

United Nations Environment Programme

Partnership between the Belgian Directorate General for Development Cooperation and UNEP

Terminal Evaluation

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LIST OF ACRONYMS

AEO	African Environment Outlook
AMCEN	African Ministerial Conference on the Environment
BSP	Bali Strategic Plan for Technology Support and Capacity-building
DEC	UNEP's Division of Environmental Conventions
DED	Deputy Executive Director
DEPI	UNEP's Division of Environmental Policy Implementation
DEWA	UNEP's Division of Early Warning and Assessment
DGDC	Belgian Directorate General for Development Cooperation
DGEF	UNEP's Division of Global Environment Facility Coordination
DPDL	UNEP's Division of Policy Development and Law
DTIE	UNEP's Division for Technology, Industry and Economics
GEF	Global Environment Facility
GEO	Global Environmental Outlook
GPA	Global Programme of Action
ICARM	Integrated Coastal Area and River Basin Management
IEA	Integrated Environmental Assessment
IED	International Environmental Governance
IISD	International Institute for Sustainable Development
MDG	Millennium Development Goal
MEA	Multilateral Environmental Agreements
MGP	Micro Grants Programme
NCCC	National Convention Coordinating Committee
NCSA	National Capacity Self Assessments
NEPAD	New Partnership for Africa's Development
NPA	National Programme of Action
NRBP	Nairobi River Basin Programme
PADH	Physical Alteration and Destruction of Habitats
PEI	Poverty Environment Initiative
PCMU	Programme Coordination Management Unit
PRSP	Poverty Reduction Strategy Paper
ROA	UNEP's Regional Office for Africa
RMS	UNEP's Resource Management Section
SAP	Strategic Action Plan for Wastewater
SGP	Small Grants Programme
UNCBD	UN Convention on Biological Diversity
UNCCD	UN Convention to Combat Desertification
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention for Climate Change
UNEP	United Nations Environment Programme
WWF	World Wide Fund for Nature

EXECUTIVE SUMMARY

The Belgian Partnership is part of the evolution in UNEP donor cooperation modalities, by building support around thematic priorities (scientific assessment, water, poverty and environment) and programmes instead of individual projects with shorter cycles.

UNEP and Belgium's Directorate General for Development Cooperation (DGDC) agreed to place resources under three programme components: (i) Strengthening the scientific base and regional capacity for integrated environmental and water assessment. (ii) Implementing the Global Programme of Action (GPA) for the protection of the marine environment from land-based activities; and Phase III of the Nairobi River Basin project. (iii) Capacity building to integrate and institutionalize environmental management into national poverty reduction programmes and related activities. Within each programme component, several sub-projects were designed and managed by different UNEP Divisions, often in collaboration with external institutions and sometimes UN agencies. The Divisions were responsible for coordinating programme implementation - managing work plans and budgets, monitoring progress and providing technical guidance. At an over-arching level, the Programme Coordination & Management Unit (PCMU) under the Deputy Executive Director's office provided general oversight and served as direct liaison to DGDC; the PCMU was followed by the newly created Resource Mobilization Section (RMS).

Performance and impact have varied considerably among programme components and sub-projects, with a general tendency towards medium/low levels in aggregate terms. There are indications of intermediate outcomes that will either advance or dissipate depending on the degree of commitment and follow-up. There were successful initiatives, in particular the scientific assessments that led to the GEO-4 reports and related publications; the Poverty & Environment Initiative (PEI) which has also advanced in strengthening environmental considerations in PRSPs in pilot African countries. However, the general level of impact fell below expectations when measured against expected results. Many activities and outputs have been undertaken, but they were often insufficient to consolidate pilot processes or produce the desired impact. This has had an effect on perspectives for continuity, which in most cases will depend on the availability of further UNEP support.

Most project initiatives tried to influence government policy and practice by raising awareness on various issues related to the state of the environment and the influence it has on improving livelihoods. This was pursued by providing technical advice and mobilizing support to implement recommended actions. In those cases performance was often affected by institutional capacities and commitment, political cycles and other externalities. The short implementation and funding cycles were a limiting factor that affected the GPA/NPA component in particular. While the three programme components faced similar challenges, those that were more thinly spread across countries, institutions

and themes had greater difficulty. Implementation was slow in most cases due to the above-mentioned factors, combined with slow delivery by some partners. The opportunity to build synergies between programme components and Divisions – sharing implementation, management or coordination arrangements; coordinating timelines, harmonizing administrative and reporting procedures - wasn't acted on and is one of the Partnership's missed opportunities.

In several respects UNEP has been the Partnership's main beneficiary. Belgian support has enabled UNEP to fill funding gaps, support thematic priorities, and assume strategic positions on global environmental issues while raising its profile as an implementing agency.

Despite uneven performance, the partnership modality is relevant and has a substantial impact potential. However, changes in *modus operandi* are recommended to improve programme coordination and effectiveness: There needs to be a stronger over-arching coordination, monitoring and support role by UNEP's Resource Mobilization Section. Design and strategic planning activities need to be more interactive and involve a broader scope of participants, linking Divisions and key external stakeholders. Funds should be earmarked for project design and development, allowing consultations with intended partners and better screening of government commitment or policy "entry points". Programme and project scale need to be realistically dimensioned according to resource availability and management capacity. Greater focus and more in-depth implementation in a smaller number of countries over a longer time period could improve opportunities to consolidate pilot processes and achieve impact. Collaboration and procedures between Divisions and participating UN agencies should be considered at the initial design stage to harmonize practices. In this regard, the Partnership has the opportunity to test and validate new approaches based on the "One UN" concept.

1. INTRODUCTION

1. In 2003 the Belgian Directorate General for Development Cooperation (DGDC) consolidated and streamlined its collaboration with UNEP through developing a framework for collaboration which focuses on three programme components (assessment, water, and poverty and environment) for the years 2004-2007¹. This Partnership is one among several between donors and UNEP that have been established in the last years. These Partnerships were set up to fulfil two main functions: (i) Provide a framework for strategic policy dialogue and programme collaboration; and (ii) provide a mechanism for long-term support offering stable and predictable financing.

2. The Partnership between the Belgian DGDC and UNEP has a total budget of US\$ 12.244 million² and consists of three programme components:

- *Strengthening the scientific base and regional capacity for integrated environmental and water assessment* (US\$ 4 million) with the Division for Early Warning and Assessment (DEWA) plus US\$ 1.4 million approved for CSO activities at a later stage.
- *Implementation of the Global Programme of Action (GPA) for the protection of the marine environment from land-based activities* (US\$ 2 million); *and Phase III of the Nairobi River Basin project* (US\$ 1.044 million) with the Divisions for Environmental Policy (DEPI) and Regional Cooperation for Africa (DRC-ROA)
- *Capacity building for the integration and institutionalization of environmental management into national poverty reduction programmes and related activities* (US\$ 4.0 million) with additional US\$1.2 million for Civil Society Organization activities with the Divisions of Regional Coordination (DRC), Environmental Law and Conventions (DELIC) and GEF Coordination (DGEF)

3. A Terminal evaluation of the Partnership³ was scheduled to assess the accomplishment of the programme's objectives and implementation of project activities, building on the findings and recommendations made by the Mid-term Evaluation which UNEP carried out jointly with the Belgian Directorate General for Development Cooperation in April 2006.

4. The overall objective of this evaluation is to determine accomplishments and achievements of the partnership programme, reviewing the effectiveness of the approach used in developing the partnership by assessing the efficiency and effectiveness with

¹ Some of the sub-projects receiving Partnership support were extended into 2008.

² An additional US\$ 1.2 million were later approved for a stakeholder participation support project implemented by DPDL.

which programme activities have been implemented and the success towards the achievement of stated results. The evaluation is focussed on four key questions:

- *To what extent have the goals and objectives of the Partnership Programme been met?*
- *Does the Partnership provide an adequate framework for policy dialogue and long-term support for UNEP programmes?*
- *How effectively has UNEP collaborated with partners in the implementation of this Partnership?*
- *To what extent have the stated results and outputs of the various components of the partnership been achieved?*

5. This evaluation combined the desk review of progress reports and other documents, meetings with UNEP programme managers, and project visits in Peru, Kenya and Bangladesh where a wider range of national focal points and other stakeholders were interviewed (see Annex 1 for list of persons interviewed). In both instances, individual and focus group interviews were combined with the intention of generating discussions around lead questions. The visited initiatives were all part of the GPA/Nairobi River Basin programme component, balancing the mid-term evaluation's focus on Poverty & Environment.

6. To cover a broader range of project activity, an on-line survey was designed and sent to all national focal points for the GPA and Poverty & Environment components except those who were visited. The purpose of the survey was to generate a data base of partner/client perceptions that would complement the interviews and provide insight into emergent trends. The survey format (annexed) combined questions on general performance with specific questions on the GPA and PEI components. Although the small sample size and very number of responses - 3 from GPA and 10 from PEI - undermine any statistical value, the responses offer insight on partnership performance, impact, strengths and weaknesses from different perspectives. Findings outside the project visits are largely based on interviews with Nairobi-based UNEP staff, and the review of annual progress reports and other documents.

2. PARTNERSHIP DESIGN, RELEVANCE AND IMPLEMENTATION STRATEGY

7. The Belgian Partnership represents an evolution in UNEP's donor relations and assistance modalities, which in the past had largely centred on individual programmes or projects with short-term cooperation horizons. Under the Partnership, discussions with Belgium's DGDC have focused on thematic issues of global relevance, leading to a concentration of activities around three programme components and the respective coordinating divisions within UNEP:

- *Strengthening the scientific base and regional capacity for integrated environmental and water assessment* – within the Division for Early Warning and Assessment (DEWA)
- *Implementation of the Global Programme of Action (GPA) for the protection of the marine environment from land-based activities; and Phase III of the Nairobi River Basin project* – within the Division for Environmental Policy Implementation (DEPI) and the Division of Regional Cooperation for Africa (DRC-ROA)
- *Capacity building for the integration and institutionalization of environmental management into national poverty reduction programmes and related activities* – within the Divisions of Regional Coordination (DRC), Environmental Law and Conventions (DELIC) and GEF Coordination (DGEF)

8. The three components are clearly relevant to global environmental priorities and associated multilateral agreements, and more so when viewed in aggregate terms given their cross-sectoral scope and combined use of research, technical advice, advocacy, capacity development, micro-grants and other support modalities at different scales of intervention (global, regional, national, local):

9. The first programme component of the partnership has expanded the involvement of the scientific community at the global and sub-regional levels in conducting integrated environmental and water assessments for UNEP's fourth Global Environmental Outlook (GEO-4) report, in response to the increased complexity of environmental change and its impact on human vulnerability. By improving the analysis of socio-economic/environmental drivers and developing indicators and indices for their monitoring, the assessments would generate a updated and comprehensive baseline accessible to policymakers, provide early warning signals, and strengthen the scientific base of UNEP monitoring and assessment activities. The information and insight generated have additionally provided inputs for regional assessments, including the first African Environmental Outlook report and an Environmental Atlas for Africa to address the recognized information gap for the region. A parallel initiative within the component

included the pilot testing of integrated urban environmental assessment methodologies in nine Latin American cities.

10. The GPA programme constitutes the primary instrument for implementing the Global Programme of Action for the Protection of the Marine Environment from Land Based Activities and Washington Declaration, comprising a set of commitments that were adopted by 108 governments and the European Commission, and for which UNEP was assigned the lead coordinating role. The relevance of the GPA is underscored by studies which estimate that 50% of the world's coasts are threatened by development-related activities, and that 80% of ocean pollution originates from land-based sources such as industrial and agricultural waste, run-off and atmospheric deposition. The programme is structured on four sub-components supporting (i) the development of integrated policy and management frameworks within national action plans (NPAs); (ii) legal and regulatory frameworks for protecting coastal and marine ecosystems against physical alterations and habitat degradations (PADH); (iii) the integration of fresh and coastal water strategies (ICARM); and (iv) reducing the discharge of untreated wastewater into rivers, seas and other water bodies by building public awareness and providing guidelines for alternative disposal practices. Programme funds and activities have been spread across a wide range of countries in the Africa, Asian/Pacific and Latin American/Caribbean regions, where they are expected to have a catalytic effect in leveraging commitment, additional resources and follow-up actions.

11. Complementing the global scale of GPA implementation, the partnership's water component has additionally supported Phase III of the Nairobi River Basin project, a long-standing conservation initiative that is UNEP's highest-profile activity in Kenya and involves a wide range of central and local government institutions in addition to UNDP and UN-HABITAT. The project's stated objective is the rehabilitation, restoration and management of the three rivers situated within the Nairobi river basin and catchment areas which have been severely degraded by rapid urbanization, disposal of untreated wastes and industrial effluents which have raised BOD levels 100-fold beyond the permitted limit, converting water into sludge and generating health hazards. The implementation strategy is multi-faceted and encompasses assessments of water quality and socio-economic trends, public awareness campaigns, demonstration projects, the design and implementation of a comprehensive master plan with government and private sector participation. The project carries a high demonstrative value given the prior lack of institutional commitment and government coordination on this issue. More than half of Nairobi's 3 million residents live in the 46 slums that are situated along the banks of the Nairobi river; many of these settlements are located in riparian areas. Project studies have identified 212 point sources of pollution into the Nairobi River Basin. Only half of the 2,400 metric tons of waste generated daily are transported to designated disposal sites, while the remainder is illegally dumped (and largely swept into the rivers during the rainy season). There is presently no sewage or urban master plans for Nairobi; the last metropolitan growth strategy was approved in 1973.

12. The relevance of the partnership component linking environment to poverty lies in the emphasis given to convergence and integration within the framework of existing national policies. The programme objectives addressed the “downwards spiral” of the poverty-environment nexus (in which poverty forces the poor to further degrade the environment, hence increasing their own vulnerability) by recognizing the interdependence of national environmental plans and poverty reduction strategies and promoting their integration at the policy level, in addition to strengthening capacities for implementing Multilateral Environmental Agreements (MEAs) at the country level through legislation and expanded consultation processes. The programme has been based on three subcomponents encompassing (i) the integration and “mainstreaming” of key environmental issues into national poverty reduction strategies (known as the Poverty & Environment Initiative or PEI); (ii) capacity building to alleviate poverty through the synergistic implementation of Rio MEAs; and (iii) capacity building for the development of national legislation for implementing Rio MEAs. The programme combines research activities, technical advice, capacity development and micro-projects in collaboration with UNDP, GEF and GEF-SGP. It has a strong demonstration potential and is being implemented on a pilot basis in four African countries (Mozambique, Tanzania, Zambia and Uganda).

13. The opportunities presented by the Belgian partnership agreement have been significant both in programmatic and organizational terms. From a programme perspective, the partnership has offered added value by articulating interventions around common strategic goals and, in doing so, providing greater coherence against the alternative scenario of supporting *ad hoc* projects. It has broadened UNEP’s “window of opportunity” to promote collaboration and synergies around core priority areas - linking global objectives with tangible on-the-ground initiatives and operationalizing coordination among participating divisions. Likewise, the increase in available resources over a four-year period (the initially approved allocation of US\$ 10 million was subsequently raised to US\$ 12.244 million) enhanced conditions for sustained implementation without the uncertainty associated to shorter funding cycles.

14. The thematic structure and support modalities included in Partnership Agreement not only carried the potential for significant programme impacts, but also brought institutional challenges to UNEP by creating the need – and opportunity – to adjust internal procedures, streamline the *modus operandi* and operationalize division synergies around common goals. As noted in the Mid-Term Evaluation, the partnership offered UNEP benefits in greater management and implementation flexibility, consolidated monitoring/reporting arrangements, and complementarity with other bilateral donor agreements. While such considerations are extremely relevant to UNEP’s internal effectiveness as an organization, they also reflected the Belgian DGDC’s objectives for the partnership: Improving effectiveness and sustainability by focussing on priority themes over a multi-year period; supporting UNEP’s capacity building efforts at the country level; improving UNEP collaboration with UNDP and other donors; and strengthening UNEP’s work on poverty and environment.⁴

⁴ Mid-Term Evaluation, p. 8 (April 2006)

15. From this perspective, the underlying rationale behind the partnership has combined inwards and outwards-oriented dynamics with systemic implications for UNEP that go beyond the thematic/programme objectives stated in the logframes. Indeed, the partnership offers a vehicle (among others) for UNEP’s gradual transition from its core role as a normative entity concerned with global environmental issues, towards an institutional profile with greater implementation management capabilities and responsiveness to regional/country needs. This transition in turn would incentivate greater collaboration with UNDP and other agencies as embodied in the “One UN” framework and Paris Declaration. As analyzed in subsequent sections of the report, this has generated an internal learning process of trial, error and adaptation that continues to unfold.

16. However, the potential impacts – both programmatic and organizational – that might have been achieved remain unfulfilled in several respects. From a design perspective, this is largely attributable to the limited depth and scrutiny applied in formulating programmes, projects and coordination arrangements within the thematic components. As noted during the interviews (and in the Mid-Term evaluation) there wasn’t a substantive discussion between the Belgian DGDC and UNEP on the programme components and their linkages, the synergies between the sub-projects and divisions responsible for their management, or how these would contribute towards an “overall coherent programme of work.”⁵

17. Logical frameworks with objectives, outputs and achievement indicators were developed for each programme component and its sub-projects. While revisions were made during project implementation, the logframes do not appear to have been applied consistently in practice. This can be partly attributed to the changing contexts and externalities that require adjustments to implementation plans. However, it does seem that some of the challenges and complexities inherent to large scale, multi-faceted programmes of this nature were underestimated. This is partly because the various program sub-components were designed separately without a programme focus in mind. According to UNEP respondents, the design of programme sub-components were drawn from existing “pipeline” proposals within the participating divisions .

“Country involvement in all levels of project implementation, including formulation, are key to ensuring country ownership and stakeholder participation.”

“Involve implementing countries in all project design. The established implementation period might be very short for some activities to be implemented.”

“Guidelines should be provided for the prior planning of these projects, on the basis of the interests of the financing and implementing organizations, so that they are implemented on the basis of concrete premises, within the established timeframe and available resources.”

- Survey responses from GPA, PEI and MEA programme stakeholders

⁵ “Mid-term Evaluation of the Partnership between the Belgian Directorate General for Development Cooperation and UNEP” (April 2006), pg. 13. Some of these issues were raised subsequent to the MTE during the annual consultation meetings, albeit with little effect on existing programme implementation or coordination arrangements.

Although there were consultations with the Belgian DGCD, these were limited and affected by the installation of a new government. As noted by the Mid-Term Evaluation, “...Belgium did not influence greatly the choice of individual sub-projects within the programme components – these were proposed by UNEP from their existing portfolio of projects within the identified themes (some being activities already supported by Belgian funds) and time constraints prevented much dialogue about these sub-projects.”⁶

18. Funds were not made available for project development or scoping missions, partly because it was assumed that a viable project portfolio was already available. Therefore most of the programme design that did take place was done from the desk. However, survey responses indicate greater levels of stakeholder involvement in the design of country-based workplans and products: More than half (57%) the PEI/MEA respondents consider that their institution participated “very much” in the design of the technical support received from UNEP, while the perceptions of GPA stakeholders are equally balanced between high and low levels of participation.

19. Likewise, opportunities for building linkages between the different programme components and focal divisions were not considered at the onset, resulting in parallel coordination and reporting arrangements for each component (and in some cases, between programme sub-components). To an extent, a “business as usual” approach was followed by the various divisions, perhaps because the activities supported by the Belgian partnership represented only a portion of their portfolios. Nevertheless, the failure to take advantage of the opportunities for synergy that were made available represents a missed opportunity for the partnership in general and UNEP in particular. As noted by the mid-term evaluation, the Belgian DGDC did not formalize their strategic vision or goals within the Partnership Agreement; doing so might have drawn greater attention to these issues. However, logical frameworks and budgets for all components were revised following the Mid Term Evaluation; representing an example of adaptive management on the part of UNEP.

20. The following factors have affected the design and implementation of the different programme components to varying degrees:

- *The “ongoing struggle” to focus on results-based management,⁷ against the traditional dependence on activities and outputs.* This is influenced by institutional culture and engrained practice (as well as the reporting requirements of the UN Secretariat), and has bearing on the manner in which many sub-projects were conceptualized and designed. As a result, work plans and implementation strategies have tended to focus on activities and outputs - workshops, studies, policy papers, committees - as ends in themselves with marginal relevance to final outcomes.

⁶ Mid-Term Evaluation, p. 9.

⁷ As termed by one programme manager in UNEP.

- *Managing the dynamic tension between prescriptive design and national ownership/relevance.* Programme components that were linked to the implementation of global agreements and/or spread across a wide spectrum of countries have faced the challenge of ensuring uniformity in processes and products without discouraging national commitment or ownership. This has applied in particular to the NPA programme subcomponent, where universal guidelines and formats were prescribed to ensure consistency with the Global Plan of Action - with limited consideration of existing policy frameworks or more suitable entry points addressing common concerns (for example, integrated coastal zone management policies or programmes for climate change adaptation). While the GPA programme document recognizes that “concrete action should be adapted to the specific situation in a country, building on existing strategic mechanisms and programmes”, the implementation approach pursued has led, in several cases, to stand-alone documents that met the prescribed guidelines yet have failed to generate stakeholder commitment or follow-up (ie. Bangladesh’s NPA).

- *Diseconomies of scale in project design.* This constraint affected most sub-projects to an extent with the exceptions of the Nairobi River Basin project, GEO-4 and related publications. Initiatives that were designed for implementation on a global or regional scale have had to cope with the dispersion of activities over a large number of countries, spreading resources thinly in relation to the objectives and results they were expected to achieve. In the case of the GPA programme component, too many issues have been addressed in too many countries with too little funds. Although project activities were intended to play a catalytic role and implementation was clearly recognized as a government responsibility, the resulting fragmentation often undermined incipient processes from achieving the “critical mass” of momentum needed. Likewise, country interventions were often based on short-term project cycles (ranging from 9 months to 2 years) which have prevented pilot processes from generating tangible impacts or achieving the consolidation levels needed for their continuity.⁸ This has repercussions on programme impact and cost-effectiveness, particularly in the case of (but not limited to) the GPA component. While budget and timeframe limitations have been conditioned by funding constraints and UNEP’s effort to maximize the geographic scope of its interventions, they also reflect flaws in strategic

“The budget was very limited with regard to needs and envisaged activities.”

“The effectiveness of technical support cannot be achieved through piloting. There should be a comprehensive approach to cover a bigger area with a lifespan of at least five years.”

- Survey responses from national project stakeholders

“You catalyze, get the process going and see if it prospers.”

- A UNEP programme manager

⁸ In the case of the NPA and MEA sub-components, the design of demonstration and micro-projects do not appear to have contributed to the achievement of programme policy objectives, despite the benefits they may have been generating locally. In several cases, their impact and consolidation were also affected by insufficient funding and time allocations.

focus - suggesting limited screening and unrealistic expectations of implementation possibilities, commitment levels and stakeholder capacities.

21. On a positive note, remedial actions were taken in some cases to improve the coherence of project design. UNEP/DRC revised the initial PEI document by reducing the number of outcomes and expected results. In developing National Programmes of Action, the GPA programme document recognized that "...NPA action should be based on realistic assumptions of available and potential financing, institutional arrangements and capacity needed to implement activities in the short, medium and long term" - yet this was not noted in the cases observed by the evaluation. Although the GPA Coordination Unit has gradually focused support from the initial group of 75 nations to a smaller cluster of 25 priority countries, further screening is essential to raise programme effectiveness and relevance. The need to build linkages between the NPAs and national poverty reduction strategies was also recognized and incorporated in a programme revision following the Mid-Term Evaluation. The responsiveness of the Belgian DGDC in filling budgetary gaps linked to design oversights during project implementation – for example, incrementing communications support to the Nairobi River Basin project - has been a positive contributing factor.

3. PARTNERSHIP PROGRAMME PERFORMANCE AND IMPACT

3.1 General Findings

22. This section assesses programme and sub-project impact according to the expected results listed in the logical frameworks of each programme. It doesn't describe the activities or outputs that are listed in the progress reports, unless linked to the achievement of results or other impacts.

23. Much of the data came from interviews with UNEP programme managers, desk reviews of programme reports and a questionnaire sent to national focal points involved in the implementation of GPA, PEI and MEA sub-projects. Project visits were made to Peru, Bangladesh (a GPA country that has completed its NPA and related activities) and Kenya for the Nairobi River Basin project.

24. Some sub-projects are ongoing and may generate impact during their remaining period. Impacts like the application of newly-acquired capacities can require gestation periods and may not be evident at this stage. Results were often achieved in collaboration with institutional partners and other donors. UNEP support is intended to have a catalytic effect; ultimate responsibility for implementation and follow-up lie with recipient governments and institutions.

25. Follow-up is linked to the broader issue of sustainability. However, a reliable assessment of sustainability is undermined by the general absence of post-project

monitoring, as well as the active status of several initiatives. As a result, the sustainability of most programme initiatives (excluding the GEO-4 assessments) is open to question. Processes that were more closely aligned to national policy priorities (such as PRSPs) are more likely to continue beyond the project cycle, although further UNEP support will be needed in most cases for this to happen. A more exhaustive evaluation covering a broader sample of projects and countries - and perhaps scheduled at a later date – is needed if this essential aspect is to be addressed.

26. The spreading of resources over a wide range of sub-projects makes it difficult to assess the overall impact of the partnership. The evaluators found considerable variance between programme components and sub-projects in performance and achievement of results. However, if the partnership were viewed in its entirety the aggregate scale of impact would likely fall between a moderately satisfactory to unsatisfactory rating⁹ when compared against expectations. There were many activities and outputs – workshops were held, publications and policy papers issued, committees formed and sub-contracts approved. Yet in many cases these did not achieve the momentum or critical mass needed to generate substantive impacts. Besides the results outlined in the evaluation, UNEP, in several respects, has been a key beneficiary of Belgian funding, which has plugged funding gaps and assisted the organization’s strategic positioning on key global environmental issues, while raising its profile as an implementing agency.

27. To a large extent, programme performance and impact were influenced by the design and implementation issues identified in the previous section. While the three components have faced similar challenges – time and budget constraints, coordination difficulties, capacity and commitment levels – those that were thinly spread across a broad spectrum of countries and institutions or addressed many themes have had greater difficulty. Programme scale and complexity have affected performance and impact.

28. An example is the GPA component, where the dispersion of initiatives has brought trade-offs in implementation depth and focus. Timelines for NPAs and pilot projects were often excessively short (in line with funding possibilities) and many have remained unconsolidated. As noted by the programme coordinator, it is difficult to “mainstream” action plans within government policies when environmental expenditures represent a small portion of the national budget. The magnitude of activities also affected UNEP’s ability to monitor and nurture pilot

“Small initiatives rarely make a sizeable impact.”

“Additional UNEP-GPA grants [are needed] for a further period of five years to achieve all the mandates as planned.”

“There is no strategy to implement the study. If you give money for this, you have to make sure the plan identifies who will implement the activities and how. The mechanism is not there, the funds are not there.”

- Survey responses from national focal points

⁹ Applying the rating scale used by UNEP to evaluate project components: Highly satisfactory, satisfactory, moderately satisfactory, moderately unsatisfactory, unsatisfactory, highly unsatisfactory.

processes on the ground, although this responsibility was often shared with partner implementing organizations. The Poverty and Environment component faced similar challenges, yet benefited from higher funding allocations (more than twice the GPA's) and a more focused range of activities. In the case of the Poverty and Environment Initiative (PEI), timely adjustments to project design and the number of outcomes/results - and direct link to national poverty reduction policies — have been instrumental in helping it move forward with more success.

29. Timelines have also influenced performance and impact. Survey responses identify insufficient time as an important limiting factor. A majority of respondents feel that project extensions of six months to one year (or longer) are needed to achieve the expected results. Timing has in some cases affected the ability of projects to make full use of opportunities and “entry points”: The Nairobi River Basin project has been active for the past nine years, yet most of the results expected in the previous phases have been achieved only at the end of the current third phase – and those expected under the third phase won't be reached, partly due to the previous lack of government commitment. This has caused a leadership vacuum that weakened the coordination and overall implementation. Although the situation improved considerably with the creation of an inter-ministerial Steering Committee and decisive involvement of the Ministry of Environment & Mineral Resources, there is not enough time to recuperate the lost momentum; several results are not being achieved and will require extensions or another phase. In Bangladesh, the timing of the NPA process restricted opportunities to feed into the design of coastal zone management in 2005 or climate change policies in 2008, both of which carry a high profile and are reflected in government plans and budgets. The NPA has been approved by the government, yet remains a “stand alone” document that hasn't generated a national commitment for its implementation or follow-up.

30. In comparison, the sub-projects supporting the GEO-4 and related publications have advanced in achieving results because the implementation strategy was relatively straightforward, focused and less affected by externalities such as government commitment, institutional capacities or policy implementation. These types of projects are attuned to UNEP's core role as a normative organization with experience in conducting broad environmental assessment exercises.¹⁰ When sub-projects tried to influence institutional behaviour and processes, they were more susceptible to externalities.

3.2 Findings by Programme Component

3.2.1 Strengthening the scientific base and regional capacity for integrated environmental and water assessment

¹⁰ Including prior GEO publications and the Millenium Ecosystem Assessment (MEA), among others.

31. As previously mentioned, the evaluation did not carry out an in-depth evaluation for this component and focused on interviews with DEWA staff and a desk review of documents. UNEP has contracted an external firm which is currently carrying out the in-depth assessment of the GEO-4; the findings should be published by the end of this year.

32. Under this component, expected results were largely achieved in relation to (i) greater involvement of the scientific community in UNEP assessment processes; (ii) enhanced understanding of global environmental change and interactions; (iii) improved availability of information for policy formulation and the development of response agendas; and (iv) availability of African water resource vulnerability data for policy making.

33. Programme funding enabled a series of comprehensive scientific assessments that have led to the publication of Global and African Environment Outlooks (the GEO was published in October 2007, the AEO in May 2006). In addition, the research has permitted the publication of the Atlas of Our Changing Environment, a related Lakes of Africa Atlas, and documented assessments of water pollution and freshwater bodies under threat; these publications wouldn't have been possible without Belgian support. Both process and products have contributed to impact: The sub-regional assessments broadened the scale and depth of scientific interaction beyond that of prior GEO exercises, integrating

More than 70% of respondents to a GEO-4 user survey found the assessment "very useful" or "useful" for their area of work.

70% of respondents felt that relevance of GEO-4 information to regional environmental trends issues and trends was "very high" to "high"; 80% of respondents gave the same ratings for GEO-4 relevance to global environmental issues and trends.

Source: Review of the Initial Impact of the GEO-4 Assessment (November 2008)

social and physical science perspectives. In the AEO and Africa Atlas, country performance on MDG 7 (access to water and sanitation services, percentage urban slum populations and national territory under conservation) is compared and ranked for the first time. Water assessments have raised attention and insight on hydro-political vulnerability and the effects of climate change on freshwater supplies. The publications are very well documented and have excellent graphic qualities that convey visual impact. The updated database and indices are expected to have utility for the next 5-6 years.

34. These factors raise the value of the publications for research and policymaking. The main GEO-4 user groups are in government followed by academia, NGOs and private sector, research institutions and UN agencies. Given the demand by universities and research centres in both the North

and South, the GEO-4 and related publications could generate capacity impacts as well. Downloads are exceeding those of prior GEO reports and other publications such as the Millennium Environment Assessment (MEA); the Africa Atlas of Our Changing Environment is the most visited site although it is slow to download. Sales are doing well with an average of 150 sales/month for the Africa atlas alone. All publications are non-

copyrighted to encourage their use and the web versions have discussion blogs. Their images can be accessed from Google Earth.

35. The publications are having policy and programme repercussions. The water assessments were key inputs in the design of water resource management and climate change adaptation projects for Asia and Africa exceeding US\$ 2 million. The Africa Environmental Outlook and Atlas have brought attention to the disappearance of **Mali's** Lake Faguibine that affects the livelihoods of 25,000 families; this has prompted UNEP, UNDP, the World Bank and IUCN to jointly design a US\$ 6 million conservation programme. **Rwanda's** threatened Gishwati Forest has been included in a five-year reforestation programme that is part of the national poverty reduction strategy. The Ugandan government has legally mandated the preparation of bi-annual State of the Environment reports modelled on the AEO methodology; the economic valuation of environmental services will be included. **Mozambique** and **Zimbabwe** are considering similar measures. **Uganda** is also using the Atlas methodology to prepare an environmental sensitivity analysis of oil exploration in its western region. **Kenya** has embarked on preparing a national atlas of environmental change to support its Vision 2030. **South Africa** provides a "best practice" example for national environmental reporting. In **Mexico**, the GEO-4 provided inputs for expanding and improving environmental accounts for deforestation and soil erosion.

36. The GEO Cities sub-project for "strengthened integrated environmental assessment and reporting capacities" supported pilot assessments in nine pilot cities from Latin America and the Caribbean. It intended to demonstrate and "mainstream" GEO's integrated urban assessment methodology, and did so with partial success despite time/resource limitations and external factors such as low municipal capacities and budgets, staff turnover and political instability. At the time of the evaluation, 3 of 9 pilot municipalities had completed their assessment reports and 4 were expected to do so by the end of 2008.

37. Whether or not the training and assessments are likely to have an effect on city planning and development is uncertain, since they "do not consider participation in the implementation of recommendations" and follow-up actions aren't foreseen.¹¹ According to the UNEP focal point, a solid waste management advisory committee was created in Chiclayo, **Peru** (as recommended by their GEO assessment) and an action plan was in its implementation phase. The municipality of Loja, **Ecuador** has used assessment data to approve policies on noise and air pollution control and watershed conservation. A training survey indicated that municipal officials from 6 of 8 cities would be willing to invest municipal resources in follow-up studies.

¹¹ Written feedback received from UNEP/GEO Cities focal points based at the UN LAC Regional Center in Panama.

3.2.2 Capacity Building Programme for the Integration and Institutionalization of Environmental Management into National Poverty Reduction Programmes and Related Activities

38. The objective of this programme is to build government capacities at the national and sub national levels to incorporate environmental concerns within national poverty reduction strategies, through the implementation of Multilateral Environmental Agreements (MEAs) subscribed at the Rio Conventions.

Integrating environmental dimensions into poverty reduction strategy papers (PRSPs)

39. The Poverty & Environment Initiative (PEI) seeks to improve understanding of the links between poverty reduction and environmental sustainability, and strengthen national capacities to integrate these in PRSPs and national development plans.

40. In collaboration with its partners, PEI has advanced with varying degrees of success among the four African pilot countries (Tanzania, Rwanda, Uganda and Mozambique). Support combined advisory services, research, training and the provision of monitoring instruments for government departments involved with PRSPs and related policies. These have raised the consideration of environmental variables in poverty reduction strategies, in some cases with macro policy effects. In particular, advances are noted in **Tanzania** and **Rwanda** where environmental budget allocations have increased.

41. PEI activities expanded the involvement of environmental stakeholders in revising **Uganda's** Poverty Eradication Action Plan (PEAP), which feeds into the next national development plan. This also led to the issuing of guidelines for integrated environment and poverty budgeting under the budget call circulated by Uganda's Ministry of Finance. Three sectors and pilot districts are starting to do this with project assistance. The Uganda government's decision to earmark budget allocations for environmental protection as a percentage of GDP may have been indirectly influenced by PEI activities in addition to the African Environmental Outlook Report and Atlas produced under the GEO-4 component.

42. Environmental issues are also considered in **Rwanda's** Economic Development & Poverty Reduction Strategy (EDPRS) that was approved in 2007. The EDPRS monitoring framework was designed with project support; a set of mainstreaming indicators were designed for this purpose.¹² In **Mozambique**, poverty and environment indicators are being used by the Ministry of Planning & Development (MPD) to monitor progress in achieving environmental goals under the National Action Plan for the Reduction of Absolute Poverty (PARPA II, a follow-up to Mozambique's first PRSP). Integrated poverty and environment targets have been incorporated within Tanzania's national poverty reduction strategy (MKUKUTA).

¹² "Guidelines for mainstreaming Environment in the EDPRS" and "Poverty and Environment Indicators: Strategies for monitoring them within the frame work of EDPRS" (2006).

43. The capacity of government partners has been strengthened by training (on the value of ecosystems services on human well being, among other topics), thematic papers and case studies documenting poverty-environment linkages, and awareness-raising activities. While the main beneficiaries are central government ministries with poverty reduction mandates, capacity building activities have included local government and CSO participants in **Uganda** and **Tanzania**.

44. There is little information on how these contributions have influenced resource allocations, programme interventions or “on the ground” impacts. The evaluators did not visit any PEI pilot countries. Interviews with UNEP focal points and survey responses from national focal points mention capacity improvements which may be incipient and difficult to measure. PEI activities are still underway and results are likely to be at an intermediate stage of completion in some countries.

Capacity Building to Alleviate Poverty through Synergistic Implementation of Rio MEAs

45. This sub-project was intended to strengthen national capacities for meeting obligations assumed under the global environmental conventions (CBD, FCCC and CCD); and develop a web-site to disseminate information, case studies and best practices. It included a micro-grants component to demonstrate MEA implementation by supporting small scale sustainable development and poverty reduction initiatives.

46. National Conventions Coordination Committees (NCCCs) were a central element of the project strategy. These committees provided oversight and were the means for engaging different sectors and stakeholders. NCCCs have been institutionalized in Rwanda and Mozambique with expanded functions. Tanzania’s NCCC is also the steering committee of the National Capacity Self Assessment programme (NCSA), and has participated in PRSP consultations.

47. Project performance has been affected by delays and changes in government and partner institutions, with greater activity occurring in **Rwanda** and **Mozambique**. In some countries performance was also affected by limited government disposition for NGO or civil society dialogue. A website portal - <http://mea-synergy.unep.org> - provides information on MEAs and related issues, best practices and upcoming events. The portal has facilitated collaboration between pilot countries on project work plans; the challenge is to carry this further. A manual for integrated MEA reporting with joint formats was designed for focal ministries, but it’s not clear to what extent it is being used.

48. Advances were reported, but impacts in institutional synergies, environmental enforcement or MEA implementation aren’t evident; it may be early for these effects to manifest. There will be continued opportunities if GEF approves a US\$ 1.48 million follow-up project for joint MEA reporting in six African countries that will use the manual developed by this project.

49. Local impacts in sustainable resource management, energy efficiency and poverty reduction were generated by the 39 micro-grants awarded to NGOs. This led to the planting of more than half a million indigenous trees with agro-forestry value, improved local solid waste management, reclamation of abandoned mines, demonstrations of dung-based biogas systems and the installation of solar panels in schools among others. While commendable, the sustainability of these initiatives beyond the grant term is uncertain in several cases. Most grants have supported small-scale interventions that have demonstration value but need to be applied on a wider scale to have significant impact.

50. In some cases micro-grants have influenced policy levels: Members of **Uganda's** parliament requested a policy paper to fund improved school stoves (supported by a micro-grant) on a national scale. **Rwanda's** Ministry of Environment prepared a proposal for continued micro-grant support that will be submitted to donors. In general, however, micro-grant links to MEA implementation or government policies appear tenuous in many cases. While some micro-grants have raised environmental awareness or benefited the poor, the opportunity to leverage greater stakeholder involvement in the implementation or oversight of conservation and poverty reduction policies was not used.

“So far lessons learnt include the fact that countries that selected fewer projects...are doing better than those that selected 15 micro-grants...”

- Annual progress report for “Synergistic Implementation of Rio MEAs”
(March 2008)

Capacity building to strengthen institutions and develop national legislation for implementing MEAs with consideration of poverty reduction

51. This sub-project provided capacity building and technical assistance to (i) enhance government capacities to develop national legislation for MEA implementation; and (ii) strengthen capacities of national legal experts and other legal stakeholders to implement and enforce legislation related to MEAs with a focus on poverty reduction.

52. There are few indications that these results have been achieved to a significant extent. The progress reports list activities and outputs with very limited analysis of results or impact. There were advisory missions, gap analysis studies of environmental laws and policies, training activities and production of communications materials and an environmental enforcement manual. However, the results or impacts of these activities are not evident.

53. An exception is the support for developing regulatory texts to apply **Rwanda's** Organic Law of Environment. This included lists of protected plant and animal species, drugs and chemical substances that are prohibited or require special authorization,

guidelines for establishing environmental committees, and enforcement training requirements for judges and prosecutors. Other examples of new or revised legislation, improved implementation or better enforcement of environmental policies attributable to project activities were not raised during interviews with DELC focal points or survey responses from country partners. While there may be other examples of project impact, they are not documented and were not mentioned by evaluation survey respondents.

3.2.3 Implementation of the Global Programme of Action (GPA) for the protection of the marine environment from land-based activities

National programmes of action (NPAs) for the protection of the marine environment from land-based activities

54. This sub-project was critical to the overall GPA component by promoting “comprehensive yet flexible” policy frameworks to help signatory countries meet their obligations. The expected results were broad, addressing (i) government capacities to address priority land-based activities; (ii) stakeholder participation in land-based activities management; (iii) enhanced regional experience in national approaches and cooperation strategies; and (iv) mainstreaming NPAs in national planning and budgetary processes. Support was initially offered to 70 countries in different regions and later focused on a smaller sample of 25 that are mainstreaming their NPAs. NPA formulation was organized around inter-sectoral Steering Committees and funding was given to pilot projects with demonstration value; both modalities were often combined.

55. Programme reports indicate that many countries have produced NPAs and implemented pilot projects. However, there is less evidence that NPAs have been incorporated within national plans or budgets, led to improved practices or received follow-up after project support was terminated. There are indications that NPA formulation exercises have facilitated Steering Committee consultations and consensus, and that pilot projects brought awareness and attention to environmental “hot spots”.

56. Although progress reports mention that NPAs are being implemented in a number of countries, few examples of budgeted, active NPAs or NPA components were encountered. An MOU was signed with the **Indonesian** government to implement its NPA. GPA support has enabled **India’s** Coastal Community Resource Centre (CCRC) to mobilize community participation in implementing coastal zone management programmes; and incorporate solid waste management and oil spill prevention measures within government policy. Twelve African countries are reported as commencing NPA implementation under the GEF-funded “Biodiversity Conservation and Pollution Control in the Guinea Current Large Marine Ecosystem”, but examples were not given in the evaluation survey responses (and the Guinea project has been undermined by alleged management and accountability problems). Activities are still underway in several countries.

57. Evaluation visits to Peru and Bangladesh – two countries where NPA formulation and pilot projects have concluded - support the above findings. Likewise, the very low response by NPA country focal points to the evaluation survey suggest declining institutional memory. As observed in **Bangladesh**, NPA activities seem to have come-and-gone with limited added value, although a more in-depth evaluation with additional country visits would be needed to confirm this.

58. Bangladesh was singled out as a high-impact country. It's NPA had received the "highest political endorsement" by the government and implementation was expected under the government's Integrated Coastal Zone Management project. GPA guidance had created political momentum and strengthened the enabling environment, "bringing a positive change in the behaviour of the Bangladesh Government and other stakeholders".

¹³ Yet the feedback received from Steering Committee members and Department of Environment counterparts does not support this. Although the revised NPA draft received government approval, there are no indications of commitment. The NPA process lost all momentum after UNEP support finished. The Steering Committee has not met in the past two years and some of the interviewed participants had difficulty recalling activities. The NPA didn't influence the National Coastal Zone Policy, which was formulated in 2005, and there are differing views regarding its contributions to the Coastal Development Strategy and Integrated Coastal Zone Management Plan – some committee members feel it was reviewed as a background document, while others downplay any link. At best, the NPA's policy contribution has been part of an ongoing editorial process, since its formulation was also based on desk reviews of prior assessments and policy documents with limited fresh insight.

"Actual results (improvements in the quality of coastal and marine environments) will only materialize through concrete actions on the ground in the districts, municipalities and communities."

- GPA programme document

"There are strategies for everything in Bangladesh. It's very difficult to operationalize coordination for implementation purposes unless government sees the need."

- NPA Steering Committee member in Bangladesh

59. There are no plans to implement the NPA or sections of it. The inter-institutional mechanisms are lacking and a special Authority would need to be created for this purpose. None of the recommended actions are included under the Finance Ministry's Priority Investment Projects (PIP), a requisite for government funding. For this to happen, they would first need to be developed into project documents. Surprisingly, all expectations are directed at UNEP and the availability of more funding; government commitment or "ownership" does not seem to be a consideration. The NPA was not translated into Bengali to reach a wider audience because funds weren't provided to do so; and the

¹³ GPA Annual Progress Report, March 2008

central government did not show any interest or goodwill to undertake this simple task. Nor has the action programme been promoted outside the Steering Committee to any significant extent. According to a senior official from the Department of Environment, the NPA as a document is not a government priority and is unlikely to become one unless funds are approved for project development and implementation.

60. A pilot project designed and executed by IUCN combined mangrove reforestation with sustainable shrimp cultivation to prevent shrimp disease (which undermines local livelihoods); new mangrove tracts were planted for local consumption in areas removed from the shrimp ponds. Although the project was initially successful and rehabilitated 20 hectares of mangrove forest, half of this area has since been cut down again. Project failure is attributed to an excessively short duration (one year) and the neglect of land tenure issues in project design: Most of the targeted farming families rent plots on short-term leases from absentee landlords and were reluctant to “buy into” the project’s long-term benefits. A project extension was requested but turned down by the GPA Coordination Unit for lack of funds. Attempts to transfer the project to the Forest Department were unsuccessful and JICA has tried to reactivate the process but encountered similar obstacles.

61. In **Peru**, GPA support has focussed on the rehabilitation of the El Ferrol Bay, a severely contaminated and erosion-prone body of water bordering the Chimbote urban area that receives inadequately treated sewage, effluents and wastes from surrounding fish processing plants. The intention was to stimulate a multi-stakeholder collaborative process around a recognized environmental hot spot in order to demonstrate tangible results and encourage replication on a wider scale. To this end, the project supported scientific and socio-economic studies that have improved available data on contamination levels and sources, as well as improved understanding of causal factors that generate erosion and sedimentation. This has changed the manner in which these problems were perceived, and influenced the choice of remedial actions. Study findings were socialized and disseminated among concerned stakeholder groups at a series of workshops.

62. Although priority actions have been identified and agreed on, an official Action Plan has yet to be formulated or approved due to the weak capacity and commitment of the regional government, whose environmental mandate encompasses the affected municipalities. Nevertheless, private sector representatives have agreed to fund the construction of a 3 km. pipeline that would channel filtered effluent and wastes outside of the bay area for dispersion by ocean currents. In addition to the knowledge generated, the project’s role in promoting collaboration between the public, private and academic sectors is highly valued. Although the project has terminated, various participants are engaged in follow-up activities; a municipal ordinance for integrated coastal conservation is being drafted and a new meeting was requested with the regional governor to push for the approval of an action plan. The implementing government agency – the Peruvian Maritime Institute – is trying to provide continued support despite the lack of funds, and would like to replicate the experience in other coastal hot spots such as the Ilo-Moquegua.

However, the “upstreaming” of this process to national policy levels is unlikely due to diminishing project momentum and the current re-structuring of Peru’s environmental commission (CONAMA).

Physical Alteration and Destruction of Habitats (PADH)

63. This component supported the protection of coastal and marine habitats against alterations and destructions from human-induced development activities. Efforts were centered on (a) building government capacities to address urgent threats to coastal zones by strengthening legislation and regulatory capacities, and facilitating multi-stakeholder/partnership fora; (b) safeguarding the ecosystem function to maintain the integrity and biological diversity of coastal habitats; and (c) promoting actions in specific locations to reduce and prevent coastal/marine environment degradation - and where practicable, restore habitats adversely affected by anthropogenic activities.

64. The PADH component appears to have been comparatively more successful than the NPAs in leveraging government and donor support. It has the potential to influence key sectors that have an impact on marine habitats. This will depend on follow-up actions by governments and partner institutions, and would require continued programme support. Sets of “Key Principles” were designed for Aquaculture, Ports and Harbours, Tourism and Mining. The principles are general in their content, offering sustainable development and code-of-conduct guidelines for each sector. Although limited in technical content, they are easy to assimilate and can be applied to a wide audience. Key principles have been adopted by several governments, inter-governmental organizations and regulatory bodies, enhancing opportunities for their dissemination and application on a wider scale. Aquaculture principles are being used by the FAO, NACA (a network for aquaculture centres for the Asia-Pacific region) and WWF for the post-tsunami rehabilitation of aquaculture in **Indonesia, Thailand and Sri Lanka**. The “International Principles for Responsible Shrimp Farming” designed by UNEP in collaboration with FAO, the World Bank, WWF and NACA received the World Bank 2006 Green Award and are being used as a basis for developing global guidelines on aquaculture certification.

65. Key principles have also been adopted by UN bodies, encouraging inter-agency collaboration. The tourism principles were endorsed by the UNWTO (United Nations World Tourism Organisation) and UNIDO (United Nations Industrial Development Organisation), leading to the design of a joint programme to apply the principles in nine African countries.

66. There are indications of impact resulting from PADH support for legal reform and policies to strengthen government regulatory capacities. A study on the management of land-based marine impact has prompted **Sri Lanka’s** government to announce a “green tax” in its 2008 budget, and a bill was introduced to enable the Ministry of Environment to allocate the revenue to environmental services. Although a pioneering field study on environmental water flow requirements in **Bangladesh** has not generated impact or

follow-up nationally, it provides an important input to IUCN's water management training curricula for the Southeast Asian region. This study analyzed the levels of dam-regulated flow needed to conserve river biodiversity during the dry season, using population samples of edible fish species as an indicator to engage local farmers that use the water for irrigation.

67. Several pilot projects have validated methods that are being replicated on a wider scale. The application of economic instruments for mangrove forest conservation in **Sri Lanka** has led to the design of a large-scale project with EU funding under the Tropical Forestry programme. In India, pilot experiences in mangrove conservation were filmed by the Ministry of Environment & Forests for a documentary that will be distributed nationally; and are also being applied within a multi-million dollar project for post-tsunami mangrove forest rehabilitation. Pilot tourism experiences are documented in the University of West Indies' curricula for Hospitality & Tourism Management.

Integrated Coastal Area and River-basin Management (ICARM)

68. ICARM has promoted an ecosystems approach to resource conservation that integrates coastal zone with river-basin management. To a large extent implementation has focussed on (i) the dissemination of ICARM principles at international fora; (ii) documentation of case studies; and (iii) design of analytical tools and training materials for South Asian countries involved in post-tsunami coastal zone management. While these endeavours have raised awareness on ecosystem-based approaches to water resource management and helped build capacities for their application, the implementation of ICARM principles depends on the initiative of governments and other institutional partners. Although evaluation survey responses offer very little feedback, it is likely that ICARM support has improved enabling conditions for integrated coastal-freshwater ecosystems management in some countries. Impacts linked to ICARM's application are not evident and further programme support or follow-up may be needed for this to happen.

Strategic Action Programme for Wastewater Management (SAP)

69. The SAP sub-project has placed emphasis on (i) developing WET targets, (ii) implementing two pilot projects under the Mediterranean Action Plan (MAP/MEDPOL); and (iii) providing training, outreach and awareness raising to government agencies, inter-governmental bodies and NGOs involved in wastewater management issues.

70. The SAP assisted the mobilization of US\$ 1 million from the Italian government to implement a programme for northern African countries under the Water Partnership for Africa. The programme will support pilot experiences in Algeria and Morocco that if successful would be mainstreamed into national policies. Awareness and capacities for wastewater management were raised by disseminating best practices to national focal points within the Arab Water Council; training 590 professionals from 45 countries; and designing distance learning materials. On-line learning tools developed with SAP support

are presently being downloaded by an average of 6,000 visits monthly. Capacity building activities will be expanded with the anticipated approval of US\$ 2.2 million from GEF and the EU ACP Water Facility.

71. As with ICARM, the above contributions have enhanced conditions for the application of strategic wastewater planning practices. While there are indications of achieved results and multiplier effects resulting from project activities, further programme support - and follow-up by governments and partner institutions – will be needed to generate impacts with tangible environmental effects.

3.2.4 Nairobi River Basin Project - Phase III

72. The ongoing third phase of Nairobi River Basin project intends to build on the work of previous phases and “actionalize” the process, as stated by a senior government participant. Expected results include the design and approval of environmental management and urban planning systems; the approval of a water quality protocol; improved service delivery and conservation practices; and the rehabilitation of Nairobi

Dam. However, the main programme achievements to date are in awareness raising and mobilizing government support and commitment. The latter has arrived at a late stage with the recent creation of a governmental Steering Committee chaired by the Ministry of Environment & Mines. The Steering Committee has raised the level of government engagement, improved coordination capabilities and quickened the pace of implementation - creating enabling conditions that were previously absent.

“Despite considerable investment of time and of resources into this programme since 1999, limited positive impact has been realized. This is largely due to the magnitude of the problem and uncoordinated efforts of the past.”

- Nairobi River Basin project document

“We will move as fast as the government is ready to move.”

- The project coordinator

“The government is committing itself and committing more funds to the Nairobi River Basin, at a time when Kenyans believe change can happen.”

- A government member of the Steering Committee

73. Greater private sector involvement has also been achieved through the Nairobi Dam Trust, an influential non-profit foundation that is leading the dam rehabilitation efforts, and the “Adopt a Mile” initiative that aims to improve sewage treatment along Nairobi’s three rivers with corporate and community-

based support. Coca Cola has offered financial assistance to rehabilitate Nairobi Dam, and the Nakumatt supermarket chain will build 20 waste-recycling community cookers for adjacent slum settlements in Kibera.

74. Although Phase III implementation was extended by one year, most of the expected results are at an early stage of progress and will require a further support phase to be achieved. While UNEP and partner agencies (UN-HABITAT, UNDP) deserve credit for keeping the process active in the absence of a government presence, much of the effort over the years has gone to subcontracts for prolonged baseline studies and other ancillary activities. The government “buy in” that is essential to coordinate actions of this magnitude has come at a late stage, retarding the implementation process and undermining the achievement of key results in environmental management, enforcement of water quality standards, service delivery and conservation practices.

“The main outcome in the 1999-2007 period is detailed documentation in the form of baseline studies.”

- Nairobi River Basin project report

“We’ve gone from a study to a study to a study. Studies recommend studies.”

“In the name of assessments, we’ve spent 20 years since Rio.”

- Government officials from Kenya and Bangladesh

75. An important advance is the availability of a draft Action Plan that contains eleven priority initiatives with preliminary budgets and timelines. The Action Plan is presently being revised and is expected to receive government approval this year; it is the “roadmap” that will guide implementation, investment and coordination activities from 2008 to 2012. The Action Plan’s four-year timeframe is unrealistically (yet purposefully) short in order to be finalized by the 2012 national elections; a seven-to-ten year horizon would be more realistic. Project proposals will need to be developed and funding secured; synchronizing the anticipated magnitude of activities and actors over the medium-term will be a major challenge for the government and programme team. However, there have been advances: Several initiatives from the US\$ 228.5 million Action Plan were incorporated to Kenya’s 2008-2012 Medium Term Development Plan and Nairobi Metro 2030 Plan, which are important for leveraging government and donor funds. This has encouraged the Asian Development Bank (ADB) to underwrite US\$ 70 million for the Action Plan’s implementation. The Kenyan government is expected to finance 30% of the budget.

76. Other results are at early stages of progress and unlikely to be completed during the present phase. An approved water quality protocol (initially planned for 2007) has not materialized since the available data applied different timelines, indicators and measurement standards. A consistent baseline is being developed for the first time since the commencement of the project in 1999, and water quality has been tested at 24 sampling points located along the Basin’s three main rivers. Although the project cannot lay claim to improved service delivery or conservation practices, it is slowly contributing towards better environmental enforcement by government authorities – five slaughterhouses located in the upper Nairobi river were suspended for discharging untreated waste; two have since upgraded their treatment practices and re-opened. This

action caused a temporary drop of water contamination levels from 300 to 200 BOD for several months (still well above the legal 30 BOD limit).

77. Although 95% of the Nairobi River Dam is sludge composed by untreated wastes from surrounding slums and industries that infringe on the riparian area, the Nairobi River Dam Trust is successfully mobilizing financial and political support for its rehabilitation. So far the Trust has raised US\$ 285,000 with an additional US\$ 6 million expected from corporate donations. The African Development Bank has offered to finance a sewer line surrounding the dam lake. Architectural and landscaping designs are underway for the Dam and a 2.5 km. demonstration stretch that would include marinas, office space and recreational land use. Pilot projects implemented by the UNDP Country Office in adjacent slums and catchment areas have constructed waste-recycling cooking and sanitation facilities, conducted tree planting campaigns and promoted mushroom farming enterprises. A community cooker that recycles waste was shortlisted for the Energy, Waste and Recycling category of the 2008 World Architecture Awards.

78. The synchronization of activities is essential to achieve sustained improvements in water quality. However, it is likely that the Nairobi Dam's rehabilitation will start ahead of work on upstream contamination points that affect the entire river system including the dam itself. There are concerns that private investments in rehabilitated (and rapidly appreciating) riverside demonstration areas may proceed ahead of the engineering studies and master plans needed to program interventions in a sequenced, cost-effective manner. There is also concern that the social impacts – particularly those affecting the 46 slums located along Nairobi's three rivers – are not receiving enough consideration; and that adequate relocation plans may not be finalized or undertaken before rehabilitation works in these areas commence.

79. The project's success in achieving results and generating impact depends largely on the implementation of the Action Plan, which faces fundraising and coordination challenges in addition to political uncertainties given upcoming elections. Institutional capacities need to be strengthened, particularly within Nairobi City Council departments that have enforcement mandates yet are unprepared to perform this function. Although the Action Plan is based on a 2008-2012 implementation period, it is likely that the various stages involved in designing project proposals, mobilizing funds and implementing actions will require a longer horizon. The primary contribution of Phase III has been the creation of the enabling conditions for this process to begin - although this was planned to happen during prior phases of the project, and the third phase devoted to implementing actions.

4. PARTNERSHIP PROGRAMME COORDINATION

4.1 Partnership Coordination Arrangements

80. Partnership coordination arrangements are based on a two-tier system. Each programme component and related sub-components are managed by the respective Divisions – DEWA, DEPI, DELC, DGEF and DRC/ROA – as part of a wider programme and donor portfolio. The Divisions are responsible for coordinating the implementation of programme activities by regional/national partners, revising work plans and budgets, monitoring and providing technical guidance both internally or through outsourcing. Financial management and administrative services are provided by UNEP. At an overarching level, the Programme Coordination and Management Unit (PCMU) now Quality Assurance Section, within the Deputy Executive Director’s office served as direct liaison to the Belgian DGDC. Following UNEP’s restructuring, the PCMU ceased to exist in April 2008 and responsibilities given to the newly created Resource Mobilization Section (RMS) within the Executive Director’s office. PCMU followed by RMS have been responsible for overseeing the Partnership in general and served as the primary communications channel with the donor in operational terms. Hence the former PCMU and today’s RMS are Belgium’s main link to programme activities. This office received progress and financial reports prepared by the divisions, commented as needed and transmitted these to the Belgian DGDC.

81. Partnership coordination and reporting mechanisms are basic and somewhat minimalist considering the scale of activities and strategic importance the partnership has for UNEP institutionally and financially. Under the terms of the Partnership Agreement, UNEP reporting requirements are limited to annual progress and financial reports in order to receive funding instalments. These are scheduled around annual consultation meetings at which both parties review progress in programme implementation and related issues. Outside this annual event, dialogue between the parties is limited. With exceptions – such as support for DED-chaired Task Force to launch the PRSP component - PCMU does not appear to have played a proactive enough role in linking programme components, promoting division synergies, streamlining reporting or seeking substantive engagement.¹⁴ This reflects on this office’s resources and capacity, as the single programme officer assigned to the Belgian partnership (with administrative and secretarial support) was additionally responsible for attending other donor agreements as well.

82. The mid-term evaluation identified the need for more regular UNEP/DGDC communications through the PCMU/RMS. There were discussions and revisions after the evaluation. Since then, some DGDC concerns – for example, the need to consolidate sub-project reporting – have been discussed and improvements made. As of April, PCMU’s functions were absorbed by the new Resource Mobilization Section (also within the

¹⁴ A noted

Deputy Executive Director's Office), a larger outfit that is presently defining its organigram and responsibilities. However, the frequency or quality of interaction does not seem to have changed noticeably.

83. The annual consultations between UNEP and Belgium offer insight into coordination issues of mutual interest. Foremost among these is the issue of synergies and integrated reporting among the programme components and their sub-projects, a need that was flagged by the mid-term evaluation and reiterated at recent DGDC/UNEP consultation in May 2008, particularly in regard to the capacity building programme component for the integrating and institutionalizing environmental management into national poverty reduction programmes. While there have been advances in consolidating progress and financial reporting (an integrated progress report was recently issued for the three sub-projects covering the entire partnership period) there has been less progress in promoting collaboration and convergence between the PEI and MEA subprojects, which share pilot countries yet work with separate national coordinators and focal points. The design for the next phase of the PEI initiative does not contemplate collaboration with MEA subprojects that were included within this programme component under the current partnership.

84. The barriers to improved synergy are systemic and reinforced by institutional dynamics. Mechanisms for building linkages between programme components, sub-projects or implementing Divisions were not considered sufficiently during the formulation stage. Neither have existing procedures or workloads facilitated collaboration; the Belgian Partnership is part of a wider portfolio that involves other programmes and donors, discouraging the use of alternative arrangements tailored to its needs. Collaborative activities were attempted yet with limited success: the establishment of an inter-divisional committee for the PEI/MEA component had a promising start but was not sustained; this is attributed to workload pressures and turnovers in Division staff (DGEF alone has changed task managers on four occasions). One DGCDs suggestion was that the PEI serve as reporting “umbrella” for the overall partnership, but this was institutionally unfeasible. Proposals to design consolidated work plans and integrate the national coordination of the three PEI sub-projects under a single focal point (made by the GEF project manager and Tanzanian government partners) have not advanced. There is reportedly little communication between the DRC-MGSB coordinator responsible for managing CSO funds received from Belgium and sub-projects within the Poverty & Environment programme component that seek greater involvement of CSOs in implementing MEA and PRSPs. The Nairobi River Basin project was invited to participate in a regional training programme organized by the GPA programme, but this was turned down due to budget reasons. Unless an enabling environment is considered during the design stage of the next Partnership phase - with budget provisions and changes in *modus operandi* - improved synergies are unlikely to materialize further down the process. This will be more feasible if approached in the context of a wider process involving other donors as well – for example by pooling coordination and reporting mechanisms in line with “basket funding” arrangements, or promoting shared planning

and implementation arrangements.

85. The Belgian DGDC has also requested greater communication between programme managers and Belgian missions in recipient countries, particularly for the PEI. This is a difficult task given UNEP's lack of country representation and the frequency of country missions from Nairobi. Although UNDP provide administrative support through their country offices in several cases and is a partner within the PEI subproject, its participation and knowledge of programme activities is inconsistent. Likewise, attempts to hold discussions with Belgian mission representatives during field missions have not been fruitful, as they are often unavailable for meetings. Outside *ad hoc* opportunities that may arise during UNEP mission visits, DGDC would appear better placed to inform Belgian representations on a periodic basis through internal channels.

4.2 Coordination between UN Agencies

86. Inter-agency coordination is key for implementing the Nairobi River Basin project, the Poverty & Environment component and various GPA initiatives, and is one of the underlying objectives behind the Partnership Agreement. Belgium's DGCD has underscored its importance and taken a lead role in promoting collaboration with other UN agencies in line with the Paris Declaration and the "One UN" approach. According to the Nairobi River Basin project coordinator, the Belgian DGCD was adamant in assigning project activities to UNDP and HABITAT on the basis of their comparative advantages, in view of the project's complexity. This was based on the review of the project log-frame and discussion of institutional roles; and preparation of proposals (for demonstration projects and socio-economic studies) over a six-month period with bridge funding support provided by Belgium.

87. UNEP has negotiated contractual MOU's with the UNDP Country Offices (and pays for their services) in the four PEI pilot countries; the UNEP-UNDP partnership will be expanded to the level of co-implementation during the next PEI phase. Under this

"Another emerging lesson is that the selection of micro-grants, and their management was much better in countries that involved the GEF-SGP directly as the latter has many years of experience."

- Annual progress report for "Synergistic Implementation of Rio MEAs" (3/08)

component, the MEA sub-project has been implemented with the participation of a medium-size GEF project and the GEF Small Grants Programme in several countries. A majority of the initiatives under the Global Programme of Action sub-components are being implemented in partnership with specialized technical institutions, government ministries, and agencies/projects linked to the UN system. The mainstreaming guide and training modules that were prepared by the GPA programme for integrating marine and coastal issues in national plans additionally include a checklist for assessing their integration within U.N. Development Assistance

Frameworks (UNDAFs).¹⁵

88. This has involved a learning process with inevitable “growing pains” and tensions, yet the benefits exceed the disadvantages in the final analysis. UNDP has brought implementation expertise to the Nairobi River Basin’s demonstration projects that would otherwise be lacking. The same can be said for GEF and the GEF Small Grants Programme in managing MEA sub-components in Rwanda and Uganda; in such cases delivery has been more effective compared to countries that implemented micro-projects through government institutions. The implementation of the MEA sub-project through a medium-size GEF initiative has contributed to integrating global environmental issues within national development planning processes. UNDP’s monitoring and reporting practices have been more rigorous than those applied by UNEP, contributing to the effective implementation of demonstration activities. Despite slow delivery, UN-HABITAT has contributed socio-economic studies and baseline surveys of settlements situated along the Nairobi River.

89. Yet agency coordination has followed a declining trend with declining momentum over time. To an extent this is attributable to systemic factors outside the Partnership framework: coordination is undermined by differing organizational procedures, internal workload and delivery pressures that reinforce “inwards-looking” dynamics, and separate monitoring and reporting practices that differ in format and frequency, and which have proven difficult to harmonize in practice; the incompatibility of UNEP’s budget codes with the UNDP Atlas financial management system has been cited as an example. The resulting tendency reinforces compartmentalization rather than convergence; and while this does not preclude fruitful collaboration it does carry opportunity costs in terms of coordination and effectiveness. UNDP has had limited participation in the project Nairobi River Basin Steering Committee and it’s focal point was unaware of the discussions that had taken place.

90. In the case of the PEI, the monitoring, administrative and institutional support services provided by the UNDP Country Offices are essential in the absence of UNEP representation. However, the quality of support has been erratic and in most cases, unsatisfactory for the costs involved. As noted by a programme manager, UNDP CO’s generally devote limited attention to environmental issues and give preference to GEF projects; therefore, “even when we pay we don’t get adequate service.”¹⁶ In spite of this, PEI has played a role in strengthening the UNEP-UNDP cooperation through the establishment of the joint UNDP-UNEP PEI since 2005, followed by the Poverty and Environment Facility PEF since 2007.

¹⁵ “Making Mainstreaming Work: An Analytical Framework, Guidelines and Checklist for the Mainstreaming of Marine and Coastal Issues into National Planning and Budgetary Processes”, J. Soussan GPA/SEI (2007)

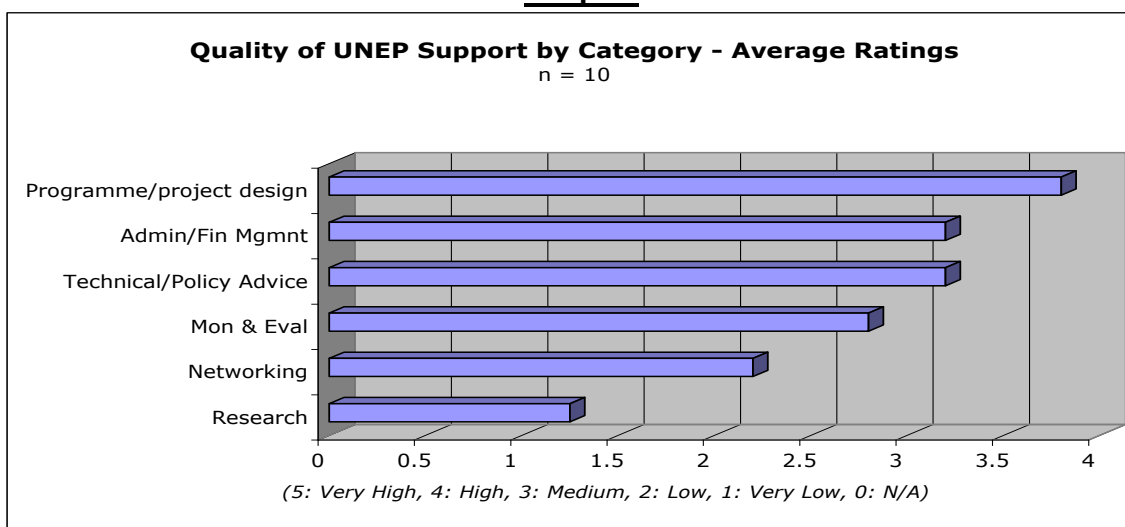
¹⁶ Quote from interviews held with DPL staff.

5. PROGRAMME EFFECTIVENESS AND EFFICIENCY

91. Despite variances in project performance and impact, the technical support provided by UNEP is perceived as effective. This is reflected in the evaluation survey, where national respondents from the Poverty & Environment component gave “high” (57%) to “very high” (43%) ratings on the overall effectiveness of UNEP technical support; two-thirds of the GPA respondents gave similar ratings as well. In assessing the quality of UNEP support by category, the combined responses from GPA and Poverty & Environment focal points ranked programme and project design in first place, followed by administrative/financial management; technical/policy advice; and research in the lower position. Likewise, the GEO-4 report received “very high” to “high” usefulness ratings by surveyed users.¹⁷ This would suggest that cases of low project performance or impact were influenced by the availability and duration of technical support rather than quality.

92. Partnership arrangements encompass three programme components that are managed by different divisions and contain sub-projects and activities that are spread over broad spectrum of countries and themes. This creates implementation and coordination challenges that have repercussions on programme delivery, cost-effectiveness and efficiency. As noted by the mid-term evaluation, this arrangement raises the transaction costs for disbursements and overall implementation. Thinly-spread resource allocations have also made it difficult to monitor implementation and assess the overall impact and accountability of the partnership, or the extent to which Belgian support has enabled UNEP to focus on strategic priorities.

Graph 1



Source: Evaluation survey responses from PEI and GPA focal points.

¹⁷ “Review of the Initial Impact of the GEO-4 Assessment” (November, 2008)

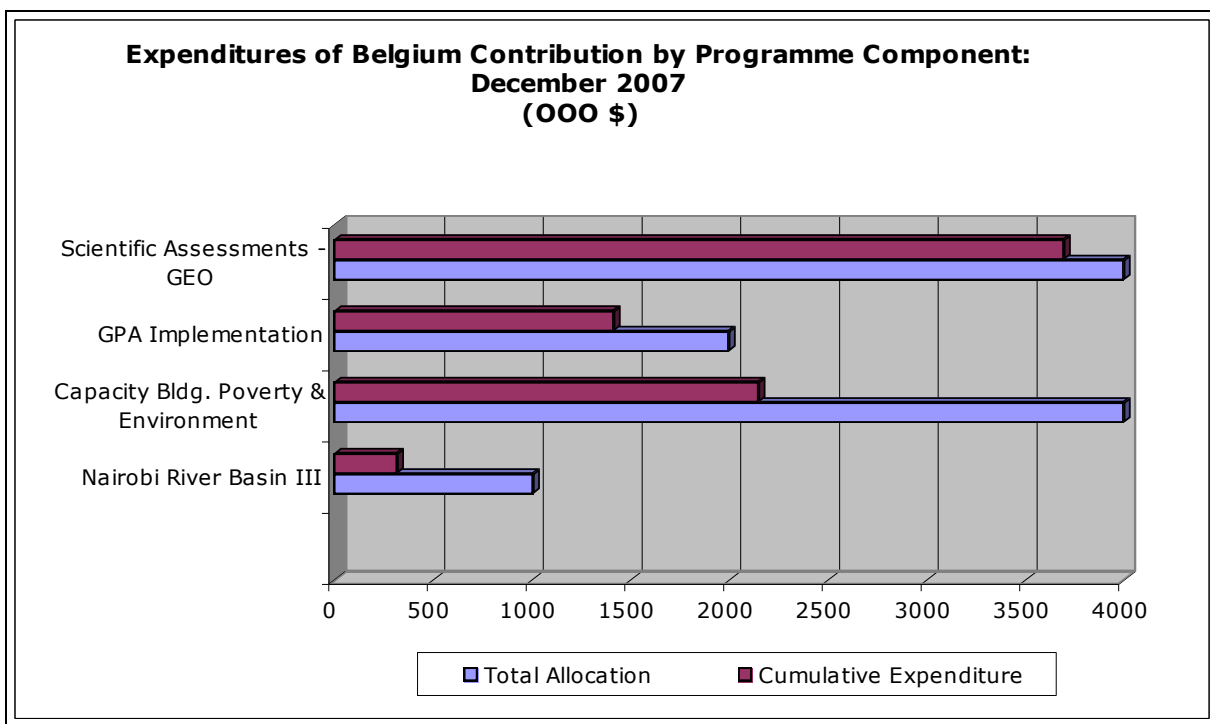
93. Implementation has been slow for most sub-projects with the exception of the GEO-4 initiatives that were managed by DEWA. This is partly caused by the dispersion of initiatives and funds that raise coordination and logistical needs – and by external factors such as weak institutional capacities, low levels of government commitment or staff turnovers, and partner delays in submitting deliverables. Programme delivery was often lower as a result and unspent balances carried into the next period. Project extensions were needed for Peru’s NPA project and the Nairobi River Basin programme among others. In many cases, budgets and timelines were insufficient for achieving expected results.

94. The graph below indicates that expenditure rates were lower for programme components that were implemented at the country level through national partner institutions. The Poverty & Environment Initiative (PEI), Nairobi River Basin project and NPA sub-projects have had to adjust their implementation strategies to the pace of government ministries and policy cycles. While slower implementation may have encouraged national ownership and stakeholder engagement, delivery and expenditure levels were often affected as a result. UNEP is credited for keeping the Nairobi River Basin project active during the years when government commitment was lacking. However, the programme could not advance in formulating action plans or coordinating actions among the various stakeholders without government oversight. Implementation moved slowly during this period (32% of the budget was spent in three years) and expenditures were largely allocated to baseline studies and ancillary activities that sometimes overlapped with those from previous phases. Some of the studies were implemented slowly and have contributed to project delays, i.e. UN-Habitat’s socio-economic assessment. Although the pace of implementation improved with the creation of a governmental Steering Committee led by the Ministry of Environment & Mineral Resources, there is not enough time remaining to recuperate the lost momentum and the expected results will not be achieved during this phase. However, delivery has improved since 2008 with the approval of sub-contracts (IUCN, Nairobi University) for additional studies and research.

95. The scientific assessments and publications managed by DEWA have had the best expenditure performance (92% of the budget was spent by 12/07) and were more cost-effective than the other partnership initiatives. The combined costs for the assessments and GEO publications exceeded US\$ 5 million but were considerably below the US\$ 20 million spent for the Millennium Environmental Assessment. The full cost of producing the African Environment Outlook (AEO), Atlas and related publications was less than US\$ 600,000, partly because the assessments, training activities and scientific expertise were pooled with the GEO-4 formulation process. More than 90% of the total cost of the GEO-4 report was covered by in-kind contributions, with only 5% going to salaries. The GEO-4 assessments have engaged over 300 participants from seven regions, in addition to inputs from 50 regional/global organizations (IUCN, SCOPE, The Stockholm Environmental Institute). The cash value of their combined voluntary contribution is

estimated at US\$ 2 million. In addition to the baseline data and insight generated, the assessment process and disseminated publications have advanced capacity building, knowledge management and networking.

Graph 2



Source: Annual financial report (April 2008)

96. Cost-effectiveness was also weakened by the limited screening of government commitment or appraisal of policy options during the design stage. The GPA implementation strategy applied a “shotgun approach” by initially providing NPA support to 70 countries, and subsequently focussing activities on a smaller sample of 25 countries with better performance. While understandable from a political perspective (there are 108 GPA signatory countries) this approach carried opportunity costs in lost time and resources that might have been avoided had greater scrutiny in country selection been applied from the start.

97. In spite of the complexities and challenges involved, UNEP administrative performance has been effective in general. According to the programme manager, administrative efficiency has improved since UNEP procedures for amending MOUs and transferring funds were simplified for the Poverty and Environment component. The initial Belgian payment was delayed by six months, affecting the start-up of several sub-projects. However, subsequent delays have not affected implementation or delivery

“The implementation of MOU’s by UNEP has been very good. The deliverables are there, they ask the right questions, and are on time.”

- A Nairobi River Basin project participant

significantly as most sub-projects carried unspent balances from the previous period that were used to sustain activities until new funds were received. At times, the implementation rate of some programmes was so slow that the Belgian government was reluctant to release the next instalment when it was due. While there were disbursement delays – for example, funds to design a water quality protocol and establish monitoring stations for the Nairobi River Basin programme were disbursed one year late – these were often caused by slow project implementation and delivery on the ground. In such cases, the Belgian government has been

reluctant to disburse funds to projects with unspent balances.

98. There are examples of adaptive management that have contributed to programme effectiveness. Both UNEP and the Belgium DGDC have demonstrated flexibility in allocating resources: DEWA was given considerable scope in determining the use of funds for the GEO-4 assessments. Funds were re-allocated between budget lines during the implementation of the Nairobi River Basin project, and increased at one stage to strengthen communications support. Funding for the “bridging phase” was approved to ensure the continuity of programme activities between the second and third phases and more importantly, to plan the coordination activities with UN-HABITAT and UNDP. Following the 2006 mid-term evaluation, the three programme components were reviewed internally and revisions made to promote synergies and mainstreaming. In several cases budgets were also revised.

“Sometimes there is [a] delayed response when urgent information is required. This is due to the frequent leaves and long times out of office...The change of UNEP focal points sometimes affected communication with UNEP.”

- A survey respondent commenting on UNEP’s effectiveness

6. MONITORING AND EVALUATION

99. The monitoring arrangements established by the Partnership Agreement are modest for the magnitude of activities and resources involved. Annual progress reports are prepared for each programme component by the managing divisions, describing the status of results and outputs for each sub-project. Yearly financial reports are required in order to receive funding instalments. These reports provide a basis for discussions between UNEP and DGDC during their annual consultation meetings. There are additional provisions for mid-term and final evaluations of the partnership in its entirety; in practice, each evaluation has focused on particular components given the magnitude of the partnership's full scale. DGDC has not conducted separate monitoring or evaluation missions, and has preferred to approach M&E within the existing UNEP framework. Although partnership interventions are supposed to play a catalytic role and stimulate follow-up processes led by national partners, monitoring practices do not go beyond immediate project implementation. This makes it difficult to assess longer-term effects and sustainability.

100. Progress reports are based on the programme's different log-frames and structured according to the various components. They tend towards compartmentalized descriptions of project activities and outputs that do not convey a programme perspective or wider sense of the progress achieved. Recommendations to integrate sub-project reporting – especially within the Poverty & Environment component – have been applied. In general, DGDC appears satisfied with the quality of reporting.

101. Outside the annual reports, monitoring practices do not follow a consistent pattern. The depth of information and analysis found in the progress reports differ considerably. For example, there are significant differences in the reporting depth and level of detail provided by the PEI and the MEA legislation sub-projects although both are within the same programme component. This reflects on external and internal variables such as monitoring capacities within focal divisions; programme magnitude and complexity; the inclusion of monitoring provisions in project work plans and budgets; and the performance of partner institutions with monitoring and oversight responsibilities.

102. As a result, monitoring performance has varied among divisions, programmes and sub-projects: DRC has used internal division resources and allocated resources to monitor the Poverty & Environment Initiative (PEI); missions were made to the four pilot countries on average twice a year. The small country sample and revisions made to the original project design have facilitated PEI monitoring, which relies largely on the information provided by government partners due to the limited engagement of UNDP Country Offices in supporting M&E.¹⁸ Within the Poverty & Environment programme

¹⁸ Conversely, UNDP monitoring of small grant initiatives within the Nairobi River Basin project has been more effective and consistent than UNEP's monitoring practices, according to interviewed stakeholders. Likewise, the GEF and GEF-SGP have provided valued monitoring support to the MEA subproject within the Poverty & Environment component.

component, the GEF-supported project for synergistic MEA implementation stands out for documenting micro-grant “best practices” from country experiences, and a synthesis of early lessons that were shared at regional workshops. This has encouraged several countries to revise their work plans and incorporate the best practices and lessons presented at the workshops.

103. DEWA has been proactive in monitoring the utilization of the GEO assessments; the GEO-4 report web site contains an on-line user survey. An external firm was also contracted to assess impacts and document them in a report.¹⁹ Additional user feedback has been obtained from the regional meetings of Sanitation and Waste Ministers (AMCAO) and Council of Environmental Ministers. Given its internal dynamics and focus on specific products, the GEO assessments have been easier to monitor than other sub-projects from the different programme components. The Nairobi River Basin project’s coordination unit has easy access to the various activities and stakeholders, and is well-placed to monitor implementation in a proactive manner. The project has a budget line for programme review, but neither the coordination unit nor the Steering Committee have used the opportunity to organize in-depth evaluations or assessments that are very much needed to guide the implementation of this complex initiative which has been active for seven years now.

104. Monitoring performance has had a direct bearing on adaptive management capabilities. Indeed, the ability of UNEP to monitor and nurture incipient processes, cope with externalities, anticipate constraints and propose corrective actions in a timely manner is critically important to ensure “quality control” and influence implementation performance. Not surprisingly, monitoring demands have increased according to the magnitude and complexity of the programme components. The managing divisions faced greater challenges according to the extent to which activities and resources have been spread thinly over countries and sub-projects.

105. In this respect the GPA component has been particularly demanding from a monitoring perspective, due to its broad thematic scope, the dispersion of small-scale initiatives across a broad country sample, and dissemination of new concepts to diverse user organizations (without follow-up mechanisms for monitoring their application or impact). Monitoring arrangements for the GPA component were more complex since the programme encompassed a wider range of countries, themes and institutions. Flexibility has been necessary, albeit at the cost of depth and consistency: Most GPA initiatives were implemented through MOUs with partner institutions which applied their own monitoring approach; UNEP monitoring practices were applied in cases where implementation was managed by the GPA Coordination Unit.

¹⁹ The impact assessment was still in progress at the time of the evaluation. However, a slide presentation based on preliminary findings for the GEO-4 Assessment – has been internally presented by DEWA. The report is yet to be finalized and publicly distributed.

106. When GPA initiatives and pilot projects were implemented through partner organizations (i.e. CPPS) direct communications with UNEP were limited; focal points from Peru's Maritime Institute could not recall any contact with the GPA Coordination Unit and were unfamiliar with the programme context. Monitoring reports were submitted on a voluntary basis by partner institutions contracted under MOUs. While this has not facilitated comparative analysis, systematizations of findings or a comprehensive understanding of programme performance, the limited funds and scale of activities contained in most MOUs did not permit a more structured approach. Monitoring allocations were not built into the individual budgets of NPA or pilot project initiatives, and the GPA component did not negotiate in-country support from the UNDP Country Offices, GEF or GEF-SGP (as happened under the Poverty & Environment Component).

107. These factors, combined with impossibility of scheduling regular field visits over the broad country sample, have considerably weakened the GPA Coordination Unit's knowledge of implementation activities on the ground. Although there were periodic communications by distance, and limited M&E resources were wisely devoted to sub-regional workshops that combined monitoring, exchanges of experiences and strategic planning (on topics such as mainstreaming NPAs in national plans and budgets), the programme's magnitude and complexity exceeded the GPA Coordination Unit's monitoring capacity. Hence the advances and impacts described in the annual progress reports did not always reflect the situation encountered by the evaluators during country visits (particularly in the case of Bangladesh). Discrepancies between reported and observed impacts are likely to be influenced by distance-decay variables, as well as "culture of success" reporting tendencies that are often encountered in UN documents.

7. OWNERSHIP ISSUES

108. Programme ownership is important at various levels – among UNEP divisions, implementing partners, recipient government institutions and others – to generate commitment and enabling conditions for impact and sustainability. Yet generating a shared sense of ownership hasn't been an easy undertaking for the partnership, given its programmatic scale, range of activities and institutional diversity. In particular, sub-projects that supported the implementation of global agreements across many countries faced the challenge of prescribing guidelines for process and product to ensure consistency, while encouraging government “buy in” and continued support. For this to happen it was essential that country partners assume early ownership of the process and incorporate the resulting action plans or proposals to national development plans, policies and budgets.

109. Government commitment to support and “mainstream” programme initiatives in national development plans has been one of the main obstacles limiting programme impact. Even projects with more favourable circumstances – for example, focussed on one country - have faced similar obstacles: Government commitment to the Nairobi River Basin project was late in developing and has undermined the achievement of key results during all three phases of the project. The PEI project has perhaps had less difficulty in encouraging government ownership because it works under the framework of poverty reduction strategies that are core policy objectives. The demand for the GEO-4 report and in particular the Africa Environment Outlook and Atlas, by regional governments, NGOs and universities could be an indicator of ownership reflected in the appropriation of knowledge products.

110. In several countries, NPA formulation processes faced difficulties in generating the national ownership and commitment needed to move the process forward. This was reinforced by short implementation and support cycles, and could also reflect insufficient screening of government commitment or “entry points” during country selection. In Bangladesh the evaluators found no indication of government intentions to implement the NPA or carry the process further, even though the draft document was approved. Government ownership and commitment do not seem to be a consideration; all expectations of continuity are directed at UNEP and the availability of further funding. The Steering Committee hasn't met for two years and institutional memory is fading quickly. The NPA document wasn't translated to Bengali and the government's justification of this is that no funds were provided to do so.

111. The Bangladesh NPA is perceived as a UNEP endeavour and was never appropriated as a national initiative. The NPA guidelines issued by the GPA Coordination Unit probably reinforced this perception. The “outsourcing” of implementation arrangements in Bangladesh hasn't encouraged government ownership: UNEP awarded funds to the Department of Environment (DoE) to lead the NPA formulation process, after which DoE

subcontracted the actual work to IUCN due to limited capacity; who then also subcontracted the National University and BCAS (another NGO). The transfer of functions deflected responsibility from DoE, which became a passive recipient of the NPA document rather than a lead player in mobilizing government commitment for its implementation. The project might have been more successful if support had been built around existing or emergent policy priorities – integrated coastal zone management, adaptation to climate change – in the manner the PEI was linked to PRSPs, instead of a parallel exercise that doesn't seem to fit in. In Peru, NPA support was given to a pilot project that targeted a recognized coastal contamination “hotspot”. This has generated ownership and commitment among municipal government, academic and NGO participants, who continue to pursue project objectives despite the low involvement of the regional government.

“Political support and community interest will only be ensured if positive results are visible.”

- GPA programme document

“If there’s a fund to follow up on activities, then [the NPA] may move. If it’s a stand-alone project for the government to use on their own, nothing will happen.”

“The mechanism isn’t there, the funds are not there.”

“It was not our project, we were just sitting on the Steering Committee.”

“The Steering Committee was project-based. We never met after the NPA was done.”

“We asked if UNEP has guidelines for follow-up and implementation.”

- Interviewed members of the NPA Steering Committee (Bangladesh)

8. CONCLUSIONS AND LESSONS LEARNED

112. **The level of impact and achievement of results varies considerably among programme components and sub-projects, with overall impact tending towards a “medium/low” range.** This reflects on design and implementation modalities as much as it does on project performance or the effectiveness of UNEP support. The magnitude of programme activities – some are still under implementation – and diverse contexts makes it difficult to assess the partnership’s overall impact. However, the general level of impact falls below expectations when measured against expected results. Many activities and outputs have been undertaken, but they were often insufficient to consolidate pilot processes or produce impacts. As a result there are limited conditions for post-project sustainability as well, and continuity in most cases will depend on the availability of further UNEP assistance.²⁰ The evaluation found indications of “intermediate outcomes” that will either advance or dissipate depending on the level of commitment and follow-up support.

113. **Among the programme components and sub-projects, the GEO assessments managed by DEWA stand out in performance and achievement.** The assessment process and resulting publications have contributed to policy and programme impacts – drawing attention and resources to environmental “hotspots” in the African region – in addition to filling knowledge gaps, raising environmental awareness and supporting research. The high demand and positive feedback from government, academic and NGO users underscore the relevance of the publications and updated data base, which will have utility for the next five years. This project was managed in a cost-effective manner and had the highest delivery rate in terms of expenditure. However, a more accurate and complete assessment of this is due to be published before the end of the year.

114. **The other project initiatives faced challenges in influencing government policies, raising national commitment and mobilizing support to implement actions.** Their performance was affected by institutional capacity, government commitment, political cycles and other externalities. The Poverty & Environment Initiative (PEI) has been moderately successful in mainstreaming environmental concerns within national poverty reduction strategies and improving government capacities for analyzing poverty-environment linkages. Within the same programme component, the sub-project for Synergistic MEA Implementation has produced small-scale impacts under its micro-grant component and developed integrated reporting formats that will be applied on a wider scale. Both initiatives are expected to continue beyond activities beyond the current partnership with UNDP and GEF support; the Environment and Poverty Facility Unit was set-up between UNEP and UNDP in 2007 with the aim of governing this programme. The GPA’s PADH initiative also had moderate impact in influencing government and donor

²⁰ A reliable assessment of sustainability is undermined by the general lack of post-project monitoring by UNEP, in addition to the active status of several initiatives. A more exhaustive evaluation covering a broader sample of projects and countries would have been needed to cover this essential aspect.

programmes, with possible effects among governments and sector organizations that have adopted the key principles.

115. The remaining sub-projects were less successful in achieving results or generating impacts: The Nairobi River Basin project is unlikely to achieve most of its expected results during the present phase, largely due to extended delays in mobilizing government commitment and the slow work of partners in producing deliverables (i.e. UN Habitat). Its main achievement has been raising government and private sector awareness – and by doing so, creating the enabling conditions for future actions. The formulation of national action programmes under the GPA component has advanced in many countries yet concrete examples of NPA implementation or other impacts aren't evident. As observed in Bangladesh (considered by the programme to have been the most successful country) and Peru, NPA processes were undermined by short implementation and funding cycles, low government commitment and lack of follow-up provisions. In the case of Bangladesh the added value of NPA process is negligible in policy terms; the NPA document is built on desk reviews of prior assessments with fresh insight. The likelihood of NPA implementation or impact is extremely low, and institutional memory is fading rapidly.

116. Programme performance was affected by flaws in design and strategic vision that could have been anticipated. Beyond agreeing on thematic priorities, there was little dialogue between DGDC and UNEP on the partnership's strategic vision, sub-projects or implementation strategy during the formulation stage. Project design was internally managed by the focal divisions with limited oversight or external consultation. Projects were drawn from existing "pipeline" proposals with little screening, appraisal or consultation with national stakeholders and other target groups. To a large extent, the programmes and their projects were designed from desk reviews only. This was partly caused by the lack of funds for project development, and by the assumption that UNEP had the internal capacity and "ground knowledge" to propose viable projects.

117. This has had consequences for project design, implementation strategy and performance.

- Project design was compartmentalized and internally driven by the lead division with limited external interaction or consultation. The lack of communication between divisions during this phase contributed to "missed opportunities" in co-implementation, project linkages, streamlined procedures or resource-sharing.
- The resulting proposals have varied in quality and viability, with a tendency towards over-dimensioned design with a resulting dispersion of resources and activities. This affected the GPA component in particular, where global-scale initiatives were thinly spread across a large country sample with short implementation and funding cycles. As a result, many NPA initiatives were unable to consolidate incipient pilot processes or achieve the "critical mass" of momentum needed to move forward.

- The dispersion of activities increased monitoring and coordination demands, with consequent effects on division responsiveness and adaptive management capabilities. Monitoring allocations within project budgets varied and were insufficient for the larger-scale initiatives. In retrospect, a monitoring fund managed at a programmatic level might have facilitated a more strategic, results-based analysis while encouraging synergies between projects.
- The lack of national consultations and screening during the design phase led to inclusion of countries where government commitment was lacking and “entry points” limited in scope. The prescription of guidelines to standardize NPA processes and formats may have been necessary to ensure coherence, yet did not encourage national ownership; in retrospect, the programme might have advanced further had NPA formulation been optional and the alternative given to build on other policy opportunities and entry points. The ICARM and PADH initiatives were also spread thinly and have focused brief, catalytic interventions to influence government and sector-specific practices.
- When sub-projects were more focused in geographic and thematic terms, opportunities for substantive engagement and monitoring were improved. The PEI benefited from a smaller country sample within a single region and more focused results after the initial project log-frame was revised. The appraisal of government commitment and “entry points” has also influenced performance and impact: The PEI explicitly worked within the framework of poverty reduction strategies that are core policy objectives and a priority for government and donors; whereas NPA processes were sometimes detached from existing policy frameworks and faced difficulties in being “mainstreamed” Although the Nairobi River Basin project is into its third phase, inadequate screening of government commitment has delayed the achievement of expected results and weakened the project’s cost-effectiveness. In the absence of government leadership, the project was sustained by UNEP through sub-contracts and baseline studies that sometimes overlapped with prior studies or lacked strategic direction.

118. UNEP is the main beneficiary of the partnership, having gained insight and experience in programme implementation as well as funding. The partnership has assisted UNEP’s gradual transition from its core role as a normative inter-governmental body to that of an implementing agency. As noted in the mid-term evaluation, the partnership has benefited UNEP by channelling funds to priority areas; bringing greater funding predictability; raising UNEP’s country and programme presence; and creating opportunities to partner with other institutions, including UN agencies. This has helped UNEP’s strategic positioning on key issues such as water contamination and climate change adaptation, which in turn generates new funding and project opportunities. It also brings experience in programme implementation and management, assisting UNEP in broadening its scope of activity. As one programme manager noted, “this was a pilot, we’ve learned a lot and changed our focus.”²¹

²¹ Interview with PEI/DRC staff

Partnership Recommendations:

119. Despite inconsistent performance and impact the partnership modality is relevant, offers tangible programme and institutional benefits, and should be continued. Changes in approach and *modus operandi* are needed to improve effectiveness and impact potential. There is a lot to be learned from this experience. Since the Belgian government has already approved a renewal, the following revisions are suggested as both sides prepare for a new cycle:

- Design and strategic planning activities should be more interactive and involve a broader scope of participants. There is much to be gained from encouraging feedback between divisions or introducing external perspectives for programme conceptualization and design. Belgium's DGDC should scrutinize its own contributions by participating in discussions on implementation strategies and project appraisals. During project design, there should be built-in spaces for divisions to share their progress and explore ways to improve to collaborate, pool resources and streamline procedures. This could improve the institutional environment for implementing the next partnership phase.
- Funds should be earmarked for project design and development. This would enable consultations with intended partners and better screening of government commitment and "entry points." Divisions should consider ways to jointly appraise project proposals in consultation with national stakeholders and partners (through regional workshops, teleconferences, e-conferences).
- An emerging lesson is the influence of project size and scale on implementation performance and impact. Projects that were implemented on a broad scale, covered a large country sample and contained various sub-components have tended to face greater difficulty. When resources were spread thinly across countries and themes, implementation and funding cycles were shortened and often insufficient to consolidate pilot processes. UNEP and the Belgian DGDC need to ensure that projects are reasonably scaled in relation to available funds and implementation capabilities. Survey responses indicate that timeframes were often too short, especially for pilot projects and GPA support; a five-year cycle would be more realistic and raise chances for project success. Since the partnership has a largely catalytic role and does not fund implementation, the commitment of national partners and presence of other enabling conditions is essential for impact and follow-up. More in-depth collaboration with a smaller number of countries and partner institutions over a longer period of time is practical option that stands to improve implementation performance. So is including a gradual "transfer" phase during the latter stage of implementation to bring attention to mainstreaming. Through more in-depth appraisal and screening, UNEP should be able to focus partnership resources on projects and countries that offer adequate capacity, commitment and opportunity.

- Inter-agency collaboration has brought expertise to the partnership that otherwise would have been lacking. The involvement of UNDP, GEF and the GEF-SGP has strengthened the management and implementation of pilot projects and micro-grants, an area in which UNEP lacks experience. While agency collaboration should remain flexible and guided by mutual benefit, the participation of UN agencies or initiatives needs to be discussed from the design stage. In addition to discussing technical aspects, efforts should be made to harmonize reporting and administrative procedures as well. To the extent that the partnership is able to test new programme management or reporting arrangements, UNEP should utilize the learning experience. Although the integration of agency reporting, administration and monitoring practices is a broad topic of institutional concern, the partnership can be used to test and validate new approaches based on the “One UN” concept.
- As noted by one respondent, an overall coherent programme of work for this partnership is needed. Partnership agreements and initiatives should be reflected UN-wide in the Medium Term Strategy and Programme of Work. Support by donors should fit into these frameworks and not be based on separate frameworks as this would lead to fragmentation and increases the risk of donor-driven implementation.
- The complexities of overseeing programmes of this magnitude underscore the need for more substantial monitoring support – within each programme component to be managed by the implementing UNEP Division, as well as for the Resource Mobilization Section that has recently assumed coordination and oversight responsibilities. Several projects stand to benefit from in-depth evaluations, forward planning exercises or in-depth stakeholder consultations; particular attention should be given to the nine-year old Nairobi River Basin project and thirteen-year old GPA programme. This would help towards improving responsiveness and adaptive management capabilities to meet programme needs; and encourage the Resource Mobilization Section to assume a more proactive coordinating role than was the case in the past. This requires greater engagement on both sides: UNEP needs to devote greater attention to managing the partnership, building division synergies and reinforcing linkages between the different programme components and sub-projects. For this to happen, the Resource Mobilization Section will need to play a more substantive role and should be supported in doing so by the executive level with the possible involvement of other sections as well, ie. the Quality Assurance Section. Likewise, the Belgian DGDC needs to scrutinize the use of its contribution to a greater extent and should take a more active role in partnership monitoring and oversight (without encouraging a donor-driven process); mid-term and final evaluations should include a DGDC representative or consultant.

ANNEX 1

Persons Contacted

Organization	Person
Belgian Directorate for UN UNEP Resource Mobilization Section	Mr Moussa Badji Ms Tatiana Romero Mr Jochem Zoetelief
UNEP DRC Nairobi River Basin UNHabitat Nairobi River Basin UNDP Nairobi River Basin Kenya Ministry of Environment and Mineral Resources	Mr Henry Ndede Mr David Kithakye Mr Christopher Gakahu Mr Francis Kihumba
University of Nairobi – Chemistry Dept Nairobi Dam Trust Planning Systems Services Ltd	Prof Shem Wandiga Mr Wilfred Kiboro Mr Jim Archer Mr Jossia Omotto
UNEP-DEPI GPA Bangladesh Department of Environment, Ministry of Environment and Forest, IUCN Bangladesh Bangladesh Centre for Advanced Studies IMARPE - Peru	Mr Datta Anjan Mr QSI Hashmi Mr Ainun Nishat Mr Atiq Rahman Mr. Godofredo Canote Ms. Guadalupe Sanchez
UNEP-DRC PEI	Mr David Smith
UNEP-DRC MGSB UNEP-DELC UNEP-DGEF	Mr Johnathan Duwyn Mr Olivier Deleuze Mr Robert Wabunoha Ms Esther Mwangi Ms Alexandra Karedaho Mr Abdul Majeid Haddad
UNEP-DEWA	Mr Vlodymyr Demkine Mr Charles Sebukeera Mr Salif Diop Ms Joana Akrofi
UNEP -ROLAC	Mr Patrick Mmayi Ms Graciela Metternicht Ms Kakuko Nagatani
UNEP-FMO Belgian Partnership UNEP-FMO Nairobi River Basin + PRSP UNEP-FMO GPA	Mr Gerald Kafeero Mr Onesmus Thiongo Ms Jessica Kazina

ANNEX 2

LIST OF DOCUMENTS

Africa Atlas of Our Changing Environment (UNEP, 2007)

Bangladesh: National Programme of Action for Protection of the Coastal and Marine-Based Environment from Land-Based Activities (Ministry of Environment and Forests/IUCN, 2006)

Belgium-UNEP Partnership Agreement 2004-2007 (UNDP/DGDC, 2003)

Belgium-UNEP Partnership for 2008-2011 (2008)

Capacity Building Programme for the Integration and Institutionalization of Environmental Management into National Poverty Reduction Programmes and Related Activities – Programme Document

Capacity Building Programme for the Integration and Institutionalization of Environmental Management into National Poverty Reduction Programmes and Related Activities – Progress Report (UNEP, March 2008)

Contribution to the Implementation of the GPA Partnership Programme: Protection of the marine environment from land-based activities (LBA) – Programme Document

Contribution to the Implementation of the GPA Partnership Programme: Protection of the marine environment from land-based activities (LBA) – Progress Report (UNEP March 2008)

Global Environment Outlook/GEO-4 (UNEP, 2007)

Making Mainstreaming Work: An Analytical Framework, Guidelines and Checklist for the Mainstreaming of Marine and Coastal Issues into National Planning and Budgetary Processes (J. Soussan/SEI, November 2007)

Mid-Term Evaluation of the Partnership between the Belgian Directorate General for Development Cooperation and UNDP (J. Horberry and K. Perch/UNEP-EOU, April 2006)

Minutes UNEP-Belgium Consultations – (UNEP, May 2008)

Nairobi River Basin Programme Phase III (NRBP-Phase III) - Programme Document

Nairobi River Basin Programme Phase III (NRBP-Phase III) - Progress Report (UNEP, March 2006)

Nairobi River Basin Programme Phase III (NRBP-Phase III) - Progress Report (UNEP, March 2008)

Statement of Income and Expenditures for the Implementation of the Agreement with Belgium (UNEP, December 2007)

Strengthening the scientific base and regional capacity for integrated environmental and water assessment – Programme Document

Strengthening the scientific base and regional capacity for integrated environmental and water assessment – Progress Report (UNEP, March 2008)

Recuperación Ambiental de la Bahía de Ferrol – Second Progress Report (IMARPE, 2007)

Resultados del proceso GEO Ciudades Andinas y lineamientos para una estrategia de impacto (R. Gomez and E. Galarza/CIUP, September 2008)

Review of the Initial Impact of the GEO-4 Assessment (slide show) (UNEP, November 2008)

ANNEX 3

EVALUATION SURVEY: QUESTIONS AND RESPONSES

GPA Survey

1. How much did your institution participate in the design of of your NPA pilot project or technical support (ICRAM, PADH,SAP) received from UNEP-GPA?

	Response Percent	Response Count
Very much <input type="checkbox"/>	33.3%	1
Somewhat <input type="checkbox"/>	33.3%	1
Not much <input type="checkbox"/>	33.3%	1
Not at all	0.0%	0
	<i>answered question</i>	3
	<i>skipped question</i>	0

2. Rate the overall effectiveness of your NPA pilot project implementation, if applicable

	Response Percent	Response Count
Very High <input type="checkbox"/>	33.3%	1
High <input type="checkbox"/>	33.3%	1
Medium	0.0%	0
Low	0.0%	0
Very Low <input type="checkbox"/>	33.3%	1
N/A	0.0%	0
	<i>answered question</i>	3
	<i>skipped question</i>	0

3. Rate the overall effectiveness of the technical support received from UNEP-GPA

	Response Percent	Response Count
Very High <input type="checkbox"/>	33.3%	1
High	0.0%	0
Medium	0.0%	0
Low	0.0%	0
Very Low <input type="checkbox"/>	33.3%	1
N/A <input type="checkbox"/>	33.3%	1
	<i>answered question</i>	3
	<i>skipped question</i>	0

4. Rate the quality of UNEP-GPA support in:

	Very High	High	Medium	Low	N/A	Rating Average	Response Count
Project/programme design	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	4.00	
Administrative/financial management	50.0% (1)	50.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	3.50	
Monitoring & evaluation	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	4.00	
Research	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	0.00	
Technical and policy advice	0.0% (0)	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	3.00	
Networking with other institutions/initiatives	0.0% (0)	0.0% (0)	50.0% (1)	50.0% (1)	0.0% (0)	1.50	

answered question

skipped question

5. Briefly describe with specific examples how your NPA pilot project or other UNEP-GPA technical support has contributed to marine environment protection, integrated coastal and freshwater management, and/or wastewater management.

Response Count

[view](#) 3

answered question 3

skipped question 0


6. Briefly describe the factors that contribute to the effectiveness of pilot project implementation and/or UNEP-GPA technical support.

Response Count


answered question 3

skipped question 0

7. Briefly describe the factors that limit the effectiveness of pilot project implementation and/or UNEP-GPA technical support.

	Response Count
	3
answered question	3
skipped question	0

8. Do you have any suggestions to improve the effectiveness of pilot project implementation and/or UNEP-GPA technical support?

	Response Count
	3
answered question	3
skipped question	0

9. Does your pilot project have adequate resources to achieve its objectives (if applicable)?

	Response Percent	Response Count
Yes <input type="text"/>	66.7%	2
No <input type="text"/>	33.3%	1
Don't know	0.0%	0
N/A	0.0%	0
answered question		3
skipped question		0

10. If "no", please rate the priority level for the additional resources needed:

	Very High	High	Medium	Low	N/A	Rating Average	Response Count
Technical assistance	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	4.00	
Research	0.0% (0)	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	3.00	
Personnel	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	4.00	
Equipment	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	4.00	
Training/capacity building	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	4.00	
Field monitoring	100.0% (1)	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	4.00	
answered question							
skipped question							

11. Do you expect to finish your pilot project as scheduled, or will an extension be needed?

	Response Percent	Response Count
Expect to finish project as scheduled <input type="checkbox"/>	33.3%	1
An extension will be needed <input checked="" type="checkbox"/>	66.7%	2
Don't know	0.0%	0
N/A	0.0%	0
answered question		3
skipped question		0

12. If a project extension is needed, for how long?

	Response Percent	Response Count
1-6 months <input checked="" type="checkbox"/>	50.0%	1
7-12 months	0.0%	0
More than 12 months <input checked="" type="checkbox"/>	50.0%	1
answered question		2
skipped question		1

13. Do you feel that further technical support will be needed from UNEP-GPA?

	Response Percent	Response Count
Yes <input type="checkbox"/>	33.3%	1
No <input type="checkbox"/>	33.3%	1
Don't know	0.0%	0
N/A <input type="checkbox"/>	33.3%	1
answered question		3
skipped question		0

14. If "yes", in what areas?

answered question 1
skipped question 2

15. Are there plans to continue pilot project or other GPA-related initiatives after UNEP support is terminated?

	Response Percent	Response Count
Yes <input type="checkbox"/>	66.7%	2
No <input type="checkbox"/>	0.0%	0
Don't know <input type="checkbox"/>	33.3%	1
If "yes", briefly describe view		2
answered question		3
skipped question		0

16. Have pilot project or GPA-related initiatives been incorporated in government policies, plans and/or budgets (national, regional, local)?

	Response Percent	Response Count
Yes <input type="checkbox"/>	66.7%	2
No <input type="checkbox"/>	33.3%	1
If "yes", briefly describe view		2
answered question		3
skipped question		0

17. On average how often does the UNEP-GPA focal point communicate with your project?

Less than once a year	0.0%	0
Never	0.0%	0
answered question		3
skipped question		0

18. Are there any lessons learned related to your pilot project or UNEP/GPA technical support that you would like to share?

view	Response Count
	3
answered question	3
skipped question	0

PEI Survey

1. How much did your institution participate in the design of the technical support received from UNEP?

answered question 7

skipped question 3

2. Please rate the overall effectiveness of UNEP technical support received to date.

	Response Percent	Response Count
Very High	42.9%	3
High	57.1%	4
Medium	0.0%	0
Low	0.0%	0
Very Low	0.0%	0

answered question 7

skipped question 3


3. Rate the quality of UNEP support in:

	Very High	High	Medium	Low	N/A	Rating Average	Response Count
Project/programme design	50.0% (2)	25.0% (1)	0.0% (0)	0.0% (0)	25.0% (1)	3.67	
Administrative/financial management	0.0% (0)	100.0% (4)	0.0% (0)	0.0% (0)	0.0% (0)	3.00	
Monitoring & evaluation	0.0% (0)	0.0% (0)	75.0% (3)	25.0% (1)	0.0% (0)	1.75	
Research	0.0% (0)	25.0% (1)	25.0% (1)	0.0% (0)	50.0% (2)	2.50	
Technical and policy advice	66.7% (2)	0.0% (0)	33.3% (1)	0.0% (0)	0.0% (0)	3.33	
Networking with other institutions/initiatives	40.0% (2)	20.0% (1)	20.0% (1)	20.0% (1)	0.0% (0)	2.80	


answered question

skipped question

4. Briefly describe with specific examples how UNEP support has contributed to (i) integrating environmental issues in poverty reduction strategies; (ii) developing legislation to support MEA implementation with attention to poverty alleviation; and/or (iii) implementing MEAs in a synergistic manner.

	Response Count
 view	6
answered question	6
skipped question	4

5. Briefly describe the factors that contribute to the effectiveness of UNEP's technical support?

	Response Count
 view	6
answered question	6
skipped question	4

6. Briefly describe the factors that limit the effectiveness of UNEP's technical support.

	Response Count
 view	6
answered question	6
skipped question	4

7. Do you feel that further UNEP technical support will be needed?

	Response Percent	Response Count
Yes <input type="checkbox"/>	71.4%	5
No <input type="checkbox"/>	14.3%	1
Don't know <input type="checkbox"/>	14.3%	1
answered question		7
skipped question		3

8. If "yes", for how long?

	Response Percent	Response Count
answered question		6
skipped question		4

9. Are there plans to continue related activities after UNEP support has terminated?

	Response Percent	Response Count
Yes <input type="checkbox"/>	100.0%	6
No <input type="checkbox"/>	0.0%	0
Don't know <input type="checkbox"/>	0.0%	0
If "yes", briefly describe <input type="button" value="view"/>		6
answered question		6
skipped question		4

10. Have UNEP-supported initiatives been incorporated in government policies, plans and/or budgets (national, regional, local)?

	Response Percent	Response Count
Yes <input type="checkbox"/>	60.0%	3
No <input type="checkbox"/>	40.0%	2
If "yes", briefly describe <input type="button" value="view"/>		5
answered question		5
skipped question		5

11. On average, how often does the UNEP focal point communicate with your institution?

	Response Percent	Response Count
At least once a month <input type="checkbox"/>	57.1%	4
answered question		7
skipped question		3

12. Do you have any suggestions for improving the quality of support offered by UNEP to your institution?

	Response Count
<input type="button" value="view"/>	5
answered question	5
skipped question	5

ANNEX 4

TERMS OF REFERENCE

Terminal Evaluation of the Partnership between the Belgian Directorate General for Development Cooperation and UNEP

1. PROJECT BACKGROUND

Partnership Programme rationale

In 2003 the Belgian Directorate General for Development Cooperation consolidated and streamlined its collaboration with UNEP through developing a framework for collaboration which focuses on three programme components (assessment, water, and poverty and environment) for the years 2004-2007.

This Partnership is one among several agreements (e.g. the Framework Agreement with Norway, the Partnership Programme with the Netherlands, the Agreement with Ireland, and the Memorandum of Understanding with Sweden) between donors and UNEP that have been established over the period 2001-2005. The Partnerships were set up to fulfil the following two main functions:

- a) Provide a framework for strategic policy dialogue and programme collaboration and;
- b) Provide a mechanism for long-term and coherent support ensuring stable and predictable financing of the UNEP programme of work²².

Partnership Components

The Partnership between the Belgian Directorate General for Development Cooperation and UNEP consists of three programme components (assessment; water; poverty and environment):

A. Strengthening the scientific base and regional capacity for integrated environmental and water assessment.

The Belgian authorities have provided US \$ 4 million of a total budget of US \$ 4.920 million to be spent over a three year period. The main elements are:

- (i) Increasing the involvement of the scientific community in the development of the Global Environment Outlook (GEO).
- (ii) Preparation of the Africa Environment Outlook.
- (iii) Supporting Integrated Environmental Assessment of Cities in LAC.
- (iv) Assessing vulnerability of water resources to environmental change in African, Latin American and Asian countries including trans-boundary fresh water treaties and agreements at regional scale.

The Division for Early Warning and Assessment is responsible for implementing this component but works in cooperation with UNEP regional resource centres in Nairobi, Bangkok, Mexico, Geneva, Cambridge and Sioux Falls, GEO regional collaborating centres, World Meteorological Organisation (WMO) and World Health Organisation (WHO).

²² Strengthening of the financing of the United Nations Environment Programme, Note by the Executive Director, GC 23, 2005.

B. Implementation of the GPA (Global Programme of Action) Partnership Programme: Protection of the marine environment from land-based activities (LBA) and support to the Nairobi River Basin Programme Phase III.

The Belgian authorities have contributed US \$2 million to the GPA Programme and US \$ 744,000 to the Nairobi River Basin Programme (US \$ 100,000 towards the bridging phase and US \$ 644,000 committed later in 2004 towards phase III). The main elements of the component related to water are:

GPA

- (i) Supporting the development of National Programme of Actions for the Protection of the Marine Environment from Land based Activities (NPA);
- (ii) Supporting global, regional and national activities within the framework of on-going Physical Alterations and Destruction of Habitats (PADH) programmes;
- (iii) Supporting Integrated Coastal Area and River Basin Management (ICARM);
- (iv) Supporting further implementation of Strategic Action Plan on Municipal Wastewater (SAP – Wastewater);
- (v) Supporting overall coordination.

Nairobi River Basin Programme

- (i) Supporting the bridging phase of UN-habitat/UNEP Joint Nairobi River Basin Programme;
- (ii) Supporting Environmental Management and Urban Planning Systems;
- (iii) Supporting Environmental Conservation and Sustainable Utilization of Resources.

The GPA Secretariat which is based in the Netherlands is part of UNEP's Division for Policy Implementation (DEPI) in UNEP and responsible for implementing the GPA project. Other implementing partners also include the UNEP Regional Seas Programme (DEPI) whereas the Netherlands, Ireland Norway, Italy and the United States are funding partners.

The Regional Office for Africa (ROA) of the Division for Regional Cooperation (DRC) in UNEP is responsible for coordinating the joint UNEP – UN-Habitat - UNDP Nairobi River Basin Programme. Other partners include United Nations Children's Fund (UNICEF), the Government of France, the Government of Kenya and NGOs.

C. Capacity building programme for the integration and institutionalization of environmental management into national poverty reduction programmes and related activities.

The total contribution of the Belgian government to this component is US \$ 4 million. The capacity building programme aims at assisting 4 countries in Africa (Uganda, Tanzania, Mozambique and Rwanda) in creating an institutional framework and linkages between poverty alleviation and environment through the process of implementing Multilateral Environmental Agreements (MEAs) and the development of poverty reduction strategies at the national level.

This component is made up of three project activities. They are:

- (i) Integration and mainstreaming of key environmental issues into PRSPs.

- (ii) Capacity building to alleviate poverty through synergistic implementation of RIO MEAs.
- (iii) Capacity building for the development of national legislation implementing RIO MEAs.

The divisions in charge of this programme are Division of GEF Coordination (DGEF), Division of Environmental Conventions (DEC), Division of Policy Implementation (DEPI) and Division for Policy Development and Law (DPDL). Other cooperating agencies include the African Union, New Partnership for Africa's Development (NEPAD), United Nations Convention to Combat Desertification (UNCCD), secretariat for the United Nations Convention on Biological Diversity (UNCBD), the secretariat for the United Nations Framework Convention for Climate Change (UNFCCC), the Millennium Eco-system Assessment, International Institute Sustainable Development (IISD), Consultative Group on International Agricultural Research (CGIAR), World Wide Fund for Nature (WWF), World Conservation Union (IUCN), United Nations Development Programme (UNDP), World Bank, World Health Organisation (WHO), United Nations Conference on Trade and Development (UNCTAD), the Food and Agricultural Organisation (FAO) and national institutions in the collaborating countries

An additional amount of US\$1.2 million was committed later in 2004 towards a related project on strengthening stakeholder participation in the integration and mainstreaming of environmental issues into PRSPs. This project is coordinated by DPDL.

Budget

The total support for the Partnership is USD 12.1 million over the 4 year period.

2. TERMS OF REFERENCE FOR THE EVALUATION

2.1. Objective and Scope of the Evaluation

The purpose of this Terminal evaluation of the Partnership²³ is to assess the accomplishment of the programme's objectives and implementation of project activities, building on the findings and recommendations made by the Mid-term Evaluation which UNEP carried out jointly with the Belgian Directorate General for Development Cooperation in April 2006.

The overall objective of the evaluation is to determine accomplishments and achievements of the partnership programme, reviewing the effectiveness of the approach used in developing the partnership by assessing the efficiency and effectiveness with which programme activities have been implemented and the success towards the achievement of stated results. The focus of the evaluation will be on three key questions:

1. To what extent have the goals and objectives of the Partnership Programme been met?
2. Does the mechanism developed for support via the Belgian partnership, provide an adequate framework for policy dialogue and provide a means for long-term coherent support for the UNEP programme of work?
3. How effectively has UNEP collaborated with partners in the implementation of this Partnership including national authorities, regional resource centres, UN-Agencies (e.g. UNDP and UN-

²³ The term Partnership refers to the structured Collaboration between the Belgian Directorate General for Development Cooperation and UNEP, including the earmarked support towards UNEP programmes through Unilateral Acts from DGDC.

Habitat), other donor Governments (i.e. the Netherlands, Ireland, Italy, Norway, Sweden, and the United States) inter governmental organisations, NGOs and civil society?

4. To what extent have the stated results and outputs of the various components of the partnership been achieved?

Performance indicators and indicators of achievement specified in the relevant Programme of Works and general evaluation parameters of appropriateness, effectiveness and efficiency, impact and sustainability will be used to assess achievements.

The evaluation will determine the effectiveness of the approach used in developing the partnership and review all key activities of the three project components to determine achievement of planned results.

The users of the evaluation will primarily be the Belgian Directorate General for Development and UNEP who will use the evaluation for determining the possibility of developing future partnerships and eventually new approaches for these.

2.2. Methods

This terminal evaluation will be conducted as an in-depth evaluation using a participatory approach where the UNEP/EOU, UNEP Programme Managers and key representatives of the Belgian Directorate General for Development Cooperation are kept informed and regularly consulted throughout the evaluation. The consultant will liaise with the UNEP/EOU and the UNEP Project Managers on any logistic and/or methodological issues to properly conduct the review in as independent a way as possible, given the circumstances and resources offered. The draft report will be circulated to UNEP/ Programme Managers and key representatives of the Belgian Directorate General for Development Cooperation and UNEP/EOU. Any comments on or responses to the draft report will be sent to UNEP/EOU for collation and the consultant will be advised of any necessary revisions required.

Two approaches will be used in this evaluation to include an in-depth evaluation of the water components (B) and a desk review of the assessment and poverty and environment components (A and C). An in-depth evaluation of the poverty and the environment component was conducted in 2006 with recommendations for course correction.

The evaluation will also assess the extent to which adaptive measures were taken in response to the findings and recommendations of the mid-term evaluation.

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

- a) Desk review of project documents, outputs, progress reports, monthly financial reports, terminal report, minutes of meetings and relevant correspondence.
- b) Review of specific products including publications, management and action plans, database and web-site updates.
- c) Telephone and face to face interviews with relevant UNEP/DEPI, DEWA and DRC project managers and Fund Management Officers, and other relevant staff in UNEP dealing with the various components supported by the Belgium Government.
- d) Telephone interviews with relevant stakeholders involved
- e) Field visit to Kenya (Nairobi) and Bangladesh (Dhaka) and Peru (Lima)

Key Evaluation Principles.

In attempting to evaluate any outcomes and impacts that the project may have achieved, evaluators should remember that the project's performance should be assessed by considering the difference between the answers to two simple questions "*what happened?*" and "*what would have happened anyway?*". These questions imply that there should be consideration of the baseline conditions and trends in relation to the intended project outcomes and impacts. In addition it implies that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project.

Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluator, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

2.3. Evaluation Parameters

a. Overall Performance of the Partnership

- ⇒ Establish how the activities undertaken by the various Divisions contribute to the attainment of the partnership's overall objective, UNEP's mandate and the Millennium Development Goals;
- ⇒ Establish the extent to which the stated objectives and results of the partnership programme have been achieved and determine the usefulness of the outputs produced, taking into account indicators of achievement
- ⇒ Determine the complementarity of the expected accomplishments and programme strategy elements to other relevant programme objectives such as those of other partnership agreements²⁴;
- ⇒ Identify impacts and/or accomplishments, intended and unintended, generated/to be generated by the partnership components, and assess the significance of such impacts/accomplishments;
- ⇒ Assess the effectiveness and cost-effectiveness of the activities related to the delivery of the Partnership's programme strategy.

b. Effectiveness and Efficiency at the Partnership Level

- ⇒ Examine the appropriateness and usefulness of reporting mechanisms used and establish whether communication between all parties was effective and transparent;
- ⇒ Identify administrative, operational and/or technical problems and constraints that have influenced the effective implementation of partnership's activities;
- ⇒ Review the institutional arrangements, management and financial systems, and determine whether the programme was managed efficiently and effectively thereby reducing the administrative burden

c. Coordination at the Partnership Level

- ⇒ Determine whether the Partnership has strengthened UNEP's efforts to co-ordinate and harmonise its activities internally in UNEP as well as with outside partners;
- ⇒ Determine whether collaboration and any synergies have been created between Partnership components and evaluate their relative significance;

²⁴ Relevant Partnership Agreements between UNEP and donor countries include The Netherlands and Norway.

⇒ Assess the extent to which the Partnership Programme has catalyzed resource mobilization and opportunities for joint activities with other donors and partners

d. Performance of the implementation of GPA for protection of the marine environment from land-based activities and the Nairobi River Basin Phase III

⇒ Assess the effectiveness and efficiency of the support provided and the accomplishments within the following sub-components:

1. *National Programme of action for the Protection of the Marine Environment from Land-based Activities (NPA)*
 - Realigning the GPA Coordination Office's sectoral/thematic programme implementation strategies with the implementation of the Bali Strategic Plan for Technology Support and Capacity Building (BSP), and,
 - Further integration of GPA principles in other national level development mechanisms such as Poverty Reduction Strategies and the work of the UNDG.
 - Integration of the NPA and PRSP explored in two pilot countries (i.e. Bangladesh and Lima)
 2. Embedding Physical Alterations and Destruction of Habitats (PADH) and Integrated Coastal Area and River Basin Management (ICARM) within the framework of Integrated Coastal Zone management (ICZM)
 - harmonizing sectoral planning and strengthen adaptive management of coastal and freshwater resources (explored in Bangladesh and Lima)
 3. Strategic Action Plan on Municipal Wastewater (SAP-Wastewater)
 - Supporting governments towards implementation of pilot projects including wastewater management training courses
 4. Overall Coordination and Support
 - Coordination and support including services of a P2 staff member and: 1) coordination of all project components and partners; 2) ensure timely delivery of products; 3) support to implementation of project activities and programmes; 4) progress and final reports on individual programmes to donor; and 5) preparations for the Second Inter-Governmental Review Meeting (IGR-2) of GPA.
 5. *Nairobi River Basin Programme (Phase III)*
 - Rehabilitation, restoration and management of the Nairobi River ecosystem in order to provide improved livelihoods, especially for the poor, enhanced biodiversity, and a sustainable supply of water for domestic and industrial, recreational and emergency uses.
- ⇒ Assess the level of ownership of the projects in terms of relevance to the countries' national development plans and environmental agendas and assess the likelihood of the projects being sustainable in terms of enabling environment, institutional sustainability and financial sustainability.

e. Performance of the Capacity Building Programme on Poverty and Environment

⇒ Assess the effectiveness and efficiency of the support provided and the achievements to date in Mozambique, Rwanda, Tanzania and Uganda in terms of capacity development for:

- Formulating and monitoring policies that address poverty-environment linkages;
- Incorporating environmental concerns in the expenditure framework of PRSPs;

- Implementing environmental laws, regulations and policies developed and/or strengthened and harmonized;
- Strengthening and harmonizing institutions dealing with management of biodiversity, climate change, desertification and poverty reduction;
- promotion of ownership and homegrown environmental laws;
- Strengthening legal expert's technical capacity and capability to develop and draft environmental laws, regulations and policies;
- Fostering synergistic approaches to implementation of MEA's;
- Strengthening reporting, planning and implementation of MEAs.

⇒ Assess the level of ownership of the projects in terms of relevance to the countries' national development plans and environmental agendas and assess the likelihood of the projects being sustainable in terms of enabling environment, institutional sustainability and financial sustainability.

⇒ Determine the effectiveness of UNEP's collaboration with UNDP and other key partners in the four countries and highlight the best and worst practices.

⇒ Assess the complementarity and integration between the support at the regional level and achievements in promoting information sharing and collaboration

f. Evaluation & Monitoring

⇒ Assess the effectiveness of evaluation and monitoring and other feed-back mechanisms and determine the extent to which the findings and recommendations of the mid-term evaluation were addressed in project implementation;

⇒ Assess the effectiveness and efficiency of systems for financial management, budgeting and accounting.

g. Lessons learned & Recommendations

Identify strengths and weaknesses in each of the programme areas and provide recommendations or lessons learned for future partnership programmes:

⇒ Identify *lessons learned* from the implementation of the Partnership and suggest ways in which these lessons can be used to improve the implementation of the UNEP's work programme, activities and improve delivery of the Agency's mandate.

⇒ Identify strengths and weaknesses in the Partnership's implementation of activities and make *recommendations* which will assist UNEP to better articulate the functions of its Divisions as well as enhance the Agency's capacity to deliver its mandate.

2.4 . Evaluation report format and review procedures

The report should be brief, to the point and easy to understand. It must explain; the purpose of the evaluation, exactly what was evaluated and the methods used. The report must highlight any methodological limitations, identify key concerns and present evidence-based findings, consequent conclusions, recommendations and lessons. The report should provide information on when the evaluation took place, the places visited, who was involved and be presented in a way that makes the information accessible and comprehensible. The report should include an executive summary that encapsulates the essence of the information contained in the report to facilitate dissemination and distillation of lessons.

Evidence, findings, conclusions and recommendations should be presented in a complete and balanced manner. The evaluation report shall be written in English, be of no more than 35 pages (excluding annexes), use numbered paragraphs and include:

- i) An executive summary (no more than 3 pages) providing a brief overview of the main conclusions and recommendations of the evaluation;
- ii) Introduction and background giving a brief overview of the evaluated programme, for example, the objective and status of activities;
- iii) Scope, objective and methods presenting the evaluation's purpose, the evaluation criteria used and questions to be addressed;
- iv) Programme Performance and Impact providing factual evidence relevant to the questions asked by the evaluator and interpretations of such evidence. This is the main substantive section of the report.
- v) Conclusions of project implementation success giving the evaluator's concluding assessments of the partnership against given evaluation criteria and standards of performance. The conclusions should provide answers to questions about whether the partnership programme is considered good or bad, and whether the results are considered positive or negative;
- vi) Lessons learned presenting general conclusions, based on established good practices that have the potential for wider application and use. Lessons may also be derived from problems and mistakes. The context in which lessons may be applied should be clearly specified, and lessons should always state or imply some prescriptive action. A lesson should be written such that experiences derived from the project could be applied in other projects or at portfolio level;
- vii) Recommendations suggesting *actionable* proposals for improvement of the current project. In general, Terminal Evaluations are likely to have very few (perhaps two or three) actionable recommendations.

Prior to each recommendation, the issue(s) or problem(s) to be addressed by the recommendation should be clearly stated.

A high quality recommendation is an actionable proposal that is:

1. Feasible to implement within the timeframe and resources available
2. Commensurate with the available capacities of project team and partners
3. Specific in terms of who would do what and when
4. Contains results-based language (i.e. a measurable performance target)
5. Includes a trade-off analysis, when its implementation may require utilizing significant resources that would otherwise be used for other project purposes.

- viii) Annexes include Terms of Reference, list of interviewees, documents reviewed, brief summary of the expertise of the evaluator/evaluation team, a summary of co-finance information etc. Dissident views or management responses to the evaluation findings may later be appended in an annex.

Annex 5: Contact list for all Project Main stakeholders

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²⁵ The projects implemented in each of the 5 countries which integrate the CPPS Action Plan, were coordinated through the CPPS Action Plan Executive Secretariat

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