

**Terminal Evaluation of the
UN Environment Project:**

**“Policy, macro-economic assessments
and instruments to empower governments and business
to advance resource efficiency and move towards a
Green Economy” (61-P3)”**



January 2017



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For further information on this report, please contact:

Evaluation Office of UN Environment
P. O. Box 30552-00100 GPO
Nairobi Kenya
Tel: (254-20) 762 3740
Email: chief.eou@unep.org

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The evaluator would like to express his gratitude to all the people that have collaborated with this evaluation. It was an evaluation of a complex project, with many subprojects and dozens of organizations involved with its delivery. All people that were interviewed or otherwise provided their opinions and experiences with the project are deeply acknowledged and I hope their recommendations have been duly included in this report. The evaluation could not have been done without the full collaboration and openness of the ETB team at UN Environment. All its staff has spent many hours during 2016 to speak to the evaluator, provide information and review draft texts. I particularly thank ETB Chief, Steven Stone, and the project coordinator, Vera Weick, for their continuous support and patience. A special work of thanks to the ETB staff that executed the self-assessments of the sub-projects, as a crucial ingredient to the overall evaluation. Finally, the efficient collaboration with the UN Environment Evaluation Office has not only helped to improve the quality of the evaluation but also to make this a pleasant task to do.

Evaluation team

Robert Hofstede – Lead Consultant or Team Lead

Evaluation Office of UN Environment

Elisa Calcaterra – Evaluation Manager

Mercy Mwangi – Evaluation Programme Assistant

2. ABOUT THE EVALUATION¹

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Brief Description: The Green Economy Initiative (GEI) can be considered one of UN Environment's most visible contributions to the global environmental debate during the past decade. The project under evaluation formed the GEI during the period 2010-2014. As an umbrella project, it covered all the work conducted by the Initiative, which was financed through 16 individual sub-projects. Some of the sub-projects provided start-up funding for projects, which later became independent, such as the Partnership for Action on the Green Economy (PAGE) and the Green Growth Knowledge Platform (GGKP).

Key words: Green Economy, macro-economics, assessment, policy, green growth

¹ This data is used to aid the internet search of this report on the Evaluation Office of UN Environment Website –

Project Identification Table

UN Environment PIMS ID:	688	IMIS number:	1227
Sub-programme:	Resource Efficiency	Expected Accomplishment(s):	1 – Resource efficiency is increased and pollution is reduced over product life cycles and along the supply chains
UN Environment approval date:	12/04/2010	PoW Output(s):	613 and 617 (2010-2011) 621 and 623 (2012-2013) 612 (2014-2015)
Expected Start Date:	15/03/2010	Actual start date:	12/04/2010
Planned completion date:	31/12/2011 ²	Actual completion date (according to PIMS):	31/12/2014
Planned project budget at approval:	12,775,215 USD ³	Total expenditures reported as of 30 May 2015:	16,877,176 USD ⁴
Planned Environment Fund (EF) allocation:	n/a	Actual EF expenditures reported as of [date]:	n/a
Planned Extra-budgetary financing (XBF):	12,775,215 USD	Actual XBF expenditures reported as of [date]:	n/a
XBF secured:	2,362,614 USD	Leveraged financing:	
First Disbursement:		Date of financial closure:	2017
No. of revisions:	7	Date of last revision:	27 June 2014
Date of last Steering Committee meeting:	n/a		
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Terminal Evaluation (actual date):	February-June 2016		

Executive summary

Introduction

1. The Green Economy Initiative (GEI) can be considered one of UN Environment's most visible contributions to the global environmental debate during the past decade. The project under evaluation, the Green Economy Umbrella Project (GE Project), formed the GEI during the period 2010-2014. The relevance of the GE Project, that produced the Green Economy Report (GER) and socialized the concept at Rio+20, was evidenced by the broad acceptance of the Green Economy (GE) approach in Rio+20 including a prominent position in its final text. After Rio+20 many countries demanded advisory services from UN Environment. The GE Project became UN Environment's main response to the country demand, not only through the application of different tools developed by the Project, but also because within its scope, the Partnership for Action on Green Economy (PAGE) was developed. Nowadays, more than 60 countries are implementing some elements of the Green Economy- 50 of which have been supported by the GE Project. The GE Project was

² Revision 5 extended the project duration to 30/07/2014, revision 6 to 31/12/2014 and revision 7 did not modify it

³ Budget increased to 18,500,000 USD in Revision 6

⁴ Finally, the realized funding under the project was US\$ 14,022,296 and the remainder (2,854,880) was transferred to the follow up project. See paragraph 51.

delivered through 16 sub-projects, ranging from relatively unrestricted funding for core GE activities at global level to fully-fledged projects in order to provide consulting services to a series of countries.

2. This Terminal Evaluation (TE) is undertaken at completion of the project in order to assess strategic relevance, sustainability, project performance, and determine outcomes and impacts stemming from the project. It should however be noted that this evaluation can in many ways be considered a mid-term evaluation because the GEI is not being closed, but rather it is the administrative project which enabled most of its functioning until 2014 which came to an end. As part of this exercise, an assessment of the quality of the project design of the follow-up project was also conducted (See Annex 9). The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, sharing learning and knowledge through results and lessons learned among UN Environment and key project partners. Therefore, the evaluation identified lessons of operational relevance especially for the ongoing phase of the follow up project and for the structure, vision and mission of the Green Economy Initiative (GEI) as a whole. The TE has been conducted using two methodologies: i) participatory evaluation of the sub-projects and ii) external evaluation of the Green Economy umbrella project. The participatory evaluation of the sub-projects was based on self-assessment: sub-project management teams gathered the information for the evaluation. The final formulation of the findings and conclusion of the sub-project evaluations are under the complete responsibility of the external evaluator, who validated the self-assessments. The external evaluation of the umbrella project was executed completely by the external evaluator. All key activities undertaken by the GE Project and information produced at general level were compiled and their quality, outcomes and impact assessed through interviews with implementing partners at global level, UN Environment staff and key beneficiaries.

3. The evaluation had several limitations. The GE Project had a wide scope and included 16 sub-projects of different character, scope, donor, partners, administrative arrangements and execution period. One single evaluation cannot do credit to all the different lines of work, levels of impact and results in different countries. Because of budget and time constraints, the evaluator could visit only a few countries. Although this was complemented with an extensive series of telephone interviews, the evaluation could not cover partners in all countries and stakeholders involved within the whole suite of supported activities. Finally, many people that were interviewed during the evaluation invited the evaluator to consider the Green Economy Initiative as a whole and not strictly the GE Project. While this is understandable and justified from an institutional and strategic point of view, it does create tensions with the technical side of the evaluation that needs to define strict time and thematic boundaries. Hence, for evaluation-technical reasons this evaluation is limited to the GE Project but it will frequently consider processes and achievements of the wider Green Economy work at UN Environment as part of the project context.

Main findings

4. The project managed to bring the concept of Green Economy to the international development debate, while assisting dozens of countries in their initial efforts to transition to more resource efficiency, sustainable consumption and production. The project's innovative character, the high relevance of the concept of Green Economy, ownership by many countries and collaboration with key international organizations, effective mobilization of funds for the umbrella project, and the overall efficient project delivery are the main reasons for the success of the project in producing its different outputs and outcomes. On the other hand, factors which resulted in the incomplete achievement of outcomes at a national level, and moderate likelihood of final impact include: the lack of UN Environment's country presence, its high staff turnover, changes in national

governments (including focal points for UN Environment work), political and economic inertia and opposition to change, incomplete stakeholder involvement, and insufficient funds at national level for investment to implement GE recommendations.

5. The overall performance of the GE Project is rated as 'satisfactory', considering its high relevance, its effective achievement of outputs, the full achievement of outcomes at global level and a partial achievement at national level, a moderate likelihood of impact, good sustainability, and high operative and cost efficiency in spite of several operative and administrative challenges. The project included two separate, but mutually dependent impact pathways: one focusing on the development and effective communication of a convincing case for Green Economy at global level, while the second targets the design of regulations, economic incentives, and voluntary measures promoting environmentally sound technologies and resource efficiency at country level. The achievement of the outcomes and objectives at global and regional level (impact pathway 1) was notably higher than at country level (impact pathway 2), where the project had to deal with many more implementation challenges. Nonetheless, also at country level there was ownership and a clear change in attitude of different partners. Therefore, although the project partially achieved outcomes at national level, the sustainability and likelihood of impact was nevertheless positive. Of the seven sub-projects that were evaluated, five received the rating 'satisfactory', and two 'moderately satisfactory'.

6. The project was well managed by highly capable staff that applied positive adaptive management and flexible implementation of activities. The combination of relatively unrestricted funds for more general project activities and larger, but more restricted funds for full-fledged sub-projects supporting country activities, made this umbrella project a successful structure. Good oversight provided by project management and donors allowing that activities of different subproject could be executed jointly or even merged, added to this effectiveness. However, the umbrella project structure did form challenge for attribution, planning and monitoring. Overall project design had major challenges, related to definition of outcomes and the use of PoW outputs as subproject outcomes. This was a UN Environment requirement at the time, but nonetheless caused several problems, and there was no operative monitoring and evaluation plan. Reporting in the UN Environment PIMS system was done as required, however a full monitoring plan (including all the sub-projects and linked to the umbrella project, with Key Performance Indicators tracked regularly to show progress towards the achievements of sub project and umbrella project objectives) was not available. The monitoring that was done for sub-projects was often informal or not recorded and not available in one full and comprehensive monitoring plan serving the purposes of tracking progress and clear attribution for the entire umbrella.

Ratings table (summary)

Criterion	Rating
A. Strategic relevance	Highly Satisfactory
B. Achievement of outputs	Satisfactory
C. Effectiveness	Satisfactory
1. Achievement of direct outcomes	Satisfactory
2. Likelihood of impact	Moderately likely
3. Achievement of planned objectives	Satisfactory
D. Sustainability and replication	Likely
1. Financial	Highly likely ⁵ ; Moderately likely ⁶
2. Socio-political	Likely
3. Institutional framework	Highly Likely
4. Environmental sustainability	Likely
5. Catalytic role and replication	Highly Satisfactory

⁵ Sustainability of project strategies

⁶ Financing GE transition

E. Efficiency	Satisfactory
F. Factors affecting project performance	
1. Preparation and readiness	Moderately Satisfactory
2. Project implementation and management	Satisfactory
3. Stakeholders participation and public awareness	Satisfactory
4. Communication and public awareness	Satisfactory
5. Country ownership and driven-ness	Satisfactory
6. Financial planning and management	Satisfactory
7. UN Environment supervision and backstopping	Satisfactory
8. Monitoring and evaluation	Unsatisfactory
a. M&E Design	Unsatisfactory
b. Budgeting and funding for M&E activities	Unsatisfactory
c. M&E Plan Implementation	Moderately Satisfactory
Overall Project rating	Satisfactory

Main conclusions

- The Green Economy Initiative can be considered UN Environment's most visible contribution to the global environmental debate during the past decade. The prominent inclusion of GE in the final text of the United Nations Conference on Sustainable Development in Rio de Janeiro in 2012 (Rio+20) is a major achievement of what was, at that moment, a relatively new concept promoted by a modest project in terms of budget and staffing.
- The GE Project was successful in bringing the Green Economy Initiative to another level: starting as an innovative concept that was promoted in the international development debate, it transitioned into a global project that assisted approx. 50 countries, branched out to several new UN Environment initiatives, inspired others and established global partnerships.
- In this case, good management of the umbrella project structure in combination with flexibility of funding proved to be efficient and effective in achieving outcomes. The combination of relatively unrestricted funding for general, global activities and fully-fledged sub-projects to implement concrete activities at country level ensured a project with a broad scope and high adaptive capacity.
- The umbrella project structure, however, also implied challenges for project planning, monitoring and evaluation: the subprojects were a collection of individual initiatives under a common denominator rather than a set of activities that are mutually dependent to contribute to a specific objective.
- The project was effective in terms of outputs: all were achieved and several of them beyond the targeted level. The main reasons for good output delivery were (i) the effective mobilization of funds, (ii) the overall good project management, and (iii) the innovative character and high relevance of the concept of Green Economy, ensuring global attention, country ownership and collaboration of key institutions.
- The flexibility of UN Environment management and the willingness of donors to jointly plan activities of different sub-projects in the same country and even fully merge funds for activities, helped to have more financial and human capacity available and achieve a larger than originally planned amount of products, as well as to adjust project activities to country demand. Nonetheless, it created a challenge for monitoring and evaluation because it was difficult to attribute outputs to specific sub-project.

- The project effectively achieved its outcomes, as defined in the project documentation⁷. This effectiveness is a result of (i) the academic leadership of UN Environment, (ii) effective communication and lobbying, (iii) effective partnerships with key agencies, (iv) inter-sectorial coordination within countries and (v) commitment of countries to transition to GE. It should however be noted that outcomes were not always formulated as to lead to change in behaviors, action or attitude and therefore were not pitched at the right level, particularly with reference to country level work.
- The implementation of regulations, incentives and measures are still incipient and scattered, and can only be considered early examples of GE application in practice. Further progress to GE transition is still limited by (i) incomplete participation of private sector, civil society organizations and subnational governments, (ii) lack of available information and data affecting scoping and assessment studies, (iii) lack of (public and private) investments and fiscal space, (iv) continued insufficient national capacity and (v) lack of convening power or authority of Environment Ministries in inter-sectorial space.
- Overall, the Project achieved a change in the attitude of countries, rather than in action: although there are few concrete examples of GE in practice, country ownership and UN Environment support resulted in the development and, in some countries, acceptance at a policy level such as GE action plans, implementation plans, or inclusion of GE in development policies.
- Project delivery at national level encountered several challenges and all sub-projects had serious delays. This was caused by changes in government and overly optimistic assessments of the length of consultation and validation processes, as well as administrative and operative challenges.
- Although UN Environment is generally considered the best-positioned organization to develop and promote an innovative concept like Green Economy at a global and regional level and to provide advisory services to countries, it is not the most appropriate to direct transformational change at country level. The lack of country presence implies that UN Environment staff is not directly involved in national policy processes and it needs collaboration with other agencies to stimulate change. This was done more effectively in some countries than in others.
- The GE project was efficiently managed by well-qualified staff and supervised adequately by the highest management levels in UN Environment; this has ensured global academic leadership of UN Environment in the theme of Green Economy and well-received advisory services to countries.
- The GE Project was well designed in terms of relevance to context and the description of the overall strategies to achieve impact. Its logical design, however, was poor. This affected reporting, monitoring and attribution. There was no systematic and operative monitoring plan and project monitoring was not targeted and operative.

Main lessons learned

- Focusing on a compelling theme that goes far beyond environmental conservation as such, proved to be a good strategy for UN Environment to attain a central role in the global development debate. By dealing with the economy of countries, UN Environment started to speak the language of the major development partners, which is key to obtain a prominent position in international forums.

⁷ However, this evaluation noted that outcome B was not based on UN Environment (and OECD DAC) definitions – in particular for the level of change to be achieved at outcome level

- The positive narrative, showing win-win solutions instead of trade-offs in the environment-development debate, triggered the interest of countries in the Green Economy. This positive attitude helped to stimulate their commitment to collaborate with UN Environment and contributed to achievement of project outputs.
- UN Environment partly suffered from its own success: it broadly promoted the Green Economy concept which led to so much country demand, that the GE Project had to deal with many more countries than foreseen. Also, several new projects about GE were initiated, by different divisions of UN Environment. This created a high workload on a relatively small unit within UN Environment, challenges for implementation, coordination and innovation.
- Macroeconomic issues proved better at convening different sectors of government than environmental issues; in hardly any country the Ministry of Environment has the convening power to coordinate inter-sectorial actions that can influence economic policies.
- The central position of Green Economy in the sustainable development debate around Rio+20 has shifted to SDGs. As UN Environment managed to present Green Economy as a leading paradigm for sustainable development around Rio+20, it became embedded (with much lower visibility) in the SDGs. While this can be seen as a natural process, it should now consider the risk that the momentum is passing over and interest of countries, donors and development partners might move away from GE.
- For actual implementation at scale of Green Economy, investments are needed from both public and private sector. Provided that in most countries, 70-80% of GDP is generated by the private sector, their role in mobilizing the green economy cannot be underestimated. By considering governments as its "natural partner", targeting principally public policies and convening working groups and debated through ministries of environment, UN Environment has not managed to engage the private sector with GEI.
- Understanding and stimulating economic processes that promote resource efficiency, sustainable consumption and production, and also address social aspects, requires analysis at both macroeconomic and microeconomic levels and action at both individual and collective level.
- When within UN Environment, Green Economy evolved from a challenging idea to a concrete project, it became associated with administrative tasks, staff assignments and more complex reporting lines. Therefore, it evolved from an institutional wide flagship theme, constructed in collaboration with global partners, to a concrete responsibility of one single branch within UN Environment. This was associated with a high workload for this (small) branch, as well as challenges for intra-institutional collaboration.
- Delivery of the umbrella project at country level through the development of a country support plan supported by different sub projects (and later, different umbrella projects) was an effective way to make best use of available resources and staff. However, alignment of sub-projects with the GE Project was many times unclear and attribution of outputs to specific sub-projects became increasingly difficult.

Main Recommendations

- UN Environment-ETB needs to keep its position as custodian of the Green Economy concept. Thus, it has to strengthen its academic leadership by global level studies, wide communication of achieved results and further developing global partnerships to strengthen the concept and foster implementation and resourced correspondingly, both in terms of extra budgetary resources and core allocation.

- UN Environment-ETB and partners should strengthen the inclusive aspect of GE. Although the concept of Green Economy has managed to include important aspects of environmental (RE, SCP) and social (poverty, labor) sustainability into macro-economic planning, UN Environment-ETB has to take additional elements further on board. Many of these have been identified in the Inclusive Green Economy report (2015) but should be taken up in strategies⁸ and included in collaboration agreement with partners (governmental and non-governmental). To ensure full alignment of GE with SDGs, harmonize GE indicators with SDGs and improve communication about the concept.
- Recognizing the complex and time consuming process to generate change in national economies, UN Environment-ETB and RO should implement the GEI at national level even more in collaboration with agencies that are more embedded in the national context, reach more easily beyond the environment sector and have more convening power for the private sector. While this has been foreseen for the partner countries of the PAGE project, UN Environment should consider if and how this can be done for non-PAGE, GEI partner countries through the various ongoing projects.
- The different UN Environment divisions that implement projects related to GEI should define boundaries between the different projects to establish clear collaboration, complementariness and responsibilities by different staff members, to avoid duplication and increase the effectiveness of individual projects. This is particularly valid between PAGE and the GE Follow-Up project where it is recommended that the first focuses at providing advisory services to individual countries and the latter at global and regional-level activities (research, platform facilitation, communication).
- UN Environment Senior Management should develop a clear, well-articulated organization-wide private sector engagement strategy to support the Green Economy Initiative and other related initiatives aiming at promoting an economic transformation. In the area of Green Economy this strategy should build on the growing interest of the private sector in sustainable enterprises by stimulating their investments, and connecting public and private sectors to remove barriers that inhibit these investments (fiscal policies, regulations, etc.).
- To increase implementation of the policies and plans that UN Environment helped to develop at country level, UN Environment ETB should consider that GEI activities (from different projects) in the future should focus at the feasibility of implementation; options and strategies should be designed bearing final implementation in mind.
- Transitioning to a Green Economy implies effective partnerships throughout. While the GE Project has established positive partnerships with other (UN and non UN) organizations at global level, UN Environment ETB should ensure that these partnerships are mobilized by direct involvement in future project activities to overcome some key barriers: promote inclusiveness, increase investments and enhance the information basis and the quality of studies.
- In future programmatic approaches, project managers should ensure that constituent projects target logically complementing outputs and outcomes that together achieve a higher-level outcome at programmatic level. Ideally, constituent projects should be designed along with programmatic design and executed fully during the implementation period of the programmatic approach. Flexibility in implementation, joint delivery of activities and good supervision are examples of good practice from the GE Project, applicable in future programmatic approaches

⁸ For instance, the IGE synthesis report (2015) mentions the specific vulnerability of women and children, but does not develop the gender aspect further.

- UN Environment project managers and project revisers should ensure that project and sub-project design complies with UN Environment (and OECD-DAC) guidelines including definitions of outputs, outcomes and objectives. Alignment between sub-projects, umbrella project and PoW is commended, but causal pathways (activity-output-outcome-objective/goal) should be logically defined in each sub-project and project. Also, UN Environment's guidelines and standards for the design, implementation and budgeting for an operative monitoring and evaluation plan for every project or sub-project should be strictly applied.
- In future projects that have a final goal, implying a (sector wide, or nationwide) transition (in society or economy) that will only be achieved at longer term, UN Environment should monitor the progress at country level after project closure to assess if the provided capacity and advisory services eventually lead to the final goal.
- For future projects with country delivery in different regions, country selection should be agreed between UN Environment ETB and the donor agency based on clearly developed criteria that include geographic representation, opportunity for country ownership and follow-up opportunities. GEI should develop an Asian regional strategy as much as it developed an African, Caribbean and (to a lesser extent) South American regional presence.

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Abbreviations

CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COP	Conference of Parties
DG DEVCO	Directorate-General for International Cooperation and Development (of the EC)
DG ENV	Directorate-General for Environment (of the EC)
DTIE	UNEP Division of Technology, Industry and Economics
EA	Expected Accomplishment
EC	European Commission
ED	Executive Director
EMG	Environment Management Group
ENRTP	Thematic Programme for the Environment and Sustainable Management of Natural Resources including Energy
EO	Evaluation Office (of UNEP)
EU	European Union
FAFA	Financial and Administrative Framework Agreement
FAO	Food and Agriculture Organisation (UN)
GEF	Global Environment Facility
ILO	International Labour Organisation (UN)
IRP	International Resource Panel
M&E	Monitoring and Evaluation
PEI	Poverty and Environment Initiative
PIMS	Programme Information and Management System
PMU	Programme Management Unit
PoW	Programme of Work
QAS	Quality Assurance Section (UNEP)
SCA	Strategic Cooperation Agreement
SWITCH Africa	Switching towards more Sustainable Consumption and Production patterns in Africa
TEEB	The Economics of Ecosystems and Biodiversity
ToC	Theory of Change
TORs	Terms of Reference
UN	United Nations
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UN Environment	United Nations Environment (UNEP)
UNIDO	United Nations Industrial Development Organisation
UNITAR	United Nations Institute for Training and Research
WHO	World Health Organisation (UN)
10YFP	10 Year Framework of Programmes for sustainable development

I. Introduction

7. The UNEP-led Green Economy Initiative (GEI), launched in late 2008, responds to the immediate needs of governments, businesses and civil societies to design new policies, regulations, economic incentives and voluntary measures that address the impact of global economic recession and, at the same time, to ease the pressure resulting from environmental degradation and climate change. It consists of several components whose collective overall objective is to provide the analysis and policy support for investing in green sectors and in greening environmentally unfriendly sectors.

8. This document presents the results of the Terminal Evaluation of the UNEP umbrella project 61-P3 "Policy, macro-economic assessments and instruments to empower governments and business to advance resource efficiency and move towards a Green Economy " (hereafter called "GE Project"; 15 March 2010-31 December 2014). The GE Project formed the GEI during the period 2010-2014. As an umbrella project, it covered all the work conducted by the Initiative, which was financed through 16 individual sub-projects. Some of the sub-projects provided start-up funding for projects, which later became independent, such as the Partnership for Action on the Green Economy (PAGE)

and the Green Growth Knowledge Platform (GGKP). PAGE was later approved as a stand-alone project in January 2014 focusing on country level implementation in order to assist countries to shift towards green economies. GGKP was also approved as a stand-alone project in December 2013 as a knowledge management platform, which provides a document library and a country database on green economy. Both projects are built around partnerships and are implemented in coordination with their respective partner agencies. The GGKP and PAGE projects are an important part of the institutional and strategic context of the GE Project, but their performance is not covered by this evaluation. There are additional sub-projects linked to the GEI using a similar approach, but not forming part of the GE Project; these include principally GE activities in Eastern Europe and Central Asia, managed by UNEP's regional office for Europe. They also do not form part of this evaluation.

Objectives, approach and limitations of the evaluation

9. In line with the UNEP Evaluation Policy⁹ and the UNEP Programme Manual¹⁰, the Terminal Evaluation is undertaken at completion of the project in order to assess: sustainability, project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project. The evaluation has a dual aspect: it is a Terminal Evaluation of an umbrella project created for administrative purposes, but not the end of the work in any substantive way. Therefore, it will also assess the quality of the project design of the follow-up umbrella project 612.2 "Enhancing Knowledge and Capacity for Inclusive Green Economies" (hereafter called "Follow-up Project"; approved in January 2015), and assess the extent to which outcomes and outputs carried forward from the umbrella project are being achieved during the current follow up phase (Annex 9). The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, sharing learning and knowledge through results and lessons learned among UNEP and key project partners. Therefore, the evaluation will identify lessons of operational relevance especially for the ongoing phase of the follow up project and for the structure, vision and mission of the Green Economy Initiative (GEI) as a whole. The Terms of Reference for this evaluation are included in Annex 10.

10. This Terminal Evaluation has been conducted using two methodologies: i) participatory evaluation of the sub-projects and ii) external evaluation of the Green Economy umbrella project. The **participatory evaluation of the sub-projects** was based on self-assessment: sub-project management teams gathered the information for the evaluation to answer its questions, working together with partners in project implementation and beneficiaries. The external evaluator supported sub-project teams during the self-assessment and validated their findings through interviews with selected stakeholders at national, regional and global level¹¹, and eventually complemented these findings based on his own insights. The final formulation of the findings and conclusion of the sub-project evaluations are under the complete responsibility of the external evaluator.

11. For the participatory evaluation of sub-projects, seven sub-projects were selected. A cross-table was produced relating the projects and countries (Table 4 of the inception report) and based on this, the following projects were selected for self-assessment (the short names in italics will be used throughout this document):

- *GE-TOP*: Trade and green economy policy analysis and outreach (financed by the EU Thematic Programme for Environment and Sustainable Management of Natural

⁹ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

¹⁰ http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf

¹¹ The complete list of persons interviewed by the external evaluator during this evaluation is presented in Annex 13..

Resources including Energy -EC-ENRTP-; UN Environment project identifications: ECL-2J48 -phase 1- and ECL-2G40 -phase 2-). Annex 2.

- *Measuring progress*: Measuring a Green Economy transformation (EC-ENRTP; ECL-2G69) Annex 3.
- *ACSSD-GE*: Advancing Caribbean States' Sustainable Development through Green Economy (EC-ENRTP; EUL-2H37) Annex 4.
- *GE Africa*: Green Economy and Social and Environmental Entrepreneurship Development in Africa (EC & ILO; CPL-2292-1161-3C51 -UN activities- and CPL-2784-1161-3E05 -SEED activities-) Annex 5.
- *GIZ*: Enhancing low-carbon development by greening the economy: Policy dialogue, advisory services, tracking progress (German Ministry of Environment - BMU-/GIZ; CPL-3C37) Annex 6.
- *GEJP*: Green Economy Joint Programme "Supporting a Green Economy Transition in Developing Countries and LDCs: Building Towards Rio+20 and Beyond", (Netherlands; CPL-3C78 -phase 1- and CPL-3E40 - phase 2-). Annex 7.
- *Multiple pathways*: Enhancing South-South Cooperation - Building the Capacity of Developing Countries to Promote Green Economies (China Trust Fund; CFL-2J61) Annex 8.

12. The **external evaluation of the umbrella project** was executed completely by the external evaluator¹², in coordination with staff at UNEP's Evaluation Office (EO), Nairobi (for logistical matters). All key activities undertaken by the GE Project (studies, events, new project developments) and information produced at general level (studies, indicators) were compiled and their quality, outcomes and impact assessed through interviews with implementing partners at global level, UNEP staff and key beneficiaries¹³. The evaluations of individual sub-projects have been important building-blocks of the external evaluation of the GE Project. Information from the sub-project evaluations, relevant for the external evaluation of the umbrella project, was compiled by the evaluator.

13. The evaluation had several limitations related to the nature of a UNEP umbrella project. The GE Project included 16 sub-projects of different character, scope, donor, partners, administrative arrangements and execution period. This implied several challenges for the evaluation. For instance, some sub-projects were loosely programmed lines of funding with high flexibility for spending (*i.e.* the Environmental Fund contribution, Norway contribution) and relatively small funding for specific activities (seed funding for GGKP and PAGE by Korea, Netherlands and New Zealand). Other sub-projects were fully-fledged projects with their own logical framework, defined outputs and outcomes, and specific reporting requirements, such as the EC, Netherlands (GEJP) and BMU/GIZ funded sub-projects. As a result, the level of detail of the initial programming (and therefore the possibility of assessing their performance) varied. In addition, several sub-projects were complementary in character, and their potential impact depended on the performance of other sub-projects. Also, when different sub-projects were implemented in the same country, this frequently was done in a coordinated manner so national partners and beneficiaries were not aware that activities actually pertained to different sub-projects. Finally, sub-projects that were included under the GE Project were followed up by other sub-projects, many of them by the same group of donors, under PAGE and other projects, some not even implemented by the UNEP division that implements GEI. Obviously, national partners and beneficiaries were not aware of this internal organization and they did not distinguish between activities from the GE Project, PAGE or others. This aspect (coordinated delivery of sub-projects at country level) was

¹² See Annex 14 for a Biosketch of the evaluator

¹³ The complete list of persons interviewed by the external evaluator during this evaluation is presented in Annex 13.

commendable from an efficiency point of view (paragraph ¶- 127), but did not facilitate an assessment of the performance of the individual sub-projects and did not contribute to a clear understanding of causal contribution sub-project – umbrella project.

14. The GE Project had a wide scope, ranging from agenda setting of a summit of global sustainable development to capacity building events for local governments; from producing internationally published books for semi-academic audiences to leaflets in local languages for subnational government officials and from creating networks of international institutions to developing indicators to measure progress towards a Green Economy. It included activities in three dozens of countries in addition to global level activities. Nine donors supported activities of the project and UNEP offices in four continents were involved in implementation. One single evaluation cannot do credit to all the different lines of work, levels of impact and results in different countries. Like other similar evaluations of complex programs; every evaluation finding has its exception and hardly any conclusion will apply to all cases, all countries or all sub-projects. Care has been taken to explain the validity of the findings and conclusions, explaining exceptions as much as possible, nevertheless, there remains a danger of over generalization.

15. Because of budget and time constraints, the evaluator visited only three beneficiary countries (Jamaica, Kenya and Ghana) and three cities with a concentration of implementing partners (Geneva, Nairobi) and sub-project donor task managers (Brussels). Although an extensive series of telephone interviews with additional stakeholders was carried out, the evaluation could not cover partners in all countries and stakeholders involved within the whole suite of supported activities.

16. Self-assessment of sub-projects by UNEP staff was an important source of information for the overall evaluation (¶10). This provided an excellent opportunity to involve the project team in a participatory evaluation approach but it also included a risk of subjective bias. The sub-project managers had little previous evaluation experience. Although the external evaluator provided some training and coaching and he validated the information from the self-assessments (through interviews with stakeholders), the time he could dedicate to every individual sub-project did not allow for a fully representative and independent validation. Also, due to the budget availability only seven out of sixteen total sub-projects were included in the self-assessment.

17. This evaluation focuses on the GE Project 61-P3 and its sub-projects. However, many people within UNEP that were interviewed during the evaluation, particularly at highest management level, invited the evaluator to consider the Green Economy Initiative as a whole and not strictly the project. While this is understandable and justified from an institutional and strategic point of view, it does create tensions with the technical side of the evaluation that needs to define strict boundaries for time, activities and stakeholders involved. Similarly, many interviewed persons outside UNEP (particularly at country level) cannot differentiate Green Economy activities that were implemented through the GE Project or through other GEI initiative (PAGE, GGKP, *etc.*). Hence, for evaluation-technical reasons this evaluation is limited to the GE Project but it will frequently consider processes and achievements of the wider Green Economy work at UNEP as part of the project context as well as part of UNEP's institutional work.

18. Preliminary findings of this evaluation were shared with an Evaluation Reference Group¹⁴ who sent constructive comments that were included in the draft version of the final report. This final draft was shared with all interviewed persons (see Annex 13) and asked for comments. These were also included in this final version of the report. All comments received by the ERG and external stakeholders and the response of the evaluator are presented in Annex 12.

¹⁴ The Evaluation Reference Groups members are identified in the list of interviewed persons (Annex 13)

II. The Project

A. Context

19. The context of the GEI is almost infinitely wide and complex because it targets nothing less than the macro-economic policies and processes at global, regional, national and subnational level. Therefore; any social, economic, environmental or political development, at any of these levels possibly affects the projects' scope and priorities. In practice, this means that the context of the project is in constant change.

20. In general terms, the situation of the global economy changed during the execution of the GE Project. The GEI was born in the context of global economic crisis of 2008, when UNEP and others developed the Global Green New Deal: an economic policy strategy for ensuring a more economically and environmentally sustainable world economic recovery. During the period of the implementation of the GE Project, the global economy effectively recovered, removing the "crisis context" from the initiative.

21. After the economic crisis, the power shift towards the so-called BRIC countries (Brazil, Russia, India and China) and other transition economies accelerated (South Africa, Indonesia, Mexico, among others). The crisis hit European and North American countries harder than transition economies, and as a result, the latter gained rapidly in relative economic power and influence, both at global and regional level (economically and politically). However, this changing global economic balance is not a constant process because the growth of these countries is still hemmed in by several obstacles, both internally and externally, as evidenced by the recent de-acceleration of Brazil and China. These changes have provided both opportunities and challenges for the promotion and implementation of a GE approach.

22. The concept of Green Economy developed during the implementation of the project, which implies another change in the global context of the project. For a great deal, this development was influenced by the project itself (§112). According to several people interviewed for this evaluation, the Green Economy approach was particularly well received after the disappointing result of the UNFCCC CoP15 (Copenhagen, 2009). One of the major obstacles for reaching agreements in Copenhagen was the concept that caring for the environment implied a net cost and the CoP discussion was about "who should pay for the environmental costs". Green Economy provided a different narrative, showing that there is not necessarily a trade-off between economic growth and environmental protection. In the aftermath of CoP15, this alternative vision was a welcome conceptual change that was picked up in various ways and in several areas within and beyond the Climate Change arena; most notably Rio+20.

23. In the years after 2008 (crisis) and 2009 (Copenhagen) and leading to the Rio+20 conference in 2012, UNEP's major concern was to develop a consistent GE approach so it could be adopted by global institutions related to development as well as by individual governments. Due to the good reception of the Green Economy Report and the achievements at the Rio+20 conference, GE was effectively mainstreamed in many discussions and received a prominent position in the final agreement of the Rio summit (§ 64-65). The approach was accepted across the UN and many countries showed their interest in adopting, or at least learning more about, GE transition. Therefore, after the Rio+20 conference, the urgency changed from developing and promoting GE to supporting countries and developing monitoring systems for GE transition. Similarly, between 2009 (Copenhagen) and 2015 (Paris) the global Climate Change negotiations have taken a positive path and thanks to recent successful CoPs, the sense of an unavoidable trade-off between economy and environment is now less prominent in the context of environmental economics.

24. The initiation of the follow-up of the Millennium Development Goals after 2015 has been an important development at global scale during the last period of GE project implementation. This led to the development of the 2030 Agenda for Sustainable Development and the formulation of the Sustainable Development Goals. On the one hand, this process provided the GEI with a unique opportunity to embed Green Economy concepts and targets in a long-term global agenda with measurable indicators. On the other hand, it slightly reduced the high attention for the Green Economy concept among global stakeholders, in favor of the SDG's.

25. Because of the important momentum for the GE concept around Rio+20, many other organizations and institutions started GE-like initiatives. The Global Green Growth Institute was established, the World Bank structured its green growth strategy and other global development agencies (IISD, IIED, WRI etc.) developed research, tools and approaches based on GE principles. Also within UNEP, GE became an increasingly important element in several other initiatives such as the UN-REDD+ programme, GEF projects, and the Finance Initiative. This has strongly increased the amount of players in the GE field and shifted the need for the project to promote a GE approach among other organizations in order to articulate different initiatives, within UNEP, within the UN system and at a global scale.

26. Also, as part of the developing concept of GE, UNEP's activities have widened and diversified. New projects (PAGE and GGKP) were developed as part of the GE Project but branched off as stand-alone projects. These projects took over a part of the responsibilities of the current umbrella project (particularly networking and country-level work), which implied a shifting niche for the GE project during the last two years of implementation, focusing on research, further development, and dissemination of the GE approach. GEI activities after 2015 that are not included in PAGE or GGKP are included in a new umbrella project, as a follow up to the GE Project (Project identification 612.2; ¶35). GE activities in Eastern Europe and Central Asia are developed fully in line with the GE Project but managed by the Regional Office for Europe (Greening Economies and implementing Sustainable Consumption and Production in Eastern Europe Caucasus and Central Asia; project id. 615.1 and 614.4).

27. Other projects were not developed as part of the GE Project but have been built directly on its concepts, lessons and activities:

(a) Inquiry into the Design of a Sustainable Financial System: Policy Innovations for a Green Economy (project id. 623.2; managed by DTIE) aims to identify, develop, and recommend reforms to the policy and regulatory arrangements governing financial markets that would constitute a step change in their effectiveness in channeling capital for investments and accelerate the transition to a more prosperous and inclusive green economy;

(b) Operationalizing Green Economy Transition in Africa (project id. 615.2/614.5; managed by ROA) has the objective to complement the on-going national efforts on the transition to Green Economy in the selected pilot countries;

(c) Switch Africa Green (project id. 622.1/621.2; managed by ROA) and Switch Asia Green (managed by ROAP) have the objective to support African and Asian countries in order to achieve sustainable development by transitioning towards an inclusive green economy by use of tools and instruments that promote a shift to more sustainable consumption and better production patterns in targeted sectors for each country.

28. The Division Environmental Policy Implementation (DEPI) manages UNEP led components of the UN-REDD programme. In close collaboration with DTIE (ETB and FI), Green Economy concepts were included in these components, now included in the project "Tools and approaches to support countries in incorporating multiple benefits, green economy and green investment in REDD+ planning" (project id. 131.1 /132.1). DEPI also

linked Green Economy with ongoing work on Natural Capital valuation, included in the Project "Strengthening decision making through valuation and accounting of natural capital for green economy (VANTAGE; project id. 332.2).

29. At regional and national levels, several changes took place in the implementation of the individual sub-projects. These will be dealt with within the individual sub-project evaluations (Annex 2-8). Generally, the major factor that influences the context of GE activities at national level is changes in government. Working with a large amount of countries, most of them democratically changing governments every four or five years, implied that on average, every year ten beneficiary countries changed their government. Although this change was fully to be expected, it did imply changes in national, economic, and environmental policies, which affected the continuity of established results. In many cases, a governmental change caused delay in the execution of studies, production of publications and organizing activities due to new staff which had to be briefed first. In some countries; government changes did not follow a democratic pathway, making it harder to anticipate. Also, reasons related to increased violence in a few originally targeted countries (e.g. Mali) and the Ebola-crisis in West Africa implied that initially planned activities had to be cancelled.

B. Objectives and components

30. The project was concerned with the continued marginal attention given to the environment in macroeconomic and development policymaking. The environment was often considered as a distraction from, or burden on, the priorities of economic growth and poverty reduction. This happened despite the repeated efforts to show the interdependency between the environment and human well-being, including such efforts as the Millennium Development Goals (MDGs), Sustainable Development Goals (SDG), Millennium Ecosystem Assessment (MA), Multilateral Environmental Agreements (MEAs), and the Poverty-Environment Partnerships (PEP) under OECD's Development Assistance Committee (DAC).

31. According to the project document, efforts to mainstream Resource Efficiency (RE) had been impeded by two major barriers: (i) Insufficient economic evidence and insufficient communication of existing evidence in support of RE and Sustainable Consumption and Production (SCP); and (ii) Limited experience and institutional capacity in the design, implementation, monitoring and evaluation of policies, regulatory instruments, financing mechanisms and investments that enhance RE. Therefore, in response to these challenges and pursuant to this project, UNEP developed the umbrella GE Project with the overall intended **goal** to conduct integrated policy assessment and macro-economic analysis in order to develop action-oriented tools to motivate and enable governments and businesses to scale up green investment and actions in improving RE and achieving SCP.

32. Specifically, the GE Project aimed to achieve two **objectives**: 1) Develop and communicate a strong and convincing economic case for increased investments in RE, in selected sectors; and 2) Provide country and regional level guidance and practical recommendations on how to design, implement, monitor and evaluate policies and instruments, and to use appropriate technologies to enhance RE with overall economic and environmental gains.

33. The GE Project was structured around five **components** (later four as one was concluded during the first biennium of implementation, and merged with component 5), which are pitched at the level of outputs. The project identified its outcomes as corresponding to the two outputs of UNEP Programmes of Work (PoW). It intended to

contribute to its Expected Accomplishments (EA: EA(a)¹⁵ of PoW 2010-2011; EA(b)¹⁶ of PoW 2012-2013 and EA(a)¹⁷ of PoW 2014-2015) Therefore their formulation changed during the execution of the project, along with the changing PoW (2010-2011, 2012-2013 and 2014-2015). For each output, indicators were formulated including their target value and means of verification to measure their achievement, as well as milestones for the execution of specific activities or delivery of products. Table 1 below summarizes the structure of the project, according to its initial formulation and the indicators at outcome and output level.

Table 1. Structure of the GE Project¹⁸

Outcome A (PoW output)	Indicator
613: Integrated policy assessment, cost benefit analyses and case studies on the economic, environmental and social gains from applying policies for resource efficiency and sustainable consumption and production are developed and disseminated to global and regional economic and trade forums and national policy makers in rapidly industrializing, emerging economies and natural resource dependent countries.	Economic development officials with the support from businesses, trade unions, consumers, local communities, NGOs, and other stakeholders in at least 6 participating countries explicitly include in their development strategies environmental investment policies to reflect the contributions made by the environment to economic development, jobs creation, and poverty reduction.
Outputs for outcome A	Indicators
1. Global and sectoral analytical reports providing the economic case for investing in eleven economic sectors used to inform decision making in international and regional policy processes (613 for 2010-2011, 621 for 2012-2013, 612 for 2014-2015)	<ul style="list-style-type: none"> • 2010-11: Number of government statements at regional and international economic and trade forums that indicate their commitment to using UNEP studies as a basis or tool for stimulating national green economy activities (target: 20 statements) • 2012-13: Number of government statements at regional and international economic and trade forums that indicate their commitment to using UNEP studies as a basis or tool for stimulating national green economy activities (target: additional 10 statements) • 2014-15 (target: additional five statements), Project total: 35 statements
2. Comparative analyses of national and regional green economy programmes and policy guidance on technologies, source of financing and enabling conditions necessary to support these efforts; Global Green New Deal policy briefs analysing the magnitude and use of green stimulus packages (613 for 2010-2011, this output was not carried forward into the following PoWs, but merged with output 5)	<ul style="list-style-type: none"> • 2010-11: Amount of financing invested through national and regional green economy programmes catalysed by UNEP (target: \$200 million)

¹⁵ Resource efficiency is increased and pollution is reduced over product life cycles and along supply chains

¹⁶ Improved capacity of Governments and public institutions to identify, regulate and manage key resource challenges, mainstream sustainable development aspects in their development planning and implementation and adopt policies and tools for resource efficiency

¹⁷ Cross sectoral scientific assessments, research, and tools for sustainable consumption and production and green economy developed, shared and applied by policy-makers, including in urban practices in the context of sustainable development and poverty eradication

¹⁸ According to original project document. During project implementation, the outcomes and their associated indicators were reformulated to ensure continued alignment with the subsequent PoW

<p>Outcome B (PoW output)</p> <p>617: Regulations, economic incentives and voluntary measures promoting environmentally sound technologies and resource efficiency in the production of food and manufactured goods are designed and implemented.</p>	<p>Indicator</p> <ul style="list-style-type: none"> At least 8 countries provided with UNEP advisory services introduce new regulations and economic incentives to promote a transition to a green economy
<p>Outputs for outcome B</p>	<p>Indicators</p>
<p>3. Green Economy partnerships to promote UN-wide engagement and NGO engagement; economic policy assessment toolkits; green economy tools and databases available to other UN agencies and academic and NGO partners (617 for 2010-2011, 623 for 2012-2013, 612 for 2014-2015).</p>	<ul style="list-style-type: none"> 2010-11: Number of governments, UN agencies, IGOs, NGOs, and academic institutions participating in green economy partnerships and using UNEP-developed green economy toolkits and databases (target: 50 agencies/institutions) 2012-13: Number of Green Economy partnerships with governments, UN agencies, IGOs, NGOs, and academic institutions established at the international level with a specific set of jointly implemented activities. (target: 4 partnerships) 2014-2015 (target: 1 additional partnership), Project total 5 partnerships
<p>4. National and regional green economy scoping studies focused on the design of regulations, market-based instruments and economic incentives that encourage a transition to a green economy and resource efficiency improvements (617 for 2010-2011, 623 for 2012-2013, 612 for 2014-2015)</p>	<ul style="list-style-type: none"> 2010-2011, 2012-2013, 2014: Number of countries adopting national plans or programmes to support a transition to a green economy following policy advice and technical assistance provided by UNEP (target: 8 countries)
<p>5. National and regional projects under implementation, focusing on implementation of regulations, market-based instruments and economic incentives that encourage the transition to a green economy and resource efficiency improvements (617 for 2010-2011, 623 for 2012-2013, 612 for 2014-2015)</p>	<ul style="list-style-type: none"> 2010-2011, 2012-2013, 2014: Number of countries that have adopted or started implementing green economy strategies or action plans (target 4 countries – not additional)

34. A mix of individually packaged sub-projects and core GE work funded by the UNEP's Environment Fund and other donors was meant to deliver GE Project results. In the inception report for this evaluation, a sub-project mapping is presented (Annex 11; Table 2). The sub-projects formed the building blocks of the GE Project but did not cover all the work of the umbrella project: there was core work (development of the GE approach, research, communication, networking, sub-project development) done with the unrestricted core funding as well, as part of UNEP's institutional responsibility.

35. The project *Enhancing Knowledge and Capacity for Inclusive Green Economies* (Follow-Up Project) was approved in January 2015 and has been continuing as part of the work conducted during the GE Project. The current evaluation assessed the quality of project design of the new umbrella project, which provided lessons and recommendations for its implementation, including adaptive management measures based on the findings of the evaluation of the main umbrella GE project (Annex 9).

C. Target area/groups

36. The GEI works at a global level, aiming at promoting international debate and attitudes of governments in all continents. Through the GE Project, UNEP provides advisory services to a series of countries in Latin America and the Caribbean, Asia, Africa, Eastern Europe, and the Balkan. The project document of the GE Project identified a number of criteria for the selection of countries that received this direct support, including whether a government had expressed interest and requested support, the type of economy, the level of biodiversity, and on-going UNEP activities. It then listed a series of countries where the initiative was deemed very likely, likely or possibly to succeed. The project document estimated that the budget would allow for ten national and four regional scoping studies and reports including a total of four national and regional implementation projects.

37. During the development of the umbrella project, and upon mobilization of funds for several sub-projects; the total amount of countries where the GE Project implemented activities added up to 35. Scoping studies and GE assessments were done in 14 countries and implementation projects (GE strategies or implementation plans) were done in six of them. In five additional countries, specific studies were done such as trade, statistical frameworks or sector studies. Activities in the other countries were limited to capacity building or dialogue platforms. A full list of countries and how the seven sub-projects that were included in this evaluation supported them, is presented in Table 4 of the Inception Report (Annex 11). In addition to these countries; specific Green Economy activities have been supported by general project activities (beyond the seven sub-projects targeted during this evaluation), supported by the Environmental Fund and Norway trust fund (Mali, Namibia, Ivory Coast, Nepal, Republic of Korea, Philippines, Mexico and Ecuador). In other countries, GE activities were supported by the Regional Office for Europe (Azerbaijan, Ukraine, Moldova, Armenia, Montenegro, Russian Federation, Serbia, Bosnia-Herzegovina). As a result, the total cumulative list of countries where GE project activities were supported during the project is a total of 50; 17 of which were included in the initial list of countries identified in the project document (a similar amount of that initial list were finally not supported by the project).

38. The GE Project Document includes a short stakeholder analysis, presented based on the three main target groups. These are defined as those stakeholders that will directly benefit from macroeconomic analysis and policy recommendations related to increasing investments and financing in green economic sectors. During the inception mission for this evaluation, the level of detail of the stakeholder group presentation was enhanced. The three main target stakeholder groups include:

- Government decision-makers operating at national level, from different sectors that are related to the economy (finance, trade, energy, industry, infrastructure), and to environment and natural resources (environment, forestry, agriculture, water. In addition, government departments and ministries related to social affairs (health, culture/indigenous affairs, education, justice), and general policy (foreign affairs, planning) were important stakeholders. Members of parliament and government negotiators involved in relevant bilateral, regional and international processes were part of national level stakeholders. In the GE Project, stakeholders at this level were targeted to communicate the case for transition to GE at national and international levels (output 1), and engagement at national level (outputs 4 and 5) for scoping studies and national level preliminary initiatives.
- At a sub-national level: local authorities (municipalities, provincial governments), and sector agencies charged with planning and investment in urban and rural infrastructure, waste management, environment, agriculture, water etc. were considered key stakeholders. Although, in most countries most of the economic policy is defined at a national level (planning, approaches, regulations), the delivery of the

policies is done at a local level. This is even stronger for environmental issues (water, agriculture, forestry). Also, at a sub-national level, engagement of decision-makers with civil society organizations and grass-root organizations (indigenous peoples, trade unions) tend to be more direct. In the GE Project, stakeholders at the sub-national level were considered particularly relevant for implementation of initial experiences with GE.

- Key actors in green economic sectors included producers of environment-friendly goods and technologies, exporters, retailers and providers of environmental services. Stakeholders from the private sector, particularly the front-runners in biodiversity-based business, and natural resource-based sectors would be important allies for GE transition. They were targeted for finding allies in transforming towards GE - in fact, according to the project document, in several occasions the private sector was considered a stronger, or at least more flexible, agent of change than the public sector.

39. During the design and implementation of the project; national governments acted as partners in three manners: supporters/funders, beneficiaries/implementers, and mixed funder/beneficiary. The supporters are allies of the GEI at international level who promote the GE approach at international forums, and through funding UNEP, or other initiatives. These include mostly developed countries in Europe, North America and Oceania. Direct funders to UNEP for the GEI are Norway, Germany, New Zealand, The Netherlands, and the European Commission. Beneficiary countries are the countries, mostly in the Global South but also in Central Asia and Eastern Europe, which receive support to transition towards GE and implement (with UNEP and others' support) GE sub-project activities. There are many national initiatives managed by public agencies, research institutions, and national and international NGO's that partner with the GEI to support national action. Finally, there is a small group of countries that receive advisory services but also provide funding and technical knowledge to support other countries; these include particularly China and Korea.

40. In countries where the GE Project was implemented; the general public was expected to benefit through job creation, economic development, and environmental improvements from more effective and coherent national policies and stronger inter-ministerial cooperation. The public was also an ally for the GEI because they shape and spread the general opinion, constitute a social basis for transition and are the final consumers. In this sense, not only the public in particular countries was intended to be targeted, but also the public at large, considering for example the international trade relations.

41. Research institutions could also be considered part of the target groups because, especially at national and sub-national level, they can be important allies for governments and private sectors in order to develop further options for GE transition. In addition, they were considered receivers of research products and capacity-building which enabled them to continue further research applicable to national GE priorities.

42. Broader stakeholder engagement was done throughout the implementation of the project through collaboration with the Green Economy Coalition (GEC), which is comprised of environment, development, business and labor groups¹⁹. The GEC emerged early in the development of the Green Economy Initiative when the UNEP ED reached out to IUCN, WWF and IIED to form a civil society group that could support GE at a global level. The GEC has been key in focusing the global political agenda on the issue of transitioning to a green economy. The Coalition, through a series of national and regional dialogues, plays a critical role in convening additional stakeholders.

43. The present terminal evaluation recognized the different groups of stakeholders and engaged them in the evaluation process through different processes, as described in the

¹⁹ <http://www.greeneconomycoalition.org/>

inception report (Annex 11). Besides working with stakeholders to gather information to respond to the evaluation questions, particular attention was paid to (a) the benefits received by the main target groups, (b) the level of participation by the different stakeholders (both target groups and partners) in project definition, implementation and follow-up, and (c) the communication between the project, the variety of stakeholders and end-users (the population in the countries the project is implemented). The assessment of actual stakeholder engagement is presented in section III.H (¶147-149 and 153).

D. Key dates in project design and implementation

44. Key dates in Green Economy umbrella project implementation:

- Formal starting date: 15 March 2010
- Formal completion date: 31 December 2014

45. Starting dates of projects branching off from or following up GE Project:

- GGKP project: 20 Nov 2013
- PAGE project: 15 Jan 2014
- Follow-Up umbrella project ("Enhancing knowledge..."): 21 January 2015

Table 2: Milestones and intended delivery dates²⁰ of project outcomes and outputs

GE Project Outcome level milestones	Delivery Date
A. At least eight countries have adopted national plans and programmes to support a transition to a green economy.	June 2014
B. At least four countries have started implementing green economy strategies or action plans.	December 2014
Output level milestones	Delivery Date
Component 1 2010-2011	
1. First draft of Green Economy Report (GER) produced and circulated for peer review	June 2010
2. GER study published	December 2010
3. Sectoral studies published	June 2011
2012-2013, 2014	
4. Ten events in the preparatory process of Rio+20 and at Rio+20 conference implemented and 9 issue briefs on green economy disseminated	June 2012
5. Three follow-up studies related to green economy prepared and disseminated	December 2012
6. Three country studies to develop measuring frameworks for green economy initiated	June 2013 December 2013
7. One draft policy guidance on measuring frameworks developed; three country studies to assess trade opportunities and one handbook on trade and green economy initiated	June 2014 December 2014
8. One international meeting on fiscal policies organized	
9. One synthesis on summarizing experiences with the use of the guidance on measuring frameworks in selected countries	
Component 2 (Note: discontinued in 2012) 2010-2011	
1. Green Economy Policy Update published	June 2010
2. Green Economy Policy Update published	June 2011
3. Analysis of green economic financing catalysed by UNEP interventions produced	December 2011
Component 3	

²⁰ Intended delivery dates were taken from project revisions. New milestones and delivery dates were proposed by each project revision that also should present the actual delivery date. In fact, these dates remained unchanged and because the evaluation could not verify actual delivery dates, they are assumed to be correct.

<p>2010-2011</p> <ol style="list-style-type: none"> 1. Strategy for green economy outreach/communications and database development produced 2. On-line database of UN agencies, IGOs and NGOs working to promote a green economy developed 3. Economic policy assessment toolkit developed and transmitted to organizations reflected in database <p>2012-2013, 2014</p> <ol style="list-style-type: none"> 4. 1 Partnership for green growth knowledge platform launched 5. 6 joint outreach and training events on GE organized with UN agencies, IGOs and/or NGOs 6. 1 global partnership on green economy action developed and consulted with governments 7. GGKP secretariat set up and joint research programmes initiated and 3 activities under the Partnership for Action on Green Economy implemented 8. A stock taking report of green economy knowledge products in partnership with EMG/IMG on green economy published. 9. 1 online platform developed showing alternative GE approaches and two awareness raising workshops organised , including component on indicators 	<p>December 2010</p> <p>June 2011</p> <p>December 2011</p> <p>June 2012</p> <p>December 2012</p> <p>June 2013</p> <p>December 2013</p> <p>June 2014</p> <p>December 2014</p>
<p>Component 4</p> <p>2010-2011</p> <ol style="list-style-type: none"> 1. TORs for 8 national scoping studies signed with participating countries 2. Scoping studies for 8 countries finalized 3. National workshops convened in 8 countries to launch the scoping studies <p>2012-2013, 2014</p> <ol style="list-style-type: none"> 4. 2 regional meetings on green economy implemented 5. TOR for 8 additional scoping studies or sectoral studies signed with countries 6. National missions undertaken in 8 countries to meet with relevant government ministries to encourage the development of national plans and programmes to support a green economic transition 7. Scoping studies and sectoral studies for 8 additional countries finalized and 2 additional regional green economy meetings implemented 8. Activities to support green economy assessment and/or development of plans and programmes initiated in four additional countries 9. At least 8 countries have adopted national plans and programmes to support a transition to a green economy 	<p>December 2010</p> <p>June 2011</p> <p>December 2011</p> <p>June 2012</p> <p>December 2012</p> <p>June 2013</p> <p>December 2013</p> <p>June 2014</p> <p>December 2014</p>
<p>Component 5</p> <p>2010-2011</p> <ol style="list-style-type: none"> 1. TORs for 4 national level implementation projects signed <p>2012-2013, 2014</p> <ol style="list-style-type: none"> 2. Documentation of green economy initiatives at national level published for 15 countries 3. Green economy policy assessment and recommendation overviews transmitted to 4 countries 4. Development of green economy national plans or sectoral strategies started in 4 countries 5. National level training on green economy implemented in 2 countries 6. One regional center of excellence on green economy operating 7. At least four countries have started implementing green economy strategies or action plans. 	<p>December 2011</p> <p>June 2012</p> <p>December 2012</p> <p>June 2013</p> <p>December 2013</p> <p>June 2014</p> <p>December 2014</p>

E. Implementation arrangements

46. The Green Economy Initiative was developed in 2008, initially structured as a single (Environmental Fund financed-) project within the Division of Technology, Industry and Economics; (DTIE). UNEP's Executive Director (ED) invited the TEEB study leader to become the project leader of the GEI. He reported directly to the DTIE director as well as to the ED for strategic issues. Between 2008 and 2010, several key studies were executed (among others, the Global Green New Deal), the Green Economy Umbrella Project was developed, new staff was recruited, and the Economics and Trade Branch (ETB) of DTIE was structured to mirror the structure of the initiative as a whole. ETB had three units: Research Products, Partnerships and Advisory Services. When the GE Project started in 2010, ETB was given the principal management responsibility, and served as Secretariat to the GEI. The Branch provided administrative and technical support, including, but not limited to: coordination of the various activities, organization of meetings and events, provision of technical input, development and maintenance of partnerships, coordination of the International Advisory Group (¶50), and reporting to donors. At the start of the GE Project, a new ETB Chief was hired to direct the project throughout its implementation. The original GEI leader left UNEP in March 2011, and has since been closely involved with the GEI as Goodwill Ambassador for UNEP.

47. Together with TEEB; the GE Project became the main project for ETB, and between 2010 and 2013, it absorbed most of the branches' work²¹. This changed when the new projects (GGKP and PAGE) branched off. With this, the structure of the ETB changed. During the entire GE Project delivery, the activities in support of research products (output 1) have been delivered by the unit for Economic Research Policy. The head of this unit supported core GE work and has supervised the start-up projects for PAGE and GGKP. Other staff of this unit provided specific country support in sub-projects contributing to outputs 4 and 5. The unit for Trade, Policy and Planning supported both policy and trade research at global level, and implemented the sub-projects on trade at country level (output 3). After branching out as new projects, the activities to support partnerships (outputs 3) and country advisory services (outputs 4 and 5) have been delivered by the GGKP secretariat and the PAGE unit, respectively, with some country services work still being performed under the framework of a follow up umbrella project (612.2) Staff organized under PAGE was involved with GE Project country engagement through the implementation of a series of sub-projects. The head of the PAGE secretariat also provided supervision to the GEI country work in general, including the GE Project advisory services. In addition to permanent ETB staff, longer-term long-term consultants who were added to the above-mentioned units or outplaced at UNEP regional offices carried out many activities to deliver sub-projects. During the last two years of implementation, the GE Project Manager and the Supervisor have been tasked with coordinating parallel initiatives, including PAGE and GGKP, resulting in consistency and synergies with other UNEP activities and divisions.

48. Initially, according to the plan, eight ETB staff would work on the project: the Project Leader at D1 level (50%), one program officer at P5 level, two at P4 level, three at P3 and one at P2 level (all 100%). Towards the end of the project, the amount of staff increased; but their dedication to the project was less because they shared more responsibilities with the other projects. After the seventh revision, there was one staff at D1 level (ETB Chief), two program officers at P5 level (33%), three at P4 level (33%), two at P3 level (33% and 100%), and two at P2 level (100%). In addition, a variable number of (5-8) long-term consultants have been incorporated with the ETB team in Geneva and in the regional offices for Africa and Latin America, in charge of several GE activities at country level.

²¹ It should be noted that formally and for administrative purposes the UNEP Finance Initiative is also a project of the branch.

49. The ETB's unit for Operations, Programming, and Communications led by the finance management officer provided administrative support, communication, and financial management (the latter with oversight from Office for Operations and Corporate Services). The project was to be delivered in partnership with other DTIE branches, Regional Offices, and the DELC, DEWA, and DCPI Divisions of UNEP. Furthermore, other units of ETB and DTIE (TEEB, FI, and Inquiry) contributed to the GEI.

50. An International Advisory Group (IAG) and the UNEP Working Group on Economics were intended to support project implementation. The IAG was to be made up of 6-10 world renowned economists and policy makers whose goals included to provide overall strategic guidance and feedback to the GE Project. The Working Group was intended to provide advice, expertise and input from the UNEP Divisions relevant to project implementation. Although the core GEI management has maintained informal yet constant contact with a group of experts, (both within UNEP and in other academic and development institutions), the project reports did not mention the continuation of the IAG and the use of the Working Group for advice.

F. Project financing

51. At the start, the project had an estimated total budget of US\$ 12,755,000, of which US\$ 4,752,778 was secured. Upon mobilization of funding for the project; seven subsequent project revisions were presented to enhance the estimated and secured budget. In the last revision, the approved budget was US\$ 18,500,000 of which US\$ 16,877,176 was secured. Finally, the realized funding under the project was US\$ 14,022,296 and the remainder (2,854,880²²) was transferred to the Follow-Up Project (612.2)²³

52. The initial funding for the project was provided by: UNEP's Environmental Fund, and relatively unrestricted funds from the Norway trust fund to support general GE work and start up the country work. Later, additional funding was mobilized for PAGE and GGKP start up as well as trade activities (from Korea, Norway, Netherlands and New Zealand), and for sub-projects with a fully-fledged project character (with their own logical framework, reporting and monitoring requirements) from the European Commission (EC), GIZ and the Netherlands. In total, the Environmental Fund provided 1.77 M\$ and Norway 3.66 M\$ (including PAGE start up). The sub-projects funded by the EC amounted to 7.21 M\$ (including some ILO funding), the GIZ project was 1.20 M\$, The Netherlands 2.16 M\$ and the two China Partnership projects amounted 0.49 M\$. Finally, the individual start-up funding for GGKP and PAGE from various donors summed 0.39 M\$ (Table 3).

Table 3. Budget of the 16 sub-projects (budget lines supporting the Green Economy Umbrella project)

Sub-project	Name	Budget
1	Environmental Fund 2010-2011	880,474
	Environmental Fund Reserve 2010-11e	179,722
	Environmental Fund Reserve 2012-2013	80,000
	Interest Income Allocation	628,000
2	Norway IIa	920,806
	Norway IIb	1,069,359
	Norway III	1,031,093
	Norway II extra allocation in 2013	200,000
3	GE-TOP I	319,572
4	GE TOP II	496,393

²² Data taken from in UNEP's Programme Information and Management System.

²³ Data provided by project coordination and finance officer, although both admit that PIMS tends not to be up-to-date

5	Measuring progress (EC ENRTP)	916,765
6	ACSSD-GE (EC-ENRTP)	1,333,333
7	Multiple Pathways (China trust fund 1)	337,850
8	South-south cooperation (China trust fund II)	155,000
9	GIZ	1,195,734
10	Korea I, New Zealand I&II, IMF, Netherlands I&II	192,629
11	Korea II	200,000
12	GEJP 1	636,650
13	GEJP 2	1,526,051
14	Norway, Page start-up funding	435,380
15	GE Africa (EC funded, UNEP activities)	2,778,873
	GE Africa (EC funded, SEED activities)	1,308,491
16	GE Africa (ILO funded, ROA activities)	55,000
	Total	16,877,176

G. Project partners

53. Partners who co-implemented the project (delivering outputs with project budget) were United Nations Development Program (UNDP), United Nations Department of Economic and Social Affairs (UNDESA; co-implementers of the GEJP sub-project), German Corporation for International Cooperation (GIZ, co-responsible for the delivery of the BMU/GIZ funded project), and SEED (responsible for a third of the budget of the EC Africa project²⁴). Many project activities were implemented through consultancy contracts by a series of individuals and (research) institutions, at global, regional and national levels.

54. The project document identified four groups of partners that support the promotion of the GE approach and transition towards a GE: UN agencies, research partners, regional initiatives and networks, and national governments and initiatives.

55. According to the project document, the following UN programs, specialized agencies, and other multilateral agencies were identified initially for partnering with the GE project: UN Chief Executives Board (CEB), UN-HABITAT, UNDP, UNDESA, United Nations Conference on Trade and Development (UNCTAD), World Trade Organization (WTO), International Trade Centre (ITC), United Nations World Tourism Organization (UNWTO), International Labor Organization (ILO), United Nations Industrial Development Organization (UNIDO), United Nations Educational, Scientific and Cultural Organization (UNESCO), International Monetary Fund (IMF), International Maritime Organization IMO, Economic and Social Commission for Asia and the Pacific (ESCAP), United Nations Economic and Social Commission for West Asia (ESCWA), Economic Commission for Latin America and the Caribbean (ECLAC), World Bank, United Nations Economic Commission for Europe (UNECE), the United Nations Economic Commission for Africa (UNECA), UN Global Compact and World Intellectual Property Organization (WIPO), International Telecommunication Union (ITU), Food and Agriculture Organization of the United Nations (FAO), United Nations Framework Convention on Climate Change (UNFCCC), Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), and the Convention on Biological Diversity (CBD).

56. Each of the organizations listed above was meant to provide expertise on particular aspects or sectors related to a transition to a green economy. It was planned that the combined effort of all these organizations would provide a powerful tool for engaging governments. Therefore, before RIO+20, Green Economy was promoted as a UN-wide approach. During the inception mission for this evaluation, it was found that the strongest relationships have been established with UNDESA, UNCTAD, UNDP, ILO, UNIDO, WTO, IMF and the World Bank. The United Nations Institute for Training and Research (UNITAR),

²⁴ ILO also implemented a small part of GE Africa project, with own funding.

not originally identified, became a strong partner as well. These relationships were different in nature: some agencies directly participated in various ways in sub-project activities (IMF, UNDP, UNDESA, ILO, UNITAR); five formed the PAGE partnership (UNITAR, UNIDO, ILO and UNDP) and many became members of GGKP (World Bank, ILO, UNIDO, UNITAR, UNDESA, ESCAP, ECA, UNECE, UNECA).

57. A broad network of research partners was established at the start of the project: the preparation of the Green Economy Report (GER) was undertaken in collaboration with over 50 leading research institutions, think-tanks, and other organizations. This global network of institutes functioned within consortiums (around the themes of the chapters of GER), composed of institutions from more than 30 countries gathering further contributions from other experts and groups focused on individual sectoral initiatives. In total, more than 100 experts from around the world have taken part in the development of the GER and sectoral studies. During inception, it was found that the GEI effectively maintained strong contact with most of the involved research institutions and with many, the relationship furthered beyond research towards action at regional and national level. Some institutes became important partners of the GEI, such as the Millennium Institute (which developed the main models that were applied in country studies), IISD (that later, among others, conducted the Green Economy 2.0 report, ¶167), IIED (convening the Green Economy Coalition), and the Global Green Growth Institute (one of the co-founders of GGKP).

58. At the beginning of the GE Project, UNEP partnered with regional institutions and governments in encouraging and supporting regional initiatives on GE, particularly within the UN network and regional financial institutions. This included the UNEP regional offices, the UN economic commissions, the Arab Forum for Environment and Development (AFED), the African Development Bank (AfDB), and the New Partnership for Africa's Development (NEPAD). During the implementation of the project, additional regional partners were included, such as the Caribbean Community (CARICOM) and the Asian Development Bank. Section III.H. presents the assessment how the relationship with partners developed during the project (¶153).

H. Changes in design during implementation

There were seven subsequent project revisions. During revisions 1, 2, 3, 5 and 7 only the budgets within the overall umbrella amount were adapted. Revision 4 on 11 July 2012, aligned the project document to the 2012-2013 program of work. Revision 6 aligned the project document to the 2014-2015 program of work and increased the budget ceiling. The only change to activities, outputs and outcomes was the early termination of the component leading to output 2 (not continued since 2012 and activities merged with component 5). Also, in each revision the list of countries, where green economy advisory services are on-going, or have been completed, was updated.

I. Reconstructed Theory of Change of the project

59. The ToC that implicitly underlies the Green Economy Initiative is relatively simple and is laid out in the project document as an overall approach: to achieve transition into a Green Economy, convincing and evidence-based arguments need to be developed to show opportunities to enhance RE as an essential step towards a Green Economy. These arguments need to be brought to policy makers at different levels and capacity should be created to benefit from these opportunities. This should be done by producing a concerted set of integrated assessment and macro-economic analytical work, communications, knowledge management, demonstration and capacity building, involving interventions at the international and country levels.

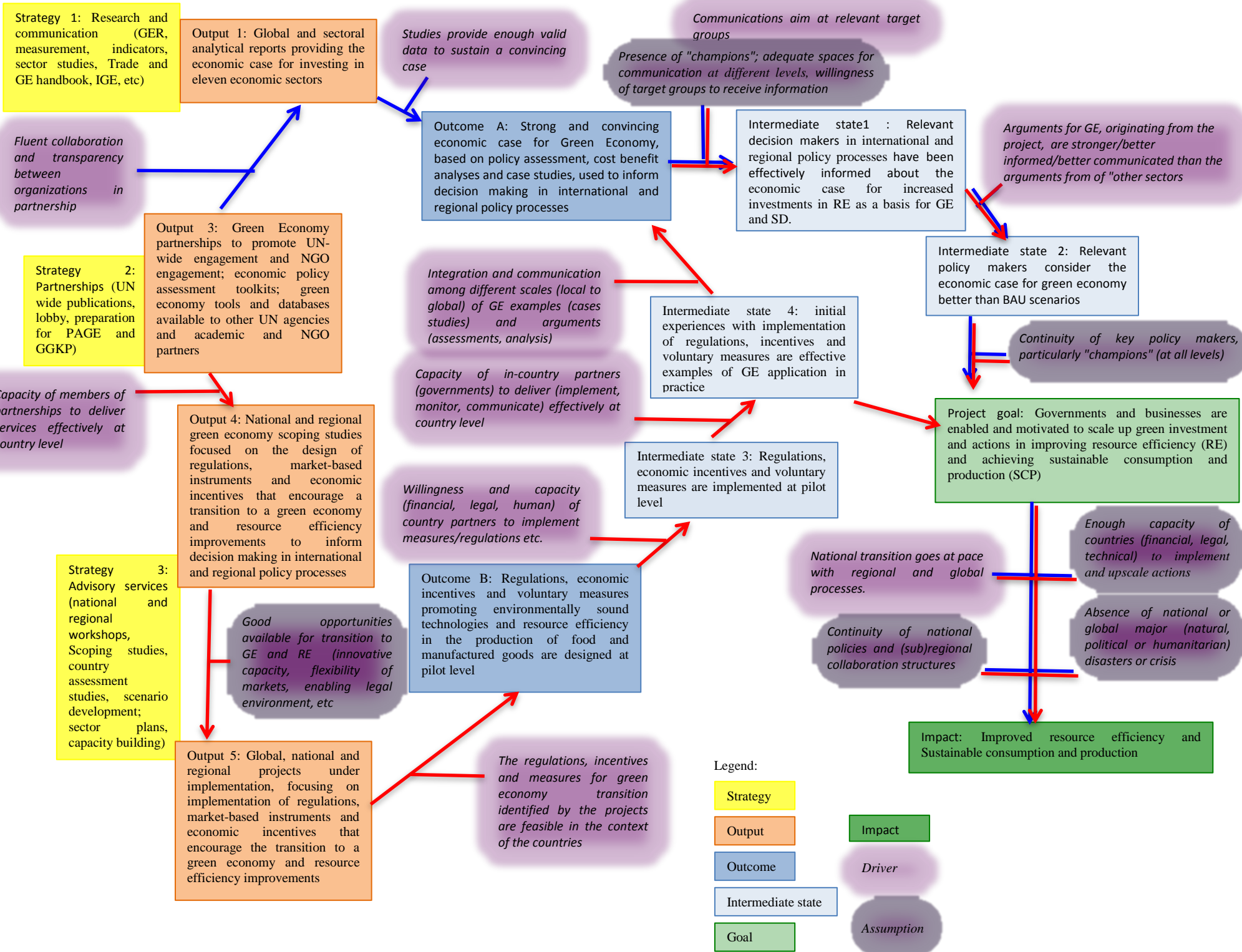
60. During inception, a simplified formulation of the ToC was developed. Due to restrictions related to the nature of the umbrella project (changing outcome definitions, lack of a clear objective and goal description), this reconstructed ToC does not use the

exact formulation of outcomes from the project document and its revisions. In this document, the two project outcomes from the original project document (outcome A and outcome B; PoW outputs, see Table 1) are in fact disaggregated into outcomes and intermediate states in the impact pathways of the reconstructed ToC.²⁵ The original outcome B is not adequately formulated because it not imply a change, according to UNEP (and OECD-DAC) criteria (¶98). Therefore, there are various intermediate states between Outcome B and the project goal and some of theme (intermediate state 3 or 4) would in fact be better outcome descriptions.

61. In the below scheme, the reconstructed ToC is presented graphically, including the three major strategies (research, partnerships and advisory services) and the examples of activities are (yellow boxes) producing the outputs as presented in the logframe (light brown). The transition from outputs to outcomes (blue) via intermediate states (light blue) boxes to the overall project goal and impact (green boxes) is depicted. Along this transition, drivers (significant, external factors that, if present, are expected to contribute to the realization of the intended impacts and can be influenced by the project) and assumptions (external factors beyond control of the project) are identified (purple boxes).

62. Two impact pathways are indicated through blue and red arrows. Impact pathway 1 (Promoting the economic case) focuses on the development and effective communication of a convincing case for Green Economy at global level. Impact pathway 2 (Guidance for Green Economy implementation) targets the design (at pilot level) of regulations, economic incentives, and voluntary measures promoting environmentally sound technologies and resource efficiency. This is achieved through advisory services to countries such as studies, capacity-building, and policy advice. Although not fully distinct, in general, it can be observed that Impact Pathway 1 includes most of global level activities (research and communication) while Impact Pathway 2 includes most of country and regional level activities (advisory services). For the fully reconstructed ToC, and a detailed description of all impact pathways, see inception report (Annex 11).

²⁵ "Integrated policy assessment, cost benefit analyses and case studies on the economic, environmental and social gains from applying policies for resource efficiency and sustainable consumption and production are developed and disseminated to global and regional economic and trade forums and national policy makers in rapidly industrializing, emerging economies and natural resource dependent countries" is mostly covered by the outcomes and intermediate states of impact pathway 1, while "Regulations, economic incentives and voluntary measures promoting environmentally sound technologies and resource efficiency in the production of food and manufactured goods are designed and implemented" is disaggregated in impact pathway 2. The outcome relating to the later PoW ("Cross sectoral scientific assessment, research and tools for sustainable consumption and production and green economy developed, shared and applied by policy makers, including urban practices in the context of sustainable development and poverty eradication") is a combination of the original two outcomes.



III. Evaluation Findings

63. In this chapter, the findings are presented based as much as possible on factual evidence (indicator values, quantitative data, references) and documented perceptions from stakeholders. Findings (especially based on perceptions) were cross-checked during different interviews and with available evidence. All findings are cross referenced with the evaluation questions identified during the inception report, for ease of reference separately presented in Annex 1.

A. Strategic Relevance

R1 The Green Economy Initiative was highly relevant to the global demand for an innovative narrative that shows the positive contributions of Green Economy to economic growth, social wellbeing, and environmental health.

R2. The GE Project provided a relevant set of advisory services that was flexibly applied to countries that demanded support to transition towards a Green Economy.

R3. During the whole of its implementation period, the Green Economy Project was fully in line with UNEP's program of work, most policies and strategies at institutional level and its mandate within the UN system²⁶.

64. The Green Economy Initiative possibly has been UNEP's most visible contribution to the global environmental debate during the past decade. Its launch in the aftermath of the global environmental crisis and the opportune development of the Global Green New Deal publication resulted in the GEI being included as one of the nine UN joint-crisis initiatives. The compelling case for the GE, presented in the Green Economy Report (GER; 2011), opened the eyes of many countries and international institutions, which prepared for the United Nations Conference on Sustainable Development in Rio de Janeiro in 2012 (Rio+20). The relevance of the GE Project, was evidenced by the broad acceptance of the Green Economy approach in Rio+20 including a prominent position in its final text, produced by the GER and socialized at Rio+20.

65. During the preparation running up to Rio+20, UNEP had already collaborated with several countries to explore a transition towards Green Economy and many countries demanded advisory services from them after the conference. The GE Project became UNEP's main response to the country demand, not only through the application of different tools developed by the Project; but, also, because the Partnership for Action on Green Economy (PAGE) was developed within its scope. Nowadays, more than 60 countries are implementing at least some elements of the Green Economy, and the GE Project has supported 50 of them (¶37).

66. The relevance of the project's response to country demand for advisory services was enhanced because the GE Project did not offer a fixed set of tools for countries, but instead, offered a tailor-made set of options among studies, assessments, capacity-building and knowledge management. Although this was presented through a top-down approach (¶81), it made it easier to adjust project activities at national level to country demand

67. The GEI aims at demonstrating that investing in green sectors has a better chance to bring about recovery and sustainable growth, increase competitiveness, save and create jobs, improve the quality and decency²⁷ of jobs, and reduce poverty, while tackling acute

²⁶ All three findings relate to evaluation question QR1

²⁷ <http://www.ilo.org/global/topics/decent-work/lang--en/index.htm>

environmental problems. The GE Project's overall goal²⁸ is to provide academic leadership and enable governments to achieve this aim. During the implementation of the GE Project, two global partnerships on Green Economy were developed: GGKP and PAGE. The combination of all three (GEI's aim, the project's overall goal, and GGKP/PAGE development) fully reflects UNEP's institutional mission which is to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations). The emphasis on academic leadership, development of innovative tools, and convening stakeholders around global debates on sustainable development is a clear reflection of UNEP's unique mandate in the UN system.

68. The outcomes of the GE Project corresponded to outputs of UNEP Programs of Work (PoW), and therefore, fully contributed to the Expected Accomplishments (EA) of the Resource Efficiency subprogram of UNEP's PoW. Along with the changing PoW (2010-2012, 2012-2013 and 2014-2015), the outcomes of the GE Project were adapted. This changing outcome formulation provided challenges for project design and monitoring (¶135). Nevertheless, it did ensure a perfect alignment of the project with UNEP's PoW. A limitation of the good match between project outcomes and PoW was that all the work of the project was planned to contribute to EA of the Resource Efficiency subprogram and its evident contributions to other subprograms (e.g. EA(b) and (c) of Climate Change, EA(c) of Ecosystem Management) was not highlighted or reported upon. The project had a weak inclusion of gender (¶89, 120) but was strong in south-south collaboration, evidenced by collaboration among different countries at regional level in the Caribbean and Africa, or between similar countries (small islands)²⁹. One line of sub-project financing (China Partnership) was fully focused on South-South collaboration.

69. The evaluated sub-projects were all very relevant to the GE Project because they produced outputs that directly contributed to the outputs of the overall project. In many cases (e.g. all ENRTP sub-projects) the outcome of the GE Project was used as the main outcome of the sub-project. This also ensured alignment with the UNEP PoW. Most sub-projects that were assessed during this evaluation produced products at country level and supported national level processes that contributed to Impact Pathway 2 of the reconstructed ToC. The sub-projects 'Multiple Pathways' and the 'Measuring Progress' (in part³⁰) contributed primarily to Impact Pathway 1. The sub-project evaluations showed that all activities were developed in consultation with the country governments to ensure relevance to the national demand.

R4. Because of its close link to developments in global debates and flexible funding model, the GE Project adapted swiftly and in an opportune manner to changes in the global economic, political and environmental context.

R5. Changes in the national political context, particularly caused by changes in government, provided challenges for the continuity of country-level processes.³¹

70. During the period under evaluation, the GE Project effectively changed its strategic emphasis and mode of operation from global research and communication with international academic and NGO partners to country advisory services and capacity-building with development partners. This was a direct response to changes in the context: the development

²⁸ Conduct integrated policy assessment and macro-economic analysis and develop action-oriented tools to motivate and enable governments and businesses to scale up green investment and actions in improving RE and achieving SCP)

²⁹ See evaluation reports of subprojects ACSDD-GE, GE Africa and GEJP

³⁰ The Measuring Progress sub-project produced information that contributed both at the national level process (impact pathway 2) as well as the global level (impact pathway 1)

³¹ Both findings relate to evaluation question QR2

of the Green Economy concept at global level as a result of the GER report and the Rio+20 summit lead to more country demand, and on-the-ground action after several years of global outreach and conceptual development. The response of the project was adequate and opportune. This change of emphasis was foreseen in the design of the project, reflected by the two impact pathways in the reconstructed ToC (¶ 60 and 61). In practice, during the first period of GE Project implementation; more emphasis was required on creating a convincing economic case at global level (Impact Pathway 1) and, after Rio+20, there was more demand and opportunities for pilot-level implementation (Impact Pathway 2). Meanwhile, none of the impact pathways was neglected: from the start there was attention to advisory services to countries and during the entire project implementation, the global level research and communication continued.

71. Also at the level of the two impact pathways, there was adequate adaptation to changes in the context. Especially the work at global level (Impact Pathway 1, Promoting the Economic Case) which shifted from 'developing and making the case for green economy' towards 'developing tools for measuring impact through analysis of indicators'. This was both a response to the wide acceptance of the Green Economy concept in 2012; and, a stronger demand for concrete impact and measurement tools in the onset of the development of the 2030 agenda for sustainable development. In addition, there was an increased level of awareness of the important role of financial institutions in the transformation towards green economy, which lead to more linkage to the Finance Initiative and the launch of the Inquiry as a new project in UNEP DTIE. Finally, UNEP recognized the need to mainstream social aspects in GE transition and developed its narrative of "inclusive Green Economy" (¶96,120). The response of the strategies underlying Impact Pathway 2 (Guidance for Green Economy implementation) to changes in the context at national level was harder to achieve: especially in countries that had a governmental change, difficulties arose in ensuring continuation of processes and adapting the on-going process or recently developed recommendations to a new policy setting (¶131).

72. The high overall level of adaptive capacity to changes in context was driven by several factors. The most important being the fact that the Green Economy Initiative promoted an innovative concept at the center of the international sustainable development debate. As a result, UNEP and the project partners were key players of this debate and easily anticipated changes. Another key factor was the funding model of the umbrella project: a combination of relatively unrestricted, albeit smaller funding sources, and a series of fully-fledged sub-projects with a significant budget. The fact that most funding for the strategies underlying the global studies and communication (mostly related to Impact Pathway 1) was received from relatively unrestricted funding (Environmental Fund and Norway Trust Fund) provided UNEP with a capacity to continuously adapt and innovate the core work on research and outreach. Larger, more restricted funding provided substantial resources to sub-projects that support processes in many different countries, (mostly related to Impact Pathway 2). The implementation of these sub-projects also had a certain level of flexibility: they were designed subsequently and donors were open to ensure complementarity of different projects to enhance impact (¶84). Therefore, every new sub-project could include lessons from others under implementation, be applied in the most opportune conditions, and in the countries with the largest demand. Nevertheless, because of its more planned design (more concrete outputs and milestones), the implementation of the fully-fledged sub-projects was less flexible than the activities supported by the more unrestricted funds.

*R6. The Green Economy Project and its subprojects were highly relevant to donor partners' interest and priorities.*³²

73. The GE Project was financed by a series of donor partners, particularly the EC, BMU, Netherlands, China and Norway. Sub-project evaluations focused particularly on the first four and found that UNEP's work on Green Economy was highly relevant to these donor partners. Interviews with project managers in these institutions revealed that in general, they initiated their collaboration with UNEP out of interest in the opportunities of Green Economy: *"Back in 2012, our agency was organizing an internal learning platform about Green Economy but when UNEP approached us, we saw an excellent opportunity to learn along with UNEP"*.

74. Collaboration with EC had an extra dimension because three of the four financed sub-projects (Measuring Progress, GE-TOP and ACSSD-GE) were included under the Strategic Cooperation Agreements (SCA) between UNEP and the Directorate-General for the Environment (DG-ENV) and the Directorate-General for International Cooperation and Development (DG-DEVCO) of the European Commission (EC), through the EU Thematic Program for Environment and Sustainable Management of Natural Resources including Energy (ENRTP). All three sub-projects were considered highly relevant to the general objectives of the SCA contributing directly to the expected outcomes³³. The GE Project and the three ENRTP sub-projects were considered instrumental to the implementation of the Rio 2012 outcomes, by promoting global environmental sustainability knowledge, tools and capacity-building (general objective of SCA with DG-ENV). They specifically contributed to expected results 3 and 4 of SCA with DG-ENV³⁴. The umbrella project and all sub-projects clearly focused on supporting developing countries to better integrate environmental sustainability into their pursuit of development goals (specific objective of SCA DG-DEVCO) and the ENRTP funded sub-projects specifically contributed to expected results 3 and 4 of SCA with DG-DEVCO³⁵.

The rating for the criterion 'strategic relevance' is 'highly satisfactory'.

B. Achievement of Outputs

A01: The five outputs defined for the Green Economy Project were fully achieved; three of them to a level more than originally planned.

*A02: The outputs of the evaluated sub-projects were generally well achieved, especially the amount of national level studies and events to consult and disseminate studies and plans. There have, however, been significant delays in their delivery.*³⁶

75. The project successfully achieved all five outputs; three of these (1, 3 and 4) exceeded expectations when compared to the indicators and milestones included in the results framework (Table 4). The achievement for Output 1 almost doubled the target value for the indicator: many more studies than originally planned, were produced to develop the case for Green Economy. Also the amount of studies at national level that supported the design of regulations, instruments and incentives (output 3) was done at a higher quantity, and in more

³² Findings relates to evaluation question QR3

³³ See evaluation reports of ENRTP financed sub-projects

³⁴ Strengthened capacities of developing countries for international environmental negotiations and improved access to information on progress in different international processes (result 3 of SCA with DG-ENV) and Enhanced global and regional environmental monitoring and assessment for policymaking (result 4)

³⁵ Improved capacities towards resource efficiency, green economy and sustainable consumption and production (result 3 of SCA with DG-DEVCO) Enhanced environmental mainstreaming into development policies, planning and decision making (result 4)

³⁶ Both findings relate to evaluation question QAO1

countries than originally planned. Beyond the four planned partnerships, several more activities and events were organized with international partners (output 4). In addition, output 5 was delivered in more countries than planned, although it remains unclear to what degree the implementation of GE experiences is actually taking place and what part can be attributed to the project (¶77). Output 2 was delivered during 2010 and 2011 and was meant to identify and analyze stimulus packages and investments done in the early years of the project, partly as a follow-up of the Global Green New Deal. The reporting of this output in PIMS was short without much detail, but the indicator and milestones seem to have been achieved. Also, the reports produced to sustain this indicator (see Table 4, third row) give a detailed overview of stimulus packages that can be considered "green" and UN programmes that can be considered "GE related" that altogether surpass the target value largely. Although the reference to Green Economy is clear, it is impossible to tell if these packages and programmes have been catalyzed by UNEP. Finally, the link between the indicator (amount of financing) and the output (analyses of national and regional green economy programs and policy guidance) is not clear. According to project revisions, this output was later included in component 5, nevertheless it is unclear how this was done operatively with no further reporting on the related outputs indicator.

Table 4. Overview of the level of achievement of indicators and milestones as reported by Project Management (PIMS, project revisions), and principal products or achievements reported by the Project team but validated by the evaluator.

Outputs	Achievement of indicators, milestones³⁷ and principal products
<p>1. Global and sectoral analytical reports providing the economic case for investing in eleven economic sectors used to inform decision making in international and regional policy processes.</p>	<p><i>Indicator value:</i> A total of 35 of government statements at regional and international economic and trade forums have been made, that indicate their commitment to using UNEP studies as a basis or tool for stimulating national green economy activities (target = 20)</p> <p><i>All milestones have been achieved in time:</i></p> <ul style="list-style-type: none"> • The Green Economy Report, including synthesis report and sector reports, was produced, published, and widely disseminated. • Three follow-up studies, and a series of policy briefs on key aspects of a green economy (trade, indicators and poverty) have been produced. • 10 events in the preparatory process of Rio+20 and at Rio+20 conference implemented and 9 issue briefs on green economy disseminated. • Guidelines for policy makers on measuring progress in a green economy, pilot tested in Uruguay, Ghana, Mozambique and Mauritius. • China completed an analysis for the application of the Environmental Goods and Services Sector framework (EGSS). This was shared in a technical workshop, in Geneva. • Options around fiscal reform were analyzed in Ghana, Mauritius and Kenya. An international workshop on fiscal policies (fossil fuel subsidy) was organized and held in Kenya. • Production of Trade and Green Economy handbook. Draft policy guidance on measuring frameworks developed and three country studies to assess trade opportunities produced in five countries: Vietnam (fisheries), Peru (biotrade), Ghana (renewable energy), Chile (food and wine) and South Africa (agriculture).

³⁷ According to the project reporting (PIMS, project revisions)

	<ul style="list-style-type: none"> • Report of multiple pathways to sustainability, aiming at providing information on the various sustainable development models applied in several countries around the world.
<p>2. Comparative analyses of national and regional green economy programs and policy guidance on technologies, source of financing and enabling conditions necessary to support these efforts; Global Green New Deal policy briefs analyzing the magnitude and use of green stimulus packages.</p>	<p><i>Indicator value:</i> A total of \$200 million of financing was invested through national and regional green economy programs catalyzed by UNEP (target = \$ 200M). The achievement of the target is based on the publications below³⁸; and focuses on fiscal stimulation packages after 2008 in both developed and developing countries, particularly China, Korea and USA.</p> <p>All <i>milestones</i> have been achieved as planned, before mid 2011, UNEP considered the output fully achieved and component 2 was not further continued, but combined with component 5.</p> <ul style="list-style-type: none"> • Comparative analysis of national and regional green economy programs were executed for Africa, East Asia and Central and Eastern Europe. • Two publications on the magnitude and use of green stimulus packages (chapter in IMG/EMG interagency report on 'Working towards a Balanced and Inclusive Green Economy A United Nations System-wide Perspective'³⁹, and a working paper on 'Driving a Green Economy Through Public Finance and Fiscal Policy Reform'⁴⁰). • Two policy briefs (following up on GER) were published and launched in 2011 on 'Forest in a Green Economy' (World Environment Day) and 'Why Green Economy matters to the Least Developed Countries' (4th Conference for Least Developed Countries). • A joint report with UN-DESA and UNCTAD on benefits, challenges, and risks of a green economy transition was presented in Rio+20.
<p>3. Green Economy partnerships to promote UN-wide engagement and NGO engagement; economic policy assessment toolkits; green economy tools and databases available to other UN agencies, academic, and NGO partners.</p>	<p><i>Indicator value:</i> Five Green Economy partnerships with governments, UN agencies, IGOs, NGOs, and academic institutions have been established at the international level with a specific set of jointly implemented activities (Target = 4).</p> <p>All <i>milestones</i> were achieved according to the original planning</p> <ul style="list-style-type: none"> • Five important partnerships have been established with other agencies, two of them are now stand-alone initiatives: <ul style="list-style-type: none"> ○ GGKP established by UNEP OECD, World Bank and GGGI ○ PAGE established with UNIDO, UNITAR, ILO, UNDP and UNEP. ○ Four UNEP UNITAR on-line training course on green economy implemented. ○ GIZ/UNEP/IMF cooperation on fiscal policies for green economy. ○ Stocktaking study of Green Economy Knowledge products in the UN system undertaken in partnership with member of the EMG. • Several minor partnership activities achieved (e.g. IMG/EMG), the Bretton Woods Institutions, and other intergovernmental bodies launched the first inter-agency report on the Green Economy in New York (December 2011); UNEP and ILO developed the 2nd edition of the green jobs report (May 2012), Strategy for outreach and communications of the GER and to detail the roll-out of the report

³⁹ <http://www.unep.org/pdf/GreenEconomy-Full.pdf>

⁴⁰ http://www.greengrowthknowledge.org/sites/default/files/downloads/resource/Driving_a_GE_through_public_finance_and_fiscal_policy_reform_UNEP.pdf

	<p>and the contributions to the Rio+20 Preparatory Process, Greening Africa Industrialization (with UNECA).</p> <ul style="list-style-type: none"> • Agreements with international partners to jointly implement activities at regional or national level can also be considered as (formal or ad-hoc) partnerships that contribute to this output. With examples of inter-institutional collaboration in particular sub-project with the Poverty and Environment Initiative (PEI), the University of West Indies and CARICOM, UNDP/SADC, etc, the indicator target value will be at least doubled.
<p>4. National and regional green economy scoping studies focused on the design of regulations, market-based instruments and economic incentives that encourage a transition to a green economy and resource efficiency improvements.</p>	<p><i>Indicator value:</i> Eight countries have adopted national plans or programs to support a transition to a green economy following policy advice and technical assistance provided by UNEP (target=8).</p> <p>All <i>milestones</i> were achieved according to planning; both scoping studies and sectoral studies have been completed. National workshops have been organized and held in more countries than originally targeted, and number of regional workshops was also more than planned.</p> <ul style="list-style-type: none"> • Eight countries with national plans or programs to support transition to green economy include Republic of Korea (national Green Growth Strategy), China (Adopted national development plan), South Africa (Adopted National Strategy for Sustainable Development and Action Plan), Senegal (Plan Emerging Senegal) Mozambique (Plan of Action for Green Economy), Kenya (Medium Term Plan), St Lucia (GE included in National Planning Framework), and Ecuador (Adopted National Development Plan for Good Living). In some cases, the contribution of the project to these programs was limited. • Others were developed before 2010 (Barbados adopted National Strategic Plan (2006-2025); Mauritius Ile Durable). Others after project finished (Jamaica inclusion of GE concept in vision 2030, Burkina Faso (2016-2020 development strategy), Ghana (National Planning Framework). • National scoping studies, Green Economy Assessments, sectoral studies, and Fiscal Policy studies to encourage a transition to a green economy have been conducted in 30 countries (including countries in Eastern Europe, attended by ROE, Mexico, and, China) supported by UNEP country representations. • Input to regional reports on green economy in Africa, East Asia, Europe, Latin America, and the Caribbean was provided to inform regional consultations in the preparatory process Rio+20 Conference. Regional comparative analysis "Development strategies of selected Latin American and Caribbean countries and the green economy approach " • Regional Green Economy intergovernmental events Africa (AMCEN, SADC) and Caribbean (CARICOM, UWI); regional technical workshops in Kenya, Senegal, Namibia, and South Africa.
<p>5. National and regional projects under implementation, focusing on implementation of regulations, market-based instruments and economic incentives that encourage the transition</p>	<p><i>Indicator value:</i> Four countries have adopted or started implementing green economy strategies or action plans (China, Kenya, Barbados, South Africa).</p> <p>All <i>milestones</i> were achieved according to planning; sector plans, GE action plans and capacity building events were implemented in more than the originally targeted number of countries. Number of countries where these actually have been implemented with help of UNEP is lower (see below); in most countries these are under study or in planning.</p>

<p>to a green economy and resource efficiency improvements.</p>	<ul style="list-style-type: none"> • Green Economy action plans or strategies were developed with project support in Burkina Faso, Ghana, Kenya, Mozambique, South Africa and Senegal; beyond project execution in China and Barbados. • Sector strategies development support in Haiti, Jamaica, Morocco (NAMA), Ruanda and Uruguay. • Capacity-building events on different aspects of Green Economy in Burkina Faso, Uruguay, Jamaica (Green Economy course at UWI), Ghana, Kenya. • Documentation of green economy initiatives at national level was published for 23 countries, before Rio+20. • An agreement has been signed with the University of the West Indies in Jamaica to support it as a regional Center of Excellence.
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76. The quality of the outputs of the GE Project was overall satisfactory. Particularly the research products of output 1 received much global visibility: together with the Global Green New Deal book, the GER is widely recognized as the publication that put Green Economy at the heart of global development discussions and was used to frame the concept towards Rio+20. More specific studies were developed after Rio+20: the GE handbook has been referred to by stakeholders in several countries as “useful to start the process”. Trade studies in five countries were generally well appreciated in providing insight on the opportunities and limitations of mainstreaming GE in international trade⁴¹. The development of indicators for measuring progress that was tested in four countries, was found to be very useful as an innovative academic tool, nevertheless, its application and use at national level is still being debated among stakeholders⁴². The analysis for the application of the EGSS framework was well-received by China to strengthen this framework and to share their progress with other countries⁴³.

77. The partnerships developed for output 3 are good examples of successfully developed multi-stakeholder initiatives: both GGKP and PAGE were developed relatively quickly (within 2 years) into stand-alone projects with their own budgets, clear mandate and complementary missions. This is fast, considering the generally assumed slow-decision making processes of the participating global institutions. The large quantity of studies developed at national level for outcome 4 was considered to have a mixed quality. National level stakeholders that were interviewed for this evaluation, who developed these studies or are supposed to be using them, generally approve the concept and academic quality of the content of scoping studies and GE assessments. However, they frequently mention low applicability of the reports for policy advice. Two reasons for this are given by various interviewees: (a) the process was driven by UNEP or its hired consultant and therefore not according to national capacity⁴⁴ and (b) lack of data at national level that made these studies insufficiently sustained by the actual situation⁴⁵. As a result, the action plans developed for several countries remain at the level of proposals or incomplete plans with low applicability. This influences output 5: although there are action plans and sector strategies for more countries than originally proposed, the level of implementation is mixed.

78. It is unclear how much of the national plans that show some degree of transition towards Green Economy (output 4) can actually be attributed to UNEP advice. While the development of the Ghana Planning Framework and the Kenya Medium Term Plan have been directly supported by UNEP and clearly build on capacity created by UNEP; the level to which

⁴¹ See sub-project evaluation GE TOP

⁴² See sub-project evaluation Measuring Progress

⁴³ See sub-project evaluation GIZ

⁴⁴ Mentioned to the evaluator by informants of five out of the seven countries where this question was asked

⁴⁵ See specifically sub-project evaluations ACSSD-GE, GE Africa and GEJP.

UNEP advice was included in national development plans of Ecuador and China is less clear. For instance, Ecuador requested UNEP's advice to comment on their new development plan, including the visions of GE and TEEB. UNEP developed an ad-hoc committee that revised and commented on this plan. The evaluator could confirm that only a part of these recommendations (approx. 30%) have been included in a new version of this development plan⁴⁶ and there has been no further follow-up. In addition, the GE linked development plans of South Africa and Barbados have been supported by UNEP -beyond the scope of the GE Project.

79. Overall, the sub-projects achieved their planned outputs successfully. Most sub-projects included advisory services to countries. Among all sub-projects that were directly assessed for this evaluation, all outputs focused on studies and events for consultation, dissemination or capacity building. The sub-project delivered all planned studies at country level and they were generally well-consulted and disseminated at country level. The products were delivered with much delay, causing most sub-projects to receive time extensions. Late delivery was due to long consultation processes, government changes, or administrative challenges (¶83).

A03: The innovative character and high relevance of the concept of Green Economy, effective mobilization of funds for the umbrella project and the overall efficient project delivery were the main reasons behind the success of the project in producing its different outputs.⁴⁷

80. The GE Project helped to place the concept of GE at the heart of the global development debate. Subsequently, the project adequately tapped into the potential that was provided by UNEP being the global intellectual leader of this innovative concept. This attracted interest of other international organizations and governments to engage with UNEP to learn more about the concept. Thus, partnerships were developed relatively easily but also, new funds were mobilized. Thanks to these new funds, UNEP could undertake more activities, develop more studies and provide advisory services to more countries than originally planned. This enabling environment for the project, partly created by the project itself, was effectively backed by a flexible project management that could ensure a continued global academic leadership (managed from the core ETB team), and deliver increased advisory services through a wider team of partly out-posted staff and consultants.

81. The fast growth of the project's overall scope and increased number of countries where advisory services were provided, might also have been the reason why several studies were considered too "UNEP driven", promoted top-down without enough time for in-country consultation or validation. Both the consultants who facilitated the application of Green Economy analysis models as well as national government officers that collaborated with their application, stated that the time for this activity was too short to allow for full country buy-in. To cite one of these government officials: "*before we could actually feel comfortable with the model and validate it, the consultant had to be already in another country*". A UNEP officer in the region said: "*Green Economy consultants worked in so many different countries, it seemed they came in by parachute, did their thing and flew out again to another country*".

82. The individual sub-project evaluations confirmed that most studies were done following the standards and methodologies proposed by UNEP, but national institutions did much of the execution supported by international organizations or UNEP staff. Consultation and dissemination focused mostly on national level government partners in different relevant sectors, although sub-national governments and, to a lesser degree, civil society organizations

⁴⁶ <http://documentos.senplades.gob.ec/Plan%20Nacional%20Buen%20Vivir%202013-2017.pdf>

⁴⁷ Findings relate to evaluation question QAO2

and private sector was also involved (¶92, 118, 148). UNEP project managers in charge of the sub-projects who self-assessed the sub-projects, considered that the direct collaboration of national agencies in the execution of the studies, and the sub-projects' response to national government demand, were the two main factors for the successful achievement of outputs.

83. All sub-projects suffered from slow delivery and had to request no-cost extensions (¶79). Government officials interviewed during this evaluation considered that one of the main reasons for a slower-than-planned delivery of sub-project outputs (studies, assessments) was the long process required for inter-sectorial and sub-national consultation⁴⁸. This certainly improved country ownership and overall quality of the products (¶157) but, slowed the process in certain cases up to a year. Governmental changes that required halting ongoing processes and setting up new contacts at governmental level to resume actions was another important reason which contributed to the slow product delivery⁴⁹ (¶131). Finally, the fact that the overall GEI developed fast (¶81) and that many activities were going on all over the world stressed the capacity of the relatively small project staff and contributed to slow sub-project delivery. Sub-project managers mentioned the factor of consultant selection as a key factor for success or failure of projects: careful consultant selection takes time, but can enhance efficiency and effectiveness highly⁵⁰

84. Effective complementariness of different sub-projects was a positive factor to achieve outputs. The flexibility of UNEP management and the willingness of donors to jointly plan activities of different sub-projects in the same country and even fully merge funds for activities, helped to have more financial and human capacity available and achieve a much larger than originally planned amount of products. The sub-projects GE Africa, GEJP, GIZ and GE-TOP had complementary or fully merged activities and products in specific countries, particularly in Africa.

A04: International and national level stakeholders were appropriately involved in producing the programmed outputs. In general, consultation of outputs was done at national and subnational level, although time and capacities did not always allow for including different visions and expectations.

A05: Overall, the strategy of involving agencies with more country presence in (sub) project activities at country level was not fully effective but nevertheless, it expanded the capacity of the project to support different countries.

A06: Country selection for advisory services was done on an opportunity basis rather than based on strategic considerations. This was adequate to ensure output delivery, but resulted in important gaps in certain regions.⁵¹

85. UNEP managed to include practically all relevant institutions and key individuals in the area of Green Economy with different activities of the project. Thanks to the adoption of the GEI as a UN Joint Crisis Initiative, all relevant UN organizations were already involved when the project started. This has been continued effectively with active working relationships for the implementation of the GE Project, PAGE and GGKP with ILO, UNIDO, UNDESA, UNDP, World Bank, IMF, UNITAR, and ESCAP. Maybe the two agencies that should have been involved closer are UNCTAD and UNESCO. In addition, all regional Economic Commissions have been involved (especially, but not limited to UNECE, UNECA, ESCAP). The transparent

⁴⁸ For instance, the Green Economy Strategy and Implementation Plan was consulted with all 47 counties; a process that took almost a year.

⁴⁹ Governmental changes in later stages of the project and that implied drastic (temporal) slowing down of processes and late delivery of products took place, among others, in Mauritius, Mozambique, Burkina Faso and Jamaica.

⁵⁰ See evaluation report on sub-projects multiple pathways, GE-TOP and measuring progress

⁵¹ All findings relate to evaluation question QAO3

and highly participatory production of GER provided space for collaboration (direct and indirect, as authors or reviewers) for over 1000 individuals from the academy and international agencies. In preparation for Rio+20, governments were informed about GE and regional meetings were organized to develop joint positions on Green Economy. Through the development of the GEC, relevant civil society agencies (environment, development, business and labor groups) started working alongside UNEP and other UN agencies. Among these different groups and processes, all major agencies working on green economy or similar concepts (green growth) are involved somehow with the GE Project. Interviewed representatives from these agencies highlight the open manner through which the Green Economy Initiative is managed by UNEP: *"They ensure to be the academic leader but to not claim ownership of the Green Economy concept". "Although UNEP clearly promotes the concept of Green Economy, they are open to discuss, analyze and adopt elements of any other development pathway, economic model or approach that lead to sustainable consumption and production and resource efficiency"*. This open approach of UNEP has led to fluent collaboration with, and adoption of the concept by, other agencies such as UNDP, World Bank, GGGI and OECD, which initially had other economic concepts (similar, but different on details). Furthermore, the openness towards alternative pathways resulted in a sub-project in which Green Economy was analyzed along other pathways (in Bolivia, China, Thailand and South Africa), and a workshop was organized to compare and share the best of all concepts.⁵²

86. UNEP selected an adequate group of agencies to implement the project at national level. Recognizing their lack of country presence, UNEP associated with agencies like UNDP (partly through their joint Poverty and Environment Initiative, PEI), ILO and GIZ to jointly implement activities of certain sub-project. Moreover, the fundamental idea beyond the SCA's of EC and UNEP is to combine the country presence of the EC with the thematic knowledge of UNEP. This joint implementation worked better in certain cases than in others, particularly related to administrative reasons. For instance, in Mozambique a joint UNDP/UNEP staff member, based in Maputo, provided continuous support and in Burkina Faso and Rwanda the Green Economy activities were implemented fully together with PEI. In other cases, it was less effective: some of the interviewed EC delegations were not at all involved with (sub)project activities in their country, and during several years, there was a challenge of providing adequate support to Ghana because of poor staff coordination between UNDP and UNEP. Overall the strategy of involving agencies with more country presence was not fully effective, but it certainly contributed to the project's capacity to include more countries.

87. The selection of countries to be involved with the project was done on an opportunistic basis: different project activities were executed in countries that expressed interest, countries where UNEP had some degree of presence or ongoing work, and countries for which donors had expressed particular interest. This approach is justified based on the potential to effectively produce outputs. However, it also included the risk of excluding important regions of the world. An initial exercise was done by UNEP in order to prioritize countries for actions in the Resource Efficiency sub-programme, based on criteria to select a combination of rapidly industrialized and least developed countries (partly presented in the Project Document). In practice, this selection was only partly applied: although all the prioritized countries in Africa were effectively included by the GE Project, two countries where the program had most activities (Ghana and Mauritius) were not included in the first and second tier priority countries. Several countries that were highly prioritized in Asia (Pakistan, Malaysia, Philippines, Cambodia) and Latin America (Brazil and Argentina) were hardly included. A positive exception to the trend of opportunistic country selection is the GIZ sub-project,

⁵² See evaluation of sub-project Multiple Pathways

where country selection was done in a joint exercise between GIZ and UNEP which increased country ownership and follow up activities. In the end, the GE Project focused strongly on Sub-Saharan Africa, with moderate activity in a series of countries in Latin America and the Caribbean, Eastern Europe, and Central Asia. South East Asia, a globally important region in terms of population, economic transition and environmental vulnerability, has been poorly served by the project.

The rating for the criterion 'achievement of outputs' is satisfactory'.

C. Effectiveness: attainment of objectives and planned results

E1: The project established a strong and convincing economic case for Green Economy through well-elaborated studies (outcome A of ToC; project objective 1). This case has been developed more strongly at a macro-economic level than at micro-economic level and thus convenes international agencies and governments better than private sector and individual consumers⁵³.

E2: UNEP effectively informed decision-makers of national governments about the economic case through effective communication, outreach and lobby (intermediate state 1 of ToC). In spite of the high interest of decision makers and positive plans in several countries, it is early to confirm if States consider the Green Economy narrative better than business as usual scenarios⁵⁴.

E3: By a continuously evolving focus of the Green Economy Initiative, UNEP has maintained genuine leadership and assembled important international organizations in global partnerships.⁵⁵

88. Through the umbrella project under evaluation, UNEP managed to develop a convincing economic case for Green Economy. UNEP used the GER as a base document to change the paradigm of the international development discussions by showing that, in many sectors, investments in low carbon, resource-efficient development paths could catalyze economic activity of at least a comparable size to business as usual (BAU). It presented many opportunities to deliver material wealth, which are not at the expense of growing environmental risks, ecological scarcities, and social disparities⁵⁶. The positive impact of the GER, and the effective communication and lobbying by UNEP to bring its message to the international debate was evidenced by the high visibility of Green Economy during Rio+20 (many events and media attention for the concept) resulting in important uptake (prominent inclusion in final document). This visibility and high level of acceptance did not stop there: after 2012, in several international platforms at regional level, the Green Economy was accepted as a key concept in the area of sustainable development, for instance in Africa^{57 58 59}, Caribbean^{60 61}, and the Pan-European states⁶²

⁵³ Finding relates to evaluation question QE1.

⁵⁴ Finding relates to evaluation question QE2.

⁵⁵ Finding relates to evaluation question QE2 and QEf1.

⁵⁶ GER synthesis report

⁵⁷ In 2014, the 5th Special session of AMCEN supported endorsement of the African Green Economy Partnership (AGEP) as one of five regional flagship programmes.

⁵⁸ <http://web.unep.org/regions/roa/amcen/6specialsession/home>

⁵⁹ <http://www.uneca.org/stories/eca-launches-2016-economic-report-africa-emphasis-green-inclusive-industrialization>

⁶⁰ http://archive.caricom.org/jsp/pressreleases/press_releases_2012/nf03_12.jsp

⁶¹ http://www.caribank.org/uploads/2014/05/Booklet_A-New-Paradigm-for-Caribbean-Development-Transitioning-to-a-Green-Economy.pdf

⁶² <http://www.unep.org/Documents.Multilingual/Default.asp?DocumentID=27076&ArticleID=36216&l=en>

89. The interviewed contributors to the GER were satisfied with the innovative character of the report and its usefulness for influencing global and national decision-makers. They also highlighted its shortcomings, particularly about the detail of quantitative economic analysis of the sector chapters. While all chapters showed the environmental case (negative impact of BAU scenario), several chapters lacked comprehensive data to sustain the economic case (profitability of investments in green alternative scenarios). For instance, the forest, water and industry chapters have poorly sustained general investment vs. return data among their principal messages. This was partly compensated for by the integration chapter that did a more in-depth quantitative economic analysis, including the total investments needed for GE transition. However, the economic analysis was done using one single model (Threshold 21⁶³), not allowing for comparative or sensitivity analysis of the scenario results. In line with the GE Project title, GER had a strong macroeconomic focus and microeconomic aspects like consumer or individual business behavior, and received considerably less attention. Therefore, the effects on labor markets and eventual impact on poverty was included in most chapters, positive or negative impacts of the GE on other social aspects (health, gender equity, indigenous peoples, etc.) were underexposed.

90. The GER and especially the effective outreach of the main messages by UNEP before and during Rio+20, triggered the interest of many governments as well as international-level organizations, both within the UN system and NGO's. Developed countries like Germany and the Republic of Korea collaborated with UNEP well before Rio+20, to jointly learn about the Green Economy and further develop its concept. China proposed a decision at the 2012 UNEP governing council to implement green economy in the context of sustainable development and poverty eradication, taking into account the multiple approaches, visions, models and tools developed by different countries. Collaboration with China and South Korea resulted in early experiences of policy development in these countries but also in partnerships to prepare other countries for Rio+20 and follow-up at country level. China and Korea received UNEP support to explore opportunities for GE in their countries but also pledged funds to UNEP as part of the GE Project (GGKP start-up, Multiple Pathways, South-South Cooperation) to build capacity, partnership, and knowledge in other countries.

91. Developing countries like Barbados and Mongolia can be considered early movers in the issue of Green Economy: partly thanks to chairing international environmental platforms (at Rio+20 and UNEA) they showed a strong commitment before and after Rio+20. Therefore, Barbados was generally considered the first GEI developing country partner and Mongolia was the first PAGE country. The interest of many other countries was sparked due to the large focus on the Green Economy at Rio+20, and the avalanche of requests to UNEP for support⁶⁴ to explore Green Economy opportunities in developing countries, which showed that the case presented by UNEP was convincing. Interviewed government representatives from nearly all the countries confirmed their interest in Green Economy was raised during the Rio +20. Countries who did not attribute the change in their thinking to Rio+20 were Barbados (who felt they were already convinced before), Peru (who considers the UNFCCC CoP in Lima was their largest motivation to engage in Green Economy), Uruguay (who admitted they had a critical position during Rio+20 but nevertheless understood and were open to explore the opportunities) and China (who already developed their process of Eco-Civilization but later found Green Economy had many aspects to share).

⁶³ Developed by the Millennium Institute. This institute applied the model in the integrating chapter of the GER and later to all countries where GE Assessment was done.

⁶⁴ See evaluation report of sub-project "GEJP"

92. An important focus of the work the GE Project executed at national level focused on Green Economy Scoping Studies and Assessment reports. Generally speaking, the Scoping Studies explored the opportunities at macro-economic level and proposed policy options in particular sectors. Assessment Reports had a stronger quantitative focus, estimating economic, environmental and social impacts of different macro-economic or sectorial development scenarios. The quality of these reports varied. Many studies showed clear examples of profitable investments (in terms of economy and environment⁶⁵) and can be considered valuable attempts to bring the convincing case for Green Economy to national contexts. However, international experts that were consulted for this evaluation, as well as the involved institutions and governmental agencies, agreed that most studies had limitations. General observations are the low data availability and the slow and incomplete process to obtain inputs from various stakeholders (productive sectors, sub-national level, private sector). Hence, the information of the reports is not immediately applicable to the development of policies or strategies. Clear examples of this are Jamaica, where the country partners considered that data availability is too poor to advance to an Assessment Report and only a scoping study was done, and Mauritius, that felt that the assessment was too ambitious and stepped back to do more scoping first⁶⁶.

93. The sub-projects that supported country-level work have supported the scoping studies and their evaluation reports (Annex 2-8) include examples of how these supported the case for Green Economy. Some concrete examples from the GEJP sub-project include:

- In Indonesia, the integrated assessment yielded results that paved the way for several policy initiatives to help Indonesia transition toward a “Green Economy”. For example, the UNEP-UNDP collaboration helped develop two decision support tools under the Low Emissions Capacity Building (LECB) project. The first was an integrated national and provincial green economy model, implemented in three provinces: Jakarta, Central Kalimantan, and Papua. The second was the implementation of capacity building activities in the area of systemic macroeconomic modeling.
- In Mozambique, the GEJP conducted a Green Economy Assessment report, which has helped promote the green economy action plan in a more pedagogical manner to stakeholders of five sectors in Mozambique. For example, the simulation of green economy policies with a system dynamics model identified an urgent need to invest in reversing trends of overfishing to preserve Mozambique’s fish stocks, and avoid a fishery collapse from damaging the quality of life for many citizens who are reliant on fishing for sustenance, and a disruption of the economy. With regards to water contamination, projections show that the total annual amount of water being contaminated from mineral toxic waste would be 40% lower under the green economy scenario in 2035 than the business-as-usual scenario, reducing water bills for households around mining areas by 30%. Waste reuse programs could also reduce costs to mining companies by 3 %.
- In Ghana, the Green Economy Assessment report identified that in the agricultural sector, investments in an expansion of irrigated areas are expected to result in yield increases of 20% by 2030. In forestry, deforestation is expected to continue in all scenarios; however, reforestation efforts under GE scenarios will result in 11% more remaining forest than the BAU scenario. The report expects that with investments of around 1.5% of GDP per annum, green sectoral policy targets will be met, including

⁶⁵ See concrete examples in evaluation reports of the sub-projects GE-Africa, GEJP and ACSSD-GE

⁶⁶ See evaluation report of sub-projects ACSSD-GE and GE Africa

higher levels of household income, life expectancy, and HDI progress while lowering poverty rates.

94. Initially, the concept of Green Economy received criticism from several countries, especially socialist governed countries in Latin America and Asia. These were not convinced by the economic case but expressed concerns that the Green Economy was based on a marketization of the environment and did not pay enough attention to social equity and human rights. Rather than convincing these governments of their case, UNEP included several of them in a sub-project specifically focusing on the analysis of the different pathways to sustainable development (financed by China to implement decision GC27/8). This sub-project showed that the different pathways had commonalities and differences, which can potentially be mutually supportive⁶⁷. And although its results have not yet been picked up in changes to the strategies of these countries or the adoption of UNEP's approach, the sub-project was successful in providing countries with information about different pathways, evidencing that different pathways are compatible with GE.

95. Major international development organizations that already worked on sustainable development concepts combining economy with social and environmental analysis (WB, GGGI, OECD and UNDP) were convinced around the Rio+20 conference and stated that Green Economy is fully complementary to their approach resulting in the first steps towards GGKP and PAGE. In addition, environmental organizations like WWF and IUCN also actively engaged with Green Economy activities. The GEC played an important role in the development of these relationships (¶154).

96. During the implementation of the GE Project, UNEP's approach evolved according to a changing context and general development of the Green Economy concept itself (¶ 70 and 71). At a global level; its increased concentration on measuring progress through development of indicators, and its increased concentration on financial institutions (FI, Inquiry and Fiscal Policy studies) has strengthened UNEP's position as lead agency in the theme of Green Economy and led to an increased interest and collaboration with other institutions working at a global level. After the analysis of the GE presented in the Green Economy 2.0 report and building upon the lessons learned dealing with countries that promote other pathways to sustainable development, UNEP recognized the need to mainstream social aspects in GE transition and developed its narrative of "inclusive Green Economy" (¶120).

97. Overall, the GE Project focused more on macro-economic and less on micro-economic aspects (¶89). This might be a reason why the case is less convincing to the wider audience and individual businesses, because there are far less concrete examples and quantitative scenarios for individual actions than there are for collective ones. In spite of the high interest of decision-makers in Green Economy, it is too early to state that States consider the Green Economy better than BAU scenarios. In part, this is due to the lack of data and the difficulty to engage in a wide consultation of the economic case at a national level (¶92). Hence, the case might still not be so convincing to all sectors. In addition, because of its mandate, UNEP's governmental partner in each country, is the Ministry of Environment. In most cases, this ministry has limited convening power, and even less decision power over national economy (¶147). Nonetheless, the GE Project created many good examples of stimulating coordination with other sectors, leading in a few cases to actual Green Economy implementation in practice (¶100). This might indicate that decision-makers of sectors other than environment are still not convinced that the GE is better than BAU.

⁶⁷ See evaluation report of sub-project "Multiple Pathways"

E4: In most countries that received support from the GE Project, regulations, economic incentives and voluntary measures to promote resource efficiency in different sectors have been developed and promoted (outcome B of ToC), thanks to UNEP's guidance and recommendations (project objective 2). However, the outcome is not adequately formulated because it does not imply a change (in attitude, behavior or action) ⁶⁸

E5: In a few cases, government agencies that showed strong commitment and sufficient capacities have successfully implemented these options (intermediate state 3 of ToC). Even where regulations, incentives and voluntary measures are implemented, these are scattered and disconnected and can only be considered early examples of GE application in practice (intermediate state 4 of ToC). ⁶⁹

98. As a result of the guidance and recommendations by UNEP through the GE Project and its sub-projects, in most of the supported countries options were identified to promote resource efficiency through regulations, incentives and voluntary measures. These options were typically identified in the scoping studies. GE assessments and indicator studies supported these options with economic and environmental effect scenarios. The evaluation thus observed that the stated project outcome (Regulations, economic incentives and voluntary measures promoting environmentally sound technologies and resource efficiency in the production of food and manufactured goods are designed at pilot level) has been mostly achieved, but that the outcome does not really imply a change (in behavior, attitude or action), according to OECD-DAC (and UNEP) criteria and therefore, relatively easy to achieve.

99. In general, the developed options mostly focused on regulations (legislation, control) in specific sectors⁷⁰ to limit resource inefficient measures and incentives⁷¹ in the same sectors and others⁷² with the aim of promoting resource efficiency. The options for voluntary measures were less prominently identified at country level. Consulted stakeholders of the different studies- both direct contributors and government representatives- generally considered these options with qualifications such as "*potentially feasible*", "*interesting, but to be developed further*" or "*great ideas, but who will pay for this*". This indicates that the innovative value was high, but that the feasibility of implementation is still in doubt. The insufficient availability of data of many studies to sustain the developed options was the leading cause for this doubt. (see also ¶92).

100. Several positive exceptions exist when regulations and incentives were implemented at pilot scale⁷³:

- In Senegal, investments in sustainable agriculture are being directed towards irrigation networks. The resulting organic agriculture systems employ techniques and land treatments that prevent desertification and salt intrusion.
- In Mauritius, the *Maurice Île Durable* strategy included a number of initiatives such as grants provided to some 40,000 families to install solar water heaters, and reduction of perverse subsidies to fossil fuels.
- In Rwanda, local communities have been increasing production of high-quality products made from materials sustainably harvested from wetlands.

⁶⁸ Finding relates to evaluation question QE3.

⁶⁹ Finding relates to evaluation question QE4 and QE5.

⁷⁰ Transport, forestry, manufacturing, building

⁷¹ Subsidies, certification, capacity building

⁷² Energy, water, agriculture

⁷³ See evaluations of subprojects GE Africa and GE-TOP

- In Ghana, a proposed tax on timber products aims to reduce deforestation, with the revenues to be used to support reforestation and afforestation activities. A feed-in tariff introduced in August 2013 encourages investments in renewable energy by guaranteeing the sale of electricity generated from renewable sources.
- The Trade sub-project supported countries to include standards to promote incentives in basic sectors for international trade: the Viet Nam Green Growth Strategy (which included the aquaculture standards promoted by this subproject); the improved biotrade plan in Peru (directly supported by the sub-project) and the Chilean Sustainable Agriculture Protocol (referencing the subproject's organic agriculture standards).

101. The above-mentioned cases were best-developed options from the scoping studies, or GE assessments where government agencies showed a clear commitment alongside devoted staff to pursue application of options. According to the sub-project evaluations: the limited number of implemented options is not only caused by incomplete development of these options, but also by low commitment of government agencies, lack of sectorial coordination, and (technical, human and financial) capacity for implementation. During the evaluation, UNEP project staff mentioned that the implementation of options is beyond their control. The evaluator considers this partly true: the final implementation of regulations and incentives is indeed the responsibility of governmental agencies. However, the sub-projects should have the capacity to directly influence the feasibility of the different options through robust analysis, well-developed recommendations, and effective communication (capacity- building). They should also be designed with implementation in mind, inserting as many support measures as possible to facilitate the process.

102. The experiences that were successfully implemented mostly responded to individual processes, which were not guided by clear investment and cost-benefit analysis. Several were earlier, repackaged experiences of good practices in resource-efficiency or SCP; positive but not considered fully developed, integral GE experiences.

E6. Although there are few effective examples of application of GE in practice (intermediate state 4 of ToC), several countries do have advanced initiatives, such as GE action plans, implementation plans, or inclusion of GE in development policies. This reflects that countries are motivated and committed to promote transition to the Green Economy, although there are not yet enough successful examples to be scaled up (Project goal in ToC).⁷⁴

E7: The Green Economy Initiative has been effective in driving change in several countries, particularly in attitude rather than in action.⁷⁵

103. The GE project achieved significant outcomes at country level at policy level and through plans, rather than regulations and incentives (¶98,100). Sixteen of the supported countries have included aspects of GE at policy, including GE action plans, sector plans, or GE included in national development plans with support of the project (¶75.4, 75.5)⁷⁶. Some of these plans are already approved but most of them are in late stages of development waiting for formal adoption or application: Kenya's GESIP will be presented soon and is expected to be a framework for national and sub-national planning. The same is true in Ghana: although real application of GE experiences is still limited to the energy sector, the GE action plan has been widely promoted among different sectors and formally approved for the national development-planning framework. Although in Mauritius and Burkina Faso, changes in the

⁷⁴ Finding relates to evaluation question QE6 and QE7.

⁷⁵ Finding relates to evaluation question QE8

⁷⁶ More detail in evaluations of sub-project GEJP, GE-Africa, ACSSD-GE, GIZ).

government meant serious drawbacks for the process of developing GE plans, the debate survived government changes and is back on track now. Jamaica did not have a formal GE policy or plan; nonetheless, its national planning institute is implementing a study to include GE principles in the long-term planning (vision 2030). In addition, countries that were not directly supported by the GE Project (Barbados, Mongolia) have made serious steps towards the application of GE at policy level. Eight countries are now partners of PAGE, for which formal commitment letters of different national authorities are required. This shows that many of the countries involved in the GEI are motivated and committed to scale-up green investment and developing policies to do so, although they are still not fully enabled by installed capacity.

104. The country commitment was confirmed by interviews with government representatives: all respondents (from different sectors) were convinced about the potential for Green Economy, while admitting that concrete examples are still limited, detailed cost-benefit analysis are lacking and more capacity building is required (¶116). The fact that countries are committed to the GEI and motivated to scale-up without having enough practical basis, information and capacity indicates that Impact Pathway 1 (by which governments would be motivated by general studies and good communication) has been more successful than Impact Pathway 2 (by which governments would be motivated by country support and application of GE experiences in practice).

105. The increased level of commitment and generation of plans at policy level reflects changes in general attitude towards RE and SCP. In the aftermath of Copenhagen and preparing for Rio+20, there was a need for a positive narrative in the development debate (¶22) and the GE approach filled that demand at national level. Many countries participating at Rio+20 and receiving support of the GE Project around the summit and afterwards, changed their own development discourse as well, and promoted GE within their countries including GE elements in inter-sectorial conversations with early examples in national plans (examples: Mauritius, Jamaica, Kenya). Another change happened in countries that originally expressed their worry about the GE concept (China, Ecuador, Bolivia, and also Uruguay), decided to participate in the initiative, which, in some cases ended up requesting for support (Ecuador and Uruguay). Although it is possibly too early to expect that this has already triggered changes at the level of action, additional concrete examples of a changing attitude are:

- Two countries (China, Korea) developed from beneficiaries of the GEI to donors: three UNEP sub projects are financed by these countries.
- Inclusion of GE elements in national development planning (Jamaica, Ecuador, China),
- Increased demand for advisory services from three (at project start) to more than ten (after two years) countries in the Caribbean⁷⁷,
- Saint Lucia's demand to include GE elements in national social policy in spite of being channeled through the environment sector ⁷⁸,
- The existing National BioTrade Strategy and Action Plan in Peru was improved with GE elements⁷⁹
- The new government in Mauritius dismantled the institution that supported early GE engagement, but, nonetheless, later they considered GE principles strong enough to

⁷⁷ See evaluation report of ACSSD-GE sub-project

⁷⁸ Ibid.

⁷⁹ See evaluation report of GE-TOP sub-project

re-consider them in current development planning. Something similar (renewed interest by new governments that initially were critical) happened in Burkina Faso⁸⁰.

The rating for the criterion 'effectiveness' is 'satisfactory'.

D. Likelihood of impact

I1: Thanks to an increased general awareness at global level and some examples of improved practice and commitment of many governments, in 3-5 years, the project impact (increased resource efficiency and sustainable consumption) can be achieved to a certain degree in several countries. UNEP's contribution to this achievement has been the change in the global and national development discourse based on adequate information and communication, the initiation of the transformation process in many countries and the installation of capacities among governmental agencies.⁸¹

I2: The likelihood of achieving the project impact is only moderate, because there are still many barriers for the transition to GE and risks, which may affect the likelihood of maintaining the achieved results.⁸²

106. After Rio+20, the world is experiencing a more positive sustainable development momentum than in the years before. Although the world's population environmental footprint remains far beyond the globe's carrying capacity, there are positive signs towards increased RE and SCP and global environmental challenges are better included in general public awareness. As a direct follow-up of Rio+20, the 2030 Development Agenda⁸³ was developed and its SDG's were accepted in 2014 after the (partially successful) completion of the MDGs. In general, SDGs have much more prominent inclusion of environmental indicators than the MDGs had. The more positive momentum on sustainable development and increased environmental commitment gravitated at CoP 21 of UNFCCC (2015), which produced the Paris agreement to reduce GHG emissions (signed in 2016 by 174 countries including all major economies). In developed and developing countries alike, there are many examples of positive developments towards increased RE and SCP such as the interest and investment in renewable energy⁸⁴, increase of production of electric cars⁸⁵, producer-consumer roundtables about major agricultural commodities (soy, palmoil, beef), and more generalized interest in food diversity and quality, as evidenced by double-digit annual increase of the organic food market⁸⁶; fast growing special coffee and cocoa brands and 'hypes' around 'super foods' such as Quinoa, Kale and Chia⁸⁷.

107. Many agencies at international and national level have contributed to better general awareness and a positive attitude towards RE and SCP. Being a global trend with many regional and national diversifications, it is difficult, if not impossible, to attribute certain changes towards better RE and SCP to any particular organization or project. Nonetheless, interviews during this evaluation with representatives from other organizations revealed a

⁸⁰ See evaluation report of GE Africa and GEJP sub-projects

⁸¹ Finding related to evaluation question QE1.

⁸² Finding related to evaluation questions QE1 and QE2

⁸³ *Transforming our world: the 2030 Agenda for Sustainable Development.*

⁸⁴ e.g. <http://www.theguardian.com/global-development-professionals-network/2015/sep/15/five-developing-countries-ditching-fossil-fuels-china-india-costa-rica-afghanistan-albania>; <https://www.theguardian.com/environment/2016/jun/01/renewable-energy-smashes-global-records-in-2015-report-shows>

⁸⁵ e.g. <http://about.bnef.com/press-releases/electric-vehicles-to-be-35-of-global-new-car-sales-by-2040/>

⁸⁶ e.g. <http://www.statista.com/topics/1047/organic-food-industry/>

⁸⁷ From 2011 to 2015, 200% increase of new products including 'superfoods'; nutrient-rich natural foods considered to be especially beneficial for health and well-being; <http://www.mintel.com/press-centre/food-and-drink/super-growth-for-super-foods-new-product-development-shoots-up-202-globally-over-the-past-five-years>

general consensus that UNEP had global intellectual and communication leadership on the concept of Green Economy. It is commonly perceived that UNEP achieved the goal to positively change the sustainable development debate at global level. By adequate information provision and lobbying towards individual countries; UNEP's GE Project also impacted the national debate and, particularly, managed to have inter-sectorial cooperation through, among others, GE steering committees or working groups. Due to the change in the global and national debate, and improved intersectoral-coordination, countries initiated transition towards GE by developing studies and plans supported by the GE Project. Finally, the increased capacities of governmental agencies that participated in the GEI contribute to the development of plans and policies that sustain improved RE and SCP. These contributions of UNEP to the project's impact are significant but are alongside contributions of other organizations hence, the partnerships established by UNEP and the continuous interaction with other agencies at both international and national levels can also be considered an important factor leading to impact.

108. In spite of the positive indications all around, the likelihood of achieving the GE Project's impact is moderate, because there are still many barriers. Some of these are included in assumptions from project outcomes to impact in the Reconstructed ToC: many countries where the Project is active admit there is not enough national investment capacity or fiscal space to finance the transition to Green Economy and there is not enough data to show that these investments are profitable as such⁸⁸. In addition, the project has shown that governmental changes can impact continuity of processes in particular countries (§131). At global level this is also evident: currently there is a moderately positive attitude among the major economic powers towards global environmental agreements, but this can easily change with another political direction in one of the countries with major economic power or a new financial crisis. A clear example of how a global trend can affect the general positive tendency towards improved RE is the relatively sudden and unexpected decrease of oil prices during the last two years. This directly increased fossil fuel use due to lower consumer prices. Also, it affected the economy of important oil-producing and oil-importing countries⁸⁹ that generally responded with opportunistic measures (continued fossil fuel subsidies, higher fuel imports, oil extraction by fracking) rather than applying medium term priorities related to GE transition. All these are examples of risks that are likely and difficult to control at global scale, and which threaten the likelihood of impact.

I3: Most drivers⁹⁰ and assumptions⁹¹ underlying the promotion of a strong economic case (Impact Pathway 1) held, while several key assumptions underlying the idea that the provision of guidance would lead to Green Economy implementation (Impact Pathway 2) did not hold (e.g. capacity to implement proposed regulations and incentives, government continuity, country wide commitment to deliver at country level).⁹²

109. UNEP's major contribution to the project's expected impact is the change of the global sustainable development discourse based on adequate information generation and communication (§106). Although there were positive outcomes at national level, in general Impact Pathway 1 from the reconstructed ToC proved to be more effective than Impact Pathway 2 (§104). Associated with this, UNEP positively influenced most drivers underlying Impact Pathway 1 during the GE Project implementation:

⁸⁸ Assumption from project objective to impact, see reconstructed Theory of Change

⁸⁹ <http://www.bbc.com/news/business-29643612>

⁹⁰ External factors that if present are expected to contribute to the realization of the intended impacts and can be influenced by the project

⁹¹ Id., but beyond control of the project

⁹² Finding related to evaluation question Q12

- The GE Project established generally fluent and transparent collaboration between the different organizations in the partnerships with the objective of delivering the project,
- The information generated in the global level studies was recognized as valid and provided UNEP with intellectual leadership in Green Economy and
- The communication around the Green Economy concept targeted the right audiences, achieving high-level impact in both the global debate and within national-level awareness.

110. The main assumption underlying Impact Pathway 1 (presence of champions to emit the main messages of the Green Economy concept and adequate spaces for communication) held: during the project several key global meetings were organized that formed a perfect setting to promote the concept and natural ambassadors were prominently present at these meetings to support promotion. Apart from UNEP's Executive Director (¶124) and the Green Economy Goodwill Ambassador -who were of considerable importance to promote the economic case at global level- at national and regional level there were a series of 'champions' that promoted the concept. Good examples are the Minister of Environment and Drainage of Barbados, the Minister of Environment of Mongolia, and 'champion institutions' like GEC and GGGI. The subsequent assumption that these champions and key policy-makers continue in their position is less certain. Some examples of the negative impact of governmental changes have been experienced in Mozambique, Burkina Faso, Jamaica and Mauritius. However, in most cases (with the exception of Mozambique) although the process towards GE planning in those countries was affected, the concept was picked up by the new governments in a similar manner.

111. Several key drivers underlying the process to guide countries for Green Economy implementation Impact Pathway 2 were not sufficiently recognized or influenced by UNEP. UNEP does not have presence in most countries so its capacity to deliver effectively at country level should be compensated by other organizations in the partnerships in order to ensure delivery of the Project's objectives (e.g. UNDP, PEI, ILO; ¶86). Although this has been done well in several countries, the absence of country presence of UNEP was mentioned as a challenge in most countries where UNEP had not permanent representation (¶121). Although the numerous GE scoping studies showed that the main assumption held (enough opportunities available for transition to GE) the subsequent drivers proved to be more challenging. There was enough willingness of the countries but not enough (financial and human) capacity to implement proposed regulations and incentives. There was also weak intersectoral coordination and general (country wide-) commitment to deliver at country level (¶100). The impact of changing governments (¶131), and changing staff (¶121) also affected much more processes at country level than at global level. Thus, there was a faster and more complete achievement of the process at global level (about the promotion of a strong economic case and awareness among global partners), which did not go at the same pace as the national level process (implementation of GE transition)⁹³.

The rating for the criterion 'likelihood of impact' is 'moderately likely'.

E. Sustainability

S1: The positive worldwide momentum about the interface between environment and economic development, partly created by the Project, triggered a genuine interest among many governments in the concept of Green Economy and the advisory services of UNEP.

⁹³ Driver between objective and impact.

Tangible (economic) results and inter-sectorial coordination are the main factors that will ensure country ownership in the long term. ⁹⁴

S2: The Green Economy Project effectively established institutional partnerships with all major international organizations working at the interface between environment and economic development. Formalization of these partnerships, promoting shared responsibility and additional fundraising has ensured the sustainability of these partnerships and stimulated ownership of the GE concept by other organizations whilst UNEP keeps being recognized as the intellectual leader. ⁹⁵

S3: The stability of governance structures developed by the GE Project to develop GE strategies and replicate to other sectors or scales activities is varied: in some countries, particularly where governmental focal points had a good capacity to provide thematic leadership, GE steering committees are effective inter-sectorial coordination bodies, in others they are driven and fully dependent on the project support and are unlikely to survive beyond the project's lifetime. ⁹⁶

112. -One of the unique aspects of the Project is that the GEI itself partly created the main contextual factors that positively influenced the sustainability of project results and progress towards impacts (¶22). The positive momentum that was created and the high visibility of the concept of Green Economy in Rio+20 and other global events, triggered the interest and motivation of many governments in both developed and developing countries. Their interest is genuine, evidenced by their demand for advisory services and general good collaboration in the implementation of most sub-projects. Although the project has achieved good examples of inter-sectorial coordination; for example by establishing GE steering committees or working groups, in many countries the commitment is not yet nation-wide. In most countries that were included in this evaluation and the sub-project evaluations (e.g. Ghana, Kenya, Jamaica, Mozambique, Mauritius) the project was led by the Ministry of Environment, normally reaching out to ministries of Finance and Planning. Other sectors that frequently participated were: water, agriculture, forests and energy. Transport, industry and manufacturing were included in some, but not all countries. Oil and gas, infrastructure, mining, health and education were not frequently included, although these represent key sectors to provide general impact on RE and SCP. Furthermore, the level of enthusiasm and motivation differed per sector: the Ministry of Environment, being the logical partner of UNEP, frequently led the initiative and had the highest-level representation in the activities, while other sectors normally delegated technical staff with lower decision-making power.

113. Although the project produced valuable information at country level, the lack of available data, still incipient dissemination of results and incomplete plans and policies led to the GE strategies hardly being implemented until now (¶ 92, 98 and 100). Final impact depends on the implementation of strategies and acceptance by all sectors. Nonetheless, other sectors' motivation to commit to Green Economy depends on tangible results. While the agency directly supported by UNEP (normally at the Ministry of Environment) maintains its motivation by directly participating in the project; other sectors need concrete stimulus. A clear example is Uruguay where the sector that initially had most experience with RE policies (agriculture) was slow in picking up recommendations from the GE assessment, due to (according to interviewed representatives): "*it was not so innovative for them as it was for the tourism sector, for instance*".

⁹⁴ Finding related to evaluation questions QS1, QS2 and QS3.

⁹⁵ Finding related to evaluation questions QS3, QS8 and QF10

⁹⁶ Finding related to evaluation question QS8 and QF7

114. During the initial stages of the GEI and the first years of the GE Project, UNEP was successful in raising interest among, and bringing on board, a wide variety of institutional partners. This was accomplished through their participation in the GEC and the preparation of GER, which was later formalized in GGKP and PAGE (¶ 42, 55 - 58 and 95). Ownership of organizations within the global partnership was achieved by UNEP through its good convening power and intellectual leadership (evidenced by the initial enthusiasm and wide personal and institutional collaboration in GER and GEC), the formalization of partnership constructions (PAGE and GGKP), and the achievement of additional funding for follow-up activities. Thus, many of the international partners had operational profit from participation in the project. The promotion of shared responsibility (for instance, providing a specific role for GEC in global communication, delegate country lead to UN agencies with country presence, and mobilizing specific expertise from technical partners like the Millennium Institute or IISD) ensured a continuation of the participation of key partners. Finally, UNEP was flexible about the Green Economy concept: it tried to find similarities rather than differences with sustainable economy concepts promoted by other organizations (Green Growth) or countries (eco-civilization, *vivir bien* etc.⁹⁷), which resulted in promoting collaboration rather than conceptual competition (¶85, 105).

115. The GE Project stimulated the creation of inter-sectorial coordination structures in countries to share information, disseminate and validate studies and reports, identify GE options and promote their implementation. These GE steering committees or working groups were established in most countries where the project's advisory services included scoping studies, assessments, and action plans. The participants of these structures admitted that the stability of the groups is variable: in Kenya, Uruguay, and Ghana they proved to be relatively stable with constant participation, well chaired meetings and substantial debate. In Jamaica, the steering committee only discussed the Scoping Study and the final meeting showed there is no clear agenda of what to do beyond the study. Governmental changes in Mozambique, Mauritius and Burkina Faso have disintegrated existing structures (case of the *Maurice Ile Durable* committee) or implied a full turnover of staff. The Caribbean GE Centre of Excellence that was created at UWI by the project is made up of academic staff and does not have any sustainability beyond the project⁹⁸.

*S4: The Green Economy Project effectively strengthened a diversity of capacities in many countries. Although this has not been enough to ensure that most countries can autonomously implement and upscale GE strategies, it did create a strong basis for further work and planted sustainable development concepts in Planning and Finance Ministries/Departments.*⁹⁹

116. Capacity-building has been a strong focus of the GE Project. Both at global level as well as at regional and national level, directed GE training has developed capacities among staff of governments and organizations that partnered with the Project. Successful examples were the joint (UNITAR and UNEP) on-line training course on GE, which was implemented four times in 2012-2013, and the GE training at Caribbean level, implemented by the University of the West Indies (UWI). During project implementation, training was organized in many countries about general GE aspects and specific sectorial interests. Many of these were combined training and dissemination of Scoping Studies and Assessments. In addition, trade and fiscal policy studies were accompanied by training/dissemination events to relevant stakeholders in the economic sectors¹⁰⁰. For instance, in Ghana the trade study on solar energy was disseminated through

⁹⁷ See evaluation of sub-project "Multiple Pathways"

⁹⁸ See evaluation of sub-projects GE-Africa, GEJP, ACSSD-GE

⁹⁹ Finding related to evaluation question QS5

¹⁰⁰ See evaluation of sub-project "GE-TOP"

training events to staff and students along the country. Both in Ghana and Kenya; targeted training is taking place for decentralized planning authorities to create capacities to implement GE aspects in the (future) national development plan. Finally, because of the innovative character of the GEI, by leading and participating in studies and assessments, staff of research institutions and government agencies increased their technical capacities by-doing. All this increased capacity stands as a good basis of staff in governmental agencies and other organizations to sustain the eventual results and progress towards impact. The inclusion of environmental elements in sectors other than environment (particularly planning and finance sectors) is an important achievement of the GE Project's capacity creation.

117. According to the consulted stakeholders at national level, the created capacity is not enough for countries to autonomously implement green economy studies or develop strategies. In part, this was caused by the limited amount of time and funding available for the project (¶130), not allowing for enough capacity building in terms of both quality and number. On the other hand, some techniques (particularly the T21 model applied throughout) are not open-sourced and in most countries where the GE Project applied this, the beneficiary group regretted having no access to the model in order to apply it further.

S5: Sustaining the results of the GE Project requires more time and more financial resources. It is likely that these will become available if the prominent position of Green Economy in the global debate is maintained.

S6: Final transition to a Green Economy requires directed investments from countries, both from the public and the private sector. Particularly in low-income countries there is not enough fiscal space and the private sector is too poorly developed to cover these investments. Additionally, the initiative has so far involved the private sector only to a limited extent.¹⁰¹

118. The GE Project has generated a promising process both globally and at country level. This process is far from complete and requires many additional efforts to consolidate results, especially at country level. This is not too surprising considering the relatively short time and budget available for an ambitious project (¶130). But these additional efforts depend on additional funding. Nonetheless, all projects under the GEI (GE Project, GGKP, PAGE) have raised more funding than anticipated and there is no high financial risk for follow-up activities.

119. The investments needed for a GE transition constitute a financial risk. Most of the options developed for Green Economy (renewable energy, clean transport, certified agriculture, controlled manufacturing, and sustainable tourism) are based on innovation, control, and techniques that require initial investments. Least-developed countries like Mozambique, Burkina Faso and Senegal do not have the fiscal space to make these investments and do not have a private sector developed enough to make these investments as a business case. Interviewed persons from these countries all stated that the money from transition should come from international cooperation or multilateral banks. Thus, the focus of the GEI on the international finance sector (FI and Inquiry) is highly relevant. In more developed countries like Mauritius, Barbados and Uruguay, opportunities to make these investments, either by public or private sources are better. A representative from Barbados mentioned: *"our tourism industry is high-level anyhow so a higher price for sustainability won't make much difference to our business"*. However, even in these countries, the stakeholders mention that until now, there is little direct interest from, particularly, private sector in GE options because options are not yet fully developed and are insufficiently disseminated.

¹⁰¹ Findings related to evaluation question QS6

S7: Gender equity and human rights aspects have been poorly included in the Green Economy Project and its studies and its reports hardly identify gender opportunities or equity strategies.¹⁰²

120. Although several publications by other organizations have mentioned the need for, and the positive opportunities to include, a gender dimension to the Green Economy concept¹⁰³, the GE Project has not embraced this. The GER has only marginal reference to gender¹⁰⁴ and also in the critical review of the GEI (Green Economy 2.0), gender is not considered. Although the recommendations of the Green Economy 2.0 report resulted in a more socially inclusive concept of Green Economy, the non-inclusion of a clear gender dimension is a missed opportunity to strengthen the inclusive character and the social sustainability of the results. Human rights were better taken into consideration, considering the UN-EMG publication¹⁰⁵ and side event on the issue in Rio+20¹⁰⁶ and its specific inclusion of labor aspects. However, the challenge to have a human rights based-approach to Green Economy¹⁰⁷ and to include its specific aspects (gender, Indigenous Peoples' rights, Intellectual Property) has been frequently mentioned by the critical voices about Green Economy¹⁰⁸. After the analysis of the Green Economy 2.0 report, this has been recognized by UNEP and for the follow-up project, the overall narrative has been changed towards "Inclusive Green Economy"¹⁰⁹.

S8: Several aspects of the GE Project's institutional frameworks and governance (no country presence of UNEP, high staff turnover and a lack of succession planning) did affect project performance but not necessarily the sustainability of the results and onward progress towards impact.¹¹⁰

121. The project governance and institutional framework analysis highlighted several issues, which affected project performance. The fact that UNEP has no country presence in most of the countries where the project was implemented was a barrier for efficient delivery of the project. Although studies and capacity-building events can be managed effectively by UNEP staff and consultants based in other countries, the development of policies and support in their implementation, and in-country presence are all required. As a respondent from another UN agency explained: "UNEP is strong in influencing the global debate but not in influencing national policies. To do so, you need to be there continuously". Although this has affected the achievement of results in several countries, UNEP has found ways to overcome this and increasingly explores collaboration with agencies that have country presence (particularly with UNDP through PAGE and PEI; ¶86). While this should be further explored, it shows that the non-presence of UNEP in many countries is not necessarily a barrier for future sustainability, but only if adequate partnerships are employed. To cite one person (not working for UNEP but involved since the beginning with GEI: "UNEP's strong point is at normative, concept level. Their principal role at country level is to ensure stakeholders have that

¹⁰² Finding related to evaluation question QS5

¹⁰³ E.g.: http://www.huffingtonpost.com/kathleen-rogers/fixing-the-green-economy-_b_3391602.html

<http://www.iucn.org/content/gender-perspective-green-economy>

<http://www.unrisd.org/unrisd/website/newsview.nsf/%28httpNews%29/C9BAB159600EE0A5C1257A210036A71C?OpenDocument>;

<http://www.greeneconomics.org.uk/papers/Womens.pdf>.

¹⁰⁴ An exception is the integration chapter, where T21 model was applied, uses genderized information.

¹⁰⁵ UN-Environment Management Group 2011. Working towards a Balanced and Inclusive Green Economy: A United Nations System-wide Perspective.

¹⁰⁶ <http://www.unep.org/delc/Portals/119/JointReportOHCHRandUNEPonHumanRightsandtheEnvironment.pdf>

¹⁰⁷ <https://www.duo.uio.no/handle/10852/35946>

¹⁰⁸ <https://www.boell.de/en/2015/11/16/9-thesen-zur-kritik-der-grunen-okonomie>

<http://www.catarata.org/libro/mostrar/id/861>

¹⁰⁹ http://web.unep.org/greeneconomy/sites/unep.org/greeneconomy/files/publications/IGE_NARRATIVE_SUMMARY.pdf

¹¹⁰ Finding related to evaluation questions QS4 and QS7

information. Beyond that, UNEP should not lead country partnerships because other agencies have better and continuous access to economic decision making".

122. The project had frequent staff turnover (¶143). This has led to several challenges in sub-project management¹¹¹ but not necessarily affected sustainability of results because the knowledge, institutional memory and skills were well-documented, administrated transparently, and thanks to the spread of former staff, even disseminated to partner institutions.

S9: It is not likely that the project will have any negative environmental impact; on one hand because it focuses promoting good environmental practice and on the other, because it targets research, capacity building and communication and no activities that can have a direct environmental impact.

123. The GE project targets promoting good environmental practice in different sectors promoting RE and SCP. Therefore, if outcomes are achieved it implies a positive environmental impact. In theory, a project that promotes improved environmental practice in productive sectors bears the risk that higher profitability can stimulate expansion of these activities with net negative consequences. However, the fact that the project activities were limited to research, communication and capacity building and that not yet many instruments and policies were put in practice, there is no actual negative environmental impact resulting from the project. Also, during the evaluation no ill-planned demonstration models that promote inadequate land use and deforestation were identified. Possible negative overall effects on the environment (by promoting expansion of environmentally better, but not yet ideal practice) is something that should be monitored in the future.

The rating for the criterion 'sustainability' is 'likely'.

F. Catalytic role and Replication

CR1: UNEP's Green Economy Initiative has been highly catalytic because it inspired many other organizations, governments and individuals to initiate GE Projects, execute studies and stimulate thinking.

CR2: UNEP's executive director has been the most prominent champion for the Green Economy Initiative, ensuring not only the positioning of the Green Economy concept at high level events, but also directly motivating countries to join the initiative.¹¹²

124. UNEP did not invent the concept of Green Economy (in fact the term exists since 1989¹¹³) but it used the concept in an intelligent manner in the aftermath of the global financial crisis and later, in the preparation of Rio+20. Using initial interest in the United Kingdom (where the term originated), it was quickly picked up by several transition economies like China, South Africa and the Republic of Korea who developed similar concepts to include environmental sustainability aspects in their economic planning. The initial catalytic role was evidenced by the decision of Germany and the EC to join UNEP in its effort by financing sub-projects of the GE Project with the goal to learn from the experience. The interest from other international organizations, the alignment of their activities with the GE concept (¶ 57 and 95), and the motivation of four dozens of countries to explore transition to

¹¹¹ See evaluation of sub-projects GE Africa, Measuring Progress and GEJP

¹¹² Findings related to evaluation question QCR1.

¹¹³ Pearce, Markandya and Barbier. 1989. Blueprint for a Green Economy

Green Economy (¶92) evidenced the catalytic role of the GE Project. A good example for this was the interest leveraged by the ACSSD-GE sub-project: at the beginning of the sub-project only three countries applied to benefit from the sub-project but at the end, more than ten additional countries demanded advisory services by UNEP¹¹⁴. Understanding the strategic importance in this region, the Caribbean Development Bank developed a GE strategy that fully drew upon UNEP's concept¹¹⁵. Even the moderate opposition that the Green Economy received by some countries or institutions can be seen as part of the catalytic role, because the GE Project triggered discussion and further analysis. This is positive, because a complex concept that affects economy, society and the environment at different scales requires continuous critical thinking and counter-movements do have arguments that need to be considered seriously and included in adaptive management¹¹⁶.

125. Few other global initiatives have had such a strong champion as the Green Economy Initiative in the person of UNEP's Executive Director (ED). According to interviewed people that have been close to the development of the GEI at global scale, the outspoken leadership of the UNEP's ED to promote the concept, ensured that GE became one of UN's Joint Crisis Initiatives and the cornerstone of Rio+20. He also directly motivated individual countries to engage with the initiative by speaking to the highest decision makers or visiting key events in their countries. During the ED's tenure, Green Economy was intrinsically adopted as a flagship theme; a major goal of UNEP's institutional agenda. This ensured that ETB had direct communication lines to the ED, received considerable support from the Environmental Fund for core activities and different divisions and sub-programs within UNEP collaborated with ETB in order to develop the concept and mainstream it in their own work (e.g. TEEB, UN-REDD, PEI).

CR3: Up-scaling and replication of Green Economy results are stimulated by information generation, effective communication, and commitment of governments or institutions.

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126. Up-scaling is explicitly included in the goal of the GE Project¹¹⁸ and the underlying ToC of the project is based on pilot experiences that are replicated and scaled-up to national level (Impact Pathway 2). Therefore, the approach of the project to stimulate replication and up-scaling is implicitly embedded in the project strategies. Given that Impact Pathway 2 was partially successful, (¶104) replication and up-scaling did take place; but only moderately. This applies mostly to early experiences with Green Economy transition that have not yet been adopted at national scale or widely implemented in other areas or in other countries. Replication of the efforts to promote the concept at global scale or communication about studies was done effectively through partnerships with other international organizations. As presented in the effectiveness section (¶98-100), replication was successful where it was stimulated by a committed government or partner institution, availability of information, and effective communication.

The rating for the criterion 'catalytic role and replication' is 'highly satisfactory.'

¹¹⁴ See evaluation of sub-project ACSSD-GE.

¹¹⁵ http://www.caribank.org/uploads/2014/05/Booklet_A-New-Paradigm-for-Caribbean-Development-Transitioning-to-a-Green-Economy.pdf

¹¹⁶ Boehnert 2016. The Green Economy: Reconceptualizing the Natural Commons as Natural Capital. Environmental communication 10: 395-417

¹¹⁷ Finding related to evaluation questions QCR2 and QCR3

¹¹⁸ Governments and businesses are enabled and motivated to scale up green investment and actions in improving resource efficiency (RE) and achieving sustainable consumption and production (SCP)

G. Efficiency

Ef1: The GE Project efficiently built on collaboration with existing institutions and convened a global partnership based on joint action and information exchange.

Ef2: The possibility to merge activities of different sub-projects within the umbrella project enhanced efficiency of the different sub-projects although it also created difficulty to attribute outputs to specific sub-projects.¹¹⁹

127. The GE Project was highly collaborative both at global and national levels (¶ 57, 95) and by creating these partnerships; it stimulated efficiency through information exchange and joint delivery of activities. Among the sub-projects, several were jointly executed with other agencies like UNDP and UNDESA (GEJP), SEED and ILO (GE Africa) and GIZ. Although this had some challenges related to inter-institutional agreements, reporting and staffing, in general, this complementarity was positively evaluated by the different parties¹²⁰.

128. A particularly positive aspect of the umbrella project structure is that activities of different sub-projects executed in the same country were allowed to be merged, in order to bundle the financial and human resources of different sub-projects. By allowing this, the different donors of the project enhanced efficiency and avoided duplication of efforts among different sub-projects. Examples are joint implementation of activities in Ghana of GE Africa, GE TOP, GEJP and GIZ; in Mozambique, Kenya and Ruanda of GE Africa and GIZ, and in Morocco by GIZ and GE Africa. In these countries, follow up activities (under other projects) were executed under the same *modus operandi*. A disadvantage of this joint implementation is that it was difficult to attribute some outputs in a country to a specific sub-project, or even to the GE Project as a whole, because project partners (and many times not even the UNEP focal person in the country) did not distinguish the activities of the different sub-projects or projects. Most interviewed country partners consider UNEP's support as "the Green Economy Initiative" and tend to mix the work of Scoping Studies with activities of the PAGE, Switch or Operationalization projects.

Ef3. The governance arrangements of the Strategic Cooperation Agreements (SCA) between the European Commission and UNEP were uncomplicated and transparent, allowing for flexibility in implementation that contributed positively to the efficiency of the sub-projects.¹²¹

129. Sub-project management considered specific ENRTP SCA governance arrangements as straightforward and transparent: at the level of project execution, the reporting demand was considered minimal and helped to stimulate communication among partners of the SCA¹²². The flexibility of the governance arrangement between UNEP and EC allowed the project to jointly implement project activities with other sub-projects (¶128), to change the scope of particular activities in response to changing context (e.g. measuring progress) or to change country focus (e.g. Haiti in ACSSD-GE sub-project). This flexibility positively affected the project efficiency.

¹¹⁹ Findings related to evaluation question QEf1.

¹²⁰ See evaluations of sub-projects GIZ, GEJP and GE Africa

¹²¹ Findings related to evaluation question QEf5.

¹²² This overall positive perception of the SCA arrangements in part confirms what was found by the ENRTP evaluation (efficiency gains by shorter processes, larger project and better coordination) but contradicts the negative aspects of that evaluation (SCAs mechanism, ... project portfolio and the individual projects have been affected by a considerable set of efficiency-related issues.). This might indicate that most of the identified negative effects of the arrangement affected portfolio level, while at project level at least the subproject managers of the considered ENRTP project perceived good efficiency.

Ef4: Considering the level of ambition of the project and the impact it had on the global development agenda vis-a-vis the available budget, the GE Project can be considered as highly cost-effective. ¹²³

Ef5: Most sub-projects faced challenges to be time-efficient and no-cost extensions were applied to all. The main reasons for delay of sub-projects were changes in government and over-optimistic assessments of the time required for validation and consultation processes. ¹²⁴

130. The overall project budget was approx. 17 M\$ for a wide project scope (global level studies and partnerships, activities in several dozens of countries), and the ambition of the project (transforming the global debate and support transition of national economies). Compared to projects with a similar scope and ambition; (e.g. UN-REDD or PEI), this is a modest budget. Considering its achieved effectiveness, especially at global level but also at national level, this can be considered overall highly cost-effective. Thanks to the effective mobilization of funds for the different sub-projects, the budget was adequate to cover the planned activities and no cost-saving measures were needed.

131. Time efficiency was a major challenge: five out of seven evaluated sub-projects had to ask for no-cost extensions. In addition, the evaluation of the particularly complex sub-projects like GEJP, GE Africa and ACSDD-GE (multiple countries, multiple activities) evidenced that the implementation period (2-4 years) was too short to expect development and adoption of GE strategies or plans. Although this could have been expected with the moderate budget and time available, it does imply a need for follow-up at country level to ensure consolidation of results (¶118).

132. The main reason for delay in sub-project implementation was governmental changes: new governmental staff was installed, part of the institutional memory was lost, and in some cases, the overall governmental policy changed. Although these changes were to be expected (¶29), they caused serious drawbacks in ongoing processes because contacts had to re-established, concepts explained again, and adjustments made to previous agreements (¶71 and 103). The impact of these changes ranged from minimal (*e.g.* Uruguay, where the same political line continued and most government officials remained in place or Ghana, where the former vice president was elected president in 2012) to moderate (Jamaica; where the government and staff changed but general commitment to GE remained) to drastic (Mauritius; where the existing GE-like commission was dismantled, or Burkina Faso where a coup-d'état took place and all previous achievements had to be reinstalled with new staff and institutions).

133. An additional reason for delay, mentioned by all sub-project managers during sub-project self assessments, is the sub-estimation of the (overall slow) pace of participatory processes for consultation and validation in the target countries. According to interviewed sub-project partners and managers, sub-project planning was too tight and the management at distance by UNEP (lack of country presence) was not efficient in order to facilitate these processes. This was particularly the case in countries with activity of different sub-projects but no continuous UNEP presence like Ghana, Rwanda, Burkina Faso and, until recently, Jamaica. Delivery was smoother in countries with UNEP institutional presence, like Kenya, China and Uruguay, where activities could be guided continuously, quickly followed-up and profited from a stronger UNEP institutional network¹²⁵.

¹²³ Finding related to evaluation question QEf3 and QEf4.

¹²⁴ Finding related to evaluation question QEf2.

¹²⁵ See evaluations of sub-projects EC-Africa, GEJP, GIZ and ACSDD-GE

134. The more general project activities (global studies and reports, events at international events) were executed according to planning. According to project management, this was in part achieved because the GEI received much attention at institutional level, and therefore, was closely scrutinized: "we did not have the luxury to miss a deadline without being noted".

The rating for the criterion 'efficiency' is 'satisfactory'.¹²⁶

H. Factors and processes affecting project performance

F1: The GE Project was well designed in terms of relevance to context and the description of the overall strategies to achieve impact. Its logical design, however, was poor: the objectives, outcomes and outputs were unclear and some changed during implementation. The lack of clarity in project objectives and outcomes affected clear reporting of the project achievements.¹²⁷

F2: The unclear definition of project objectives and changing outcomes of the GE Project also affected sub-project design. Particularly, SCA sub-projects did not have a clear logic or defined indicators of how outputs contribute to high level outcomes (the same as UNEP programme of work outputs or expected accomplishments) which complicated monitoring and the identification of the project's contributions to intended results.¹²⁸

135. The section on strategic relevance in this evaluation evidenced that the project was well designed in line with the demands and dynamics of the context. The design of the strategies required to achieve impact were well described as well, in terms of the delivery model with an overall coordination and a series of sub-projects. The nature of an umbrella project is such that at the moment of design, many aspects are still to be defined, particularly because much depends on the final shape of the sub-projects that define project delivery. Hence, the project document should be highly dynamic and subjected to continuous adaptive management upon concretion of sub-projects. In line with this, the GE Project Document was brief but well designed, based on a clear and correct context analysis and project justification. The good project design in terms of relevance to context and the description of the overall strategies provided a solid basis for project implementation.

136. On the other hand, the design of the project logic was poor. As required by UNEP Quality Assurance Section at the time of project design, the logical framework was strongly aligned with UNEP PoW. In fact, PoW outputs were adapted as project outcomes. Therefore, the alignment with UNEP's policies and plans was high, which strongly helped to ensure that project activities and outputs contributed to PoW outputs and Expected Achievements. On the other hand, the fact that the outcomes in the logical framework are outputs of the PoW implied that they were not formulated as outcomes, they changed during the project implementation and did not correspond to the project logic in the project justification accordingly¹²⁹.

137. The sub-project design shared similar flaws with the umbrella project. The ENRTP sub-project objectives were not included in their logical frameworks. Instead, the outcomes were presented as if they were the project objective. In general, these sub-project outcomes were the same as umbrella project outcomes and PoW outputs. Therefore, due to the problem with outcome definition in the umbrella project, none of the ENRTP sub-projects had a clearly

¹²⁶ Operative and cost-efficiency were 'highly satisfactory', while time efficiency was 'moderately satisfactory'

¹²⁷ Findings related to evaluation question QF1.

¹²⁸ Findings related to evaluation question QF2 and QF3.

¹²⁹ For more detail, see inception report, section 'Review of project design'

defined outcome that logically built on outputs. There was a large gap between sub-project outputs (formulated as concrete products that were directly delivered by the sub-project) and its outcome (PoW outputs, to which each sub-project contributes for a relatively small part)¹³⁰. In addition, with the exception of the GE-Africa proposal, none of the results frameworks included identified assumptions¹³¹, which is crucial considering the mentioned gap between project outputs and outcome. The logic of the EC funded sub-projects, as well as the China Partnership funded sub-project, focused on the delivery of outputs with only performance indicators being defined, rather than stating process or impact indicators. The design of other sub-projects (particularly GEJP and GIZ¹³²) was slightly better, with outputs and objectives that were consistent with the project. But also in these examples the objectives, lacked clear indicator definition.

138. Due to unclear and changing formulation of outcomes and the lacking definition of project objectives, reporting of both the umbrella project and its sub-projects concentrated on the delivery of activities and products and hardly assessed results or impact. Because of the gap between sub-project outputs, its outcome, and the poor monitoring of results, the attribution of sub-project activities to umbrella project outcomes was difficult.

The rating for the criterion 'project design' is 'moderately satisfactory'.

*F3: The structure of this umbrella project, with a combination of sixteen sub-projects ranging from full-fledged sub-projects to fund mostly country advisory activities and complemented with relatively unrestricted funding for global activities, was positive to sustain the GEI in a flexible and effective way, to create visibility within UNEP and collaboration with other organizations.*¹³³

139. In spite of the flaws in the design of the GE Project (¶135-136), this particular umbrella project structure was successful to create effectiveness. The overall structure, with general outcomes related to UNEP PoW and specific outputs to be delivered through a series of sub-projects that started at different moments during implementation, allowed for high flexibility and adaptation to a changing context (¶ 70 - 71). The presence of a series of relatively unrestricted sub-projects to fund general activities ensured a quick response to global demands and ability of the GEI to continue at the frontline of the global GE debate. These funds also allowed for the GEI to place a core team that could develop the larger sub-projects for specific action in countries. As a result, the project achieved more budget and concrete activities in many more countries than originally foreseen. The possibility to align, jointly implement or even merge activities from different sub-projects to increase efficiency and effectiveness (¶128) was another strong aspect of the umbrella project structure. This efficiency and flexibility probably was mostly a result of good project management (providing oversight and coordination -¶142- in spite of the poor monitoring system - ¶165) and donor flexibility rather than a result of the umbrella project as such.

140. Bringing most of the Green Economy related projects within UNEP under one umbrella structure (as opposed to individually delivered projects) contributed to a clear branding within UNEP and therefore a good visibility of the GEI throughout the institution: "everybody in UNEP knows that Green Economy is synonym to ETB". Although there is room for

¹³⁰ This led to the striking situation in several sub-projects that the objective was achieved, but not the outcome; or the outcome was achieved in spite of poor delivery of outputs (ACDDS-GE, Multiple Pathways)

¹³¹ They did include a risk analysis matrix that was adequately reported upon, but could not replace identification of drivers and assumptions as external factors that determine transition from outputs to outcome.

¹³² Here it should be mentioned though, that the GIZ subproject presented its outcome as an "overall goal"

¹³³ Findings related to evaluation question QF3.

improvement for collaboration among the different UNEP divisions (¶ 150), the good visibility of GEI was a positive factor for the intra-institution collaboration. The flexible structure of the GE Project stimulated effective collaboration with other organizations for two reasons: (a) the seed funding for PAGE and GGKP under this umbrella project allowed for the initial steps to swiftly set up these collaborative initiatives, and (b) the diversity of sub-projects allowed for different donors and partners to share activities with UNEP in specific lines of work.

F4: Overall, the GE Project had a good capacity overall to apply adequate adaptive management ¹³⁴

141. Alongside the overall flexibility of the GE Project, allowing for adequate adaptive management to changing context (¶139), the different sub-projects were also managed with flexibility. According to interviews with their representatives; the different donor agencies recognized the innovative character of the GEI and the fact that many elements (approaches and tools) had to be developed and adapted while under implementation. Therefore, sub-projects management was able to, in coordination with the countries, adjust the initial planned activities. For example, given the changing public order situation in Haiti, a strict sector approach was chosen. As a result of less than planned available data in Jamaica, a detailed scoping study was done instead of an assessment study. In some countries (e.g. Ruanda, Uruguay, South Africa) there was a strong demand for country leadership including the change in focus and scope of the advisory services; due to effective adaptive management, these demands could be easily included. Adaptation to governmental changes at a country level was more difficult to respond to and led to delays in most sub-projects (see ¶130).

F5: The overall Green Economy Project management team at the Economics and Trade Branch was highly professional and considered as global leaders in the theme of Green Economy, both within and outside UNEP. ¹³⁵

F6: Because of high staff turnover in ETB, many non-permanent contracts, and slow recruitment procedures (through which there was staff shortage during several periods in the project), sub-project management teams underwent many changes that affected project delivery and monitoring and relationships with some countries and partner institutions. ¹³⁶

142. Interviewed persons within (other divisions) and outside UNEP (partner organizations) highlight the high professional value of the ETB core team. The Chief of the ETB branch has the reputation of a good manager, who effectively reaches out to other branches while maintaining a good leadership within the branch. Confidentially interviewed staff at ETB praise his managerial and diplomatic skills as well as the freedom he trusts to project staff. The head of the Economic Research Unit is a renowned academic leader with over 100 references in the issue of Green Economy¹³⁷. The initial GEI head (now UNEP Goodwill Ambassador) and TEEB study leader is widely renowned as an authority in Green Economy and environmental finance, as evidenced by a series of international awards and honors¹³⁸. Partner organizations were specifically positive about the coordinator of the work on forests, tourism and water of the GER (also as editor of the final report) and the convening power of the founding head of the Green Growth Knowledge Platform office.

¹³⁴ Finding related to evaluation question QF5.

¹³⁵ Finding related to evaluation question QF6.

¹³⁶ Finding related to evaluation question QF7.

¹³⁷ https://scholar.google.es/scholar?q=%22fulai+sheng%22&btnG=&hl=es&as_sdt=0%2C5

¹³⁸ http://pavansukhdev.com/?page_id=5

143. Donor agencies, other UNEP staff and country focal points mention the efficient management and accessibility of P3, P4, Program officers, and Project coordinator, responsible for advisory services to countries. Beyond the first layer of contact, (other partners at country level, organizations in charge of specific studies and participants in GE platforms or working groups) the core ETB team was mostly unknown and the visible UNEP project staff were longer-term consultants, contracted by UNEP to supervise most of the sub-project activities (¶48). The perception among interviewed country staff of these consultants' performance was variable. Especially, the consultants placed in regional offices were considered approachable and knowledgeable of the local situation. Others (especially, though not all, Geneva-based consultants) were considered "too far from our reality" and providing intermittent support, not being able to adapt to the rhythm of the local policy processes. According to permanent UNEP staff in one of the regional offices: "Geneva-based consultants come parachuted-in, deliver their service, and leave without being able to monitor the uptake of their support". In the sub-project evaluations, these consultants admit that it is difficult to attend to various countries, in different continents, especially when not having a fully recognized institutional position. Continuously having to pick up new tasks because of other people leaving the organization (see below) and new projects (¶26 - 27) did not help to provide continuous good quality advisory services.

144. Project performance suffered from high staff turnover within ETB, both among permanent staff and consultants. Of the seven original staff involved in the GE Project; only three are still working with UNEP and several staff positions in ETB are currently vacant. The crucial position of the country advisory services coordinator was held by four persons, and several countries and sub-projects have seen more than one change in GEI managers during the process. Furthermore, many new staff did not last long: some staff stayed only one year, taking up positions at other UN or similar agencies. Few people actually grew into higher positions within the GE. At consultant-level, turnover has also been high, inherent to the character of their contract (impossibility to renew after a certain time period). Several ETB staff found a better position elsewhere, in likeminded organizations such as IUCN, ILO and Global Footprint Network. In a way, this is positive because it evidenced that GEI staff actually is highly professional and other institutions actively seek after their services, and it also helps disseminating UNEP's experience and the GEI approach. On the other hand, it is a clear indication that ETB has challenges to retain its staff and succession management is in need. Current and past staff who were asked for the reasons for the high turnover (18 in total) mentioned most frequently: limited career opportunities within the project/branch/position (15x), high work load (12x), low salary (for consultants; 10 x), personal conflicts (10x), and underperformance (8x).

145. High staff turnover has affected the stability of sub-projects delivery and was included in many sub-project evaluations as one of the negative factors for achievement of outputs¹³⁹. It also affected country and partner relationships, who complained about changing focal points for several projects and intermittent support from consultants not having enough time for country- support (views collected in Ghana, Mauritius, Mozambique).

F7: The inter-institutional arrangements for the implementation of the sub-projects were efficient to deliver their outputs but nevertheless, they hardly strengthened cooperation between UNEP and others at institutional level ¹⁴⁰.

146. Several sub-projects were implemented jointly by UNEP and other agencies (SEED, GIZ, ILO, UNDP, UNDESA). Although this was not fully effective, it certainly contributed to the

¹³⁹ See evaluation of sub-projects GE Africa, GE-TOP, and GEJP.

¹⁴⁰ Finding related to evaluation question QF7 and QF10.

project's efficiency to deliver more products, in more countries (¶86). Nevertheless, this joint implementation was not necessarily well coordinated. With the exception of GIZ, that held a continuous coordination with the sub-project activities, in the other cases the responsibilities were separated and reported independently (e.g. GE Africa) or different countries were covered by different agencies (e.g. GEJP). Although this contributed to efficiency, institutional strategic agreements (developing joint lines of work and building together on existing experience) did not emerge from this joint implementation.

F8: UNEP's natural partner in most countries (the Ministry of Environment) is not the most appropriate institution to promote Green Economy, which is a constraint for the effective implementation of the project.

F9: The project has achieved successful engagement with different sectors of government but less so with CSOs and the private sector at country level.¹⁴¹

147. Being a UN organization, UNEP's constituency consists of national governments, normally represented by their Ministries of Environment. This makes the environmental authorities a natural partner of UNEP's work in all countries. While this direct governmental ownership is a strength of UNEP; it is a weakness as well because in many countries the Environment Ministries are not the strongest institutions within the government in terms of human and financial capacity, decision making power, and the ability to convene other sectors of government or sub-national levels. The concept of Green Economy is based on investments in different sectors to enhance RE and SCP. While this can be technically supported and monitored by the Environment sector, the actual transition towards Green Economy should ideally be led by a central supervising authority in a country (presidency, vice presidency, prime-minister, ministry of planning) or in its defect, a transversal Ministry (Interior, Finance, Economy or Planning). Furthermore, real investments and change should occur at sub-national level (¶38). Nonetheless, in most countries where the GE Project is implemented, the focal point is positioned at the Ministry of Environment; they provide leadership and convene other sectors and levels. This is clearly not an ideal situation for a project aiming at economic transformation and is a potential institutional constraint for effective project implementation (¶112-113). One of the people that stood at the basis of the Green Economy concept mentioned: *"UNEP should not lead GE partnerships in countries, because their entry point through environment does not provide the right mechanisms for transforming economies"*.

148. The project has recognized the fact that inter-sectorial coordination is an absolute necessity in promoting the Green Economy, which has actively undertaken important efforts to do this. Although in most countries the GEI is still environmental sector-driven, the GE Project has achieved much more inter-sectorial coordination than similar multi-country environmental projects¹⁴². Not only did it set up inter-sectorial working groups or GE Steering Committees (¶109, 112), but it also succeeded in actively engaging other sectors in sub-project activities. Thus, the project managed that several project activities in countries were led by sectors other than environment (e.g. agriculture, energy, industry, tourism, trade¹⁴³). Moreover, the project successfully triggered active involvement of Ministries of Finance and Planning in many countries by actively disseminating the economic case at national level, sustained as much as possible by valid data for the country. According to interviewed representatives from Finance Ministries; the experience of UNEP as leader of the FI and the

¹⁴¹ Findings related to evaluation question QF8.

¹⁴² eg. UN-REDD mid term evaluation report (2014, pg iii) " UN-REDD enjoys strong buy-in from host ministries downward (environment or forestry departments), but country ownership remains weak overall, with limited involvement from policymakers, non-forest-related ministries, and the private sector."

¹⁴³ See evaluation of sub-projects GE Africa, GEJP, GE-TOP, ACSSD-GE)

finance-technical know-how of the ETB helped to build confidence within the Finance sector (*"we honestly thought that we would be meeting with a bunch of biologists, but we encountered top-class economists instead!"*). Finally, two strategies were key to engage the highest levels of government (a) UNEP's ED actively promoting the GE to individual countries, many times to the highest levels of government (¶124), and (b) the request to countries to apply for PAGE by a letter of the head of state. Thus, the Project stimulated uptake and coordination of the GEI by a supervising authority in some countries (Vice-presidency in Mauritius, Prime Minister's office in Kenya, Barbados).

149. UNEP's strong relation to governments implied that its actions in countries were principally executed in coordination with public agencies at a national level. An engagement of UNEP with civil society organizations and the private sector has always been seen as a challenge and focus of important efforts at institutional level¹⁴⁴. In addition, the GE Project was clearly more effective in engaging public than private sector agencies. Particularly at country level, there was limited active participation of private sector representatives in GE Steering Committees and working groups (¶118)¹⁴⁵. Although all interviewed country partners recognized that involvement of the private sector is key, -in practice- country level studies, training, and dissemination targeted primarily public agencies. At global level, this institutional constraint was more effectively overcome through the involvement of many important stakeholders in global project activities (particularly GER) and through establishment and collaboration with GEC, UNEP-FI and UNEP Inquiry (¶ 113 and 118).

The rating for the criterion 'project implementation and management' is 'satisfactory'.

F10: The progress of the GEI from an institution-wide flagship theme to an umbrella project implemented by a particular branch, caused challenges for coordination within UNEP. Also the physical distance of ETB from most other UNEP divisions formed a barrier to cooperation. This situation was recognized by UNEP management and measures to stimulate intra-institutional cooperation have had positive initial effects.

F11: The GE Project was centrally developed and managed within UNEP; even though regional offices had their own GE activities and expertise, staff was only included later on during the implementation of the GE Project but not in its design and decision-making.

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150. The GEI was initially conceived as a compelling concept that was promoted UN-wide and considered within UNEP as a mayor institutional goal; and a flagship theme, personally promoted by the ED (¶124). Nonetheless, the character of the GEI changed: after its initial success, the amount of institutions developing initiatives related to Green Economy quickly grew and also within UNEP, GE activities widened when elements of Green Economy were included in other projects and subprograms (¶ 25 - 26). Meanwhile, the GE Project concentrated more efforts to the less-globally-visible but labor-intensive country advisory services. This progress from a globally-visible innovative concept to an umbrella project with activities in many countries, although positive, contributed to other divisions in UNEP increasingly considering the Project more as an ETB responsibility, and less as an institution-wide issue. To cite a staff member from another division: *"In the beginning, the GEI was the*

¹⁴⁴ <http://www.unep.org/about/funding/portals/50199/documents/Partnership-Policy.pdf>

¹⁴⁵ See evaluation reports of all sub-projects. A positive exception was ACSSD-GE, where civil society organizations were actively involved in studies, capacity building, platforms etc and as a consequence, this project scored higher on inclusiveness and ownership.

¹⁴⁶ Findings related to evaluation question QF9.

glue between all sub-programs but it was more and more pigeonholed in ETB". At the same time, the GE Project increasingly demanded attention to administration, HR matters and detailed project management rather than producing high-impact studies and engaging in global debates: "they must have been swamped by so much demand for support after Rio". Hence, while the demand of project responsibilities grew; ETB staff had less opportunity to engage with other UNEP divisions and to create new (joint) lines of work. In addition, the physical location in Geneva formed a barrier to internal cooperation. Although Geneva is a strategic location for ETB and Green Economy work, several people within UNEP commented that communication between the Nairobi-based divisions and Geneva is less fluent because there is no benefit from the direct day-to-day interaction.

151. The above mentioned factors led to the paradoxical situation that at a certain moment, the GE Project collaborated very well with global partners and other initiatives outside UNEP (¶153) but the amount of joint activities, coordination meetings or joint missions with other UNEP activities was limited to a few positive examples. UNEP management recognized this issue and both the ED, interviewed Division Directors and sub-program coordinators confirmed that specific measures have been taken to increase internal cooperation. Although still far from optimal, there are now more examples of intra-institutional cooperation:

- ETB is closely collaborating with the ecosystem management sub-program to mainstream GE, particularly in valuation and developing the Inclusive Wealth Index;
- PEI has proven to be an effective partner to deliver GE and PAGE in several of their partner countries (especially successful in Burkina Faso and Rwanda);
- UN-REDD+ increased its concentration on financing and markets and outplaced the program officer responsible for this theme to Geneva;
- Increased attention to sustainable consumption and fiscal policies in the GE Project helped to align that work with SCP (e.g. Switch Africa projects) and UNEP-FI.

152. According to UNEP regional office staff, the project was developed and mostly delivered centrally. Regional offices were involved later during the preparation process, especially through supporting countries leading up to Rio+20. An exception is the ROE that already developed country advisory services in Eastern Europe and the Balkan before the start of the GE Project, and managed to develop their own activities in alignment with, -though not administrated by-, ETB. Decentralized activities (by consultants and staff placed in other regional offices) started later during the GE Project implementation, once the amount of countries involved in sub-projects increased. This led to active coordination with ROA, where a permanent focal point for GE (both GE Project and other GE related projects) was contracted by the GE Project, working from the Regional Office. Several thematic consultants for African countries were also based in Nairobi and coordinated well with the ROA. Among other factors, the fluent coordination between the regional sub-program coordinator and ETB staff strongly promoted ownership and participation of ROA in the GEI. Once the amount of Project activities in Latin America increased, the GE Project hired a consultant to be placed in ROLAC, to implement activities for several GE sub-projects (GE-TOP, ACSSD-GE) as well as other related projects (FI). Two country offices in the LAC region (Brazil and Mexico) have their own GE activities, which are marginally communicated and coordinated with ETB and the ROLAC GE focal point. In both regions (Africa and LAC), there still are many project activities coordinated by ETB from Geneva-based staff. There was no out-placed staff or consultants in ROAP, although there was engagement of the China country office.

F12: Both UNEP and its partners in the implementation of the GE Project experienced concrete benefits from their relationship (information, visibility, networks, funding) and

*inter-institutional relationships developed positively into global partnerships and new initiatives.*¹⁴⁷

153. UNEP engaged with a broad series of partners to develop and promote the concept of the Green Economy at a global level. This functional relationship resulted in effective partnerships, formalized networks, and new initiatives such as GGKP, GEC and PAGE (¶ 67, 75.3, 77, 95). The effective involvement of key partners in project execution was a major factor for the successful achievement of its outputs (¶ 85 - 86). The reason for the good collaboration was mutual benefit for the different partners. UNEP profited positively from both expertise and critical thinking from leading organizations in the area of international development and economy such as IISD, IIED, OECD and GGGI. Without their active involvement in GER and GEC, the report would not have had the same broad scope and high quality and the Green Economy concept would not have been delivered by such a broad basis of civil society and research institutions in Rio+20. Similarly, these partners benefitted from the participation in the GE Project because they attained a high visibility through GER, Rio+20 and associated global events. The convening power of the GEI ensured that all partners increased their global networks and broadened their activities worldwide. Some of them received direct funding by participating in sub-project activities (Millennium Institute, IISD, UNIDO, UNITAR).

The rating for the criterion 'stakeholder participation, cooperation and partnerships' is 'satisfactory'.

*F13: In the first two years; the public-awareness activities of the GE Project specifically targeted opinion leaders and decision-makers, constituting a key ingredient to change the narrative of the global development debate. Later, this has been for a great part taken over by GGKP and GEC.*¹⁴⁸

*F14: Because the project worked mostly at macroeconomic level, communication activities at country-level focused on the national governments rather than on the general audience.*¹⁴⁹

154. The initial positive impact on the global development debate reflects a highly effective communication strategy (¶88). This strategy had a clear goal (ensure broad uptake of the Green Economy approach at the level of global platforms) and clearly defined target audiences (primary: decision makers at national and international level; secondary: opinion leaders) to reach this goal. The applied communication tools to bring the main messages to the target audiences were appropriate and well-planned: (i) generated good quality information (GER), (ii) distill convincing arguments, appropriate for each specific (national and international) context¹⁵⁰, and (iii) bring the message to appropriate audiences by information channels and direct lobby. For this, there were UNEP wide communication efforts targeting high-level decision makers: especially the ED and regional directors brought the message forward in face-to-face meetings and regional events in preparation of Rio+20. According to former communication staff, three elements were key to the success of the communication strategy (a) support by ED: highest level institutional commitment (b) drip-feeding GER -presenting relevant sections in relevant meetings in addition to global presentation of the entire report-,

¹⁴⁷ Finding related to evaluation question QF11.

¹⁴⁸ Finding related to evaluation question QF12.

¹⁴⁹ Finding related to evaluation question QF13.

¹⁵⁰ The GEJP sub-project, which had the goal to enhance political engagement and mobilize public support for the Rio+20 Conference, implemented activities in a series of developing countries to help convene national dialogues on green economy themes (See evaluation of GEJP sub-project).

and (c) UNEP not taking the lead but sharing the concept with other global institutions (¶ 85, 124). In addition, opinion leaders (staff of international organizations that influence global development debate) were included in communication efforts as part of GER and GEC. According to interviewed members of GEC that were present at Rio+20, this coalition was crucial to mobilize non-governmental support to the Green Economy concept, particularly through their involvement with debates about the opposition of several civil society organizations active at that time.

155. After Rio+20, global communication efforts of the GEI changed in character along with the strategic changes of the GEI as a whole: because of more attention to country support services and the rise of new initiatives (PAGE and GGKP), there was less need for GEI to continue its active lobbying to position the main message. Now, and although GEI's website is still active, GGKP has taken over much of the global information dissemination role of GEI. Together with PAGE, country level GE support in the GE Project includes communication efforts at country level. This has led to less visibility of the GE initiative in the global debate - which is understandable after the high visibility in 2010-2012. Nonetheless, several interviewed persons questioned why UNEP did not maintain the same level of communication effort in subsequent key global events such as the UNFCCC CoP in Paris, and UN-sustainable development summits. Furthermore, many aspects of Green Economy are embedded in the SDGs, but the concept of GE is less prominently included in the Declaration of Vision 2030¹⁵¹ than in the Rio+20 declaration.

156. Country support services under the GE Project focused on macroeconomic issues and targeted mostly central government decisions (¶89). The sub-project evaluations showed that the communication efforts at country level targeted government-level stakeholders from different sectors, which did not aim at creating public awareness. In part, this is complemented in countries where PAGE is active and where SCP GE projects are implemented (eg. Operationalization Green Economy). Nevertheless, the relatively low attention of communication to wide audiences is a barrier to inclusive green economy. Investments in communication are required to promote SCP¹⁵².

The rating for the criterion 'communication and public awareness ' is 'satisfactory'.

F15: In all countries where the GE Project provided advisory services, it responded to direct demand from the government. The different activities were designed in close coordination with national stakeholders and adapted to local situations and existing capacities. ¹⁵³

F16: Through active participation of institutions from different sectors, national governments have assumed responsibility and provided adequate support for the project activities within their existing capacities. ¹⁵⁴

157. The Green Economy Initiative effectively raised interest among many countries around the world. This interest was either spontaneous (inspired by the good communication

¹⁵¹ The basis of Green Economy is included in the vision's resolution (paragraph 9 of A/Res/70/1 of General Assembly 2015): "we envisage a world in which every country enjoys sustained, inclusive and sustainable economic growth and decent work for all. A world in which consumption and production patterns and use of all natural resources – from air to land, from rivers, lakes and aquifers to oceans and seas – are sustainable". However, there is no direct mention to the Green Economy in this resolution

¹⁵² see also recommendations in UNEP 2015: Uncovering pathways towards an inclusive Green Economy.

¹⁵³ Finding related to evaluation question QF14.

¹⁵⁴ Finding related to evaluation question QF15.

strategy leading up to Rio +20) or a result of UNEP lobby towards particular countries (¶154). In both cases, the interest was genuine. It has led to far-reaching public expressions by heads of state like: *"My Government has committed to transform Barbados into the most advanced green economy in the Latin American and Caribbean region"*¹⁵⁵. Unlike PAGE, that asks for an expression of interest signed by minimum three sectoral ministers of the head of state, the GE Project did not demand a strong formal commitment. Therefore, in most countries where advisory services took place, there was neither a formal nor an informal expression of interest from national governments towards UNEP to receive this support. During the first years, most interest for learning about the Green Economy was from sub-Saharan Africa and some middle-income Asian countries. In Latin America; the ALBA group of countries¹⁵⁶, with Bolivia as their main voice, openly opposed the concept by calling it "new colonialism"¹⁵⁷. UNEP engaged in a direct conversation with Bolivia and started the Multiple Pathways sub-project, that tried to show that there is not one single recipe to transition towards more RE and SCP (¶94). Although this might not have changed Bolivia's vision towards the concept of Green Economy, the initial resistance among several countries ceased, and some ALBA countries have asked for direct UNEP support (Ecuador) and engaged with the GE Project (Saint Lucia). And although the different sub-projects of the GE Project implemented more activities in African countries than in other continents, a significant number of countries in the LAC region have been supported by the evaluated sub-projects (nine; or 25% of all supported countries). At sub-regional level, the African Ministerial Conference on the Environment (AMCEN) and the Caribbean Community (CARICOM) formally endorsed the GEI during ministerial meetings.

158. One of the factors for success of the GE Project has been the ability to stimulate inter-sectorial coordination. Although this is still incomplete (several key sectors lacking) and has led to relatively few cases of actual Green Economy implementation in practice (¶ 97), there was a positive collaboration of different sectors in government, beyond UNEP's 'comfort zone' of environment (¶112). Because of the innovative character of the GE concept, in many countries (e.g. Mozambique, Burkina Faso, Saint Lucia, Haiti) the capacities among national institutions to actually provide support to the project were limited; and therefore, external consultants or organizations were included. In other countries (Uruguay, China, Peru, Ghana) there was more existing expertise in delivering sub-project activities by national institutions.

The rating for the criterion 'Country ownership and driven-ness' is 'satisfactory'.

F17: The standards that UNEP applied to financial administration and other aspects of administration are proper for an international organization and led to high transparency and clarity. The complexity of the umbrella project and small financial administration team affected administration efficiency. Migration of the financial administration to UMOJA caused serious delays in the implementation of several project activities and achievements.

*F18: The project had high staff turnover and slow recruitment procedures because of which there was staff shortage during several periods in the project.*¹⁵⁸

159. The GE Project was financially administrated by UNEP's Office of Operations and Corporate Services, through an administrative officer placed physically at Operational Service

¹⁵⁵ <http://www.uncsd2012.org/statementsrio20.html>

¹⁵⁶ *Alianza Bolivariana para los Pueblos de Nuestra América*: Antigua & Barbuda, Bolivia, Cuba, Dominica, Ecuador, Granada, Nicaragua, Saint Kitts & Nevis, Saint Lucia, Saint Vincent & Granadines, Surinam, Venezuela

¹⁵⁷ <http://www.uncsd2012.org/statementsrio20.html>

¹⁵⁸ Findings related to evaluation question QF16 and QF17.

Center in Geneva to support ETB work¹⁵⁹. The administration of the entire project, including all sub-projects, complied with UNEP's institutional standards. This ensured complete correctness and clarity. The budget planning and reports that accompany the subsequent project revisions have been detailed and fully transparent: budgets and spending can be followed to the level of individual staff, consultancies and products. In these project revisions, the budget adjustments are well explained and justified. According to interviewed partners at donor agencies (GIZ, EC), financial reporting by UNEP was adequate and correct.

160. Although the partners in project implementation perceived that UNEP's processes for the establishment of agreements, sub-contracts and financial transactions are relatively slow, they recognize that this is a typical speed for a UN organization. Several sub-project evaluations mentioned slow financial transactions caused by overstretched finance management in Geneva, but only one sub-project evaluation claimed this has formed an additional reason for overall project delay (GE-TOP). In some occasions, partners at country level mentioned slow procedures for the revision of reports and blamed this to staff working on too many different themes and countries¹⁶⁰, and high staff turnover (¶143). Staff recruitment procedures have been slow and in combination with the high staff turnover at ETB, this led to a continuous amount of vacant positions¹⁶¹, an understaffed branch and overstretched staff. A small branch with overstretched staff also affected the financial management due to a (perceived) understaffed financial administration team (GE Africa, GE-TOP). Migration to UMOJA did cause delay in several processes, particularly in the finalization of several sub-projects (GIZ, GEJP, GE-TOP)¹⁶².

*F19: UNEP managed to mobilize more funds than originally planned for the implementation of the GE Project, as well as additional funding for other GEI projects.*¹⁶³

161. The GE Project started with less than 5M US\$ secured funding and effectively mobilized 16.8M US\$ (¶51). This amount is 30% more than originally targeted. In addition, effective implementation of the PAGE and GGKP start-up funding projects, these initiatives branched-off with planned budgets of 20M US\$ (Page) and 6M US\$ (GGKP) each. Other GEI projects that were developed as a direct or indirect spin-off of the GE Project (Operationalizing GE in Africa, UNEP Inquiry, GE Follow-up project) have planned budgets summing 15M US\$. Although the planned budgets of all these ongoing projects have not been realized yet, it is clear that the GEI has been highly effective in mobilizing funds for GE activities both at global level and for country advisory services. Co-funding or counterparts (cash funds or in kind contributions that partner countries or institutions invested in the GE Project) have not been accounted but certainly added for an important deal to the project achievements.

The rating for the criterion 'financial planning and management' is 'satisfactory'.

F20: Although not following specific planning, the supervision, guidance and backstopping were adequate to provide project staff with enough technical and administrative support to allow for effective (sub-) project delivery.

¹⁵⁹ The FMO moved to physically sit with the ETB team in 2015.

¹⁶⁰ See evaluation report of sub-projects ACSSD-GE, GEJP and GE Africa.

¹⁶¹ At the moment of the inception mission for this evaluation, there were 8 vacant position among the 28 positions at ETB (GE, PAGE, GGKP, TEEB and administration).

¹⁶² The impact of the transition to UMOJA on project administration has been noted as well in the external evaluations of UNEP-FI and the EC-ENRTP

¹⁶³ Finding related to evaluation question QF18.

F21: The lack of a formal backstopping body for the overall project caused minor inefficiencies regarding participation and strategy development.

F22: Oversight bodies of sub-projects, as shaped by donor and/or implementing partners, had different roles, but in general were efficient to supervise sub-project execution and stimulate collaboration.¹⁶⁴

162. The GE Project did not have a clear supervision plan and did not define procedures. The project document includes a detailed description of the tasks of ETB in its project organization and management section. While this loosely describes coordination with other branches and divisions, it does not present any internal coordination or supervision mechanism. In spite of missing a formal plan and processes, all (sub-)project managers felt they have received adequate supervision and guidance from ETB senior staff. Key factors for this adequate supervision were the high level technical expertise, the continuous accessibility and the broad institutional and personal network of senior staff. ETB senior staff, in their turn, highlighted the commitment of the actual division director to support the work of the Branch with strategic thinking and positioning within the institution, as well as the personal commitment and backstopping by the ED. Although there is room for improvement of internal collaboration within UNEP (¶150-150), the role of the Resource Efficiency and Ecosystem Management subprogram coordinators to unceremoniously stimulate this coordination is well appreciated by ETB and division directors.

163. The project had foreseen the formation of an International Advisory Group (IAG) to support project implementation. In practice, the IAG was never established, although informal contact was maintained with an important group of global experts during global events, joint activities, or direct visits. Although this informal contact ensured coordination with other agencies and stimulated academic thinking among global experts, at certain moments during project implementation, a more formal IAG would have been a welcome addition. According to some of the interviewed experts, a formal backstopping body for the GE Project would have been welcome to formalize collaboration agreements beyond the informal (voluntary) contacts, to stimulate more contact time between lead academic thinkers and to better position global strategy development.

164. Several sub-project had specific oversight bodies with representatives from donor agencies and (co-) executors (GIZ, China, Norway, EC) or project co-executing organizations (GE Africa, GEJP). These ensured efficient project administration, stimulated coordination and in some cases, contributed to strategic guidance. With the EC, there was a joint Steering Committee and Program Management Unit between UNEP and EC DG-DEVCO and DG-ENV to supervise and implement both SCAs. Initially, the supervision bodies concentrated mostly on administrative issues (sub-project selection, operation and reporting) and resulted in a mutually perceived positive project management relationship. Thanks to the recent development of the technical group on technical and strategic issues between UNEP and EC, the strategic relationship increased but has not yet reached the level of framing long term goals of SCAs from which to derive guidance for the individual sub-projects¹⁶⁵. The relationship between GIZ and UNEP for the GIZ sub-project is more direct, continuous and there are frequent bilateral meetings to discuss project performance and strategy; insights from these meetings are taken up by the sub-project in specific activities (both for UNEP and

¹⁶⁴ Findings related to evaluation questions QF20 and QF21.

¹⁶⁵ See also conclusions of external evaluation report of ENRTP (2016): SCA set-up and management strongly increased project management efficiently but strategic programming could be further improve.

GIZ) and by the design of a second phase¹⁶⁶. The GEJP sub-project was governed by a Steering Committee consisting of a representative from the implementing partners, the government of the Netherlands, and the Multi-partner Trust Fund Office. Their supervision role was limited to project administration and stimulation of effective coordination but each partner designed and implemented their portion of the activities relatively independently¹⁶⁷.

The rating for the criterion 'supervision, guidance and technical backstopping' is 'satisfactory'.

F23: Reporting of the progress of the sub-project and umbrella project results was done to donors and in the internal system (PIMS). However, the project had no operational monitoring and evaluation system that tracked performance and results vis-à-vis indicators, analyzed the context, identified lessons, and guided adaptive management. Some informal monitoring and adaptation of project management was done, but this was not planned, targeted or communicated internally (within UNEP and donors) or externally (to partners).¹⁶⁸

165. The GE Project and its sub-projects had no operational monitoring and evaluation system. The project document includes a short section on monitoring, identifying three activities, without indications on how this should inform project management: (a) a biannual project progress reports that include tracking of the milestones and progress on all indicators (b) a mid-term self-evaluation report and (c) a final report according to UNEP standard procedures. Information related to (a) was presented in PIMS; the other two types of reports have not been produced. The only reports that include an objective presentation on project results, milestones and indicators were the seven subsequent project revisions, information uploaded to PIMS and relevant summaries presented in the same system. Also, PIMS was not managed up to date; a necessary 8th revision was not done and staff at ETB who works with the system (including financial staff) could not guarantee to the evaluator that financial information in PIMS was correct¹⁶⁹.

166. Also the sub-projects did not have an operational M&E system beyond standard technical and financial reporting. Only the China Trust Fund sub-projects produced short self-assessments to evaluate impacts but none of the sub-projects or the umbrella project was externally evaluated until this present evaluation.

167. According to project staff, monitoring (tracking of results and adaptation of project management) was done informally and continuously. This has led to positive examples of effective and adequate adaptation of project management to developments in the context (¶70). At the level of sub-projects, adaptation of project management to lessons learnt was effective but has been more challenging (¶71) and most sub-projects suffered from challenges of efficiency in performance (mostly in terms of time and consultation processes). Possibly, more operational monitoring and evaluation might have helped to identify lessons at an earlier stage and adapt project management in a more organized manner. Although in both cases (umbrella project and sub-projects), the lack of planned monitoring and evaluation was no barrier to track results and apply a certain degree of adaptive management, monitoring was not targeted and communicated. As a result, the GE Project missed an opportunity to

¹⁶⁶ See evaluation of sub-project GIZ. According to GIZ staff, the fact that several ETB staff had GIZ working experience positively influenced coordination.

¹⁶⁷ See evaluation of sub-project GEJP

¹⁶⁸ Finding related to evaluation question QF22.

¹⁶⁹ PIMS data was not updated due to a transition to a new system (UMOJA), creating a UNEP-wide problem not unique to this project.

better demonstrate its achievements, be held accountable for its actions and improve internal learning.

168. The Green Economy 2.0 report (IISD, 2014) was a good exercise to assess UNEP's achievements in Green Economy, critically review the challenges, and provide recommendations for how best to continue to evolve its approach to the green economy. In part, this exercise replaced a mid-term evaluation but it concentrated on relevance, impact and sustainability and did not really assess performance in terms of efficiency, effectiveness and the factors that determined the achievements.

F24: Beyond the development of guidelines to apply indicators and index for measuring progress in GE, the project has no mechanism in place to ensure long-term monitoring of developments in countries that received GE support after this support has been finalized.

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169. The mission of the GE Project is to support countries during their initial steps towards a transition to Green Economy. This transition itself is a long-term goal and measurable impact of increased investments on improved RE and SCP will not be available for at least 5-10 years after the adoption of policies, regulations and incentives at country level. Therefore, in order to be able to really assess if GE support leads to RE and SCP in countries, mechanisms should be in place that monitor GE developments that received GE support. The project has supported the development of indicators in several countries and is now developing a GE Index at global level and although these are useful tools to be included in such monitoring, there is not yet a monitoring system in place in the supported countries.

The rating for the criterion 'monitoring and evaluation implementation' is 'unsatisfactory'.

IV. Conclusions, Lessons and Recommendations

A. Conclusions

170. Based on the evaluation findings, the evaluator made the following conclusions:

- C1. The Green Economy Initiative can be considered UNEP's most visible contribution to the global environmental debate during the past decade. The compelling case for the GE, presented in the Green Economy Report, convinced many countries and international institutions to build a new, more positive narrative about sustainable development. The prominent inclusion of GE in the final text of the United Nations Conference on Sustainable Development in Rio de Janeiro in 2012 (Rio+20) is a major achievement of what was, at that moment, a relatively new concept promoted by a modest project in terms of budget and staffing (R1, CR1, CR2).
- C2. After Rio+20, many countries demanded advisory services from UNEP and the GE Project became UNEP's main response to this country demand. The ability of the project to flexibly apply a diverse set of advisory services ensured high relevance and country ownership of the Project. (R2, F15).
- C3. The GE Project was successful in bringing the Green Economy Initiative to another level: starting as an innovative concept that was promoted in the international development debate, it transitioned into a global project that assisted approx. 50

¹⁷⁰ Finding related to evaluation question QF23.

countries, branched out to several new UNEP initiatives (PAGE, GGKP), inspired others (FI, Inquiry) and established global partnerships. (R2, R4, S2, F12).

- C4. The GEI itself partly created the contextual factors that positively influenced the sustainability of project results and progress towards impacts. It created a positive momentum and high visibility of the concept of Green Economy in Rio+20 and other global events, which triggered interest and motivation of many governments in both developed and developing countries. This led to more country demand for support and on-the-ground action after several years of global outreach and conceptual development. As a response to this changing context, the GE Project swiftly and effectively changed its strategic emphasis and way of working from global research, visibility and communication with international academic and NGO partners to country advisory services and capacity building with development partners. (R4, S1, F13).
- C5. In this case, good management of the umbrella project structure in combination with flexibility of funding proved to be efficient and effective in achieving outcomes. The combination of relatively unrestricted funding for general, global activities and fully-fledged sub-projects to implement concrete activities at country level ensured a project with a broad scope and high adaptive capacity. Also, it provided the opportunity for different countries and institutions to engage with the GEI through financing and co-implementing sub-projects. The fact that Korea and China participated both as project donor and beneficiary is a highly commended aspect of this umbrella project. (R6, E3, F3).
- C6. The umbrella project structure, however, also implied challenges for project planning, monitoring and evaluation: the subprojects were a collection of individual initiatives under a common denominator rather than a set of activities that are mutually dependent to contribute to a specific objective. Also, sub-project execution did not coincide with the umbrella project and several sub-projects continued after umbrella project closure. Finally, monitoring was a challenge because attribution of achievements to particular sub-projects was not difficult (Ef2, F2)
- C7. The project was effective in terms of outputs: all were achieved and several of them beyond the targeted level. The main reasons for good output delivery were (i) the effective mobilization of funds, (ii) the overall good project management, and (iii) the innovative character and high relevance of the concept of Green Economy, ensuring global attention, country ownership and collaboration of key institutions (A01, A03, A04, EF1, EF2, EF4).
- C8. The flexibility of UNEP management and the willingness of donors to jointly plan activities of different sub-projects in the same country and even fully merge funds for activities, helped to have more financial and human capacity available and achieve a larger than originally planned amount of products, as well as to adjust project activities to country demand. Nonetheless, it created a challenge for monitoring and evaluation because it was difficult to attribute outputs to specific sub-project (A03, Ef2).
- C9. The project effectively achieved its outcomes, as defined in the project documentation. Based on good quality, global level studies the project built a strong and convincing economic case for Green Economy to inform decision-making in international processes. Advisory services were provided to many individual countries, which resulted in proposals for regulations, economic incentives, and voluntary measures promoting environmentally sound technologies and resource efficiency. This effectiveness is a result of (i) the academic leadership of UNEP, (ii) effective communication and lobbying, (iii) effective partnerships with key agencies, (iv) inter-sectorial coordination within countries

and (v) commitment of countries to transition to GE. It should however be noted that outcomes were not always formulated as to lead to change in behaviors and therefore were not pitched at the right level, particularly with reference to country level work. (E1, E2, E3, E4, S2, F13).

- C10. Although the Project managed to include the concept of GE in different sectors of national governments, including Finance and Planning, the implementation of regulations, incentives and measures are still incipient and scattered and can only be considered early examples of GE application in practice. Further progress to GE transition is still limited by (i) incomplete participation of private sector, civil society organizations and subnational governments, (ii) lack of available information and data affecting scoping and assessment studies, (iii) lack of domestic (public and private) investments and fiscal space, (iv) continued insufficient national capacity, (v) political and economic inertia and opposition to change and policy reform from vested interests and (vi) lack of convening power or authority of Environment Ministries in inter-sectorial space (E2, E5, S3, S4, S6, F8, F9).
- C11. Overall, the Project achieved a change in the attitude of countries, rather than in action: although there are few concrete examples of GE in practice, country ownership and UNEP support resulted in the development and, in some countries, acceptance at a policy level such as GE action plans, implementation plans, or inclusion of GE in development policies (E6, E7, S3, S4, F16).
- C12. Currently, there is an overall positive momentum for continued GE development worldwide, evidenced by the Paris agreement and Agenda 2030 (Sustainable Development Goals). Although there are still many barriers and constraints, there are many examples worldwide of positive developments towards increased Resource Efficiency and Sustainable Consumption and Production. The GE Project's contribution to this impact has been the change in the global and national development discourse based on adequate information and communication, the initiation of the transformation process in many countries, the installation of capacities among governmental agencies and by triggering many new initiatives by UNEP and other organizations. (I1, I2, S2).
- C13. The GE Project focused on macroeconomic rather than microeconomic themes. Therefore, the case for GE included fewer arguments for individual action than for collective action and the messages were targeted to governments and international organizations rather than private sector and individual consumers. In part, this explains why social aspects were initially poorly included. This awareness has resulted in a response by UNEP to launch the Inclusive Green Economy concept in 2015¹⁷¹. (E1, S7, F14).
- C14. Project delivery at national level encountered several challenges and all sub-projects had serious delays. This was caused by changes in government and overly optimistic assessments of the length of consultation and validation processes, as well as administrative and operative challenges (physical distance of project staff from project activities in the countries, staff turnover and overstretched staff; AO2, Ef5, S8, F6, F18).
- C15. Although UNEP is generally considered the best-positioned organization to develop and promote an innovative concept like Green Economy at a global and regional level and to provide advisory services to countries, it is not the most appropriate to direct transformational change at country level. The lack of country presence implies that UNEP

¹⁷¹ Available at:

http://web.unep.org/greeneconomy/sites/unep.org.greeneconomy/files/publications/IGE_NARRATIVE_SUMMARY.pdf

staff is not directly involved in national policy processes and it needs collaboration with other agencies to stimulate change. This was done more effectively in some countries than in others (A05, I3, S8).

- C16. Within UNEP, the GEI evolved from an institution-wide flagship theme to specific projects implemented principally by one division. The GE Project was designed and implemented principally from the ETB branch in Geneva. These factors caused challenges for intra-institutional collaboration that were later partly overcome by out-posted staff to regional offices, direct collaboration between different projects and stimulated coordination within subprograms (F3, F10, F11).
- C17. The GE project was efficiently managed by well-qualified staff and supervised adequately by the highest management levels in UNEP; this has ensured global academic leadership of UNEP in the theme of Green Economy and well-received advisory services to countries (F3, F4, F5, F20, F21, F22).
- C18. High staff turnover and poor succession planning has led to overstretched staff, continued changes in focal points for country advisory services and cases of erratic communication with countries and partners (S8, F6, F18).
- C19. The GE Project was well designed in terms of relevance to context and the description of the overall strategies to achieve impact. Its logical design, however, was poor: objectives and outcomes of the umbrella project were unclear and changed over time. Outcome B did not imply a change. Sub-projects had large logical gaps between outputs and outcomes and no consideration of drivers and assumptions. This affected reporting, monitoring and attribution (E4, F1, F2, F23, F24).
- C20. The project and most of the sub-projects did not have a systematic and operative monitoring plan; project monitoring was not targeted and operative and under-budgeted. Although informal monitoring (tracking of progress and results) was done by project managers and reported in project revisions and in PIMS, this was no planned exercise and the results of monitoring were not communicated (F23, F24).

Project rating

171. The overall performance of the GE Project is rated as '**satisfactory**', considering its high relevance, its effective achievement of outputs, the full achievement of outcomes at global level and partial achievement at national level, a moderate likelihood of impact, good sustainability, high operative and cost efficiency in spite of several operative and administrative challenges.

Criterion	Summary Assessment	Rating
A. Strategic relevance	Highly relevant to the global demand for an innovative narrative; advisory services respond directly to country demand; full alignment to PoW and donor interest and priorities; good adaptation to the numerous changes in context.	Highly Satisfactory
B. Achievement of outputs	Good delivery of GE Project outputs; three at a high level than planned. Also good delivery of most sub-project outputs, although with delays. Generally, good involvement in producing outputs of governmental stakeholders. In spite of continued challenges for interagency collaboration, the involvement of other UN agencies was overall positive, and enhanced country coverage. Country selection was opportunistic.	Satisfactory

C. Effectiveness: Attainment of project objectives and results		Satisfactory
1. Achievement of direct outcomes	<p>Project outcome A (studies disseminated to global fora and decision makers) fully achieved: GER, and a series of global and national level studies effectively influenced the development debate and resulted in more than 60 countries engaged with GE. UNEP maintains academic leadership.</p> <p>Outcome B (options promoting RE and SCP designed and implemented) partially achieved. In most countries, regulations, economic incentives and voluntary measures to promote RE and SCP have been developed and promoted but only in a few cases, these have been successfully implemented and most are scattered and disconnected. Green Economy Initiative has been effective in driving change in several countries, but mostly in attitude rather than in action.</p> <p>The rating of 'satisfactory' is justified considering their definition in project documentation (see F1, C9)</p>	Satisfactory
2. Likelihood of impact	Through increased global awareness, some improved practice and commitments of countries, impact on RE and SCP can be achieved on the medium term. Likelihood of impact is moderate, because there are still many barriers and challenges.	Moderately likely
3. Achievement of project objectives and goal	<p>Objective 1 (similar to outcome A) was fully achieved: the project established a strong and convincing economic case for Green Economy both at global and national level. Objective 2 (guidance to countries leading outcome B) was mostly achieved: country and regional level guidance and practical recommendations have been provided to three dozens of countries through 16 subprojects. The performance of evaluated sub-project were rated moderately satisfactory (2) and satisfactory (5). However, until now few countries have implemented mechanisms and instruments. Project goal is partly achieved: several countries do have advanced plans at policy level, which reflects that countries are motivated and committed to promote transition to the Green Economy, but there are not yet enough successful examples to be scaled up.</p> <p>Similarly to outcomes, the rating 'satisfactory' is justified considering their definition in project documentation (See F1, C9)</p>	Satisfactory
D. Sustainability and replication		Likely
1. Financial	<p>Because of new initiatives and follow up activities, there are many funds available to sustain the strategies promoted by the project.</p> <p>Final transition to a GE requires directed investments from countries, Particularly in low income countries there is not enough fiscal space and the private sector is too poorly developed to cover these investments.</p>	Likely ¹⁷²
2. Socio-political	Countries have shown good ownership; many more countries involved in project than planned through increasing demand. Social (and economical) and political context has moved positively, partly influenced by the project itself. Sudden changes in the global political and economic situation (eg oil prices) can have important effects. Human Rights and Gender based approach was poorly included; also, critical views on GE concept remain but GEI is trying to involve these in debate and adapt	Likely

¹⁷² Sustainability of project strategies: highly likely; Financing GE transition: moderately likely

	concept to increase inclusiveness.	
3. Institutional framework	Institutional capacity at global level among peer institutions developing strongly. At national level gaps exists, especially in lowest-income countries and small states, but capacity is increasing.	Highly Likely
4. Environmental Sustainability	Negative environmental impact not likely because the project focuses at promoting good environmental practice. Also, its activities are research, capacity building and communication and no activities that can have a direct environmental impact	Likely
5. Catalytic role and replication	The initiative was highly catalytic because it inspired many other organizations, governments and individuals to initiate GE Project and stimulate thinking. UNEP's executive director has been an important champion. Up-scaling and replication from country level experiences is still incipient.	Highly Satisfactory
E. Efficiency	The delivery model (flexible execution of a series of sub-projects under a coordinating body to stimulate overall outcomes) was very efficient although it created difficulty to attribute outputs to specific projects. Implementation highly cost effective. Most sub-projects were not time effective and suffered delays.	Satisfactory
F. Factors affecting project performance		
1. Preparation and readiness	Project was well designed in terms of relevance and strategies but weak in terms of logic	Moderately Satisfactory
2. Project implementation and management	Well managed overall. Good expertise in project team but high staff turnover. On institutional level: good inclusion of different governmental sectors, less so from CSO and private sector. Collaboration with with relevant UNEP initiatives (especially SCP) has improved but still more can be done. Ministry of Environment is not the most appropriate government agency to guide GE transition	Satisfactory
3. Stakeholders participation and public awareness	Initially, difficulty to coordinate within UNEP (later improved). Geneva-based coordination carried both advantages and disadvantages. The relationship between UNEP and partners transitioned into global partnerships and new initiatives. Global level stakeholders were well informed and showed increased awareness. More focus on macro-economic issues and therefore less attention to the general public's awareness.	Satisfactory
4. Communication and public awareness	A highly effective communication strategy resulted in the positive impact on the global development debate. The applied communication tools to bring the main messages to the target audiences were appropriate and well-planned. Keys to the success of the communication strategy were (a) support by ED (b) drip-feeding GER and (c) UNEP not taking the lead but sharing the concept. Communication strategies changed after Rio+20. Now, together with PAGE, country level GE support in the GE Project includes communication efforts at country level. This has led to less visibility of the GE initiative in the global debate - which might be understandable after the high initial visibility. However, investments in communication are required to promote SCP.	Satisfactory
5. Country ownership and driven-ness	Country ownership was high in almost all countries, evidenced by plans at policy level that include GE principles. Ownership was highest among ministries of environment, UNEP's 'natural' partner ministry, although the project managed to effectively reach out to other sectors. However, in most countries several	Satisfactory

	key sectors did not participate and the convening power of the Ministry of Environment in intersectorial space is generally low. Driven-ness was generally high because GE project could respond to demand. Innovative character of studies and tools implied that in many countries, the contribution of national expertise was limited.	
6. Financial planning and management	Correct and transparent financial management overall. More funds mobilized than originally planned. Migration to UMOJA caused delays. Staff turnover is high and recruitment procedures slow.	Satisfactory
7. UNEP supervision and backstopping	Supervision, guidance and backstopping were adequate to provide project staff with enough technical and administrative support to allow for effective (sub-) project delivery. The lack of a formal backstopping body for the overall project caused minor inefficiencies.	Satisfactory
8. Monitoring and evaluation		Unsatisfactory
a. M&E Design	Beyond reporting in PIMS, there was no operative M&E design. Only the umbrella project document had a short sentence on monitoring and evaluation; most of the sub-project did not.	Unsatisfactory
b. Budgeting and funding for M&E activities	Some budget available for umbrella project and small budgets for some sub-projects. All together hardly enough and EO had to construct a complex arrangement and provide additional funding to finance the present evaluation ¹⁷³ .	Unsatisfactory
c. M&E Plan Implementation	No plan, but informal monitoring and adaptive management was nevertheless done satisfactorily and well reported in revisions.	Moderately Satisfactory
Overall project rating		Satisfactory

B. Lessons learned¹⁷⁴

172. During project evaluation, the evaluator identified the following lessons that are relevant for wider application and use by UNEP, other project partners or beneficiaries.

- L1. Focusing on a compelling theme that goes far beyond environmental conservation as such, proved to be a good strategy for UNEP to attain a central role in the global development debate. By dealing with the economy of countries, UNEP started to speak the language of the major development partners, which is key to obtain a prominent position in international forums (C1).
- L2. The positive narrative, showing win-win solutions instead of trade-offs in the environment-development debate, triggered the interest of countries in the Green Economy. This positive attitude helped to stimulate their commitment to collaborate with UNEP and contributed to achievement of project outputs (C8)
- L3. UNEP partly suffered from its own success: it broadly promoted the Green Economy concept which led to so much country demand, that the GE Project had to deal with many more countries than foreseen. Also, several new projects about GE were initiated, by different divisions of UNEP. This created a high workload on a relatively small unit within UNEP, challenges for implementation, coordination and innovation (C2, C16).

¹⁷³ According to project staff, this was partly due to the delay of the final evaluation, after termination of several sub-projects, and the situation in UNEP where budget for projects are not accessible after the end of the project.

¹⁷⁴ These lessons are in addition to the lessons presented at the end of each sub-project evaluation; annex 2-8.

- L4. Macroeconomic issues proved better at convening different sectors of government than environmental issues; in hardly any country the Ministry of Environment has the convening power to coordinate inter-sectorial actions that can influence economic policies. (C9, C10).
- L5. The central position of Green Economy in the sustainable development debate around Rio+20 has shifted to SDGs. As UNEP managed to present Green Economy as a leading paradigm for sustainable development around Rio+20, it became embedded (with much lower visibility) in the SDGs. While this can be seen as a natural process, it should now consider the risk that the momentum is passing over and interest of countries, donors and development partners might move away from GE (C3, C4, C11, C12).
- L6. Transition to Green Economy at country level is a long-term process, which needs national leadership at central level, strong inter-sectorial coordination (governed by finance or planning ministries) and integration of sub-national levels, private sector and civil society organizations; in a time horizon that go beyond the current umbrella project. (C10, C11)
- L7. For actual implementation at scale of Green Economy, investments are needed from both public and private sector. Provided that in most countries, 70-80% of GDP is generated by the private sector, their role in mobilizing the green economy cannot be underestimated. By considering governments as its "natural partner", targeting principally public policies and convening working groups and debated through ministries of environment, UNEP has not managed to engage the private sector with GEI¹⁷⁵ (C10).
- L8. Understanding and stimulating economic processes that promote resource efficiency, sustainable consumption and production, and also address social aspects (human rights, job creation, equity, gender), requires analysis at both macroeconomic and microeconomic levels and action at both individual (consumer, company) and collective (sector, government) level (C13).
- L9. Projects like this, that work in close collaboration with national governments are difficult to plan because they have to be adjusted to the rhythm of governmental processes and will have to be adjusted to new policies and staff after a change in government (C14).
- L10. Only in a few countries, is UNEP the best-positioned agency to steer a process of economic transition. UNEP has staff all over the world in regional and country offices, and project staff and consultants in offices of other agencies. Although the GE Project mobilized this human capital adequately to direct studies and provide advisory services, this was not enough to accompany a change process at country level (C15).
- L11. Staff that develops expertise on an innovative issue, which receives high visibility at the global level, is frequently being searched after by other agencies. This contributes to high staff-turnover and when not included in a succession strategy, will continue to affect GEI projects (C18).
- L12. When within UNEP, Green Economy evolved from a challenging idea to a concrete project, it became associated with administrative tasks, staff assignments and more complex reporting lines. Therefore, it evolved from an institutional wide flagship theme, constructed in collaboration with global partners, to a concrete responsibility of one

¹⁷⁵ See also the external evaluation of UNEP Finance Initiative "the absence of an overall [UNEP] strategy for private sector engagement in general and [the lack of clear] UNEP's overall intentions and operational configuration for engagement on the sustainable finance topic specifically are a root cause preventing UNEP FI from achieving higher level results".

single branch within UNEP. This was associated with a high workload for this (small) branch, as well as challenges for intra-institutional collaboration (C16).

- L13. The way UNEP implemented this particular umbrella project, through a flexible execution of the activities to search complementariness among sub-projects, was important to increase efficiency, apply adaptive management and respond to country demands. An important contributing factor was that different donor arrangements allowed for this flexibility (C5, C6, C8).
- L14. Delivery of the umbrella project at country level through the development of a country support plan supported by different sub projects (and later, different umbrella projects) was an effective way to make best use of available resources and staff. However, alignment of sub-projects with the GE Project was many times unclear and attribution of outputs to specific sub-projects became increasingly difficult. Also, implementation problems in one sub-project could affect performance of others¹⁷⁶ (C5, C7, C8, C19).
- L15. The alignment at the level of outcomes and outputs of sub-projects with the umbrella project and the Program of Work has led to inconsistencies in project design and outcomes of sub-projects. There is a large gap between outputs and outcome. It cannot be expected that sub-projects focusing specific parts of the overall GE work, achieve high-level outcomes such as policy implementation (C9, C19).
- L16. When an outcome formulation does not imply a change in behavior, attitude or action, its achievement does not reflect the aspiration level of the project intervention and many intermediate states between outcome and project goal have to be assessed (C9).
- L17. Country selection based on a joint strategy between donor and implementing agency increases the opportunity for effective delivery and secured follow-up activities and avoids gaps in important geographical regions (GIZ and GEJP sub-projects, A06).
- L18. A formal backstopping body (advisory group, steering committee or similar) for the GE Project would not only have supported project supervision but also could have helped to formalize collaboration agreements beyond the informal (voluntary) contacts, to stimulate more contact time between lead academic thinkers and to better position global strategy development (F21).

C. Recommendations

- Rec1. UNEP-ETB needs to keep its position as custodian of the Green Economy concept. Thus, it has to strengthen its academic leadership by global level studies, wide communication of achieved results and further developing global partnerships to strengthen the concept and foster implementation and resourced correspondingly, both in terms of extra budgetary resources and core allocation (L1, L5, L12).
- Rec2. UNEP-ETB and partners should strengthen the inclusive aspect of GE. Although the concept of Green Economy has managed to include important aspects of environmental (RE, SCP) and social (poverty, labor) sustainability into macro-economic planning, UNEP-ETB has to take additional elements further on board. Many of these have been identified

¹⁷⁶ UNEP had a collaboration arrangement with the Millennium Institute that covered their support to several sub-projects. Challenges in the cooperation in certain sub-projects caused delay for other sub-projects where the cooperation was going well (GIZ sub-project evaluation)

in the Inclusive Green Economy report (2015) but should be taken up in strategies¹⁷⁷ and included in collaboration agreement with partners (governmental and non-governmental). To ensure full alignment of GE with SDGs, harmonize GE indicators with SDGs and improve communication about the concept (L8, Multiple Pathways).

- Rec3. Recognizing the complex and time consuming process to generate change in national economies, UNEP-ETB and ROs should implement the GEI at national level even more in collaboration with agencies that are fully embedded in the national context, reach more easily beyond the environment sector and have more convening power for the private sector. Particularly thanks to the participation of UNDP, change at country level is more likely through collaboration with PAGE and PEI and therefore, UNEP GEI should consider providing advisory services aiming at transition to GE only in countries that are PAGE or PEI partners and preferably directly via PAGE or in close cooperation with PEI (L6, L7).
- Rec4. The different UNEP divisions and units/programmes (DTIE-ETB, SCP, DEPI, RO) that implement projects related to GEI (PAGE, GGKP, GE Follow-Up, Switch, Operationalizing GE, FI, Inquiry, UN-REDD) should define boundaries between the different projects to establish clear collaboration, complementariness and responsibilities by different staff members, to avoid duplication and increase the effectiveness of individual projects. This is particularly valid between PAGE and the GE Follow-Up project where it is recommended that the first focuses at providing advisory services to individual countries and the latter at global and regional-level activities (research, platform facilitation, communication) (L3)
- Rec5. UNEP Senior Management should develop a clear, well-articulated organization-wide private sector engagement strategy to support the Green Economy Initiative and other related initiatives aiming at promoting an economic transformation. In the area of Green Economy this strategy should build on the growing interest of the private sector in sustainable enterprises by stimulating their investments, and connecting public and private sectors to remove barriers that inhibit these investments (fiscal policies, regulations, etc.), (L7).
- Rec6. To improve the likelihood for global impact, collaboration between different UNEP divisions and other UN agencies should go beyond the current collaboration in specific projects and expand to joint strategies, programming and organization wide commitments (L9, L10).
- Rec7. To increase implementation of the policies and plans that UNEP helped to develop at country level, UNEP ETB should consider that GEI activities (from different projects) in the future should focus at the feasibility of implementation; options and strategies should be designed bearing final implementation in mind (L10).
- Rec8. Transitioning to a Green Economy requires strengthened partnerships throughout. While the GE Project has established positive partnerships with other (UN and non UN) organizations at global level, UNEP ETB should ensure that these partnerships are mobilized by direct involvement in future project activities to overcome some key barriers: promote inclusiveness, increase investments and enhance the information basis and the quality of studies (L1, L5, L6, L12).
- Rec9. While new projects emerged and different UNEP divisions launched GE related initiatives, there is an increased need for UNEP DTIE to have a stable, partly decentralized

¹⁷⁷ For instance, the IGE synthesis report (2015) mentions the specific vulnerability of women and children, but does not develop the gender aspect further.

core team at ETB and ROs, including enhanced networking with regional sub-programme coordinators and less dependence on external consultants to support core tasks (L11, L12).

- Rec10. UNEP QAS should consider demanding a multi-institutional backstopping body for future projects of similar geographical scope, thematic complexity and wide participation of other organizations (L18).
- Rec11. In future programmatic approaches, project managers should ensure that constituent projects target logically complementing outputs and outcomes that together achieve a higher-level outcome at programmatic level. Ideally, constituent projects should be designed along with programmatic design and executed fully during the implementation period of the programmatic approach. Flexibility in implementation, joint delivery of activities and good supervision are examples of good practice from the GE Project, applicable in future programmatic approaches. (L13, L14, L15)
- Rec12. UNEP project managers and project revisers should ensure that project and sub-project design complies with UNEP (and OECD-DAC) guidelines. Outcomes should imply a change in attitude, action or behavior. Outcomes and output formulation should not change during project implementation. Alignment between sub-projects, umbrella project and PoW is commended, but causal pathways (activity-output-outcome-objective/goal) should be logically defined in each sub-project and project. Assumptions and drivers should be carefully identified and monitored. QAS should revise design of key sub-projects as much as the (umbrella) projects (L14, L15, L16).
- Rec13. UNEP project managers should strictly apply UNEP's guidelines and standards for the design, implementation and budgeting for an operative monitoring and evaluation plan for every project or sub-project (C20).
- Rec14. In future projects that have a final goal, implying a (sector wide, or nation-wide) transition (in society or economy) that will only be achieved at longer term, UNEP should monitor the progress at country level after project closure to assess if the provided capacity and advisory services eventually lead to the final goal (L6).
- Rec15. For future projects with country delivery in different regions, country selection should be agreed between UNEP ETB and the donor agency based on clearly developed criteria that include geographic representation, opportunity for country ownership and follow-up opportunities. GEI should develop an Asian regional strategy as much as it developed an African, Caribbean and (to a lesser extent) South American regional presence (L17).

ANNEX 1. Evaluation Questions (taken from inception report, coding added)

Strategic Relevance

- QR1: Were the objectives and implementation strategies consistent with: i) global, regional and national environmental issues and needs ii) the UNEP mandate, policies and strategies at the time of design and implementation;
- QR2: How did the project adapt to changes in the (economic, political, environmental) context during project implementation?
- QR3: To what extent were the objectives of EU funded sub-projects coherent with the expected results of the SCA and strategically aligned to the common priorities of the EC and UNEP? Are the sub-project's beneficiaries and geographical targeting in line with common EC and UNEP?
- QR4: How and to what extent did the SCA governance arrangements and quality assurance processes affect the strategic alignment of the EU funded sub-projects to SCA expected results and common priorities of the EC and UNEP? Did they contribute in making the sub-projects more relevant to beneficiary needs and/or make beneficiary and geographical targeting of the interventions more relevant to EC and UNEP priorities? Did they help to keep sub-project realism in check?

Achievement of outputs

- QA01: How successful was the project in producing the programmed outputs, both in quantity and quality, as well as their usefulness and timeliness?
- QA02: What were the reasons behind the success (or failure) of the project in producing its different outputs?
- QA03: Were key stakeholders appropriately involved in producing the programmed outputs?

Effectiveness: attainment of objectives and planned results

- QE1: To what degree has the project established a strong and convincing economic case for Green Economy, based on policy assessment, cost benefit analyses and case studies, used to inform decision making in international and regional policy processes? (outcome A of ToC and project objective 1)
- QE2: Have relevant decision makers in international and regional policy processes been effectively informed about the economic case for increased investments in RE as a basis for GE and SD? Did relevant policy makers consider the economic case for green economy better than BAU scenarios?
- QE3: Has the project been successful in designing (at pilot level) regulations, economic incentives and voluntary measures promoting environmentally sound technologies and resource efficiency in the production of food and manufactured goods (Outcome B of ToC)
- QE4: Are regulations, economic incentives and voluntary measures, developed by the project at pilot level, been implemented successfully?
- QE5: To what degree has the project achieved effective examples of GE application in practice by establishing initial experiences with implementation of regulations, incentives and voluntary measures
- QE6: Are governments and businesses effectively enabled and motivated to scale up green investment and actions in improving resource efficiency (RE) and achieving sustainable consumption and production (SCP)? (Project goal in ToC)
- QE7: To what extent did the project lead to the application of policies for resource efficiency and sustainable consumption and production and increased investment in green sectors through the preparation of analytical reports and comparative analysis?

- QE8: To what extent has the Green Economy Initiative been effective in driving change at country level?

Likelihood of impact

- QI1: What is the likelihood that the project impact (Improved resource efficiency and Sustainable consumption and production) will be achieved at medium or longer term? What is the contribution of the project to this potential impact?
- QI2: Did the main project assumptions hold?

Sustainability

- QS1: What are the main social or political factors that influence positively or negatively the sustenance of project results and progress towards impacts?
- QS2: Is the level of ownership by the main stakeholders (partners in GE delivery) sufficient to allow for the project results to be sustained?
- QS3: Are there sufficient information, awareness, interests, commitment and incentives for the government and other key stakeholder to adopt and implement Green Economy strategies?
- QS4: Did the project conduct 'succession planning' and implement this during the life of the project?
- QS5: Was sustainability improved through stakeholder strengthening? (Was capacity building conducted for key stakeholders? Did the intervention activities promote positive sustainable changes in attitudes, behaviors and power relations between the different stakeholders? To what extent has the integration of HR and GE led to an increase in the likelihood of sustainability of project results?)
- QS6: To what extent are the continuation of project results and the eventual impact of the project dependent on (continued) financial resources? What is the likelihood that adequate financial resources will be or will become available to continue implementation of the new umbrella projects? (PAGE, GGKP, Follow Up) Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact?
- QS7: To what extent is the sustainability of the results and onward progress towards impact dependent on issues relating to institutional frameworks and governance?
- QS8: How robust are the institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustaining project results and to lead those to impact on human behavior and environmental resources, goods or services?
- QS9: Are there any environmental factors, positive or negative, that can influence the future flow of project benefits? Are there any foreseeable negative environmental impacts that may occur, as the project results are being up-scaled?

Catalytic role and replication

- QCR1: To what extent has the project created opportunities for particular individuals or institutions ("champions") to catalyse change (without which the project would not have achieved all of its results)?
- QCR2: What approach was adopted by the project to promote replication effects? To what extent has actual replication already occurred, or is likely to occur in the near future?
- QCR3: What are the factors that may influence replication and scaling up of project experiences and lessons?

Efficiency

- QEf1: Did the project adequately build (create complementarity) on existing institutions, lessons of other initiatives, data sources, partnerships with third parties and on-going projects?

- QEf2: Have any cost- or time-saving measures put in place in attempting to bring the project as far as possible in achieving its results within its secured budget and (extended) time.
- QEf3: Was the project implemented cost-effective?
- QEf4: If present, what have been the main reasons for delay/changes in implementation? Have these affected project execution, costs and effectiveness?
- QEf5: Had specific ENRTP SCA governance arrangements and quality assurance processes any effect on efficiency of the sub-projects? Did these arrangements and processes have any influence on the costs or time to get the sub-projects up and running, in order to achieve their objectives within the programmed time and budget?

Factors and processes affecting project performance

Project preparation and readiness

- QF1: Was the project well designed and prepared?
- QF2: To what extent have the specific ENRTP SCA quality assurance processes affected sub-project design quality and readiness?

Project implementation and management

- QF3: To what extent is the Green Economy Initiative structured in a way that ensures effective and efficient delivery of the UNEP's vision of an economic transformation, in partnership with other key organisations and in coordination with all relevant UNEP's areas of work? To what extent is the use of umbrella project ensuring an effective and efficient delivery of UNEP's intended results for this area?
- QF4: To what extent have the project implementation mechanisms outlined in the project document been followed and were effective in delivering project milestones, outputs and outcomes?
- QF5: Was adaptive management applied adequately? Were the proposed changes in subsequent project revisions appropriate (increased efficiency and effectiveness) and reflected increased secured budget? Have they been followed up?
- QF6: Was the project management (ETB) adequate, effective and efficient? (skills, leadership, coordination, adaptive capacity)?
- QF7: How adequate, effective and efficient was the role and performance of the sub-project teams and working groups established and the project execution arrangements at all levels.
- QF8: Where there any operational and political / institutional problems and constraints that influenced the effective implementation of the project, and how did the project tried to overcome these problems?

Stakeholder participation, cooperation and partnerships

- QF9: How was the overall collaboration between different functional units of UNEP involved in the project? What coordination mechanisms were in place? Were the incentives for internal collaboration in UNEP adequate? Was the level of involvement of the Regional, Liaison and Out-posted Offices in project design, planning, decision-making and implementation of activities appropriate?
- QF10: To what extent has the project been able to take up opportunities for joint activities, pooling of resources and mutual learning with other organizations and networks? In particular, how useful are partnership mechanisms and initiatives to build stronger coherence and collaboration between participating organisations?
- QF11: How did the relationship between the project and the collaborating partners (institutions and individual experts) develop? Which benefits stemmed from their involvement for project performance, for UNEP and for the stakeholders and partners themselves?

Communication and public awareness

- QF12: Have public awareness activities undertaken during the course of implementation of the project to communicate the project's objective, progress, outcomes and lessons been effective? Did the project's communication activities target adequate audiences to trigger change?
 - QF13: What has been the project's contribution to general public awareness of GE?
- ### ***Country ownership and driven-ness.***
- QF14: In how far have governments assumed responsibility for the project and provided adequate support to project execution, including the degree of cooperation received from the various public institutions involved in the project?
 - QF15: How and how well did the project stimulate country ownership of project outputs and outcomes?

Financial planning and management

- QF16: How well are proper standards (clarity, transparency, audit etc.) and timeliness of financial planning, management and reporting applied to ensure that sufficient and timely financial resources were available to the project and its partners?
- QF17: To what extent have other administrative processes such as recruitment of staff, procurement of goods and services (including consultants), preparation and negotiation of cooperation agreements etc. to the extent that these might have influenced project performance?
- QF18: To what extent has co-financing materialized as expected at project approval? What resources has the project leveraged since inception and how have these resources contributed to the project's ultimate objective?
- QF19: Have there been any irregularities in procurement, use of financial resources and human resource management that impacted project performance? In that case, what measures have been taken by UNEP to prevent such irregularities in the future?

Supervision, guidance and technical backstopping.

- QF20: How adequate were project supervision plans, inputs and processes?
- QF21: How well did the different guidance and backstopping bodies (within UNEP) play their role and how well did the guidance and backstopping mechanisms work? How did management respond to guidance from UNEP directors, UNEP subprogramme coordinators and project steering bodies?

Monitoring and evaluation implementation

- QF22: Was the M&E system operational and facilitated timely tracking of results and progress towards projects objectives throughout the project implementation period?
- QF23: How effective are the measures in place to ensure monitoring of developments in countries, which receive GE support? (during, but also after having received this support)

ANNEX 9. Assessment of the project design for the Follow-Up project “Enhancing Knowledge and Capacity for Inclusive Green Economies”

173. The project *Enhancing Knowledge and Capacity for Inclusive Green Economies* (Follow-Up Project) was approved in January 2015 and has been continuing as part of the work conducted during the GE Project. The objective of the Follow-Up Project is to build and support a new phase of multidisciplinary research, knowledge exchange, and country engagement to help developing countries shift and transform their national economic structures to greener economy pathways, thereby working towards environmental sustainability, job creation, reduced poverty, and improved human well-being. This project aims to contribute to EA(a) of the Resource Efficiency Sub-Programme for UNEP's Programmes of Work (PoW) 2014-2015 and 2016-2017, “Cross sectoral scientific assessment, research and tools for sustainable consumption, production, and green economy-developed, shared and applied by policy makers, including urban practices in the context of sustainable development and poverty eradication”. Some sub-projects executed under the GE Project which continued in 2015 and beyond, were included administratively under this new umbrella project, as well as all sub-project funding outside of PAGE that was initiated after January 2015. The current evaluation assessed the quality of project design of the new umbrella project, which provided lessons and recommendations for its implementation, including adaptive management measures based on the findings of the evaluation of the main umbrella GE project

Logical Framework of the project 'Enhancing Knowledge and Capacity for Inclusive Green Economies'

Relevant Expected Accomplishment in the Programme of Work:

2014-2015: EA(a): Cross sectoral scientific assessments, research, and tools for sustainable consumption and production and green economy developed, shared and applied by policy-makers, including in urban practices in the context of sustainable development and poverty eradication

EA(a)2014-2015: Indicator: Increase in number of countries, including cities, that develop and integrate green economy in the context of sustainable development and poverty eradication and sustainable consumption and production approaches and tools in policies as a result of UNEP assistance

2016-2017: EA(a): Cross sectoral scientific assessments, research, and tools for sustainable consumption and production and green economy developed, shared and applied by policy-makers, including in urban practices in the context of sustainable development and poverty eradication

EA(a)2016-2017: Indicator: Increase in the number of UNEP supported regional, national and local institutions that progress in the development and integration of the green economy, in the context of sustainable development and poverty eradication and sustainable consumption and production approaches and tools into their policies.

1. Project Outcome	Indicators	Means of Verification
Outcome: Governments use the knowledge and have the capacity to shift and transform their national economic structures towards green economies, using investment, trade and macroeconomic policies, such as fiscal policies, as levers for	<p>Number of countries have analyzed policy options for a Green Economy transition. Baseline: 10, target: 12</p> <p>Number of project-specific knowledge products are used to develop action plans to undertake sectoral Green Economy measures in countries.</p>	<p>- Survey conducted with government officials in which UNEP tracks the use of studies, global knowledge products, and the impact of knowledge exchange events for informed policy-planning</p> <p>- Governments'</p>

change.	Baseline: 2, target: 4 Number of countries which declared they used the knowledge products prepared under this project for their green economy policy planning. Baseline: 0, target: 8	communications and media reports (global, regional and national levels) reflecting options for implementation of green economy policies - Documents from national consultations - Country studies and action plans - Government policy documents
2. Project Outputs:	Indicators	Means of Verification
1. Participatory country studies, including on sectoral opportunities for green investment, trade and on macroeconomic and social policies, are prepared.	a) Number of country studies prepared, including country analysis, action plans or strategy proposals Baseline: 12 , Target: 18 b) Number of governments involved in country studies, including country analysis, action plans and strategy proposals Baseline: 9, Target: 11	Country studies, including country analysis, action plans or strategy proposals
2. Global knowledge products that support countries in a transition to inclusive green economies are developed and disseminated in areas of investment, trade and related macroeconomic and social policies.	Number of relevant knowledge products on green economy developed and disseminated to countries; Baseline: 0, Target: 4	Knowledge products available electronically
3. Policy Makers and other stakeholders are informed about transformative pathways towards Green Economies, including investment, trade and macroeconomic policy options through knowledge exchange programmes	a) Number of knowledge exchange events conducted, including workshops, trainings or programmes Baseline: 19 : Target: 26 b) Number of participants in knowledge exchange programmes Baseline: 380, Target: 520 participants	Conference/meeting reports and the list of participants

Project justification, relevance and niche

174. The Follow-Up project 612.2 is a clear continuation of the GE Project 61.P3: it targets similar goals, outcomes and beneficiaries and has a similar implementation structure to 61.P3. It refers frequently to the progress of the concept of Green Economy, principally in two areas (a) the development of other initiatives and partnerships that found an important and relevant niche (PAGE, GGKP) and (b) the recognition of the crucial role of investments flows, trade flows and macroeconomic policies for a green economy transition. Therefore, this project planned to create synergy and be fully complementary with other initiatives, particularly PAGE and GGKP and to focus its research and knowledge dissemination on the three identified crucial themes. Both issues are in line with lessons learned and recommendations from the evaluation of the GE Project (particularly Rec1 and Rec4).

The relevance of the Follow-Up project

175. Being a Follow-Up of the GE Project, the Follow-Up project builds consistently on insights from that project, particularly by focusing and further developing the analysis on the three crucial issues¹⁷⁸. It also takes on board several lessons of the GE 2.0 and the Inclusive Green Economy strategy¹⁷⁹, including a well-sustained section on how gender, rights and indigenous peoples' issues will be included in the project. This also is in line with crucial recommendations of the GE-Project Rec2.

176. The project statement and justification does not clearly define a specific niche for the project along with PAGE and GGKP. It mentions synergies and has various references on how information from this project will be useful for PAGE and GGKP¹⁸⁰ and how the in-country work of PAGE and global platforms of GGKP are useful for achieving the Follow-Up project objectives. However, there is no mention on the exact boundaries of the three projects (what is done by which project and, more important, what should not be done by the other) to avoid duplication and increase efficiency. There is no description on the exact roles and responsibilities that differentiate the three projects or of any coordination mechanism. This implies incomplete inclusion of Rec 4 of the GE project evaluation.

177. There is a detailed statement on how different and complementary these project are¹⁸¹ but in fact, the evaluator notes several activities that are shared between the Follow-Up project and the other projects which harbors the risk of duplication and unclear communication about the different projects to partners and beneficiaries. For instance, PAGE's core work is country level implementation to assist countries to shift towards green economies, but in the Follow-Up project, activities for output 1 produce country studies that, as shown by the GE project, are crucial steps for the assistance to countries¹⁸². The Follow-Up project plans to provide cutting edge research, but PAGE also has a research component (although not at the heart of its operation). Similarly, GGKP focuses at communication of GE related knowledge and the Follow-Up project aims at providing that knowledge. However, the Follow-Up project also has an active dissemination strategy while GGKP has a knowledge generation as well, through research committees. In fact, output 1 of the Follow Up project might as well be delivered by PAGE and outputs 2 and 3 by GGKP without too much alteration of their results frameworks. From the description of the distinction between GGKP, PAGE and the Follow Up project, the impression remains that the only real difference is that the Follow-Up project is implemented by UNEP only, while the others are implemented in partnerships.

178. The Follow-Up project had less and a more manageable list of sub-projects, reducing the complexity (L3, Rec11). However, this was not strategically planned because most sub-projects included in this umbrella project continued their implementation after the closure of 61.P3 (four out of seven) and only a few new projects were included. Therefore, the evaluator perceived that the project logic is constructed to accommodate the ongoing activities rather than logically developing a set of sub-projects that strategically and complementarily contribute to an overall outcome and objective (Rec11).

179. Other weak points of the strategic relevance are the continued focus on macroeconomic aspects without considering its direct interrelationship with microeconomic aspects (lesson learned L8) and the continued weak private sector involvement strategy (Rec3, Rec5)

¹⁷⁸ Project Statement, Pg 8 of the Project Document

¹⁷⁹ Other Socio-Economic and Environmental Issues; Pg 17 of the Project Document

¹⁸⁰ E.g. in Project statement, pg 9; Project approach, pg 10 and Cost Effectiveness, pg 18 of the Project Document
Project statement, pg 9;

¹⁸² The countries included in the Follow Up project are not the same as the ones included in PAGE, but this does not take away a risk of duplication in thematic coverage of the projects.

Quality of design - logical framework

180. The formulation of outputs, outcomes and the causal pathways in the Follow-Up project are generally better than the GE Project, but still present flaws. The Follow-Up project focused at UNEP PoW EA(a) of the Research Efficiency sub-programme, which, in line with Rec12, implies a clear change statement by including the words "applied by policy makers". The outcome of the project does imply a change in attitude as well, by stating that "governments use the knowledge". However, the real change is still not clear, because it is not implicit what this "use" is. The rest of the outcome statement might imply a change ("have the capacity to shift and transform, using investment, trade and macroeconomic policies, such as fiscal policies, as levers for change") but this is open to interpretation (having the capacity does not imply using is). This means there is still an important logical step between the outcome and the EA that should be described with assumptions or drivers. However, the project design does not present these. In summary, Rec12 still stands for follow up projects.

181. A monitoring and evaluation plan is considered in the Follow-Up project, including a considerable evaluation budget (>100,000 US\$). The project describes which mechanisms for monitoring will be applied and that this will result in adaptive management¹⁸³. However, it does not tell how adaptive management will take place, how the contribution of sub-projects to the umbrella project will be monitored and how results of monitoring will be communicated to project partners (Rec13). Also, there is no monitoring of long-term impact of the project at country level (Rec14). Finally, the evaluation plan has a serious flaw, because it is based on an assumption that the current GE Project evaluation would occur during the inception of the Follow-Up project so recommendations could be applied. In fact, it states *"This evaluation [the Terminal Evaluation of 61.P3] taking place early in the life of the project, will substitute a mid-term review of the project"*, which is striking because no Terminal Evaluation of one project can substitute a Mid Term Evaluation of a follow up project. The assumption did not hold, because the current evaluation is taking place towards the end of the execution of the Follow Up project, which is largely late to provide recommendations for its execution. Also many responses to PCR review (e.g. on how to build on progress and lessons learned from the GE project could be applied in the Follow-Up project) were responded by referring to the supposed early availability of the results of the GE Project TE. This late delivery plus the fact that the GE Project did not have an operative and targeted monitoring and evaluation plan (C20) means that no lessons learned from the GE Project were systematically identified for inclusion in the Follow-Up project.

Quality of project design table of Follow-Up project¹⁸⁴

1. Project Document

	Project preparation and readiness	Addressed by the PRC	Evaluation Comments	Rating : MS ¹⁸⁵
1	Does the project document provide a description of stakeholder consultation during project design process?		No. there is no mention of stakeholder consultation during project design; probably	U

¹⁸³ Section 5, Pg 29 of the Project Document

¹⁸⁴ Some answers in this table are kept short to avoid redundancy with the narrative assessment, above. Others were considered not relevant or "no information available", because this assessment did not look at the entire design or financing, but concentrated on how recommendations and lessons learned from the GE Project evaluation have been or could have been included in the design of the Follow-Up project. These questions were deleted from the standard table.

¹⁸⁵ Ranking: HS = Highly satisfactory; S = Satisfactory; MS = Moderately Satisfactory; MU = Moderately Unsatisfactory; U = Unsatisfactory.

				because it is a follow up of on-going activities, this was considered unnecessary	
2	Does the project document include a clear stakeholder analysis? Are stakeholder needs and priorities clearly understood and integrated in project design? (see annex 9)	x		Yes a general but correct stakeholder analysis is provided, with much detail on partnership analysis; less so on target group stakeholder analysis. No inclusion of private sector or sub-national agencies	MS
3	Does the project document entail a clear situation analysis?			Yes. Short but relevant and well written and building on the general development of the GE	S
4	Does the project document entail a clear problem analysis?			Partly. It is based on the recognition of crucial issues for GE transition but these need further development by the project.	MS
5	Does the project document entail a clear gender analysis?			Yes. Section on Other Socio-Economic and Environmental Issue deal well with Gender issues and the opportunities for GE	S
	Relevance		Addressed by PRC	Evaluation Comments	S
6	Is the project document clear in terms of relevance to:	i) Global, Regional, Sub-regional and National environmental issues and needs?	x	Yes, global, regional and national environmental and economic issues are correctly addressed	S
7		ii) UNEP mandate	x	Yes; clear reference to UNEP mandate, added values and core competences, as well as linkage to other UNEP programmes. EA of PoW taken as project goal	HS
9		iv) Stakeholder priorities and needs?	x	Partly; project claims to be in line with stakeholder priorities because they have learned from previous project. PCR's questions on how this will be included is responded with "61.P3 evaluation will provide lessons to include in this project" but the current evaluation was too late to do so	MU
10	Is the project document clear in terms of relevance to cross-cutting issues	i) Gender equity		Yes (See 5)	S
11		ii) South-South Cooperation		Yes. Many opportunities of S-S cooperation mentioned. Both at regional and global level. Specific sub-project focus on this (China Trust Fund)	HS
12		iii) Bali Strategic Plan		Yes, implicitly	S
	Intended Results and Causality		Addressed by PRC	Evaluation Comments	MS

13	Are the outcomes realistic?	x	Yes. Although the stated outcome implies a change (According to UNEP guidelines) its formulation is still quite weak. Could be a stronger statement.	MS
14	Is there a clearly presented Theory of Change or intervention logic for the project?		Yes. The project includes a theory of change that related activities to impact through outputs, outcomes, and an intermediate state. It also has clear assumptions and drivers. Although there is room for improvement in the ToC (assumption between output and outcome; more intermediate states), it is a satisfactory planning tool	S
15	Are the causal pathways from project outputs [goods and services] through outcomes [changes in stakeholder behaviour] towards impacts clearly and convincingly described?	x	Partly. Output to outcome is good, but outcome to EA implies a large step and several assumptions that are not described	MS
17	Are activities appropriate to produce outputs?	x	Yes, especially because most sub-projects were ongoing when the project started so in a way, the project design "accommodated" the sub-project activities.	S
18	Are activities appropriate to drive change along the intended causal pathway(s)?		Until outcome level	MS
19	Are impact drivers and assumptions clearly described for each key causal pathway?		They are included in ToC; no direct causal pathway description	MS
20	Are the roles of key actors and stakeholders clearly described for each key causal pathway?	x	Partly. Role of UNEP clear, but role of partners not defined. No clear division of roles with GGKP and PAGE. Only one single mention to PEI	MU
	Efficiency	Addressed by PRC	Evaluation Comments	MS
22	Does the project intend to make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency?	x	Partly. Cost effectiveness section clearly states how synergies are being identified and contribute to the project but it is not foreseen how this is done. It is understood that this umbrella project made use of existing institutions, partnerships and agreements from 61-P3 but this is not explicitly explained in the project document.	MS
	Sustainability / Replication and	Adresse	Evaluation Comments	MS

	Catalytic effects	d by PRC		
23	Does the project design present a strategy / approach to sustaining outcomes / benefits?	x	Yes. Sustainability section adequately explains how this is created through partnerships and collaboration	S
25	Does the design foresee sufficient activities to promote government and stakeholder awareness, interests, commitment and incentives to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project?	x	Partly. Both the sustainability section and the communication section focus on stakeholder involvement and awareness. General public awareness not targeted (media, wider outreach)	MS
26	If funding is required to sustain project outcomes and benefits, does the design propose adequate measures / mechanisms to secure this funding?	x	Resource mobilization plan during project is well designed	S
27	Are financial risks adequately identified and does the project describe a clear strategy on how to mitigate the risks (in terms of project's sustainability)		Mentioned in risk analysis, and only for upscaling	MU
28	Does the project design adequately describe the institutional frameworks, governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustain project results?	x	Yes. Scattered through the project document there is adequate mention of national and regional frameworks, governance structures, policies and legal frameworks. Implementation structure diagram is unclear (see 22). Inclusion of RO is an improvement over GE Project design	S
30	Does the project design foresee adequate measures to promote replication and up-scaling / does the project have a clear strategy to promote replication and up-scaling?		No	MU
	Learning, Communication and outreach	Addressed by PRC	Evaluation Comments	MS
32	Has the project identified appropriate methods for communication with key stakeholders during the project life?	x	Yes. The project is characterized as a "research and communication" project and in fact, many activities imply stakeholder communication using GGKP network	S
33	Are plans in place for dissemination of results and lesson sharing.		Communication and dissemination is a key factor of most activities. There is no specific plan presented on dissemination and lessons sharing of the project as such.	MS
34	Do learning, communication and outreach plans build on analysis of		Partly, fully concentrated on existing channels of project	MS

	existing communication channels and networks used by key stakeholders?			partners. Little mention of third parties.	
	Risk identification and Social Safeguards		Addressed by PRC	Evaluation Comments	MS
35	Are all assumptions identified in the ToC and/or logical framework presented as risks in the risk management table? Are risks appropriately identified in both, ToC and the risk table?			The assumptions and drivers have been of ToC have been partly included in risk table. Although this should not necessarily be done strictly, some additional assumptions could be included in risk mgt table and <i>vice versa</i> .	MS
36	Is the risk management strategy appropriate?		x	Yes. The main risks are adequately addressed in the risk log	S
39	Have risks and assumptions been discussed with key stakeholders?			Not described in the project document.	MU
	Governance and Supervision Arrangements		Addressed by PRC	Evaluation Comments	MS
40	Is the project governance model comprehensive, clear and appropriate? (<i>Steering Committee, partner consultations etc.)</i>			Partly. Clear supervision lines and coordination mechanisms in place, but all internally. No backstopping body (steering committee, advisory group) foreseen	MS
41	Are supervision / oversight arrangements clear and appropriate?			Yes, although no lessons were included from GE Project, whilst many challenges were well known during project design (small team, turnover of staff, relying on consultants)	MS
	Monitoring		Addressed by PRC	Evaluation Comments	MS
50	Does the logical framework	<ul style="list-style-type: none"> capture the key elements of the Theory of Change/ intervention logic for the project? 	x	Yes. See13 and 14.	S
51		<ul style="list-style-type: none"> have 'SMART' indicators for outcomes and objectives? 	x	Partly. Indicator 1 and 3 will give a positive result whatever the project results are. The 61-P3 evaluation showed that project beneficiaries do not distinguish between different GEI projects. Therefore, if a survey asks government representatives if they used the knowledge (produced by the project) or analysed policies (suggested by the project), they might confirm, although they are referring to whatever what GEI project and not the products of this particular project. Also, the indicator	MS

				"government has analysed a policy option" does not indicate if the outcome ("governments have capacity to shift and transform") is achieved. Indicators for EA and Outputs OK	
52		• have appropriate 'means of verification'?		Yes	S
53	Are the milestones appropriate and sufficient to track progress and foster management towards outputs and outcomes?			Yes	S
54	Is there baseline information in relation to key performance indicators?			Partly. Baseline information for output indicators well defines and based on previous work. The baseline values at outcome level are not realistic. UNEP has worked with many of these partner countries before in GEI so it is not realistic that none of the partner countries (base line = 0) has used any knowledge product or analysed a policy option	MS
55	How well has the method for the baseline data collection been explained?			Good	S
56	Has the desired level of achievement (targets) been specified for indicators of outputs and outcomes?			Yes	S
57	How well are the performance targets justified for outputs and outcomes?			Targets are realistic and achievable but there is no clear justification.	MS
58	Has a budget been allocated for monitoring project progress in implementation against outputs and outcomes?		x	No; no specified budget monitoring activities	U
59	Does the project have a clear knowledge management approach?			Yes. Research is an important element and discussion and dissemination of results is promoted	S
60	Have mechanisms for involving key project stakeholder groups in monitoring activities been clearly articulated?			No.	U
	Evaluation		Addressed by PRC	Evaluation Comments	MS
61	Is there an adequate plan for evaluation?		x	Partly. Evaluation plan foreseen but relying on TE of GE project which is not adequate	MU
62	Has the time frame for evaluation activities been specified?		x	Yes	S
63	Is there an explicit budget provision for		x	>100,000	S

	mid-term review and terminal evaluation?			
64	Is the budget sufficient?	x	Yes	S

2. Project Alignment with the SP PoW

		Addressed by PRC	Evaluation Comments	Rating : S
1	Does the project form a coherent part of the programme framework?		Yes. Direct link made to EA(a) of RE SP. PoW outputs mentioned and adequately put a reference for project outputs	HS
2	Is the relevance of the project in terms of SP higher level results clearly described?		Yes. Reference is not only made to SP overall results, but also to UNEP higher level results, Governing Council and UNEA decisions	HW
3	How well have linkages with other projects in the same Programme Framework been described?	x	Linkages to other GEI projects are clearly described ('what'), although not made operative ('how')	MS
6	Are the designed activities relevant in terms of contributing / producing the identified PoW Output(s)?	x	Partly. The activities are relevant to achievement of project outputs (see 17 above) but the link from the project output to the PoW outputs is only marginally described (reference in Logframe). However, activities contribute directly to the first part of the PoW output (Economic, trade and fiscal policy research, analysis and methodologies developed to share knowledge and support governments)	S
7	Are output indicators appropriate to measure contribution to / delivery of the PoW Output(s)?		Yes	S
9	Are the intended results likely to contribute to the stated EA?	x	Partly. See 15 in table above	MS
10	Is the pathway from project outputs to EA contribution clearly described?		Partly. ToC adequately presents overall pathway. There is a logical gap between outcome and EA which however is partly sustained by a strong driver/assumption	MS
11	Are the indicators appropriate to measure contribution to EA?		Partly. Two of three outcome indicators not considered adequate (See 51 above)	MS
13	Do project milestones track progress to PoW output and all the way to the EA?		Partly. Adequate	

3. Project Approval Process

		Evaluation Comments
1	What were the main issues raised by PRC that were addressed?	Outcome formulation, Implementation arrangements (stakeholder and RO participation), (minor) budgeting issues, relationship to GE2.0 and post-2015 development discussions.

2	What were the main issues raised by PRC that were not addressed?	Building upon GE Projects (was made dependent of GE Project TE during inception of Follow Up project, but this did not happen. Also, poor M&E of GE Project meant that no lessons learned were included in Follow Up Synergy with PAGE and GGKP (more mention to the options for synergy, but there is no actual mechanism in place that defines boundaries, roles and responsibilities)
3	Were there any major issues not flagged by PRC?	In fact, this PRC did only cover a limited amount of issues and many important ones were not flagged (quality of outputs, relation with subprojects, financial risks, indicators and milestones, assumptions and drivers, gender and social aspects, replication, etc).

ANNEX 10. Terms of Reference of this Evaluation

1. Objective and Scope of the Evaluation

1. In line with the UNEP Evaluation Policy¹⁸⁶ and the UNEP Programme Manual¹⁸⁷, the Evaluation is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. It will also assess the quality of the project design of the follow up project and assess the extent to which outcomes and outputs carried forward from the umbrella project are being achieved during the current follow up phase. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and key project partners. Therefore, the evaluation will identify lessons of operational relevance especially for the ongoing phase of the follow up project and for the structure, vision and mission of the Green Economy Initiative as a whole.

2. It will focus on the following sets of **key questions**, based on the project's intended outcomes, which may be expanded by the consultant as deemed appropriate:

- (a) To what extent did the project lead to the application of policies for resource efficiency and sustainable consumption and production and increased investment in green sectors through the preparation of analytical reports and comparative analysis?
- (b) To what extent did the project contribute to the design and implementation of regulations, economic incentives and voluntary measures promoting environmentally sound technologies and resource efficiency in the production of food and manufactured goods?
- (c) To what extent is the Green Economy Initiative structured in a way that ensure effective and efficient delivery of the UNEP's vision of an economic transformation, in partnership with other key organisations and in coordination with all relevant UNEP's areas of work? Specifically, to which extent have lessons learned been incorporated into the new umbrella project and to which extent can its implementation be further improved by taking into account these evaluation findings? To what extent is the use of umbrella project ensuring an effective and efficient delivery of UNEP's intended results for this area? To what extent can the current design structure be improved to ensure that all components of the Green Economy Initiative, including the global research and outreach component, are adequately structured to deliver their intended results and integrated in the UNEP workplan?
- (d) To what extent has the Green Economy Initiative been effective in driving change at country level? The evaluation should identify lessons emerging from the work delivered at country level during the implementation of the umbrella project which can help UNEP strengthen the quality of the support it provides at national level.

2. Overall Approach and Methods

3. The Evaluation will be conducted by an independent consultant under the overall responsibility and management of the UNEP Evaluation Office in consultation with the UNEP Project Manager and the Sub-programme Coordinators of the Resource Efficiency Sub-Programme.

¹⁸⁶ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPevaluationPolicy/tabid/3050/language/en-US/Default.aspx>

¹⁸⁷ http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf

4. It will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant maintains close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings.

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

(a) A **desk review** of:

- Relevant background documentation, inter alia the key Green Economy reports;
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget, project revisions;
- Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence etc.;
- Project outputs and outcomes report as available in PIMS;
- Green economy 2.0 report

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

- UNEP Task Manager;
- Project management team;
- UNEP Fund Management Officer;
- Project partners;
- Donor representatives;
- Relevant resource persons.

(c) **Field visits:**

- three countries receiving support from UNEP, to be selected in agreement with the GEI team. They will also be selected with a view to maximise efficiency for the preparation of case studies on sub-projects (see paragraph 28).
- interviews at UNEP offices in Geneva and UNEP HQ and regional offices to extent possible (if they can be combined with visits to the countries).
- Interviews with EC desk officers in Brussels, in person to the extent possible

(d) **Self-assessment:**

All sub-project managers will be requested to prepare a self-assessment on sub-project performance and factors affecting this performance following a standard annotated table of contents prepared by the evaluation team. These summaries will be reviewed by the evaluation team and followed-up by interviews of the project team and selected partners and beneficiaries.

6. **Sub-project evaluation coverage:** Out of the 16 sub-projects, none have been evaluated. In addition to these reviews/evaluations, the evaluation of the umbrella projects will conduct an in-depth assessment of 7 out of remaining sub-projects. The sub-projects selected for an in-depth assessment are tentatively selected as follows:

1. Green Economy and Trade - Assessing Risks and opportunities, phase I, and Green Economy and Trade - National Level Strategies for Harnessing Trade opportunities, phase II, funded by the European Commission (ENRTP)
2. Measuring a Green Economy transformation, funded by the European Commission (ENRTP)
3. Advancing Caribbean States' Sustainable Development through Green Economy, funded by the European Commission (ENRTP)
4. Green Economy and Social and Environmental Entrepreneurship Development in Africa (SEED), funded by the European Commission and ILO
5. Enhancing South-South Cooperation - Building the Capacity of Developing Countries to Promote Green Economies, funded by the China Partnership
6. Supporting a Green Transition in Developing countries and LDCs: Building towards RIO +20 and Beyond, funded by the Government of the Netherlands.
7. Enhancing low carbon development by Greening the economy: Policy dialogue, advisory services, tracking progress

They have been tentatively selected on the basis of the following criteria:

- Evaluation specifically requested by the donor(s) or necessary for other umbrella evaluations
- Strategic relevance
- Geographic scope (global or regional)
- Budget size
- State of implementation

3. Key Evaluation principles

7. Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the extent possible, and when verification was not possible, the single source will be mentioned. Analysis leading to evaluative judgements should always be clearly spelled out.

8. The evaluation will assess the project with respect to **a minimum set of evaluation criteria** grouped in six categories: (1) Strategic Relevance; (2) Attainment of objectives and planned result, which comprises the assessment of outputs achieved, effectiveness and likelihood of impact; (3) Sustainability and replication; (4) Efficiency; (5) Factors and processes affecting project performance, including preparation and readiness, implementation and management, stakeholder participation and public awareness, country ownership and driven-ness, financial planning and management, UNEP supervision and backstopping, and project monitoring and evaluation; and (6) Complementarity with the UNEP strategies and programmes. The evaluation consultant can propose other evaluation criteria as deemed appropriate.

9. **Ratings.** All evaluation criteria will be rated on a six-point scale. Annex 3 provides guidance on how the different criteria should be rated and how ratings should be aggregated for the different evaluation criterion categories.

10. **Baselines and counterfactuals.** In attempting to attribute any outcomes and impacts to the project intervention, the evaluators should consider the difference between *what has happened with, and what would have happened without, the project*. This implies that there should be consideration of the baseline conditions, trends and counterfactuals in relation to the intended project outcomes and impacts. It also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions, trends or counterfactuals is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

11. **The “Why?” Question.** As this is a terminal evaluation of the umbrella project and will be looking at design of the current follow up project, particular attention should be given to learning from the experience. Therefore, the “Why?” question should be at the front of the consultant’s minds all through the evaluation exercise. This means that the consultant need to go beyond the assessment of “what” the project performance was, and make a serious effort to provide a deeper understanding of “why” the performance was as it was, i.e. of processes affecting attainment of project results (criteria under category F – see below). This should provide the basis for the lessons that can be drawn from the project. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultant to explain “why things happened” as they happened and are likely to evolve in this or that direction, which goes well beyond the mere review of “where things stand” at the time of evaluation.

4. A key aim of the evaluation is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons.

5. **Communicating evaluation results.** Once the consultant has obtained evaluation findings, lessons and results, the Evaluation Office will share the findings and lessons with the key stakeholders. Evaluation results should be communicated to the key stakeholders in a brief and concise manner that encapsulates the evaluation exercise in its entirety. There may, however, be several intended audiences, each with different interests and preferences regarding the report. The Evaluation Manager will plan with the consultant which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some or all of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

6. Evaluation criteria

A. Strategic relevance

12. The evaluation will assess, in retrospect, whether the projects’ objectives and implementation strategies were consistent with global, regional and national environmental issues and needs.

13. The evaluation will also assess the projects’ relevance in relation to UNEP’s mandate and its alignment with UNEP’s policies and strategies at the time of project approval. UNEP’s Medium Term Strategy (MTS) is a document that guides UNEP’s programme planning over a four-year period. It identifies UNEP’s thematic priorities, known as Subprogrammes (SP), and sets out the desired outcomes [known as Expected Accomplishments (EAs)] of the SubProgrammes. The evaluation will assess whether the project makes a tangible/plausible contribution to any of the EAs specified in the MTS 2010-2013 and 2014-2015 (especially for

the assessment of the quality of the design of the follow up project). The magnitude and extent of any contributions and the causal linkages should be fully described.

The evaluation should assess the project's alignment / compliance with UNEP's policies and strategies. The evaluation should provide a brief narrative of the following:

1. *Alignment with the Bali Strategic Plan (BSP)*¹⁸⁸. The outcomes and achievements of the project should be briefly discussed in relation to the objectives of the UNEP BSP.
2. *Gender balance*. Ascertain to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation. Are the project intended results contributing to the realization of international GE (Gender Equality) norms and agreements as reflected in the UNEP Gender Policy and Strategy, as well as to regional, national and local strategies to advance HR & GE?
3. *Human rights based approach (HRBA) and inclusion of indigenous peoples issues, needs and concerns*. Ascertain to what extent the project has applied the UN Common Understanding on HRBA. Ascertain if the project is in line with the UN Declaration on the Rights of Indigenous People, and pursued the concept of free, prior and informed consent.
4. *South-South Cooperation*. This is regarded as the exchange of resources, technology, and knowledge between developing countries. Briefly describe any aspects of the project that could be considered as examples of South-South Cooperation.

14. Based on an analysis of project stakeholders, the evaluation should assess the relevance of the project intervention to key stakeholder groups.

15. As a number of sub-projects were funded by the European Commission's ENRTP¹⁸⁹, the evaluation will also assess the strategic alignment of these sub-projects with the ENRTP Strategic Cooperation Agreements (SCAs) between the Directorate-General for Environment (DG ENV) and Directorate-General for Development Cooperation (DG DEVCO) on the one hand, and UNEP, on the other. Specific questions would be:

- To what extent were the objectives of the sub-projects coherent with the expected results of the SCAs and strategically aligned to the common priorities of the EC and UNEP? Are the sub-project's beneficiaries and geographical targeting in line with common EC and UNEP?
- How and to what extent did the SCA governance arrangements and quality assurance processes affect the strategic alignment of the sub-projects to SCA expected results and common priorities of the EC and UNEP? Did they contribute in making the sub-projects more relevant to beneficiary needs and/or make beneficiary and geographical targeting of the interventions more relevant to EC and UNEP priorities? Did they help to keep sub-project realism in check?

B. Achievement of Outputs

16. The evaluation will assess the projects' success in producing the programmed outputs and milestones as presented in Table 2 and 3 above and milestones as presented in Table 2

¹⁸⁸ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

¹⁸⁹ The Environment and Natural Resources including Climate Change Thematic Programme (ENRTP) was an EC thematic window under which 30+ UNEP projects were funded between 2011 and 2013 (more on ENRTP: https://ec.europa.eu/europeaid/funding/funding-instruments-programming/funding-instruments/geographic-instruments/environment-and_en)

above, both in quantity and quality, as well as their usefulness and timeliness. It will also consider the extent to which outputs carried forward from the umbrella project to the follow up project have now been delivered.

17. Briefly explain the reasons behind the success (or failure) of the project in producing its different outputs and meeting expected quality standards, cross-referencing as needed to more detailed explanations provided under Section F (which covers the processes affecting attainment of project results). Were key stakeholders appropriately involved in producing the programmed outputs?

C. Effectiveness: Attainment of Objectives and Planned Results

18. The evaluation will assess the extent to which the project's objectives were effectively achieved or are expected to be achieved.

19. The **Theory of Change** (ToC) of a project depicts the causal pathways from project outputs (goods and services delivered by the project) through outcomes (changes resulting from the use made by key stakeholders of project outputs) towards impact (long term changes in environmental benefits and living conditions). The ToC will also depict any intermediate changes required between project outcomes and impact, called 'intermediate states'. The ToC further defines the external factors that influence change along the major pathways; i.e. factors that affect whether one result can lead to the next. These external factors are either drivers (when the project has a certain level of control) or assumptions (when the project has no control). The ToC also clearly identifies the main stakeholders involved in the change processes.

20. The evaluation will reconstruct the ToC of the Green Economy Initiative as the umbrella project represented the entirety of activities being carried out during its period of validity and point out any chances in casual pathways as it may be observed in the current structure. This will be based on a review of project documentation and stakeholder interviews. The evaluator will be expected to discuss the reconstructed TOC with the stakeholders during evaluation missions and/or interviews in order to ascertain the causal pathways identified and the validity of impact drivers and assumptions described in the TOC. This exercise will also enable the consultant to address some of the key evaluation questions and make adjustments to the TOC as appropriate (the ToC of the intervention may have been modified / adapted from the original design during project implementation).

21. The assessment of effectiveness will be structured in three sub-sections:

- (a) Evaluation of the **achievement of outcomes as defined in the reconstructed ToC**. These are the first-level outcomes expected to be achieved as an immediate result of project outputs. In this case, the main question will be to what extent the project has contributed to the achievement of the relevant PoW Outputs, identified as outcomes for the project. This analysis will consider both the umbrella project and its sub-project and other components; identify the extent to which the various components contribute to the delivery of the outcomes of the initiative (corresponding to the PoW outputs listed in table 2).
- (b) Assessment of the **likelihood of impact** using a Review of Outcomes to Impacts (ROtI) approach¹⁹⁰. The evaluation will assess to what extent the project has to date contributed, and is likely in the future to further contribute to intermedia states and the likelihood that those changes in turn to lead to positive changes in the natural resource base, benefits derived from the environment and human well-being.

¹⁹⁰ Guidance material on Theory of Change and the ROtI approach is available from the Evaluation Office.

- (c) Evaluation of the **achievement of the formal project overall objective, overall purpose, goals and component outcomes** using the project’s own results statements as presented in the Project Document¹⁹¹. This sub-section will refer back where applicable to the preceding sub-sections (a) and (b) to avoid repetition in the report. To measure achievement, the evaluation will use as much as appropriate the indicators for achievement proposed in the Logical Framework (Logframe) of the projects, adding other relevant indicators as appropriate. Briefly explain what factors affected the projects’ success in achieving its objectives, cross-referencing as needed to more detailed explanations provided under Section F. Most commonly, the overall objective is a higher level result to which the project is intended to contribute. The section will describe the actual or likely **contribution** of the projects to the objective.
- (d) The evaluation should, where possible, disaggregate outcomes and impacts for the key project stakeholders. It should also assess the extent to which HR and GE were integrated in the Theory of Change and results framework of the intervention and to what degree participating institutions/organizations changed their policies or practices thereby leading to the fulfilment of HR and GE principles (e.g. new services, greater responsiveness, resource re-allocation, etc.)

D. Sustainability and replication

22. Sustainability is understood as the probability of continued long-term project-derived results and impacts after the external project funding and assistance ends. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of benefits. Some of these factors might be direct results of the project while others will include contextual circumstances or developments that are not under control of the project but that may condition the sustainability of benefits. The evaluation will ascertain that the project has put in place an appropriate exit strategy and measures to mitigate risks to sustainability and ascertain to what extent follow-up work has been initiated and how project results will be sustained and enhanced over time. The reconstructed ToC will assist in the evaluation of sustainability, as the drivers and assumptions required to achieve higher-level results are often similar to the factors affecting sustainability of these changes.

23. Four aspects of sustainability will be addressed:

- (a) *Socio-political sustainability.* Are there any social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts? Is the level of ownership by the main stakeholders sufficient to allow for the project results to be sustained? Are there sufficient government and other key stakeholder awareness, interests, commitment and incentives to adopt and implement Green Economy strategies? Did the project conduct ‘succession planning’ and implement this during the life of the project? Was capacity building conducted for key stakeholders? Did the intervention activities aim to promote (and did they promote) positive sustainable changes in attitudes, behaviours and power relations between the different stakeholders? To what extent has the integration of HR and GE led to an increase in the likelihood of sustainability of project results?
- (b) *Financial resources.* To what extent are the continuation of project results and the eventual impact of the project dependent on financial resources? What is the likelihood that adequate financial resources¹⁹² will be or will become available to use capacities built by the project? Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact?

¹⁹¹ Or any subsequent **formally approved** revision of the project document or logical framework.

¹⁹² Those resources can be from multiple sources, such as the national budget, public and private sectors, development assistance etc.

- (c) *Institutional framework.* To what extent is the sustenance of the results and onward progress towards impact dependent on issues relating to institutional frameworks and governance? How robust are the institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustaining project results and to lead those to impact on human behaviour and environmental resources, goods or services?
- (d) *Environmental sustainability.* Are there any environmental factors, positive or negative, that can influence the future flow of project benefits? Are there any project outputs or higher level results that are likely to affect the environment, which, in turn, might affect sustainability of project benefits? Are there any foreseeable negative environmental impacts that may occur as the project results are being up-scaled?

24. **Catalytic role and replication.** The *catalytic role* of UNEP interventions is embodied in their approach of supporting the creation of an enabling environment and of investing in pilot activities which are innovative and showing how new approaches can work. UNEP also aims to support activities that upscale new approaches to a national, regional or global level, with a view to achieve sustainable global environmental benefits. The evaluation will assess the catalytic role played by this project, namely to what extent the project has:

- (a) *catalyzed behavioural changes* in terms of use and application, by the relevant stakeholders, of capacities developed;
- (b) provided *incentives* (social, economic, market based, competencies etc.) to contribute to catalyzing changes in stakeholder behaviour;
- (c) contributed to *institutional changes*, for instance institutional uptake of project-demonstrated technologies, practices or management approaches;
- (d) contributed to *policy changes* (on paper and in implementation of policy);
- (e) contributed to sustained follow-on financing (*catalytic financing*) from Governments, private sector, donors etc.;
- (f) created opportunities for particular individuals or institutions ("*champions*") to catalyze change (without which the project would not have achieved all of its results).

25. *Replication* is defined as lessons and experiences coming out of the project that are replicated (experiences are repeated and lessons applied in different geographic areas) or scaled up (experiences are repeated and lessons applied in the same geographic area but on a much larger scale and funded by other sources). The evaluation will assess the approach adopted by the project to promote replication effects and determine to what extent actual replication has already occurred, or is likely to occur in the near future. What are the factors that may influence replication and scaling up of project experiences and lessons?

E. Efficiency

26. The evaluation will assess the cost-effectiveness and timeliness of project execution. It will describe any cost- or time-saving measures put in place in attempting to bring the project as far as possible in achieving its results within its (severely constrained) secured budget and (extended) time. It will also analyse how delays, if any, have affected project execution, costs and effectiveness. Wherever possible, costs and time over results ratios of the project will be compared with that of other similar interventions. The evaluation will also assess the extent to which HR and GE were allocated specific and adequate budget in relation to the results achieved.

27. The evaluation will give special attention to efforts by the project teams to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies

and complementarities with other initiatives, programmes and projects etc. to increase project efficiency.

28. Because a number of sub-projects were funded by the EC under the ENRTP SCAs between UNEP and the DG ENV, or between UNEP and DG DEVCO, the evaluation will consider if and how the specific ENRTP SCA governance arrangements and quality assurance processes had any effect on **efficiency** of the sub-projects, from concept to completion. It will assess whether these arrangements and processes had any influence on the costs or time to get the sub-projects up and running, in order to achieve their objectives within the programmed time and budget.

F. Factors and processes affecting project performance

29. **Preparation and readiness.** This criterion focusses on the quality of project design and preparation. Were project stakeholders¹⁹³ adequately identified and were they sufficiently involved in project development and ground truthing e.g. of proposed timeframe and budget? Were the project's objectives and components clear, practicable and feasible within its timeframe? Are potentially negative environmental, economic and social impacts of projects identified? Were the capacities of executing agencies properly considered when the project was designed? Was the project document clear and realistic to enable effective and efficient implementation? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project implementation? Were counterpart resources (funding, staff, and facilities) and enabling legislation assured? Were adequate project management arrangements in place? Were lessons from other relevant projects properly incorporated in the project design? What factors influenced the quality-at-entry of the project design, choice of partners, allocation of financial resources etc.? Were any design weaknesses mentioned in the Project Review Committee minutes at the time of project approval adequately addressed? As a number of sub-projects were funded by the EC's ENRTP, an important question will also be to what extent the specific ENRTP SCA quality assurance processes have affected sub-project design quality and readiness.

30. **Umbrella project implementation and management.** This includes an analysis of implementation approaches used by the project, its management framework, the project's adaptation to changing conditions and responses to changing risks including safeguard issues (adaptive management), the performance of the implementation arrangements and partnerships, relevance of changes in project design, and overall performance of project management. The evaluation will:

- (a) Ascertain to what extent the project implementation mechanisms outlined in the project document have been followed and were effective in delivering project milestones, outputs and outcomes. Were pertinent adaptations made to the approaches originally proposed?
- (b) Evaluate the effectiveness and efficiency of project management and how well the management was able to adapt to changes during the life of the project.
- (c) Assess the role and performance of the teams and working groups established and the project execution arrangements at all levels.
- (d) Assess the extent to which project management responded to direction and guidance provided by the UNEP Project Managers and project steering bodies.
- (e) Identify operational and political / institutional problems and constraints that influenced the effective implementation of the project, and how the project tried to overcome these problems.

¹⁹³ Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or 'stake' in the outcome of the project. The term also applies to those potentially adversely affected by the project.

31. Stakeholder participation, cooperation and partnerships. The Evaluation will assess the effectiveness of mechanisms for information sharing and cooperation with other UNEP projects and programmes, external stakeholders and partners. The term stakeholder should be considered in the broadest sense, encompassing both project partners and target users of project products. The TOC and stakeholder analysis should assist the evaluators in identifying the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathways from activities to achievement of outputs, outcomes and intermediate states towards impact. The assessment will look at three related and often overlapping processes: (1) information dissemination to and between stakeholders, (2) consultation with and between stakeholders, and (3) active engagement of stakeholders in project decision making and activities. The evaluation will specifically assess:

- (a) the approach(es) and mechanisms used to identify and engage stakeholders (within and outside UNEP) in project design and at critical stages of project implementation. What were the strengths and weaknesses of these approaches with respect to the project's objectives and the stakeholders' motivations and capacities?
- (b) How was the overall collaboration between different functional units of UNEP involved in the project? What coordination mechanisms were in place? Were the incentives for internal collaboration in UNEP adequate?
- (c) Was the level of involvement of the Regional, Liaison and Out-posted Offices in project design, planning, decision-making and implementation of activities appropriate?
- (d) Has the project made full use of opportunities for collaboration with other projects and programmes including opportunities not mentioned in the Project Document¹⁹⁴? Have complementarities been sought, synergies been optimized and duplications avoided?
- (e) What was the achieved degree and effectiveness of collaboration and interactions between the various project partners and stakeholders during design and implementation of the project? This should be disaggregated for the main stakeholder groups identified in the inception report.
- (f) To what extent has the project been able to take up opportunities for joint activities, pooling of resources and mutual learning with other organizations and networks? In particular, how useful are partnership mechanisms and initiatives to build stronger coherence and collaboration between participating organisations?
- (g) How did the relationship between the project and the collaborating partners (institutions and individual experts) develop? Which benefits stemmed from their involvement for project performance, for UNEP and for the stakeholders and partners themselves? Do the results of the project (strategic programmes and plans, monitoring and management systems, sub-regional agreements etc.) promote participation of stakeholders, including users, in environmental decision making?

32. Communication and public awareness. The evaluation will assess the effectiveness of any public awareness activities that were undertaken during the course of implementation of the project to communicate the project's objective, progress, outcomes and lessons. This should be disaggregated for the main stakeholder groups identified in the inception report. Did the project identify and make use of existing communication channels and networks used by key stakeholders? Did the project provide feedback channels?

33. Country ownership and driven-ness. The evaluation will assess the degree and effectiveness of involvement of government / public sector agencies in the project, in particular those involved in project execution and those participating in the International Advisory Group:

¹⁹⁴ [If the ProDoc mentions any opportunities for collaboration with other projects and programmes, present these here in the footnote]

- (a) To what extent have Governments assumed responsibility for the project and provided adequate support to project execution, including the degree of cooperation received from the various public institutions involved in the project?
- (b) How and how well did the project stimulate country ownership of project outputs and outcomes?

34. **Financial planning and management.** Evaluation of financial planning requires assessment of the quality and effectiveness of financial planning and control of financial resources throughout the project's lifetime. The assessment will look at actual project costs by activities compared to budget (variances), financial management (including disbursement issues), and co-financing. The evaluation will:

- (a) Verify the application of proper standards (clarity, transparency, audit etc.) and timeliness of financial planning, management and reporting to ensure that sufficient and timely financial resources were available to the project and its partners;
- (b) Assess other administrative processes such as recruitment of staff, procurement of goods and services (including consultants), preparation and negotiation of cooperation agreements etc. to the extent that these might have influenced project performance;
- (c) Present the extent to which co-financing has materialized as expected at project approval (see Table 1). Report country co-financing to the project overall, and to support project activities at the national level in particular. The evaluation will provide a breakdown of final actual costs and co-financing for the different project components (see tables in Annex 4).
- (d) Describe the resources the project has leveraged since inception and indicate how these resources are contributing to the project's ultimate objective. Leveraged resources are additional resources—beyond those committed to the project itself at the time of approval—that are mobilized later as a direct result of the project. Leveraged resources can be financial or in-kind and they may be from other donors, NGO's, foundations, governments, communities or the private sector.

35. Analyse the effects on project performance of any irregularities in procurement, use of financial resources and human resource management, and the measures taken UNEP to prevent such irregularities in the future. Determine whether the measures taken were adequate.

36. As a number of sub-projects were funded under the ENRTP SCAs between UNEP and the EC, it will also assess whether the specific ENRTP SCA quality assurance processes have affected the quality, transparency and effectiveness of the systems and processes used for financial management of the sub-projects, or any other administrative processes facilitating or inhibiting fluid execution of the sub-projects.

37. **Supervision, guidance and technical backstopping.** The purpose of supervision is to verify the quality and timeliness of project execution in terms of finances, administration and achievement of outputs and outcomes, in order to identify and recommend ways to deal with problems which arise during project execution. Such problems may be related to project management but may also involve technical/institutional substantive issues in which UNEP has a major contribution to make.

38. The evaluators should assess the effectiveness of supervision, guidance and technical support provided by the different supervising/supporting bodies including:

- (a) The adequacy of project supervision plans, inputs and processes;
- (b) The realism and candour of project reporting and the emphasis given to outcome monitoring (results-based project management);

- (c) How well did the different guidance and backstopping bodies play their role and how well did the guidance and backstopping mechanisms work? What were the strengths in guidance and backstopping and what were the limiting factors?

39. **Monitoring and evaluation.** The evaluation will include an assessment of the quality, application and effectiveness of project monitoring and evaluation plans and tools, including an assessment of risk management based on the assumptions and risks identified in the project document. The evaluation will assess how information generated by the M&E system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensuring sustainability. M&E is assessed on three levels:

- (a) *M&E Design.* The evaluators should use the following questions to help assess the M&E design aspects:
- Arrangements for monitoring: Did the project have a sound M&E plan to monitor results and track progress towards achieving project objectives? Have the responsibilities for M&E activities been clearly defined? Were the data sources and data collection instruments appropriate? Was the time frame for various M&E activities specified? Was the frequency of various monitoring activities specified and adequate?
 - How well was the project logical framework (original and possible updates) designed as a planning and monitoring instrument?
 - SMART-ness of indicators: Are there specific indicators in the logframe for each of the project objectives? Are the indicators measurable, attainable (realistic) and relevant to the objectives? Are the indicators time-bound?
 - Adequacy of baseline information: To what extent has baseline information on performance indicators been collected and presented in a clear manner? Was the methodology for the baseline data collection explicit and reliable? For instance, was there adequate baseline information on pre-existing accessible information on global and regional environmental status and trends, and on the costs and benefits of different policy options for the different target audiences? Was there sufficient information about the assessment capacity of collaborating institutions and experts etc. to determine their training and technical support needs?
 - To what extent did the project engage key stakeholders in the design and implementation of monitoring? Which stakeholders (from groups identified in the inception report) were involved? If any stakeholders were excluded, what was the reason for this? Was sufficient information collected on specific indicators to measure progress on HR and GE (including sex-disaggregated data)?
 - Did the project appropriately plan to monitor risks associated with Environmental Economic and Social Safeguards?
 - Arrangements for evaluation: Have specific targets been specified for project outputs? Has the desired level of achievement been specified for all indicators of objectives and outcomes? Were there adequate provisions in the legal instruments binding project partners to fully collaborate in evaluations?
 - Budgeting and funding for M&E activities: Determine whether support for M&E was budgeted adequately and was funded in a timely fashion during implementation.

As a number of sub-projects were funded under the ENRTP SCAs between UNEP and the EC, the evaluation will also consider to what extent ENRTP SCA monitoring and reporting requirements were adequate and, possibly, enhanced sub-project reporting and monitoring.

- (b) *M&E Plan Implementation.* The evaluation will verify that:
- the M&E system was operational and facilitated timely tracking of results and progress towards projects objectives throughout the project implementation period;
 - PIR reports were prepared (the realism of the Task Manager’s assessments will be reviewed)
 - Half-yearly Progress & Financial Reports were complete and accurate;
 - Risk monitoring (including safeguard issues) was regularly documented
 - the information provided by the M&E system was used during the project to improve project performance and to adapt to changing needs.

G. The Consultants’ Team

40. For this evaluation, the evaluation team will consist of one consultant. The consultant should have extensive evaluation experience, including of large, regional or global programmes and using a Theory of Change approach; understanding of the current Green Economy work conducted by UNEP, a background in environmental economics is preferred.

41. By undersigning the service contract with UNEP/UNON, the consultant certifies that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project’s executing or implementing units.

42. The fee of the consultant will be agreed on a deliverable basis and paid upon acceptance of expected key deliverables by the UNEP Evaluation Office.

Deliverables:

- Inception report
- Note with preliminary findings (2 pages) incorporating Evaluation Office and Evaluation Advisory Panel comments as required
- Draft main report incorporating Evaluation Office and Evaluation Advisory Panel comments as required
- Final main report incorporating comments received from evaluation stakeholders as appropriate, including a “response to comments” annex
- 2 page bulletin summarising project findings (see template in Annex 10.)

Schedule of Payment:

Deliverables	Percentage payment
Inception report	20% of fees
Submission and approval of the draft evaluation report	40% of fees
Submission and approval of the final evaluation report	40% of fees

43. The consultant will be hired under an individual Special Service Agreement (SSA). There are two options for contract and payment: lumpsum or “fees only”.

44. **Lumpsum:** The contract covers both fees and expenses such as travel, per diem (DSA) and incidental expenses which are estimated in advance. The consultant will receive an initial payment covering estimated expenses upon signature of the contract.

45. **Fee only:** The contract stipulates consultant fees only. Air tickets will be purchased by UNEP and 75% of the DSA for each authorised travel mission will be paid up front. Local in-country travel and communication costs will be reimbursed on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

46. By undersigning the Special Services Agreement with UNEP/UNON, the consultant certifies that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within the six months following completion of the contract) with the project's executing or implementing units.

47. The consultant may be provided with access to UNEP's Programme Information Management System (PIMS) and if such access is granted, the consultant agrees not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

48. In case the consultant is not able to provide the deliverables in accordance with these TORs, and in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultant has improved the deliverables to meet UNEP's quality standards.

49. If the consultant fails to submit a satisfactory final product to UNEP in a timely manner, i.e. before the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultant's fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

H. Evaluation Deliverables and Review Procedures

50. The evaluation team will prepare an **inception report** (see Annex 2(a) of TORs for Inception Report outline) containing a thorough review of the project context, project design quality, a draft reconstructed Theory of Change of the project, the evaluation framework and a tentative evaluation schedule.

51. It is expected that a large portion of the desk review will be conducted during the inception phase. It will be important to acquire a good understanding of the project context, design and process at this stage. The review of design quality will cover the following aspects (see Annex 7 for the detailed project design assessment matrix):

- Strategic relevance of the project
- Preparation and readiness;
- Financial planning;
- M&E design;
- Complementarity with UNEP strategies and programmes;
- Sustainability considerations and measures planned to promote replication and up-scaling.

52. The inception report will present a draft, desk-based reconstructed Theory of Change of the project. It is vital to reconstruct the ToC *before* most of the data collection (review of progress reports, in-depth interviews, surveys etc.) is done, because the ToC will define which direct outcomes, drivers and assumptions of the project need to be assessed and measured – based on which indicators – to allow adequate data collection for the evaluation of project effectiveness, likelihood of impact and sustainability.
53. The inception report will also include a stakeholder analysis identifying key stakeholders, networks and channels of communication. This information should be gathered from the Project document and discussion with the project team. See annex 2 for template.
54. The evaluation framework will present in further detail the overall evaluation approach. It will specify for each evaluation question under the various criteria what the respective indicators and data sources will be. The evaluation framework should summarize the information available from project documentation against each of the main evaluation parameters. Any gaps in information should be identified and methods for additional data collection, verification and analysis should be specified. Evaluations/reviews of other large assessments can provide ideas about the most appropriate evaluation methods to be used.
55. Effective communication strategies help stakeholders understand the results and use the information for organisational learning and improvement. While the evaluation is expected to result in a comprehensive document, content is not always best shared in a long and detailed report; this is best presented in a synthesised form using any of a variety of creative and innovative methods. The evaluator is encouraged to make use of multimedia formats in the gathering of information eg. video, photos, sound recordings. Together with the full report, the evaluator will be expected to produce a 2-page summary of key findings and lessons (see annex 10 for template).
56. The inception report will also present a tentative schedule for the overall evaluation process, including a draft programme for the country visit and tentative list of people/institutions to be interviewed.
57. The inception report will be submitted for review and approval by the Evaluation Office before the any further data collection and analysis is undertaken.
58. When data collection and analysis has almost been completed, the evaluation team will prepare a short **note on preliminary findings and recommendations** for discussion with key partners and stakeholders of the Green Economy Initiative and UNEP Senior Management. The purpose of the note is to allow the evaluation team to receive guidance on the relevance and validity of the main findings emerging from the evaluation.
59. The evaluation team will prepare **six project case studies** (maximum 15 pages) which will be in-depth assessments of sub-projects under the umbrella project. The case studies will assess the sub-projects according to the same evaluation criteria as for the umbrella projects. They will be based on the self-assessments (prepared by the project managers for all sub-projects that will not have been externally reviewed/evaluated by the end of 2015), follow-up interviews and country visits. The case study reports will be shared with the respective sub-project teams for review and comments.
60. The evaluation team will also prepare an **assessment of the quality of project design for the follow up project** “Enhancing Knowledge and Capacity for Inclusive Green Economies”, based on the template provided in annex 7.
61. **The main evaluation report** should be brief (no longer than 40 pages – excluding the executive summary and annexes), to the point and written in plain English. The report will

follow the annotated Table of Contents outlined in Annex 2. It must explain the purpose of the evaluation, exactly what was evaluated and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent conclusions, lessons and recommendations, which will be cross-referenced to each other. The report should be presented in a way that makes the information accessible and comprehensible. Any dissident views in response to evaluation findings will be appended in footnote or annex as appropriate. To avoid repetitions in the report, the authors will use numbered paragraphs and make cross-references where possible.

62. **Review of the draft evaluation report.** The evaluation team will submit a zero draft report to the UNEP EO and revise the draft following the comments and suggestions made by the EO. Once a draft of adequate quality has been accepted, the EO will share this first draft report with Head of the Economics and Trade Branch and the Project Manager, who will alert the EO in case the report would contain any blatant factual errors. The Evaluation Office will then forward the first draft report to the other project stakeholders for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. It is also very important that stakeholders provide feedback on the proposed recommendations and lessons. Comments would be expected within two weeks after the draft report has been shared. Any comments or responses to the draft report will be sent to the UNEP EO for collation. The EO will provide the comments to the evaluation team for consideration in preparing the final draft report, along with its own views.

63. The evaluation team will submit the final draft report no later than 2 weeks after reception of stakeholder comments. The team will prepare a **response to comments**, listing those comments not or only partially accepted by them that could therefore not or only partially be accommodated in the final report. They will explain why those comments have not or only partially been accepted, providing evidence as required. This response to comments will be shared by the EO with the interested stakeholders to ensure full transparency.

64. **Submission of the final evaluation report.** The final report shall be submitted by Email to the Head of the Evaluation Office. The Evaluation Office will finalize the report and share it with the interested Divisions and Sub-programme Coordinators in UNEP. The final evaluation report will be published on the UNEP Evaluation Office web-site www.unep.org/eou.

65. As per usual practice, the UNEP EO will prepare a **quality assessment** of the zero draft and final draft report, which is a tool for providing structured feedback to the evaluation consultant. The quality of the report will be assessed and rated against the criteria specified in Annex 3.

66. The UNEP Evaluation Office will assess the ratings in the final evaluation report based on a careful review of the evidence collated by the evaluation consultant and the internal consistency of the report. Where there are differences of opinion between the evaluator and UNEP Evaluation Office on project ratings, both viewpoints will be clearly presented in the final report. The UNEP Evaluation Office ratings will be considered the final ratings for the project.

67. At the end of the evaluation process, the Evaluation Office will prepare a Recommendations Implementation Plan in the format of a table to be completed and updated at regular intervals by the Project Manager. After reception of the Recommendations Implementation Plan, the Project Manager is expected to complete it and return it to the EO

within one month. (S)he is expected to update the plan every six month until the end of the tracking period. The tracking period for implementation of the recommendations will be 18 months, unless it is agreed to make it shorter or longer as required for realistic implementation of all evaluation recommendations.

I. Logistical arrangements

68. This Evaluation will be undertaken by one independent evaluation consultant contracted by the UNEP Evaluation Office. The consultant will work under the overall responsibility of the UNEP Evaluation Office and will consult with the EO on any procedural and methodological matters related to the evaluation. It is, however, the consultant's individual responsibility to arrange for their travel, visa, obtain documentary evidence, plan meetings with stakeholders, organize online surveys, and any other logistical matters related to the assignment. The UNEP Project Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultant to conduct the evaluation as efficiently and independently as possible.

J. Schedule of the evaluation

69. Table 7 below presents the tentative schedule for the evaluation.

Table 7. Tentative schedule for the evaluation

Milestone	Timing
Inception Mission – 2 days (Geneva)	November 2015
Inception Report and assessment of quality of project design for the follow up project	15 December 2015
Sub-project self-assessments	31 December 2015
Project case studies (including country visits)	January – February 2016
Geneva visit – 4 days	February 2016
Preliminary findings note and discussion with key partners and stakeholders	15 March 2016
Zero draft report	25 March 2016
Draft Report shared with Head - Economics and Trade Branch and project manager	31 March 2016
Draft Report shared with other stakeholders	30 April 2016
Final Report	31 May 2016

ANNEX 11. Relevant parts from the inception report of this Evaluation

Stakeholder analysis

The Project Document 61-P3 Umbrella project includes a short stakeholder analysis, presented as the three main target groups. These are defined as those stakeholders that will directly benefit from macroeconomic analysis and policy recommendations related to increasing investments and financing in green economic sectors. During the inception mission, the level of detail of the stakeholder group presentation was enhanced. The three main target stakeholder groups include:

- Government decision-makers operating at national level, from different sectors that are related to economy (finance, trade, energy, industry, infrastructure), and to environment and natural resources (environment, forestry, agriculture, water. Also government departments and ministries related to social affairs (health, culture/indigenous affairs, education, justice) and general policy (foreign affairs, planning) are important stakeholders. Also, members of parliament and government negotiators involved in relevant bilateral, regional and international processes are part of national level stakeholders. In the 61-P3 umbrella project, stakeholders at this level are targeted to communicate the case for transition to GE at national and international level (output 1) and engagement at national level (outputs 4 and 5) for scoping studies and national level initial initiatives.
- At subnational level, local authorities (municipalities, provincial governments) and sector agencies charged with planning and investment in urban and rural infrastructure, waste management, environment, agriculture, water etc are important stakeholders. Although in most countries, much general economic policy is defined at national level (planning, approaches, regulations), the delivery of the policies is done at local level. This is even stronger so for environmental issues (water, agriculture, forestry). Also, at subnational level, engagement of decision makers with civil society organizations or grassroot organizations (indigenous peoples, trade unions) is more direct. In the current project, stakeholders at this level are especially important for implementation of initial experiences with GE.
- Key actors in green economic sectors, including producers of environmentally-friendly goods and technologies, exporters, retailers and providers of environmental services. Stakeholders from the private sector, particularly the front-runners in biodiversity based business and natural resource based sectors are important allies for GE transition. They are targeted for finding allies in transforming towards GE - in fact, in several occasions private sector can be a stronger, or at least more flexible, agent of change than the public sector.

Also, the general public in each country will benefit through job creation, economic development, and environmental improvements from more effective and coherent national policies and stronger inter-ministerial cooperation. The public is also an ally for the GEI because they form and spread the general opinion, they form a social basis for transition, and they are the final consumers. In that sense, not only public in particular countries should be targeted but in different countries, considering for example the international trade relations.

Research institutions can also be considered part of the target groups because, especially at national and subnational level, they can be important allies for governments and private sector to develop options for GE transition. A clear example is the important role of the University of West Indies in the Caribbean regional GE project.

The project document was much more elaborated with identification of partners, rather than target groups. Four groups of partners to support promotion of the GE approach and transition towards a GE were identified: UN agencies, research partners, regional initiatives and networks, and national governments and initiatives

The following UN programmes and specialized agencies were identified for partnering: CEB, UN-HABITAT, UNDESA, UNCTAD, ITC, UNDP, UNWTO, ILO, UNIDO, ESCWA, UNESCO, WTO, IMF, UNFCCC, ESCAP, World Bank, IMO, UNECE, ITU, FAO, CITES, CBD, UN Global Compact and WIPO. Each of these organizations was thought to be able to provide expertise on particular aspects or sectors related to a transition to a green economy. It was thought that the combined effort of all these organizations provides a powerful tool for engaging governments, and therefore, before RIO+20 Green Economy was promoted as a UN wide approach. During the inception mission, it was found that strongest relationships seem to have been established with UNDESA, UNCTAD, UNDP, ILO, UNIDO, WTO, IMF and the World Bank. UNITAR, not originally identified, is now a strong partner as well.

As a first important milestone of the Green Economy project, the preparation of the Green Economy Report and individual sectoral studies was undertaken in collaboration with over 50 leading research institutions, think-tanks and other organizations. The global network of institutes is working within consortiums composed of institutions representing over 30 developed and developing countries and gathering further contributions from other experts and groups focused on individual sectoral initiatives. In total, more than 100 experts from around the world have taken part in contributing to the development of the Green Economy Report and sectoral studies. During inception it was found that the GEI effectively maintained strong contact with most of the research institutions and with many, the relationship was expanded beyond research towards action at regional and national level. Additional institutes became important partners of the GEI, for instance the Global Green Growth Institute and its contribution to GGKP.

At the beginning of the Green Economy project, UNEP was partnering with regional institutions and governments in encouraging and supporting regional initiatives on green economy, particularly within the UN network and regional financial institutions. This included the UNEP regional offices, ESCAP, the Arab Forum for Environment and Development (AFED), the African Development Bank (AfDB), the United Nations Economic Commission for Africa (ECA) and of the New Partnership for Africa's Development (NEPAD). During the implementation of the project, many additional regional partners were included, such as CARICOM, ECLAC, Asian Development Bank, etc.

During the design and the implementation of the project, national governments acted as partners in three manners: promoters/funders, beneficiaries and mixed funder/beneficiary. The promoters are allies of the GEI at international level, who promote the GE approach at international fora and through funding UNEP or other initiatives. These include mostly developed countries in Europe, North America and Oceania. Beneficiary countries are the countries, mostly in the Global South but also in Central Asia and Eastern Europe, that receive support to transition towards GE. At that level, there are many national initiatives managed by public agencies, research institutions and national and international NGO's that partner with the GEI to support national action. Finally, there is a small group of countries that receive advisory services but also provide funding and technical knowledge to support other countries; these include particularly China and Korea. Other countries, e.g. Azerbaijan, Eastern European countries and Barbados, did receive support services but are now understood to be financing their own transition process without the need for major UNEP project funding.

Broader stakeholder engagement has also been given throughout the project implementation to the establishment of a Green Economy Coalition, which is comprised of environment, development, business and labour groups. It has been instrumental in focusing the global political agenda on the issue of transitioning to a green economy. The Coalition, through a series of national and regional dialogues, plays a critical role in convening additional stakeholders.

The present terminal evaluation recognizes the different groups of stakeholders and will engage them through different processes:

- The level of participation of the main target stakeholders group in the project (paragraph 37; governments at different level and the private sector), the actual benefits and their perceptions of the project will be assessed principally by the sub-project evaluations through self-assessment but validated by the evaluator during country visits.
- The development, effectiveness and perception of efficiency of the partnership with UN agencies will be assessed by the evaluator through direct interviews and analysis of institutional reporting. Specific attention will be paid to the UN agencies and initiatives participating directly with sub-projects or new GE related umbrella projects (GGKP, PAGE, Inquiry)
- Research partners and their contribution to the project will be assessed principally through analysis of the research outputs, validated by direct interviews.
- Regional (international) and national government partners and initiatives will be included in the evaluation during sub-project evaluations through self-assessment and validated by the evaluator during country visits.
- Key research and development agencies, donors of sub-projects and key opinion leaders on GE, were partly interviewed during inception stage and more will be directly approached by the evaluator during the evaluation

Apart from working with the stakeholders to analyse the evaluation questions, during subproject assessment particular attention will be paid to (a) the benefits received by the main target groups (b) the level of participation by the different stakeholders (both target groups and partners) in project definition, implementation and follow-up and (c) the communication between the project, the variety of stakeholders and end-users (the population in the countries the project is implemented).

Reconstructed Theory of Change

The Theory of Change that implicitly underlays the Green Economy Initiative, is relatively simple and laid out in the project document as an overall approach: to achieve transition into a Green Economy, convincing and evidence-based arguments need to be developed to show opportunities to enhance RE as an essential step towards a Green Economy. These arguments need to be brought to policy makers at different levels and capacity should be created to benefit from these opportunities. This should be done by producing a concerted set of integrated assessment and macro-economic analytical work, communications, knowledge management, demonstration and capacity building, involving interventions at the international and country level.

The project documents and its revisions provide ample information about the different elements of the Green Economy project and how they interrelate. However, the nature of the Green Economy project implies some limitations for reconstructing the theory of change (see previous sections). These include: changing outcome definitions and lack of clear objective and goal implied that in the ToC, a choice had to be made from available options rather than clearly stated elements from a logframe.

The different outcomes are formulated very broadly with several intrinsic achievements. For instance the outcome: *"Cross sectoral scientific assessments, research, and tools for sustainable consumption and production and green economy developed, shared and applied by policy-makers, including in urban practices in the context of sustainable development and poverty eradication"* (project revision 7). This is a formulation of the following structure: *"Products X, Y and Z for use 1, 2, and 3, received treatment A, B and C by stakeholders I and II, in the context of issue α and β "*. So many outputs, status and context statements require unpacking in a ToC approach.

Because of the above-mentioned reasons, a simplified formulation of the ToC is proposed, which does not use the exact formulation of outcomes from the project document and its revisions. In this, the two project outcomes from the original project document are in fact disaggregated into outcomes and intermediate states in the impact pathways of the reconstructed ToC.¹⁹⁵

The project statement is "Conduct integrated policy assessment and macro-economic analysis and develop action-oriented tools to motivate and enable governments and businesses to scale up green investment and actions in improving resource efficiency (RE) and achieving sustainable consumption and production (SCP)" This includes an overall project goal that can be formulated as "Governments and businesses are enabled and motivated to scale up green investment and actions in improving resource efficiency (RE) and achieving sustainable consumption and production (SCP)"

In the below scheme, the reconstructed theory of change is presented graphically. The three major strategies (research, partnerships and advisory services) and the examples of activities are in yellow boxes. Outputs (as included in the logframe) in light brown; outcomes in blue and intermediate stated in light blue boxes. The overall project goal and impact are in green boxes. Drivers (significant, external factors that if present are expected to contribute to the realization of the intended impacts and can be influenced by the project) are presented in light purple boxes while assumptions (external factors beyond control of the project) are in darker purple boxes. Two impact pathways are indicated through blue and red arrows.

In the ToC, this goal is considered project impact. We assume that the project in the end aims at improved resource efficiency and sustainable consumption and production in series of countries, and propose this as an impact statement. To achieve that, two general impact pathways can be distinguished: promoting the economic case for green economy and providing guidance and recommendations for green economy implementation. The first is principally, though definitely not uniquely, targeting regional and global scales while the second is targeting (also not uniquely) countries and (sub)regional scales.

Both impact pathways start at building partnerships to promote engagement of relevant (UN and non UN) stakeholders to promote the Green Economy. Several strategies were applied and two major partnerships established that became new umbrella projects under the green economy initiative: GGKP (mostly related to impact pathway 1; below) and PAGE (mostly related to impact pathway 2).

¹⁹⁵ "Integrated policy assessment, cost benefit analyses and case studies on the economic, environmental and social gains from applying policies for resource efficiency and sustainable consumption and production are developed and disseminated to global and regional economic and trade forums and national policy makers in rapidly industrializing, emerging economies and natural resource dependent countries" is mostly covered by the outcomes and intermediate states of impact pathway 1, while "Regulations, economic incentives and voluntary measures promoting environmentally sound technologies and resource efficiency in the production of food and manufactured goods are designed and implemented" is disaggregated in impact pathway 2. The outcome relating to the later PoW ("*Cross sectoral scientific assessment, research and tools for sustainable consumption and production and green economy developed, shared and applied by policy makers, including urban practices in the context of sustainable development and poverty eradication*") is a combination of the original two outcomes.

Impact pathway 1: Promoting the economic case. This impact pathway starts with the activities promoting partnerships for research and promoting the GE vision at global level. Strong partnerships (output 3) form a good working basis to develop global and sectoral reports providing the economic case for GE (output 1). Inclusion of the adequate agencies and fluent and transparent collaboration within the inter-institutional partnerships (including coordination inside UNEP) is a driver for this process. Output 1 is further generated through a research and communication strategy, delivering the arguments that sustain the economic case. Outputs 1 and 3 together deliver a strong and convincing economic case for Green Economy, based on policy assessment and cost benefit analyses (Outcome A), but driven by the availability of good data made available by the studies, to sustain such a convincing case. Outcome A will contribute to the project goal, if the economic case is actually well communicated to policy makers (intermediate state 1). This is driven by the capacity of the project to identify and strategically communicate to relevant target groups. Also, it is assumed that "champions" are present (both at the promotion and the reception side of the arguments of the economic case), that adequate spaces and platforms for communication at different levels are present (which can partly be created by the project) and that there is willingness/interest of target groups to receive information.

Once policy makers have been adequately informed, the next intermediate state towards impact generation is that they actually consider the arguments for transition towards green economy valid and better than Business as Usual scenarios or other scenarios (intermediate state 2). This depends as much on the quality of the arguments for Green Economy as well as the strength of the arguments of "other sectors" that might be present in countries or regions and proclaim scenarios not based on environmental and social sustainability principles. When policy makers are convinced about the economic case, this intermediate state will transition into the project goal (policy makers governments and businesses are enabled and motivated to scale up green investment and actions), assuming that key policy makers continue in their position at least during the project-contact period (especially the "champions").

To create impact at larger scale, it is required that policy makers, governments and businesses not only are motivated and have the capacity and information to start transition into a green economy, but that actually policies and instruments are implemented at large scale, so resource use is more efficient and sustainable development is achieved. The creation of this impact, however, depends on many external factors, such as the continuity of general policies and institutional structures at national and regional level. This means that there are no drastic changes in the economic development models of the countries that are supported, or that the relevant institutions continue their responsibilities and international economic and environmental conventions, agreements etc maintain their relevance. These factors can only be influenced marginally by UNEP and therefore is an assumption. Another assumption between project goal and impact is the (financial, technical, legal) capacity of governments to actually implement policies and instruments and the absence of disruptive events like natural disasters or humanitarian crisis. An external factor that drives the transition from motivation into action, can be (partly) influenced by the project and is the interrelationship between national and regional/global levels: the economy of all countries is to a more or lesser degree depending on international trade, agreements and financing structures. So if the pace of transition towards green economy differs a lot between levels, this transition in the best case will follow the pace of the weakest part of the chain (if at all).

Table 3. Overview of different sub-projects contributing to the (current) four outputs of the GEI umbrella project 61-P3, a short description of its scope and implementation period

2009	2010	2011	2012	2013	2014	2015
Core GEI activities (project development, research, dialogue, GER reports etc)						
Outputs 1 and 2						
Env Fund 2010-2011	Core GEI work, GER development					
Env Fund Reserve 2010-11e	Core GEI work, GER development					
Interest Income Allocation			Core GEI work			
Env Fund Reserve 2012-2013				Core GEI work		
Norway IIb	Core GEI work					
Norway IIa		Core GEI work				
Norway III			Core GEI work			
Norway II extra allocation in 2013			Core GEI work			
Start up activities. Output 3						
Korea I, New Zealand I&II, , Netherlands I&II			GGKP and other start up funding			
Korea II			PAGE start up funding			
Norway,				PAGE start up funding		
China Partnership I				Analysis of multiple pathways in China, Bolivia, Thailand, South Africa		
China Partnership II					Training through exchange and internships between Mongolia, Central Asia and China	
Research (global & country) and thematic country support. Output 1 and 3						
ENRTP Indicators			Develop guidance manual on use of indicator for measuring progress, and application in Ghana, Uruguay, Mauritius, Mozambique.			
ENRTP Trade I			Trade analytical phase: GE TOP report and country trade studies Ghana, Vietnam, Peru			
ENRTP Trade II				Country level consolidation: trade action plan for Ghana, Vietnam and Peru. GE TOP studies for South Africa and Chile		
Mostly advisory services/country support (Output 4 and 5).						
GE SEED EC Funded, ETB	Africa regional level dialogue and preparation for RIO+20. AMCEN involvement. Country support: Burkina Faso: GE scoping study; GE assessment "Investment plan for the environment sector"; Egypt: GE scoping study ; Kenya: GE scoping study; GE Strategies and Implementation Plan; GE sectoral study (agriculture); Ghana: GE assessment; GE Action Plan; Green fiscal policy scoping study; and green trade opportunities assessment . ; Morocco: Assessment of the environmental, social and economic co benefits of renewable energy NAMAs; Senegal: GE scoping study; GE assessment; GE sectoral study (water); Mauritius: GE assessment; GE indicators; Green fiscal policy scoping study; Mozambique : GE					
GE SEED EC funded, SEED						
GE SEED ILO funded, ROA						

2009	2010	2011	2012	2013	2014	2015
	assessment; Rwanda: GE Indicators; South Africa: GE scoping study; GE sectoral studies (energy and natural resources). SEED aspects (entrepreneurs) managed by SEED					
GIZ		Indicators, fiscal policy (with IMF, including global) and country support: Uruguay (GE assessment, sector policies, fiscal studies), Ghana (scoping, Fiscal policies) Morocco ¹⁹⁶ (GE assessment, scenario), Thailand (studies), China (Environment Goods and Services Sector (EGSS) Statistical Framework)				
UNDP Netherlands I			Dialogue platforms and consultations: Bangladesh, Benin, Ghana, Indonesia, Kenya, Mozambique, Rwanda, Sudan, Yemen (Kyrgyzstan, Cape Verde, The Gambia) GE studies: Ghana, Kenya, and Rwanda.			
UNDP Netherlands II				Country services: 2 Ghana: GE Assessment, Green Fiscal Policy Assessment, a GE action plan, Indicators. Kenya: GE Assessment; green fiscal scoping study and assessment and GE Strategy and implementation plan. Mozambique: GE Assessment; GE action plan and green fiscal policy scoping study; indicators. Indonesia: GE Assessment; indicators. Rwanda: Green Growth and Climate Resilience Strategy; sector approach. Colombia: Dialogue and Green Growth Strategy		
ENRTP Caribbean			Caribbean regional support with direct country support to Jamaica, Saint Lucia and Haiti. Regional workshops and dialogue, regional strategy, national studies on scoping, sector strategies, trade. Regional Centre of excellence UWI			

Table 4. Relation between projects providing country support and their activities in particular countries.

Countries (* = PAGE)	ENRTP Trade II	ENRTP Indicators	ENRTP Caribbean	China Partnership I	China Partnership II	GIZ	UNDP Netherlands	GE Africa	Total

¹⁹⁶ The work in Morocco by the GIZ and GE Africa projects was functionally combined, so the same activities funded by both projects

Barbados*			"Trigger country" for GE in the region						1
Bangladesh							Dialogue platforms and consultation		1
Benin							Dialogue platforms and consultation		1
Bolivia				Multiple Pathway studies					1
Burkina Faso*								Green Economy scoping study; Green Economy assessment & Investment plan	1
Cape Verde							Dialogue platforms and consultation		1
Chile	GE TOP Country Study								1
China*				Multiple Pathway studies	Providing support - capacity	Environment Goods and Services Sector Statistical Framework			3
Colombia							Dialogue and Green Growth Strategy		1
Egypt								GE scoping study	1
Ghana*	GE TOP Country Study	Indicator & measurement				scoping, Fiscal policies	GE Assessment, Green Fiscal Policy Assessment, a GE action plan, Indicators.	GE assessment; GE Action Plan; Green fiscal policy scoping study; trade opportunities assessment.	5
Haiti			Capacity building, sectorial studies						1
Indonesia							GE Assessment; indicators		1
Jamaica			Scoping studies, policy, mainstreaming, capacity building, sectorial						1

			al studies, trade						
Kazachstan					capacity building, policy implementation				1
Kenya							Dialogue platforms and consultation; Scoping study; GE Assessment; green fiscal scoping study and assessment; GE Strategy Implementation Plan	GE scoping study; GE Strategies and Implementation Plan; GE sectoral study (agriculture)	2
Kyrgyzstan*					Capacity building		Dialogue platforms and consultation		2
Mauritius*		Indicator & measurement						GE assessment; GE indicators; Green fiscal policy scoping study	2
Mongolia*					Capacity building				1
Morocco						GE assessment, scenario		Renewable energy NAMA	2
Mozambique		Indicator & measurement					Dialogue platforms and consultation; GE Assessment; GE action plan, green fiscal policy scoping study; indicators.	GE assessment	3
Peru*	GE TOP Country Study								1
Rwanda							Dialogue platforms and consultation; Scoping study; Green Growth and Climate Resilience Strategy; sector approach	GE Indicators;	2

Saint Lucia			Scoping studies, policy, mainstreaming, capacity building, sectoral studies, trade						1
Senegal*								GE scoping study; GE assessment; GE sectoral study (water)	1
South Africa*				Multiple Pathway studies				GE scoping study; GE sectoral studies (energy and natural resources)	2
Sudan							Dialogue platforms and consultation		1
Tadjikistan					capacity building				1
Thailand				Multiple Pathway studies		Study on Economic Instruments for Low-Carbon Development"			2
The Gambia							Dialogue platforms and consultation		1
Turkmenistan					Capacity building				1
Uruguay		Indicator & measurement				GE assessment, sector policies, fiscal studies			2
Uzbekistan					Capacity building				1
Vietnam	GE TOP Country Study								1
Yemen							Dialogue platforms and consultation		1
<i>Total/ project</i>	<i>4</i>	<i>4</i>	<i>3</i>	<i>4</i>	<i>6</i>	<i>5</i>	<i>12</i>	<i>10</i>	

ANNEX 12. Comments from the Evaluation Reference Group to the preliminary findings note of the evaluation of the Green Economy (GE) Initiative and responses from UNEP EOU and independent evaluator (September 2016)

The following are a series of comments and suggestions that the ERG sent to the Evaluation Office of UNEP (EOU) after the revision of a preliminary findings note. This note provided a summary of the scope and methodology of the evaluation, a complete list of all findings and conclusions, and a series of final observations, that formed the basis for lessons learned and recommendations in the final report. These comments and suggestions were very helpful to improve the final report. Many suggestions for adding more detail, examples and further argumentation have been taken into consideration in the narrative explanation of each finding. Based on the ERG comments, the final report has strengthened several recommendations and included additional ones to capture some important and recurring aspects, particularly about (a) project design - formulation of objectives and outcomes, alignment with PoW, monitoring (b) boundaries between different project, particularly PAGE, (c) UNEP's role/responsibility/capacity to stimulate change at country level economy, and (d) private sector involvement. In the table below, a response is given to each comment both by EOU and the evaluator, and how the comment is being taken up in the final report. Because the comments were from different persons, in certain cases the suggestions reflected slightly opposing visions. Therefore, the evaluator had to find a balance between opinions that found the overall evaluation to critical and others that found it too soft, by providing more complete argumentation in the performance ratings and be particularly careful in explaining what element received a particular rating and why.

	Reference	Comment	EOU comment	Evaluator response
1	Executive summary, second paragraph, last sentence	Factors affecting incomplete achievement of outcomes: [governmental changes] Changes in UNEP focal points with partner governments? [lack of funds for investment] What is meant by this: i.e. the ability of countries having funds available to implement GE recommendations?	Changes refer to UNEP Focal Points as well as key government staff supporting/facilitating the work on GE. Yes, evaluator to clarify if anything else is implied here.	Clarified in text of the final report.
2	E6	[successful examples that can be scaled up] Why can't they be scaled up? This is indeed an interesting point. The Guardian wrote an article (quoting the REN21 report) "more than twice as much money was	Further analysis will be provided in the draft report based on existing evidence. The point made here refers to the fact that currently significant practical examples of economic transformation as a result of change in policies are not available (as a result, they can't be scaled up). Evaluator to further clarify. This raises the following interesting	Observation of EO is correct: it is a matter of not having examples available, rather than having barriers for scaling up. Findings text is adapted. The reference to Guardian is included in later section to show that there are positive changes occurring in the world. We cannot use this as an examples triggered by the project, of

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		<p>spent on renewables than on coal and gas-fired power generation (\$130bn in 2015), the REN21 global status report found”but also that “What is truly remarkable For every dollar spent boosting renewables, nearly four dollars were spent to maintain our dependence on fossil fuels”.</p> <p>In other words, despite disappointing government policies to provide economic incentives for RE, the private sector is moving ahead. At the same time, we should make the point that with stronger economic incentives by governments to stimulate RE & energy efficiency, there is a possibility for a truly seismic shift towards low-carbon energy production and consumption.</p>	<p>points to be considered in the final report:</p> <ol style="list-style-type: none"> 1. Are successful example of policies being implemented and leading to change not available or are they not being recorded/promoted/ used for up scaling? 2. As there are examples of private sector investment, what is needed to connect the government (policy) and private sector efforts? Should this be a focus of the UNEP GE initiative in future or is there any evidence of this already happening (and yielding results)? 	<p>course, although it does link to the Ghana experience with some initial investment.</p> <p>Observation 2 by EO is considered in the recommendations.</p>
3	E7	Please provide/list examples		Included in final report (paragraph ¶- 104)
4	I1	[impact] and How is this assumption justified?	To be included in the draft report based on available evidence which may substantiate this preliminary finding.	Justification is included in text (¶106)
5	I2	In my opinion this statement is too general. I'd assume that there are specific KPI (key performance indicators) that can track the likelihood of impact? If so, I'd appreciate if this can be stated more concretely (i.e. the KPI and the ability for the GEI to achieve these in 3-5 years).	Any existing evidence supporting findings on likelihood of impact (as opposed to actual impact) will be presented in the draft report. However, this is not an impact evaluation and the GEI is not tracking impact KPIs, which means that available information for the evaluation to build upon is limited.	Agreed with EO. "Likelihood of impact" is an estimate based on analysis of trends. It provides an indication that if the processes supported by the project continue and the context continues to be positive (= assumptions hold), impact is likely
6	I3	I think this is very relevant point,	Thank you for highlighting the point	Done. This is an important consideration in the

	Reference	Comment	EOU comment	Evaluator response
		and probably applicable to many UNEP projects: We tend to dedicate too few funds to ensure that the outputs are taken in up in policy making (e.g. fiscal reform, changes in domestic budget allocation). In general we as UNEP need to become stronger in providing “after care” or in the “marketing” of our products to ensure these are taken up.	and it will be taken into further consideration in the main report findings.	evaluation to distinguish between the impact pathway 1 and 2
7	S6	<p>The 3rd Finance for Development meeting in Addis Ababa in 2015 (which effectively discussed how to finance sustainable development / SDGs) called for enhanced domestic resource mobilization and (sustainable) private sector investment.</p> <p>All around I see a growing wish and urge to enhance private sector investment to reduce deforestation (net zero-deforestation commitments by consumer goods companies), increase renewable energy investment, etc, etc. Can the GEI play a leading role by working both with governments and private sector stakeholders to develop government policies that incentivize sustainable private investment to a much greater extent that at present?</p>	Central question for the evaluation report and also to be linked to the preliminary final observation 4 on need to develop a strong private sector engagement strategy, in coordination with government support/capacity building work.	Taken up in several parts of report

	Reference	Comment	EOU comment	Evaluator response
8	F1	[Relevance vs definition of objectives] Second sentence seems to conflict the first.	Paragraph summarises the initial finding that the project is considered relevant and included overall guiding strategies, however the definition of lower level results was not always clear. Evaluator to further provide clarification. Draft report formulation should be clearer on the difference in points made here.	Clarified in the narrative to finding F! and its argumentation
9	F8	What lessons does that provide to us? In one of his opening remarks UNEP's new Executive Director – Erik Solheim – stressed the need for UNEP to more systematically engage with other ministries as well (planning, finance, economic affairs, agriculture, etc) in order to enhance/strengthen the likelihood of uptake of our work and eventual impact of our work. Perhaps this can be a recommendation for the GEI going forward (the recommendation is likely applicable to many UNEP projects)	Point noted and to be considered in final recommendations (not necessarily applicable to GEI only). Note: we should consider inserting a section in final report on high level recommendations to be presented to senior management (i.e. applicable to UNEP and not only GEI). This and the R on the need to develop an overall private sector engagement strategy would belong in that section rather being restricted to GEI only (this has clear accountability implications in terms of implementation of the R).	Taken up in recommendations section
10	F9	Given that the private sector makes up about 70% of global GDP and given falling ODA around the world, there is a need for a paradigm shift within UNEP how we work with the private sector. In my view, we can be much more efficient in our work (i.e. effective in achieving impact) by developing coalitions/partnerships that include both governments, CSOs	Noted, to be linked to final observation 4 and also to be further discussed in stakeholder engagement section of final report, possibly leading to a separate recommendation complementing the need to develop a private sector strategy.	Noted

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		and relevant private sector companies on a systematic basis		
11	Conclusions - 8	Aren't outcomes related to the degree to which GEI's core clients (partner governments) have taken up / used the outputs developed? If so, earlier in this evaluation e.g. E6 it stated that few concrete examples of government implementation are available at present.	<p>Very good point. Based on the reconstructed ToC of the GEI, the initiative operates along two causal pathways: 1) promoting the economic case, which is then used to inform international decision making and 2) development of guidance for Green Economy implementation – actual implementation is not included at the outcome stage (which is why it can currently be stated that the outcome is being achieved).</p> <ol style="list-style-type: none"> 1. Final report should clearly differentiate level of achievement of the two key pathways at outcome level (as initially noted in the executive summary) 2. Final report should recommend reformulation of outcomes based on OECD DAC definitions (outcomes should already include change, which is currently removed to intermediate states and impact level deliverables for pathway 2). <p>Evaluator to provide further comments / consider points for final report.</p>	Recommendation of outcome included in appropriate section, especially related to "loose" use of output/outcome definition and gap between concrete outputs and high level outcomes in subprojects. Interpretation of criteria (outcome/intermediate state) is defined by UNEP EO and applied following ToR. A recommendation to change an outcome, for a finished project, would not be appropriate
12	Conclusion - 9	What about enhanced domestic budget allocation by developing countries for GE transformation?	This can be linked to point iv (insufficient national capacity)	Clarified in text of (now) C10

	Reference	Comment	EOU comment	Evaluator response
13	Conclusion - 12, first sentence	It seems that the GEI work needs both a top-down (engagement with federal governments and already done) and bottom-up approach (local government, private sector, CSO). Perhaps this can be included in the recommendations.	Agree. To be considered in final report.	Is considered; much of bottom up work supported by SCP (SWITCH and Operationalization GE)
14	Conclusion - 14	Even though UNEP has few country offices, there are actually quite a few UNEP staff based as focal points in several partner countries.	Draft report to consider including this point as an expansion of analysis of current cooperation with regional offices. Even tough in many cases this reference persons may not have the capacity required to support GE implementation at country level, there may represent an untapped resource for guidance and advice.	I do not think UNEP has been able to mobilize change through this network. The conclusion referred to, tells that UNEP is good for advisory services at different levels and in fact, it has mobilized its advisory capacity through in-country consultants and contacts. But the message is that for transformational change, institutional presence is helpful to be engaged in national policy processes and that cannot be guaranteed by these focal points. See also below
15	Final observation - first bullet	<p>I only partially agree with this. In my view UNEP should try to receive credit through effective marketing of the outputs that it has generated over the past years and hence be globally seen as a leader of the GE narrative. This requires - in my opinion - strong marketing efforts of products already produced instead of focusing on producing more global studies, etc.</p> <p>The focus should be on implementation, implementation and implementation! This means effectively "selling" the GE</p>	Good point, this observation emerges from the need to make sure that the GE narrative does not become out of date and UNEP continues to drive the thinking on the topic, but need to focus on implementation is noted. Evaluator to further comment.	Agreed that "custodian" role also implies promoting and further developing existing tools. Implementation is of key importance but the project evaluation showed that UNEP (with the current structure) is not the best positioned agency to promote transformational change (at least not in the current institutional regional/country delivery model; see above) But the evaluation will not go so far as to recommend changing UNEP's institutional delivery model.

	Reference	Comment	EOU comment	Evaluator response
		narrative and concrete policy actions to national governments, but also strengthening engagement with the PS, local governments and CSO (bottom-up approach). This means that more UNEP staff need to be directly working with countries (or UNEP needs to have strong partnerships with relevant organisations/companies operating in partner countries).		
16	Final observations – third and fourth bullet	Agree.	Noted.	Noted.
17	General	<p>Overall it is a thorough evaluation. However, my overall reading of it is – too harsh. This work is much better than ‘satisfactory’.</p> <p>Launching the GE concept, was, history will remember, a valuable contribution to breaking the deadlock experienced in Copenhagen COP 2009. It created the idea that national governments could have climate action and economic development – rather than they must choose between on or the other. It might be overselling to attribute Paris COP success to the GE idea coming of age, but China and the US have certainly moved in this direction</p>	<p>Noted. Final report to fully reflect on positive achievements as well as areas for improvement – as noted in the document, achievement in terms of global discourse is recognized as significant. The report will also further clarify/ differentiate in terms of achievement along the two causal pathways. Please note that satisfactory is a very positive rating which is not commonly achieved, however a higher rating (highly satisfactory) would imply that more progress can be seen along all results level (including actual economic transformation at country level). The report will also clearly note that the objectives of the GEI are very high level (economic transformation) and acknowledge that this poses more</p>	<p>The evaluator confirms EO observations. ‘Satisfactory’ is a high rating and appropriate given the overall impression of findings and conclusions. Indeed, important results have been achieved and have been well highlighted in the report. On the other hand, there have been several challenges with project implementations, particularly at country level. This justified a high rating, but not a perfect rating.</p>

	Reference	Comment	EOU comment	Evaluator response
		<p>and this played a part, in the Paris success.</p> <p>Therefore the value of UNEP work and specifically the rating for the criterion 'catalytic role and replication' is 'satisfactory' does not reflect this vital point and the brave leadership it took to catalyze a transformative agenda. UNEP does not have a history of economic guidance, yet the GE concept is now proliferating around the world.</p> <p>All the subsequent activities flow from the catalytic role, supporting governments, raising funds, delivering projects, all against growing national demand, a team that had to be built, resource itself, and even more notably - win a one UN approach.</p> <p>Measuring impact of economic reform is remarkably difficult – but the impact of number of countries now adopting this GE approach is one clear indicator.</p> <p>In conclusion, GEI is a significant achievement, and UNEP should be more proud of it than this assessment concludes.</p>	<p>challenges than the successful achievement of impact for targeted and sectorial interventions.</p>	
18	Introduction and	Should you not mention as part of background that UNEP, in	Conclusions, paragraph 12, last sentence refer to the change in	Agreed with EO. In the text Also, please consider that although GE 2.0 was done within

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	conclusions (point 1)	<p>response to external feedback and internal self -reflection and in house assessment, revisited the narrative in 2014-15 and updated it to an inclusive green economy that was launched by the ED in NY in September 2015?</p> <p>See http://web.unep.org/greeneconomy/sites/unep.org/greeneconomy/files/publications/IGE_NARRATIVE_SUMMARY.pdf And</p> <p>However, in response to several stakeholders, internal and external, this narrative was updated in 2015 to reflect not only greener investments and finance, but also a greater attention to social issues and better integration of sustainable consumption and cleaner and more resource efficient production.</p>	<p>narrative in 2014-2015 and the Inclusive Green Economy report as a response to the initial plan which was now as inclusive. Final observation 2 and 7 also take up this point again for future work. This can however be made clearer and it can be highlighted that it was UNEP's response to stakeholders' comments.</p>	<p>Umbrella project, the new narrative was formally included in follow up project, and will be included in that design evaluation.</p>
19	General	<p>The note is rather short given the fact that 16 different projects/grants have been attached to this umbrella. Is there an annex going into more detail with regard to these various sub-projects? Taking into account that this note only covers preliminary findings I would expect much more details in the main report plus annexes also explaining the ratings, rating categories, etc.</p>	<p>The note was intentionally short, to direct the ERG attention only to key strategic findings emerging from the first phase of the evaluation and facilitating the process of providing comments at this stage. All the mentioned elements will be part of the report as usual. A detailed map of all sub-projects and overall GEI work per country/project was presented in the inception report, as well as other key evaluation components (e.g.</p>	<p>Agreed with EO comment</p>

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			assessment of quality of project design etc). The main report also includes in-depth case studies of 7 of the sub-project as none of the GEI sub-projects was ever submitted for evaluation.	
20	General	The forward looking part of the evaluation - which is probably its most important element - is obviously also to be developed. You may recall that one of the objectives for this evaluation is also to inform the (mid-term review?) of the successor phase of this project which is already ongoing since 2015. Unfortunately, no terminal evaluation was available when the project came to a close and the successor was formulated. We hope now that this evaluation will still deliver forward looking recommendations that can be taken up and incorporated into the current phase of the GEI as to enhance its effectiveness and efficiency, also in light of the revised/augmented narrative (IGE), private sector involvement, country level impact etc.	This is part of the ToRs. The section on conclusions and preliminary findings presents available points at this stage.	Agreed. In final text there is more development of conclusions and lessons learned (both about umbrella project and each subproject) General recommendations section included in final evaluation report. Assessment of quality of design of follow up project including how recommendations and lessons from the current evaluation have or have not been addressed in the follow up project (annex 9)
21	Executive summary	In fact we are talking here about a number of different projects and initiatives that were led by different project managers and that were not always fully aligned (even at country level).	Agree. Please refer to introduction and inception report (for full details). Also please note F2.	Agreed with EO
22	Executive	I would be interested in learning	Please refer to upcoming draft report.	Id.

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	summary	how the efficiency and effectiveness was assessed. Were there scores/criteria/ratings in various categories that led to an overall rating?		
23	Executive summary	[achievement of outcomes at global level] - Such as?	As per reconstructed ToC, two causal pathways were identified. The global level one refers to pathway one: promoting the economic case (see para 52 and graphical version of drafted reconstructed ToC in the inception report)	Id.
24	Introduction	Are we able to quantify any of these investments? Has that been assessed?	Quantifying the amount of green investment necessary to switch to a Green Economy, whether at country or global level, cannot be part of the evaluation, but it is rather a substantive piece work which can be recommended as part of the future workplan of the initiative.	Id.
25	R1	We could highlight here that the initiative was also instrumental in developing the narrative further, from GE to IGE.	Please see response above and reference to conclusions, paragraph 12 and we noted that this can be further highlighted.	Id.
26	R2	Was there a coherent set/menu of advisory services that was offered and countries could pick and choose from?	This is indeed the finding so far, but equally challenges have been highlighted (UNEP is not considered the best positioned agency to deliver at country level, for example)	Agreed with EO. Also, the GEJP subproject evaluation places considerable attention to the planned delivery model of Advisory Services and the way this was (flexibly) delivered
27	A01	I would expect that the main report will go into the details, basis for rating, criteria used, etc.	Yes.	Yes; but more than the final evaluation report, these are included in the inception report
28	E7	Was change in attitude one of the envisaged outcomes, rather than	Outcome as per ToC: Regulations, economic incentives and voluntary	Agreed with EO comment

	Reference	Comment	EOU comment	Evaluator response
		action.	measures promoting environmentally sound technologies and resource efficiency in the production of food and manufactured goods are designed at pilot level. Change in attitude is identified as a necessary driver to move towards intermediate states. Also see response to comments above on the conclusions section - 8	
29	E rating	Here I would also interested in more details, especially given the fact that only “in a few cases” governments has started implementing these options.	Yes agreed. Also see answers above and conclusions – section 8 on current definition of outcomes adopted by IGE and emerging R for change in line with OECD definitions.	Examples included in full draft text
30	S6	How can the next phase on the project – which is already operational – better support countries in making these investments? How can the project be more effective in involving the private sector?	Any emerging lessons and recommendation from available evidence will be presented in the draft report.	Agreed with EO comment. NB: it is not a 'next phase' of the same project but a new project especially because other projects emerged (PAGE; GGKP etc)
31	S7	The IGE narrative to some limited extent compensates for this. However, this needs to be put in practice through Phase II of the project.	Agree and noted. Reflected in final observation, bullet 5.	Agreed and noted. REference to IGE narrative strengthened in summary recommendation and noted in assessment of design of follow up project
32	General	The ERG could have benefitted from a meeting (or series of meetings) with the Evaluation Team and Consultant ahead and throughout the process. Those meetings could have been held virtually.	Noted. This is indeed the Evaluation Office preference as well. However, it was noted that most members had very limited time availability, as evidenced from the delays and difficulty in obtaining feedback - it was therefore decided to circulate a short note and remain available for questions and clarifications.	Noted

	Reference	Comment	EOU comment	Evaluator response
33	General	In general the Preliminary Findings Note is balanced in the various assessments. The findings are generally supported.	Noted.	Thanks
34	General	Country examples could be included at paras E5, E6, L1, etc.	Agree, they will rather be included as much as possible in the draft report.	Agreed with EO comment
35	E5	This point should be borne in mind for future work. There may be a need to strengthen the overall planning, monitoring and evaluation framework at country-level.	Noted. Point about planning and M&E at country level is indeed very relevant.	Agreed with EO comment. This point emerges strongly in several sub-project evaluations
36	L1 and L3	Para L1 is endorsed. L3 could be further elaborated to highlight opportunities in the context of future interventions such as PAGE, the 10YFP and instruments such as the GCF.	Noted.	Agreed and taken up in lessons
37	F2	Reference to “adaptive management approaches” should be included in F2.	Noted and good point to consider for the report.	Adaptive management is not an aspect that should influence definition outcome or objective; in other words, the flaws detected in project design are not a related to the flexible approach of the project but are inconsistencies in formulation
38	F9 – F10 – F12	Local stakeholder issues raised at paragraph F9 should also be referenced among Paras F10-F12.	Noted, link to be highlighted in the report.	Noted. However, in an evaluation report linking to too many different findings, makes the report repetitive and argumentation fuzzy. So cross referencing is done throughout, but limited to the necessary.
39	F19	The overall performance of Para 19 is supported	Noted.	Noted
40	Final observations - bullet 4	On the final observations, the effort to engage the Private Sector on Resource Efficiency issues was evident at UNEA 2 (by ETB). This augurs well in support of UNEP’s	Noted.	Noted. However, please note that the planning of the evaluation was such that information gathering finished before UNEA and the evaluator could not make a full assessment on all events and results at UNEA

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		future GE initiatives and could be referenced.		
41	Final observations - bullet 5	The call for the inclusion of additional elements in the GE Concept is noted. Caution should also be exhibited in articulating specifics at a definitional level. Philosophical space should also continue to be provided to allow countries to determine their “GE context and concept”.	Noted and agree with point about leaving enough space for tailoring the work to country specific needs.	Noted
42	Final observations	The call for mobilising partnerships in the spirit of building inclusiveness, increased investments, etc in future work is supported, including collaborations with regional and sub-regional intergovernmental organisations.	Noted.	Noted
43	Executive summary	This is curiously phrased, it seems to imply that some of the specific projects at the national level were underfunded, and thus the planned outcomes were not achieved. If this is the case, hopefully the report will later elaborate on why this funding shortfall occurred.	This refers to available investment capacity in country (public and private sector). See also comment 1.	Clarified in text
44	A02	Are the reasons for the delays analysed?	Yes in main report.	Agreed with EO comment
45	A04	Does that mean that in some cases the outputs did not at all reflect the possibly differing views of relevant stakeholders? If not, what were they guided by—did they reflect the central vision and expectation of UNEP, the	This will be further discussed in the report. Although satisfaction was expressed about the advisory services, many raised the point that not enough time was allowed to incorporate the views of all stakeholders.	Explained in main report and sub-project reports

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		program's donors, the specific country authorities?		
46	A05	At what stage in the project cycle were attempts made to engage with other agencies?	Evaluator to clarify	Explained in main report. There were several moments: global knowledge partners included in GER report, international agencies in spin off projects (PAGE, GGKP) national partners in sub projects. Much attention has been paid to development of relations (see also Ef1 and F12)
47	E2	This may not be an entirely accurate representation. Maybe not all states, but those that have lined up to get the support of the PAGE have certainly demonstrated their conviction that the Green Economy is an approach they considered as a worthy alternative to the business as usual approach.	Noted and this should be clarified. The point in the report is more general, as PAGE only covers 8 countries so far, most of which are at initial implementation stage.	Agreed with EO. Please note that even when a country partners with PAGE is does not necessarily mean these countries consider GE "better" than BOU - it might as well reflect a more opportunistic approach (a good opportunity to receive technical advisory)
48	I1	<p>In those countries where the commitment is there and the suggested steps have been taken, and where regulatory and policy measures have been put in place, the likelihood of impact must necessarily be higher than just moderate.</p> <p>Perhaps the rating of "moderately likely" refers to the likelihood of a global impact, but is that what the project set out to deliver?</p> <p>Also, where the drivers and assumptions have held, this should affect the rating of likelihood of impact.</p>	Report will make distinctions where possible, however only in a very limited number of countries policies are in place and even in those ones, the likelihood of actual impact is not clear.	Agreed with EO analysis. Main report makes these distinctions and also the reasons why likelihood remains "moderate"

	Reference	Comment	EOU comment	Evaluator response
49	S3	If this refers to governance structures to be established in country, it may not be the responsibility of the GE project to achieve this, but rather to support the government (focal point) in their efforts. Is that reflected in the rating here?	Correct, however the project should have all possible measures in place to support and facilitate the process	Agreed. Independently on who this depends on; sustainability is a combination of project-induced factors and context factors.
50	S6	If this refers to governance structures to be established in country, it may not be the responsibility of the GE project to achieve this, but rather to support the government (focal point) in their efforts. Is that reflected in the rating here?	This refers to the lack of private sector engagement at the GE project level, which is considered necessary to ultimately achieve an economic transformation	Agreed
51	S7	A valid consideration which has motivated the move toward the broader concept of the “inclusive green economy”. All UN activities are mandated to take the gender aspect into account,. But not all UN activities are equally mandated to address equity considerations, at least not yet. Was this latter aspect an explicit objective of the GE Project—if it wasn’t explicitly set out, the Project should not be evaluated against that criterion.	Noted, also see comment 18 and responses.	Noted
52	F8	Does that imply that the sub-project teams did not expend enough effort to develop contacts and working relationships with other ministries?	Good point, to be further discussed if this was the case, in the main report.	Has been discussed in main report (¶147-¶148)

	Reference	Comment	EOU comment	Evaluator response
53	F11	This is a wide-spread feature of project planning and development in the divisions and not specific to the GE project.	Noted, it can, to some extent and with exceptions, also be generalized to UNEP-wide level.	Noted
54	F23	I see this as an important consideration – having such an ex-post mechanism in place would greatly facilitate lessons learned during active implementation, and inform future support to other countries in the future.	Noted, to be included in the recommendations.	Included in Rec14
55	F24	I qualify this in the more recent context of the work on sustainable and green finance, advanced by UNEP FI and more recently and publicly by the Inquiry. This work is arguably even more influential because it has driven change in an entirely unusual constituency – the financial sector—and has mobilized the active engagement of the most powerful central banks and finance ministries and financial regulators and supervisors in the world, in the G20.	Report may refer to “one of”, point was also raised by other members of the group. However, there seems to be quite a consensus emerging from interviews on the fact the GEI has been a more prominent initiative than all the others launched in the last decade.	To be considered in full version. FI, Inquiry and others are very influential as well, but the GEI was a game changer.
56	F25	No, UNEP FI has been building partnerships and doing its job for almost 20 year. The case can be made with regard to the Inquiry, however.	Agree, the point made in the note rather refers to the fact that the GEI was able to inspire UNEP FI in its thinking, not creation.	Agreed
57	Conclusions - 6	The project has been able to mobilize the resources as the nature of its intentions and quality of its management became evident to donors	Noted.	Noted

	Reference	Comment	EOU comment	Evaluator response
58	Conclusions - 8 i) ii) iii) iv)	<p>Conceptual/intellectual instead of “academic” (leadership)</p> <p>I’m not sure I saw evidence of this factor in the exposition above. Effective lobbying of whom, and was it uniformly effective with all interlocutors?</p> <p>The earlier analysis did not go into detail on these partnerships, but they were I think, instrumental in creating credibility among donors and beneficiary countries. For example the joint work with the IMF on fiscal policy for the green economy, or with the ILO on green jobs, firmly established the Green Economy concept as capable of responding to imperatives of effective macroeconomic policy and job creation.</p> <p>This seems to imply that the available of adequate funding was important to the achievement of the outputs but not the outcomes</p>	<p>Noted.</p> <p>Evaluator to consider for the report</p> <p>Noted and section has been expanded in the report.</p> <p>Unsure whether the point made here is only about funds, it is more about overall political and financial commitment, but good point for reflection.</p>	<p>Has been included in main report (¶87, ¶106). Point (iv) is not clear.</p>
59	Conclusions - 14	<p>This statement is too strong – UNEP’s model of country engagement runs through the regional offices, not a resident country presence, but that in no way means that UNEP is not directly involved in national policy processes. Instead, the lack of a country-level presence is an obstacle to active engagement in</p>	<p>Differentiation is noted, to be clarified in the report.</p>	<p>Suggestion well taken. UNEP is involved in policy processes in several countries but generally less involved in countries where it does not have residential presence. This is even more so with GEI (conceptually run from Geneva) than other issues, with more technical expertise in ROs.</p>

	Reference	Comment	EOU comment	Evaluator response
		project implementation.		
60	Final observations - bullet 5	<p>This is making the Green Economy concept a replacement for whole of government policy and I fundamentally disagree with this recommendation. As a concept, the Green Economy is and must remain at the macro-level. It cannot pretend to, nor would it have the tools to, integrate policy across such a wide range of domains. I would insist that this recommendation be withdrawn.</p> <p>This paragraph sets out entirely unreasonable demands of the green economy concept. This lead me to suggest that one recommendation should be that the appropriate role and scope of the green economy, both as a conceptual framework and as a guide to action by UNEP, governments and other stakeholders, needs to be carefully but clearly defined.</p>	This is a good point and question of boundaries is for example being discussed within the framework of PAGE. This should be perhaps the focus of a discussion among ERG members on the extent to which the concept of inclusive green economy is to be further extended.	To be considered. Maybe to be rephrased for clarity.
61	Final observations - bullet 6	The succession seems inverted. It started as a UNEP issue that then gained traction elsewhere in the UN system. But the rest of the paragraph is okay.	To be checked with ETB staff, relates to evolution of GEI section in inception and main report and should be clarified.	This refers to how the GEI got institutionalized. I think there are enough arguments to show it went like this (first there was global attention and global traction, but then it seems to have been pigeonholed within UNEP to ETB).
62	Final observations - bullet 7	This recommendation limits the partnerships to the project level. By contrast, I think there could be a useful role for key partners in the	Noted and for further consideration.	Noted and included in conclusions (C4, C9) and recommendations (Rec1)

	Reference	Comment	EOU comment	Evaluator response
		normative macro-level aspects of the green economy work going forward. As the PAGE draws experience from its country-level activities, these should feed into further refinements of the GE concept at the global level, and help to inform the design of future projects, of the advisory services offered to countries, and of the overall GE narrative as it relates to sustainable development		
C9	conclusions	Lack of country presence of UNEP, governmental changes, high staff turnover, incomplete stakeholder involvement and lacking funds for investment are factors that determined incomplete achievement of outcomes at national level and moderate likelihood of final impact. ==> and I would mention, also political and economic inertia and opposition to change and policy reform from vested interests and status quo..		Accepted and included in (now) C10
S3	Sustainability	The stability of governance structures developed by the GE Project to develop GE strategies and replicate to other sectors or scales activities is varied: in some countries GE steering committees are effective intersectoral coordination bodies, in others they are fully dependent on the project		Some common denominators included in ¶114

Reference	Comment	EOU comment	Evaluator response
	<p>support and are not likely to survive beyond the project's lifetime.</p> <p>==> could you elaborate, as a function of what? Are there common denominators/elements of success?</p>		

The following are comments received from stakeholders (interviewed persons) to the first draft of the complete evaluation report of the Green Economy Initiative, including responses from UNEP EOU and independent evaluator (January 2017)

Reference	Comment	EOU comment	Evaluators response
Recommendations - general	The recommendations are too vague, too long and could be tightened. Everyone will interpret them to back their own agenda. Recommendations should be prioritised.		The comment is well received but not easy to include. The recommendations have been discussed with the targeted institutions/responsible persons and initially accepted. The prioritized recommendations are the ones included in the executive summary
Rec 2	Clarify if recommendations are in order of importance. If so, why is inclusiveness ranked so high? There does not seem to be any evidence in the report suggesting that it is needed as a priority.		The recommendations are not in order or importance. C11, C13, L6 and L8 sustain recommendations about inclusiveness. Finding S7 explains how after the publication of the Green Economy 2.0 report, UNEP correctly decided to prioritize inclusive aspects
Staff/consultant turnover	This point is mentioned 15 times in the report and the number of consultants involved is clearly high – there should be a recommendation on limiting turnover and use of consultants to cover staff positions.	Point should be considered for inclusion in R9 on structure of the team, based on evidence of use of consultant as presented in the report.	Done
92 – bullet 2	What about the other sectors as there were indicated 5 sectors for GE assessment? There are missing <u>Energy, agriculture, forests, and mineral resources.</u>		Findings from these two sectors are expressed as examples. This is clarified in the text

ANNEX 13. People interviewed for this evaluation (ERG = members of Evaluation Reference Group¹⁹⁷)

UNEP Staff

Achim Steiner	UNEP HQ, Nairobi	achim.steiner@oxfordmartin.ox.ac.uk
Michele Candotti	UNEP HQ, Nairobi	michele.candotti@unep.org
Ligia Noronha (ERG)	UNEP, DTIE Nairobi	ligia.noronha@unep.org
Pavan Sukhdev (ERG)	UNEP goodwill ambassador/GIST Advisory, India/Switzerland	pavan@gistadvisory.com
Dirk Wagener (ERG)	UNEP HQ, Nairobi	dirk.wagener@unep.org
Niklas Hagelberg	UNEP HQ, Nairobi	niklas.hagelberg@unep.org
Pushpam Kumar (ERG)	UNEP HQ, Nairobi	pushpam.kumar@unep.org
Isabell Kempf	UNEP PEI, Nairobi	isabell.kempf@unep.org
David Smith	UNEP PEI, Nairobi	david.smith@unep.org
Ivo Mulder (ERG)	UNEP HQ, Nairobi	ivo.mulder@unep.org
Tim Christophersen	UNEP HQ, Nairobi	tim.christophersen@unep.org
Mette Wilkie	UNEP HQ, Nairobi	mette.wilkie@unep.org
Maxwell Gomera	UNEP HQ, Nairobi	maxwell.gomera@unep.org
Sari Sherman	UNEP HQ, Nairobi	sari.sherman@unep.org
Maria Zuniga	UNEP HQ, Nairobi	maria.zuniga@unep.org
Anja von Moltke,	UNEP ETB, Geneva	anja.moltke@unep.org
Ardi Zamani	UNEP ETB, Geneva	ardeshir.zamani@unep.org
Asad Naqvi	UNEP ETB, Geneva	asad.naqvi@unep.org
Benjamin Simmons	UNEP ETB, Geneva	benjamin.simmons@unep.org
Chiara Moroni	UNEP ETB, Geneva	chiara.moroni@unep.org
Desiree Leon	UNEP ETB, Geneva	desiree.leon@unep.org
Fatma Pandey,	UNEP ETB, Geneva	fatma.pandey@unep.org
Fulai Sheng,	UNEP ETB, Geneva	fulai.sheng@unep.org
Giselle Mueller	UNEP ETB, Geneva	gisele.mueller@unep.org
Hameed Jamali	UNEP ETB, Geneva	hameedullah.jamali@unep.org
John Maughan	UNEP ETB, Geneva	john.j.maughan@gmail.com
Nicolas Cisneros	UNEP ETB, Geneva	nicolas.cisneros@unep.org
Rahila Somra	UNEP ETB, Geneva	rahila.somra@unep.org
Ravenna Nuaimy-Barker	UNEP ETB, Geneva	ravenna.nuaimy-barker.affiliate@unep.org
Ronal Gainza-Carmenates	UNEP ETB, Geneva	ronal.gainza-carmenates@unep.org
Rowan Palmer	UNEP ETB, Geneva	rowan.palmer@unep.org
Satu Ojaluoma	UNEP ETB, Geneva	satu.ojaluoma@unep.org
Steven Stone	UNEP ETB, Geneva	steven.stone@unep.org
Vera Weick	UNEP ETB, Geneva	vera.weick@unep.org
Yuki Yasui	UNEP ETB, Geneva	yuki.yasui@unep.org
Zhengzheng Qu	UNEP ETB, Geneva	zhengzheng.qu@unep.org
Jose Pineda	UNEP ETB, Canada	jose.pineda@unep.org

¹⁹⁷ Elliott Harris (UNEP, New York) was also member of the ERG, but not directly interviewed by the evaluator

Joy Kim	UNEP ETB, Geneva	joy.kim@unep.org
Lasse Brand	UNEP ETB, Geneva	lasse.brand@unep.org
Achim Halpaap	UNEP Chemicals (ex UNITAR), Geneva	achim.halpaap@unep.org
Aurore Decrombrugghe	UNEP Brussels Office	aurore.decrombrugghe@unep.org
Céline Fréchou	UNEP Brussels Office	celine.frechou@unep.org
Frudjana Holmoka	UNEP, Regional Office for Europe (ROE), Geneva	fruzina.homolka@gmail.com
Jan Dusik	UNEP, ROE, Geneva	jan.dusik@unep.org
Nara Luvsan	UNEP, ROE, Geneva	nara.luvsan@unep.org
Rie Tsutsumi	UNEP, ROE, Geneva	rie.tsutsumi@unep.org
Rhoda Wachira	UNEP Regional Office for Africa (ROA), Nairobi	rhoda.wachira@unep.org
Henry Ndede	UNEP ROA, Nairobi	henry.ndede@unep.org
Patrick Mwesigye	UNEP ROA, Nairobi	patrick.mwesigye@unep.org
Desti Mebratu	UNEP ROA, Nairobi	desti.mebratu@unep.org
Lowri Rees	UNEP ROA, Nairobi	lowri.rees@unep.org
Leo Heileman	UNEP Regional Office for Latin America and the Caribbean (ROLAC) Panamá	leo.heileman@unep.org
Matias Gallardo	UNEP ROLAC, Panamá	matias.gallardo.affiliate@pnuma.org
Vincent Sweeney	UNEP Caribbean Subregional Office, Jamaica	vincent.sweeney@unep.org
Diana Rizzolio	UNEP, Geneva Environmental Network	diana.rizzolio@unep.org
<i>Former UNEP Staff</i>		
Richard Scotney	Formerly UNEP ETB, Nairobi	rjscotney@gmail.com
Kaveh Zahedi	UNESCAP (Former UNEP regional director Regional Office Asia Pacific)	zahedi@un.org
Cornis van der Lugt	Consultant, Geneva (formerly UNEP DTIE)	cornis@cornisvanderlugt.com
Derek Eaton	Global Footprint Network, Geneva (formerly UNEP ETB)	derek.eaton@footprintnetwork.org
Leigh Ann Hurt	IUCN HQ, Gland (formerly UNEP ETB)	leigh-ann.hurt@iucn.org
Nicolas Bertrand	IUCN HQ, Gland (formerly UNEP ETB)	nicolas.bertrand@iucn.org
Oscar Garcia	IFAD (formerly UNEP ETB), Rome	o.garcia@ifad.org
Moustapha Kamal Gueye	ILO, Geneva (formerly UNEP ETB)	gueye@ilo.org
<i>Global/regional level informants</i>		
Tim Scott	UNDP, NY	tim.scott@undp.org
Kees van der Ree	ILO, Geneva	vanderree@ilo.org
Mark Halle	IISD, Geneva	mhalle@iisd.org
Marion Müller vom Berge	SEED, Germany	marion.mueller.vom.berge@seed.uno

Marianne Fay	World Bank, USA	mfay@worldbank.org
Oliver Greenfield (ERG)	IIED-Green Economy Coalition, London	oliver.greenfield@greeneconomycoalition.org
Detlef Schreiber	GIZ, Germany	detlef.schreiber@giz.de
Anja Waldruff	GIZ, Germany	anja.waldruff@giz.de
Anya Thomas	CARICOM, Guyana	anya.thomas@caricom.org
Patrick Ravillard	EC DG-ENV (now OLAF), Brussels	patrick.ravillard@ec.europa.eu
Timo Willki	EC DG-ENV, Brussels	timo.wilkki@ec.europa.eu
Fabien Sordet,	EC DG ENV, Brussels	fabien.sordet@ec.europa.eu
Thibaut Portevin	EC DG DEVCO, Brussels	thibaut.portevin@ec.europa.eu
Jose Soler Carbo	EC EG DEVCO, Brussels	jose.soler-carbo@ec.europa.eu
Karla van Eynde	External Evaluator EC ENRTP, Belgium	karla.van.eynde@gmail.com
<i>National level informants</i>		
Marcos Sapateiro	MITADER Mozambique	marcoseugenioda@yahoo.com.br
Amaya Olivares	UNDP Mozambique	amaya.olivares@undp.org
Inês Raimundo	Centro de Análise de Políticas, Faculdade de Letras e Ciências Sociais, Universidade Eduardo Mondlane, Mozambique	inesmacamo@gmail.com
Pablo Montes	DINAMA Uruguay	pablomontesgoitia@gmail.com
Verónica Durán	MGAP, Uruguay	ec.veronicaduran@gmail.com
Mariela Buonomo	MGAP, Uruguay	mbuonomo@mgap.gub.uy
Daniel de la Torre	Universidad del Pacifico, Peru	dg.delatorreugartep@up.edu.pe
Rubyna Boodhoo	Strategic Policy Unit, Prime Minister's office of Mauritius	ruboodhoo@govmu.org
Toolseeram Ramjeawon	Universty of Mauritius, Mauritius	ramjawon@uom.ac.mu
Jieqing Zhang	Ministry of Environmental Protection, China	zhang.jieqing@mep.gov.cn
Zhengfang Dong	Chinese Academy for Environmental Planning, China	dongzf@caep.org.cn
Michael Witter	University of West Indies, Jamaica	michael.witter@uwimona.edu.jm
David Smith	UWI, Jamaica	david.smith02@uwimona.edu.jm
Jesus Orus Baguena	EU Delegation, Jamaica	jesus.orus-baguena@eeas.europa.eu (claudia.myers@eeas.europa.eu)
Stefano Cilli	EU Delegation, Jamaica	(claudia.myers@eeas.europa.eu)
Sharon Crooks	Ministry of Economic Growth and Job Creation, Jamaica	sharon.crooks@mwlecc.gov.jm
Andrea Jones Bennett	Ministry of Economic Growth and Job Creation, Jamaica	andrea.jones@mwlecc.gov.jm
Col. Oral Khan	Ministry of Economic Growth and Job Creation, Jamaica	oral.khan@mwh.gov.jm
Denis Lowe	Minister of Environment and Drainage, Barbados	travis.sinckler@barbados.gov.bb
Travis Sinckler (ERG)	Ministry of Environment and Drainage, Barbados	travis.sinckler@barbados.gov.bb

Elizabeth Emmanuel	Planning Institute Of Jamaica - Consultant Scoping Study and Capacity development, Jamaica	liz.emmanuel@gmail.com
Claire Bernard	PIOJ, Jamaica	cbernard@pioj.gov.jm
Le-Anne Roper	PIOJ, Jamaica	le-anne_roper@pioj.gov.jm
Nadine Brown	PIOJ, Jamaica	nadine_brown@pioj.gov.jm
Saskia Fraser	PIOJ, Jamaica	le-anne_roper@pioj.gov.jm
Hugh Morris	PIOJ, Jamaica	hugh_morris@pioj.gov.jm
Charles Mutai	Ministry of Environment Natural Resources and Regional Development, Kenya	drcmutai@gmail.com
Stephen Kinguyu	Ministry of Environment Natural Resources and Regional Development, Kenya	stephen.kinguyu@gmail.com
Thomas Musandu	Ministry of Environment Natural Resources and Regional Development, Kenya	tmusandu@yahoo.com
Peter Odhengo	National Treasury, Kenya	odhengo@gmail.com
Jane Nyakang'o	Kenya National Cleaner Production Centre	jnyakang'o@cpkenya.org
Dickson Khaingra	Kenya Institute for Public Policy Research and Analysis (KIPPRA)	khaingra@kippra.or.ke
Samuel Kioni	Ministry of Water and Irrigation, Kenya	sm.kioni@gmail.com
Maj. William Kamunge	Kenya Private Sector Alliance (KEPSA)	ceo@elmolosafariskenya.com
Benson Kimani	State Department of Planning and Statistics, Kenya	bkimani4@yahoo.com
Thomas Yatich	EC delegation, Kenya	thomas.yatich@eeas.europa.eu
Felix Addo Yobo	National Development Planning Centre, Ghana	felix.addo-yobo@ndpc.gov.gh
Magdalene Apenteng	Ministry of Finance, Ghana	mapenteng@mofep.gov.gh
Prosper Amuquandoh	Ghana Energy Commission, Ghana	ugprosper@yahoo.com
Simon Bawakyillenuo	Institute of Statistical, Social and Economic Research, Ghana	bawasius@hotmail.com
Papa Bartels	Ministry of Trade and Industry, Ghana	logistics.valuechain@gmail.com

ANNEX 14. Biosketch of the evaluator

Robert Hofstede is an accomplished conservation program evaluator based in Quito, Ecuador. He is well acquainted with international inter-governmental and civil society organizations, especially regarding conservation, protected areas management, forestry, climate change and integrated land management. He brings subject matter expertise in a variety of fields, including payment for environmental services, large-scale planning and knowledge dissemination. He has worked extensively as a consultant for several international organizations on sustainable development, environmental management, and climate change; focusing on project and program development and evaluation and environmental studies.

During his professional career, Mr. Hofstede directed the South America regional program for the International Union for the Conservation of Nature (IUCN), which provided him with experience at the continent and global level in program development and assessment, policy advocacy and high-level diplomacy. He also worked in international management positions at CONDESAN (CGIAR) and developed an international research and training program at the University of Amsterdam. After this evaluation, he was appointed Associate Director Climate Change at the International Development Research Centre (IDRC, Canada). Trained as a tropical ecologist, his academic background includes many aspects of agronomy, forestry and geography.