustainable land management (full project cycle, from inception to final evaluations according to CIDA standards). Delivered and managed Canada's contributions to the UNCCD. Provided advice for the development of bilateral and multilateral projects on sustainable land management and the implementation of the UNCCD.

Negotiation, Advocacy and Representation: As Canadian Focal Point for the Convention, developed and negotiated Canadian positions at the UNCCD. Represented Division and/or CIDA at internal, interdepartmental and international fora related to sustainable land management. Liaised with other departments, donors, international organizations, civil society and the private sector.

Research and Communication: Developed and implemented communications strategies and training and tools on sustainable land management and the UNCCD. Led the development of Canadian reports to the UNCCD. Researched and analysed issues related to land degradation in developing countries.

Major Achievements:

- Developed CIDA's Strategy on Sustainable Land Management, including internal and external consultations (released in 2004)
- Created the Desertification ToolKit (released in 2003)
- Led Canada's strong international policy role on land degradation issues and the governance of the UNCCD
- Provided advice that led to land degradation country programmes in Ghana, China, Central Asia and Hispaniola

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May - September 2000 **Canadian International Development Agency (CIDA)**
Canada Climate Change Development Fund (CCCDF)
Research Analyst

Policy Analysis and Development: Co-developed overall positions for the CCCDF.

Project Development and Management: Co-developed the Business Plan and supporting documents for the CCCDF. Developed criteria for project selection. Participation in the analysis and selection of projects.

Research and Communication: Research and analysis on vulnerability to climate change in developing countries. Intranet and Internet publishing and maintenance.

Major Achievements:
- Developed a methodology for assessing and selecting projects under the Fund, particularly with regards to assessing the vulnerability of developing countries

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1999 – 2000 **Canadian International Development Agency (CIDA)**
Africa and Middle East Branch
Research Assistant, Desertification

Policy Analysis and Development: Analysis of potential CIDA programming on desertification in Africa. Policy analysis towards developing Canadian positions at the UNCCD.

Negotiation, Advocacy and Representation: Delegate to the UNCCD.

Research and Communication: Research and analysis on the extent and impact of desertification in Africa. Research on various environmental issues in Africa.

Major Achievements:
- Played a key role in negotiations at the UNCCD on institutional and financial issues
- Developed a methodology and criteria for the selection of priority countries for desertification programming in Africa

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1990 – 1992 Development Volunteer

Project development and implementation in the area of social development for children, adults, and senior citizens in arid urban areas in the Middle East. Fundraising.

LANGUAGES AND CITIZENSHIP
Mother tongue: French Other languages: English (Fluent)
Spanish (intermediate)
Portuguese (beginner)
Citizenship: Canadian, French

EDUCATION AND TRAINING

2022	Counseling Psychology (completion expected 2022)
2020	Anat Baniel Method – NeuroMovement Practitioner Certification
2019	Neuro-Coaching Certification
2002	"Environmental Economics" (CIDA-World Bank course), Ottawa, Canada
2002	M.Sc., Environmental Science (& International Relations)
1997	M.Sc., Political Science, Université de Montréal (course work completed)
1994	B.Sc., Political Science (Strategic Studies & International Relations)

Université de Montréal, Montréal

SELECTED PUBLICATIONS

- In World Water Development Report (2015): Prologue, Chapters 1 and 2 and 16.
- In Fourth World Water Development Report, 2012:
  - "7.6 Regional–global links: Impacts and challenges", with Erum Hasan.
  - "9.3 Peering into possible futures"
  - "9.4 Water futures for better decision- making"
  - Chapter 13 "Responses to risk and uncertainty from a water management perspective" with Erum Hasan and Daniel P. Loucks.
  - Chapter 14: "Responses to risks and uncertainties from out of the water box" with Erum Hasan.
  - "Conclusions", with Richard Connor.
- "Mainstreaming Drought Risk Management: A Primer", for UNDP Drylands Development Center, 2011.
- "Climate Change and Water: an Overview from the Third Water Development Report", with Friederike Knabe (UNESCO – WWAP), 2009.
- "Options from Beyond the Water Box", with William Cosgrove, Third World Water Development Report, Chapter 15, UNESCO World Water Assessment Programme, 2009.
- Capacity Development for Sustainable Land Management : Manual. With Marc Paquin, Karel Mayrand, Julian Lee and Friederike Knabe, for UNDP, 2008.
- Developing Integrated Financing Strategies for Sustainable Land Management: an Introduction for Least Developed Countries and Small Island States", with Marc Paquin and Karel Mayrand, for UNDP, 2008.
- "Can the UNCCD really change the framework of development cooperation?", with Charles Bassett, in *EU Courrier*, 2003.
- "Implementing the UNCCD: A Recipe for Success," with Charles Bassett, in *Review of European Community and International Environmental Law*, 2003.
- "Bonn: la Croisée des Chemins," in *Objectif Terre*, IEPF 2000.

Annex 13. Quality Assessment of the Evaluation Report.

Quality Assessment of the Evaluation Report

Terminal Evaluation of the UNEP/GEF Project: "Aligning Financial Systems with Sustainable Development: A transformational Approach" (GEF ID 9775)

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.	The Executive summary is complete. It captures the main findings of the evaluation, including conclusions, lessons learned, recommendations and ratings by evaluation criteria. Responses to the key strategic questions are missing	5
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?	The introduction is complete, clear and concise.	6
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.). Efforts to include the voices of different	The methods section is complete and clear. Would benefit form a more definitive description of criteria used to select informants, and consideration for persons excluded by gender, vulnerability or marginalisation where applicable.	5

groups, e.g. vulnerable, gender, marginalised etc) should be described. 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. 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? E.g. *'Throughout the evaluation process and in the compilation of the Final Evaluation Report efforts have been made to represent the views of both mainstream and more marginalised groups. All efforts to provide respondents with anonymity have been made.*		
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	The project description is complete and clear, and all the recommended aspects are discussed	6
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.	The TOC is presented in both diagrammatic and narrative form. The analysis is comprehensive and well-articulated. A comparison between the TOC at design and the reconstruction at evaluation	6

This section should include a description of how the *TOC at Evaluation*[71] 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'*. This table may have initially been presented in the Inception Report and should appear somewhere in the Main Review report.	is presented in a table (as well as within the narrative).	
V. Key Findings <u>Findings Statements:</u> The frame of reference for a finding should be an individual evaluation criterion or a strategic question from the TOR. **A finding should go beyond description and uses analysis to provide insights that aid learning specific to the evaluand.** In some cases a findings statement may articulate a key element that has determined the performance rating of a criterion. Findings will frequently provide insight into 'how' and/or 'why' questions.	These are presented as part of the Executive Summary and in the Conclusions (chapter 6). They are based on cross-cutting issues that provide a good overview of the project, though focussed mostly on challenges faced by the project and how this affected performance.	5
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[72]), 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), Programme of Work (POW) and Strategic Priorities ii. Alignment to Donor/GEF/Partners Strategic Priorities iii. Relevance to Regional, Sub-regional and National Environmental Priorities iv. Complementarity with Existing Interventions	This section is complete, and all the sub-categories are discussed in sufficient detail.	6

[71] 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*.

[72] A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project <u>implementation</u> is considered under Efficiency, see below.

B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively <u>summarized</u>?	The section is complete. It highlights the key strengths and weaknesses of the design. An annex with the detailed assessment is included.	6
C. Nature of the External Context For projects where this is appropriate, key <u>external</u> features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval[73]), and how they affected performance, should be described.	The section is complete. The assessment sufficiently describes external problems that affected performance.	6
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: The section is complete. Outputs are discussed under their respective outcomes and in sufficient detail. References to the TOC are adequate. Causality between the outputs and outcomes has been made fairly clear, including the assessment of attribution / contribution. Unintended effects, as well as gender equality and inclusion of vulnerable people, are also discussed in the analysis	6
(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.	The analysis follows logically from the assessment of outputs and outcomes, is clear and supported with evidence. What is missing is a clear assessment of the status of Drivers /Assumptions as well as of the Intermediate States as identified in the TOC	5
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	The section is complete and covers the sub-categories as per the requirement. While the analysis is brief, it is clear and is supported with evidence.	5

[73] 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.

• *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		
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.	All the elements of efficiency are sufficiently discussed in the analysis. Supporting evidence / actual examples have been included in the to support the assessment of efficiency	6
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)*	The section is complete, and the assessment covers all three sub-categories of this criterion briefly but sufficiently	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	The section is complete. It covers all three sub-categories of the criterion. It could benefit from a more detailed assessment of these sub-categories, including specific examples that can adequately support the performance ratings	5
I. Factors Affecting Performance 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[74]	This section is complete and covers all the factors affecting performance in sufficient detail	5

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

• Stakeholder participation and co-operation • Responsiveness to human rights and gender equality • Environmental and social safeguards • Country ownership and driven-ness • Communication and public awareness		
VI. Conclusions and Recommendations **i) Quality of the conclusions:** Conclusions should be summative statements reflecting on prominent aspects of the performance of the evaluand as a whole, they should be derived from the synthesized analysis of evidence gathered during an evaluation process. It is expected that the conclusions will highlight the main strengths and weaknesses of the project and connect them in a compelling story line. The key strategic questions should be clearly and succinctly addressed within the conclusions section. This includes providing the answers to the questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal. 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.	The conclusion section is partially complete. The key strengths and weakness of project implementation are summarised. The main findings of the evaluation have been presented as 'conclusions'. The summary of ratings table is included and is complete. Key strategic questions have been omitted. Human rights and gender dimensions of the intervention are not discussed sufficiently.	4
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.	Several lessons learned are presented. They are based on actual project experiences and have potential for wider applicability	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? They should be feasible to implement within the timeframe and resources available	The recommendations section is complete. The recommendations are anchored on actual findings, and are presented in the prescribed format	5

questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal.

(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 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?	The report contains all the required sections and annexes; it follows the standard structure and content as per the guidelines provided.	6
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?	The report is well written, in professional language and tone. The language is clear and easy to comprehend. Formatting guidelines are adequately followed for the most part.	6
OVERALL REPORT QUALITY RATING		**5.4 Satisfactory**

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