Final Report

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**Final Evaluation**

**of the**

**Swedish Environmental Protection Agency   
Global Programme**

***Strengthening Environmental Governance   
for Sustainable Natural Resource Management***

***September 2014 – June 2018***

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**Foreword**

This Final Evaluation of the Swedish Environmental Protection Agency Global Programme was commissioned by the Swedish Environmental Protection Agency on the 31 May 2018 to the Swedish company Professional Management Arne & Barbro Svensson AB. The team for the evaluation consists of Mr. Arne Svensson and Ms. Lina Lenefors. The authors would like to thank the Swedish Environmental Protection Agency, and especially the Programme Manager Ms. Maria Bang, for her extensive inputs and support throughout the Evaluation. A number of programme staff in partner organizations and stakeholders in programme countries also contributed.

The final content of this report remains the responsibility of the authors and does not necessarily reflect the views of the Swedish Environmental Protection Agency.

The draft evaluation report was submitted to the Swedish Environmental Protection Agency on the 30th of September 2018 for comments.

The preliminary findings regarding sub programme 1 was also presented and discussed on the 17th of October 2018 at the seminar in Geneva “*Environmental Governance Programme: Integrating Human Rights and Environment into the Governance of the Mining Sector*”.

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# Executive Summary

## The Global Programme

The Swedish Environmental Protection Agency (SEPA) is implementing the Sida-financed Global Programme, *Strengthening Environmental Governance for Sustainable Natural Resource Management,* from September 2014 until June 2019. Professional Management has been assigned to carry out the Evaluation of the Global Programmeduring the period September 2014 – June 2018.

The overall objective of the Global Programme is to contribute towards *a sustainable management of natural resources and ecosystem services in participating transition and development countries*. The programme aims to *strengthening of institutional capacities of government agencies* as well as *the UN system[[1]](#footnote-1)*.

The Global Programme consists of four sub programmes that contribute to the overall objective:

* Sub programme 1: Environmental Governance for Sustainable Natural Resource Management, in collaboration with UNDP,
* Sub programme 2: Partnership for an environmentally sustainable One UN, in collaboration with Sustainable UN (SUN) within UN Environment (UNEP),
* Sub programme 3: Ecosystem Services Accounting for Development (ESAforD) in collaboration with Environment for Development (EfD) and the World Bank´s Global initiative for Wealth Accounting Valuation of Ecosystem Services (WAVES), and
* Sub programme 4: Capacity development of staff at SEPA.

## Observations, Analysis and Conclusions

### ***Overall*** observations, analysis and conclusions at Programme level

The focus of the Global Programme is to strengthen institutional capacities of government agencies as well as the UN system. Capacity development goes beyond technical co-operation and is generally described as a three level process[[2]](#footnote-2):

* Systems-level capacity development: governance processes (for example policy, legal, regulatory, economic and social support systems in which individuals and organizations operate)
* Organizations-level capacity development: policy implementation and administrative processes (for example structures and functions, monitoring and evaluation)
* Individual-level capacity development: professional competencies and merits (for example leadership, different forms of trainings, networking)

Capacity development is most effective if all three levels are supported through an integrated programme that takes into account the links between the three levels[[3]](#footnote-3). Capacity development within the field of environment should always include working with good governance, transparency and rule of law[[4]](#footnote-4).

The Theory of Change and the Results Framework for the Global Programme are based on these generally accepted principles for capacity development. Sub programme 1 and 2 are working on all three levels: system level, organizational level and individual level; however less on structures of environmental administrations.

The target group for the Global Programme is extremely wide. The primary target groups for the Global Programme are environmental public administrations, organizations and officials within the UN System and high level decision makers at country level. Secondary target groups are other institutions and organizations relevant for the environment including non-governmental organizations and civil society. Stakeholders are also all parties to the multilateral environmental agreements (MEAs). When the target group is wide and multi-level there is always a risk that resources will be spread too thinly to satisfy the ambition to give everyone something.

Our assessment is that all the four sub programmes are highly relevant and have achieved the expected results. This is detailed in the evaluation report and summarised below for each sub programme. The aggregated Programme as well as the sub programmes has been managed effectively.

There are some linkages between the four sub programmes. Sub programme 4, Capacity development of staff at Swedish EPA, aims to contribute to the other three sub programmes´ fulfillment of their outcomes. A strengthened capacity of the staff at the Swedish EPA in areas such as development perspective, local contexts and circumstances, the poverty-environment nexus and human rights based approaches contribute to a better fulfillment of the objectives in sub programme 1, Environmental Governance for Sustainable Natural Resource Management, and its approach to more effectively contribute to the implementation of environmental legislation and other measures in partner countries.

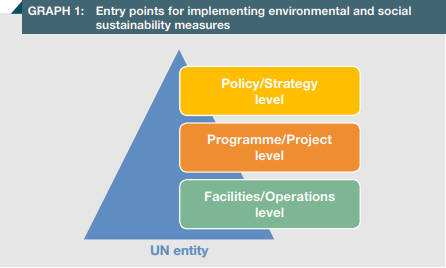
Sub programme 1 also has connections with sub programme 2, Partnership for an environmentally sustainable One UN. The UN experiences with introducing environmental management systems (EMS) is shared through UNDP and sub programme 1. Also experiences from sub programme 3 Ecosystem Services Accounting for Development (ESAforD) is to be shared in sub programme 1. However, in practice the added value of bringing the four sub programmes together under one umbrella has been more of administrative nature. When designing a new Global programme SEPA should focus more on integrating all components in the Programme to maximize the added value of working with different issues instead of focusing on only one of them. This could be achieved through for example working with the same partners and in the same countries in the field in several sub programmes. In the present Global programme sub programme 1 is working in four programme countries (Colombia, Kenya, Mongolia and Mozambique), sub programme 2 in pilot organizations in four countries (The Democratic Republic of Congo, Kenya, Thailand and the USA) and sub programme 3 in seven pilot countries (Costa Rica, Kenya, Ethiopia, Tanzania, South Africa, China, and Sweden). Only one country is the same in all sub programmes (Kenya). However, we have so far not been provided with any evidence of synergies between the three sub programmes in Kenya.

Sweden is one of the seven pilot countries in sub programme 3 which underlined the acknowledgement of the fact that Sweden learns from the experience in developing countries and not only vice versa. Also sub programme 1 would have the potential of being a learning process in both directions as Sweden obviously also have to clarify the link between human rights and environmental sustainability in the mining sector.

Sub programme 1, 2 and 3 all include collaboration with UN agencies. However, this is not based on a holistic CD Framework[[5]](#footnote-5) for support to environmental sustainability within the UN System. The interventions are fragmentized. When it comes to the support to the UN System our assessment is that the introduction of EMS has been highly relevant and this scope has the potential to be widened. The *Framework for Advancing Environmental and Social Sustainability in the United Nations System* (ESS Framework) was finalized in 2012. The ESS Framework identifies three entry points to sustainability in UN entities, providing a holistic frame for the implementation of environmental and social sustainability measures (please refer to Figure 1.1 below).

The piloting of the ESS Framework and the Sustainable UN work show that the level of activity across the entry points has been higher at the programme/sub programme entry point and at the facilities/operations entry point with less activity at the policy/strategy level. While inter-agency collaboration at the policy/strategy and programme/project levels have been coordinated through the Consultative Process on Environmental and Social Sustainability in the UN System, work at the facilities/operations level has been coordinated through the Issue Management Group (IMG) on Environmental Sustainability Management, managed by the Sustainable UN Facility. The reasons for such parallel implementation course was the fact that the SUN sub programme and the IMG on Environmental Sustainability Management are both anchored in the facilities and operations management divisions of UN organizations and have, a more defined scope (procurement, facilities management, events organization, waste management and staff awareness on matters related to office behaviours).

***Figure 1.1: Entry points for implementing environmental and social sustainability measures,   
ESS Framework***



Environmental and social standards for programming have been applied by the multilateral development banks for decades. More recently several UN agencies have also developed and are implementing similar standards. This provides a strong basis of best practice and lessons learned from which to build a common approach[[6]](#footnote-6).

In anticipation of the completion of the UN Climate Neutral Strategy 2020, it is suggested that SEPA considers how to support the UN System for example through the Environment Management Group (EMG) in the development of a more holistic sustainability strategy for the UN that encompasses work at all three entry points of the ESS Framework, linking this work more explicitly to the 2030 Agenda and the Sustainable Development Goals.

### ***Sub programme*** 1: Environmental Governance for Sustainable Natural Resource Management (EGP)

The sub programme has strengthened the environmental, gender, human rights and rule of law dimensions of public administration work in large-scale mining sectors. The EGP focuses on integrating the substance of Human Rights into legal frameworks, policies and practices to ensure the rights to participation, access to information and accountability.

EGP has been particular successful at creating multi-stakeholder platforms and improving inter-agency coordination. This includes both horizontal and vertical coordination and collaboration by bringing together ministries of mining, ministries of environment, and ministries of planning, local authorities, human rights commissions, ombudsman offices and civil society to find innovative and sustainable solutions to governance challenges in the mining sector.

The implementation strategies, including outreach & dissemination efforts, have been effective in achieving expected results. Overall, the EGP management capacities have been adequate and efficient. The progress towards EGP implementation of the interventions in Colombia, Mongolia, Kenya and Mozambique has been good. Also, the intervention at the global level made progress towards planned outcomes and outputs. To further develop the link between the three levels of CD processes more emphasis should, however, be on developing the organizational level especially the structures of environmental administrations.

The intervention has been highly relevant to the needs and priorities as defined by stakeholders and beneficiaries. Our overall assessment is that resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results. The management team is highly praised by the interviewees.

Our conclusion is that environmental governance capacities and awareness have been strengthened as a result of the sub programme. However, this is a long-term processes and it cannot be expected to achieve sustainable results after such a short time. Although the impact is more notable at the national level in the four programme countries, much more work and resources are required to get full coverage at the local level.

### ***Sub programme*** 2: Partnership for an environmentally sustainable One UN

UNEP and SEPA have in the past three years given decisive input in the dissemination of EMS in UN organizations. Our conclusion is that this sub programme has been highly relevant. Having an EMS for internal environmental sustainability gives the UN organizations credibility and has the potential to help them achieve robust, continuous and long-term improvements in environmental performance. This is due to the more systematic approach, compared to the ad hoc initiatives on environmental sustainability that have been common in the UN System.

SEPA has added great value to the EMS implementation with unique knowledge and experience on guiding and coordinating EMS work within the public sector. Our overall assessment is that the SEPA experts have been very successful in coaching the four EMS pilots. Despite the differences between the pilot organizations, the SEPA experts have been able to guide each EMS pilot organization in an excellent way in implementing EMS. The approach that has been used is that the SEPA experts’ support the EMS pilots but the pilot organizations need to do the implementation themselves. This approach is highly appreciated but also time-consuming. The approach has been successful in establishing ownership and in strengthening capacity for each of the four pilot organizations.

The programme has been successful but implementation in some cases slower than expected, partly due to limited capacity in pilot organizations. Overall, however, activities have been conducted as planned and the intervention has made progress towards planned outputs to a high extent.

Our assessment is that the sub programme´s results, achievements and benefits are likely to be durable. The EMS implementation strategy as well as the UN EMS Toolkit has the potential to be used by all UN agencies and provides practical guidance on how to implement environmental management systems.

The level of EMS advancement has increased for several of the EMS Working Group member organizations during the period of the sub programme. The leadership, the involvement of staff and the integration of the EMS in the existing management structure, is crucial for a successful EMS implementation in the UN.

### ***Sub programme*** 3: Ecosystem Services Accounting for Development (ESAforD)

The sub programme has addressed three essential but poorly understood ecosystem services: i) water purification, ii) crop pollination, and iii) urban green amenities. The sub programme has designed and successfully implemented a number of coordinated studies of these ecosystem services in seven countries that will help improving accounting and valuation.

Effective collaboration mechanisms have been established between SEPA, EfD and WAVES. The sub programme has been rather successful in establishing country ownership in the countries where the studies have been carried out. But there is much more to be done especially in relation to non-academics. Cooperation has been established with United Nations Statistical Division (UNSD). This gives the opportunity to feed the results from the ESAforD into the international standards on ecosystem services accounting.

Output 1 (*Advancement in methodology for ecosystem accounting for decision making*) has been achieved to a very high degree. In the design phase, the working group (WG) identified relevant methods in cooperation with WAVES. The list of papers shows that the sub programme has delivered outputs in line with the expectations. Also Output 2 (*Increased knowledge generated about identified gaps in knowledge in ecosystem accounting recognized by the accounting community)* has been achieved to a large extent.

The resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results. The sub programme has built capacity not only for the researchers in the WG but also for the participating local institutions. It has added value having researchers in a number of countries working closely together as a WG instead of just supporting a number of individual country studies. The learning process has been improved by the organizational set up where the researchers work together as a team.

The coordinated efforts have been important to achieve consistent results. However, the country context and the institutional set-ups in the participating countries´ governments is different in many ways. Therefore, the WG has not been able to identify any standardised way to collect data.

The methods can be replicated not only in the participating countries but also in other countries. However, it is not necessary to replicate studies in every country. It should be possible to develop regional models or global models. In order to do so the upcoming synthesis paper for each of the three areas will be very important.

### ***Sub programme*** 4: Capacity development of staff at Swedish EPA

Working peer to peer with SEPA staff is highly appreciated by SEPA partners in the other three sub programmes. To make the most out of SEPA’s contribution, SEPA staff needs to continuously improve how to work with capacity development at all three levels (system, organization, individual). A number of activities have been carried out to make sure that the peers from Sweden will add value to the partners.

This sub programme has also contributed to understanding the interdependency between environmental sustainability and human rights. When the Global Programme started this approach was not a vital part of SEPAs efforts to assist in building capacity globally.

Also, when the Global Programme started there was limited sharing of experiences within SEPA and among other government agencies when it comes to how to work with capacity development. Through the Network for learning, N4L, which was initiated by SEPA and the Swedish Contingency Agency (MSB), there is now a mechanism established for exchange of experiences and learning. The Network is relevant and contributes effectively to the learning processes at SEPA as well as other agencies.

The sub programme has not been implemented fully in compliance with the Global Programme proposal and the initial plans. However, the changes of the sub programme approach with initiatives regarding Sida Partnership Forum and N4L have contributed to a more sustainable situation when it comes to capacity development of staff at SEPA as well as for other agencies in Sweden.

The sub programmes’ logical model and theory of change remain to some extent relevant to the context. However, it is focused on the individual level. Thus, it will require revision for the next phase to be a more appropriate CD Framework for SEPAs role on the international arena.

## Recommendations

The Evaluation Team is requested to provide recommendations that might be used to improve the design and implementation of a potential next Global Programme. The recommendations below are not given in a specific order of priority since they to a large extent are connected to each other. In summary, the Evaluation Team has the following recommendations:

***Recommendations at aggregated Programme level:***

* SEPA should continue working with international development cooperation through a Global Programme.
* When designing the new Global Programme, SEPA should focus more on integrating all components in the programme to use potential synergies and to maximize the added value.
* The Theory of Change for the new Global Programme should recognise that capacity development is most effective when all three levels (system, organization and individual) are supported through an integrated programme that takes into account the links between the three levels.
* Also, in the Results Framework and the design of the components in the new Global Programme SEPA should consider that capacity development is most effective if all three levels (system, organization and individual) are supported through an integrated programme that takes into account the links between the three levels.
* In the design of the Global Programme SEPA should recognize that Sweden learns from developing countries
* The Global Programme should for every activity consider using distance spanning techniques instead of travelling.
* In anticipation of the completion of the UN Climate Neutral Strategy, SEPA should consider supporting the UN for example through the Environment Management Group (EMG) in the development of a more holistic sustainability strategy for the UN that encompasses work at all three entry points of the ESS Framework, linking this work more explicitly to the 2030 Agenda and the Sustainable Development Goals.
* When choosing pilot organizations, pilot countries and/or programme countries for field work SEPA should actively prioritise working in the same countries in two or more sub programmes in order to use synergies.
* In the new Global Programme the organizational level should be given higher priority than in the present Global Programme.
* In the design and implementation of activities at country level SEPA and its partners should actively coordinate the interventions with other donors.
* In the design and implementation of the Global programme SEPA should learn from other Swedish actors with experience from countries and organizations that are considered for cooperation.
* SEPA and its partners should discuss and agree on roles, responsibilities and authorities in the collaboration between the partners in the beginning and during the programme, and make sure that staff and other key actors are well informed on the division on roles and responsibilities.
* In the budget adequate resources should be allocated for managing the Global Programme
* Management of the Global Programme should clarify the responsibility for each activity in the Global Programme as a whole and in the individual sub programmes.
* When funding the Global Programme SEPA should allocate resources for exchange of experiences with other relevant actors during implementation of the programme.
* Management of the Global Programme should establish an M&E Framework for the Global Programme as a whole and the individual sub programmes.

***Recommendations for Sub programme 1:***

* Also the next Global Programme addresses the link between environment and human rights.
* Considering the good results of the first phase of the sub programme it should be expanded in the next phase.
* In order to expand the sub programme in the next phase it is important to get other donors on board. Therefore, it is necessary to allocate enough time for discussions with other donors.
* It should be considered to address the human rights approach also in other environment areas than the extractive sector, based on the priorities in the targeted countries.
* The private sector should be included in the partnership at all levels.
* Colombia, Kenya, Mongolia and Mozambique should be given continued support in the next phase.
* The local level should be prioritised in the next Global Programme in addition to the national level.
* The next phase should aim at raising high-level support at decision-makers level
* International organizational experts should be engaged to assist in organizational reviews and institutional changes
* A communication strategy for dissemination of results and lessons learned should be established.
* Revisit the issue of transparency to ensure accountability at all levels.
* The sub programme's CD Framework (the Theory of Change and the Results Framework) for next phase should be developed through a participatory process involving among others the partners in Colombia, Kenya, Mongolia and Mozambique.
* To further develop the link between the three levels of CD processes more emphasis should be on developing the organizational level, especially the structures of environmental administrations.
* More effort is needed to make explicit the sub programme's CD Framework to set a common vision of the institutional change the EGP aims to bring about and measure. It is important to build into what participating countries are familiar with instead of bring in new one and creating confusion.
* More engagement of the programme countries during the inception phase will bring more focus on country-driven and country-owned solutions, rather than trying to fit activities into some pre-defined outcomes and timelines.
* In the Results Framework for next phase the expected results for the environment in terms of for example biodiversity and deforestation should be specified.
* In the design of the sub programme SEPA should recognize that Sweden can learn from the experience in integrating human rights with environmental sustainability in the mining sector.
* A strategy for phasing out the financial support in Colombia, Kenya, Mongolia and Mozambique at the end of the next phase should be drafted.
* A needs assessment is carried out to find out if neighbouring countries and/or regional organisations would be feasible for support when the support in Colombia, Kenya, Mongolia and Mozambique has been phased out.
* In Kenya more engagement of stakeholders with traditionally opposing views about mining (CSOs, community groups e.g.) should be encouraged and stimulated
* SEPA/UNDP invites a Portuguese-speaking country to the peer to peer cooperation in Mozambique.
* In Mozambique the pilot project in participatory environmental monitoring committees should be scaled up.
* In Colombia organizations at the local level should be targeted to a higher extent in next phase.
* More efforts are needed In Colombia to facilitate changes in policies.
* In Colombia small and medium sized mining companies should be targeted to a higher extent in next phase.
* It should be considered to give illegal mining in Mongolia higher priority in the next phase.
* In Mongolia also next phase should include efforts on reducing the scale and preventing future cases of degraded and abandoned land caused by large scale and illegal mining.
* The Police should be fully integrated in the partnership in Mongolia.

***Recommendations for Sub programme 2:***

* The sub programme should increase its efforts to make sure the Secretariat HQNY achieve expected results during the extension phase.
* The one year extension should in addition to testing the tool’s usefulness amongst users and fine tune it in line with the country office’s and other UN organizations’ feedback, also promote it to make the EMS guidance material known in the UN system.
* The next Global Programme should provide assistance to the development of coherent and common UN guidelines and voluntary templates for e.g. initial environmental reviews and for developing internal environmental objectives.
* The Results Framework should include EMS indicators that the UN organizations should report on centrally and to their governing bodies, and accelerate the work with the four endorsed sustainability indicators (GHG emissions, water use, waste management and environmental training).
* The next Global Programme should support and coordinate internal environmental audits between the UN organizations, by supporting the auditors with regard to training and sharing experiences.
* The next Global Programme should consider how the EMS support may be extended from environmental aspects in operations and facilities, to environmental aspects in policymaking, programming and projects.
* The next phase should include some general UN capacity training module on EMS for all staff.
* As part of the EMS process, all stakeholders and their needs and expectations should be identified.
* The next Global Programme should include support for EMS for emergency response.
* SEPA should make sure that UN agencies participating in the Global Programme have financial and human resources in place for the EMS as an integrated part of the ordinary budget process before entering the Global Programme.
* Support from senior management should be visible in participating UN agencies from the start of the Global Programme, by sponsoring an initial environmental review, adopting an environmental policy, ensuring organization wide communication of the environmental work and endorsing internal environmental objectives.
* The next Global Programme should include a component on how the results of the M&E of the environmental performance should be described in an annual sustainability report, used for communication with donors, UN staff, and other stakeholders that have an interest in the information, to ensure the mechanism for accountability and transparency within the UN.

***Recommendations for Sub programme 3:***

* The results of the meta-analysis on the studies in all countries in the present sub programme should guide the design of studies in a new Global Programme.
* In future programmes stakeholders at the country level should be identified and contacted in the inception phase to increase awareness and expectations and secure access to data.
* For the next Global programme SEPA should identify the most significant gaps in knowledge in ecosystem accounting recognized by the accounting community in close collaboration with WAVES, UNCEEA and UNSD.
* Based on the gap analysis SEPA should consider supporting advancement in methodology for ecosystem accounting for decision making for the prioritised services.
* In the CD Framework it should be considered, and further developed how the gender perspective could be integrated in the logical structure.
* When it comes to future collaboration it should be considered to also invite for example UNSTAT, UNSD and International Union for Conservation of Nature to the partnership.
* SEPA continues to organise the researchers in a working group with necessary management capacities to assure that the expected results will be achieved.
* When organising activities the carbon footprint as well as cost-effectiveness should be considered.
* In future programmes one key aspect should be to establish ownership in the countries where the research is done through for example Memorandum of Understanding (MoU) or Memorandum of Agreement (MoA) with relevant government institutions.
* Countries with access to necessary secondary data should be prioritised when selecting countries for research.

***Recommendations for Sub programme 4:***

* The Theory of Change and the Results Framework is reviewed for the next phase to be a more appropriate CD Framework for SEPAs role on the international arena.
* The CD Framework for capacity development of SEPA should consider all tree levels (system, organization and individual).
* SEPA should continue to address the link between human rights and environmental governance in its international activities.
* SEPA should continue to use Sida Partnership Forum as much as possible for training of staff for international development cooperation.
* SEPA should continue to participate in N4L and other networks for learning.
* SEPA should consider including funding for its participation in N4L and other networks for learning in the next Global Programme.
* SEPA should learn from its experience of the link between human rights and environmental governance in its international activities and make use of this knowledge in its activities in Sweden.
* SEPA should learn from its experience of the link between human rights and environmental governance in its international activities in capacity development of environmental governance in Sweden at system level as well as organizational and individual level.

# Introduction

## The Global Programme

Many of the environmental challenges in the world are transboundary. Hence, international cooperation is crucial for Sweden to be able to achieve many of the Swedish Environmental Quality Objectives as well as the Sustainable Development Goals (SDGs) as defined in the Agenda 2030.

The Swedish Environmental Protection Agency (Swedish EPA or SEPA) is the public agency in Sweden that has an overview of conditions in the environment and progress in environmental policy. The agency also has the task of coordinating, monitoring and evaluating efforts, involving many agencies, to meet Sweden’s environmental objectives. SEPA has long experience of putting the key principles of democratic governance (effectiveness, accountability, transparency, participation, rule of law and non-discrimination, integration, coordination and coherence and responsiveness) into practice in carrying out its mandate, both in Sweden and abroad. The agency conducts international cooperation both bilaterally and multilaterally with the view of contributing to the achievement of the Swedish generational goal, environmental objectives as well as the Sustainable Development Goals under the global 2030 Agenda. This is done focusing on the development of effective environmental authorities for mutual strategic benefit, such as implementing commitments under international environmental conventions.

According to the evaluation[[7]](#footnote-7) of SEPA´s previous Global Programme, the main part of the objectives in the first phase will probably be met, and the second phase objectives are increasingly being met in countries where the PEI[[8]](#footnote-8) is sufficiently mature. However, a major challenge to meeting the long term objectives is that PEI alone cannot achieve them, and effective partnerships with governments and development partners will be needed.

Thus, SEPA, in partnership with the United Nations Development Programme (UNDP), the United Nations Environment programme (UNEP) through the Sustainable United Nations (SUN), the World Bank and the Environment for Development Centres, developed a new Global Programme on *Strengthening Environmental Governance for Sustainable Natural Resource Management*. The Programme aims at increasing institutional capacity in developing and transition countries, and the UN System, to sustainably manage natural resources and ecosystem services. The Programme has been operational for four years, between September 2014 and June 2018, with a total funding support of SEK 63.3 million from the Swedish International Development Cooperation Agency, Sida[[9]](#footnote-9). By decision in February 2018, the Programme was extended to June 2019.

The Global Programme is built on the experiences of SEPA’s previous Global Programme as well as its other national and international work and the experience, expertise, infrastructure and global network of the partner organizations. The overall objective of the Global Programme is to contribute towards *a sustainable management of natural resources and ecosystem services in participating transition and development countries*. The Global Programme is divided into four sub programmes that in different ways will contribute to the overall objective. Table 1 below summarizes the individual sub programmes.

***Table 2.1: Summary of the individual sub programmes***

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Sub programme** | **Formal Collaborative Partners** | **Timeframe** | **Budget (SEK)** | **Scope** |
| 1. Environmental Governance for Sustainable Natural Resource Management (EGP) | UNDP | Sept 2014 - Aug 2015 (Phase 1 - Inception)  Sep 2015 – Jun 2019 (Phase 2) | 58 270 121 | Global & four programme countries (Colombia, Kenya, Mongolia and Mozambique) |
| 2. Partnership for an environmentally sustainable One UN | UN Environment Sustainable UN | Sept 2014 – Jun 2019 | 11 455 763 | Global with pilot organizations (The Democratic Republic of Congo, Kenya, Thailand and the USA) |
| 3. Ecosystem services Accounting for Development (ESAforD)[[10]](#footnote-10) | Wealth Accounting for Ecosystem Services (WAVES), the World Bank and the Environment for Development (EfD) | Sept 2014 – Jun 2019 | 9 570 070 | Global with pilot countries (Costa Rica, Kenya, Ethiopia, Tanzania, South Africa, China, and Sweden) |
| 4. Capacity development of staff at Swedish EPA | - | Sept 2014 – Jun 2019 | 1 079 234 | Sweden |

The main target groups for the Global Programme are environmental public administration agencies, ministries or other institutions and organizations relevant for the environment including non-governmental organizations and civil society. The Global Programme also targets organizations and officials within the UN System, including the Environmental Management Group (EMG) which purpose is to enhance the United Nations system-wide inter-agency coordination related to specific issues in the field of environment and human settlements, the Sustainable UN Facility (SUN), the World Bank, the Environment for Development Centers and possible collaboration partners in the development field.

SEPA is responsible for the overall management of the Global Programme. Each sub programme has developed a detailed description of organization, staff and management structure, outlining roles and responsibilities between SEPA and formal collaborative partners, namely UNDP, SUN, EfD Centres and the World Bank. SEPA has mainly mobilised its own staff but also other experts from Swedish government institutions, academia and consultancy firms.

The Global Programme contributes primarily to the Swedish Environmental Quality Objectives *Reduced Climate Impact*, *Clean Air*, *Natural Acidification Only*, *A Non-Toxic Environment*, *Zero Eutrophication*, *A rich Diversity of Plant and Animal Life, Sustainable Forests, Flourishing Lakes and Streams* and to the *Generational Goal.* The ‘generational goal’, representing the overall goal of Swedish environmental policy, is to hand over to the next generation a society in which the major environmental problems in Sweden have been solved, without increasing environmental and health problems outside Sweden’s borders[[11]](#footnote-11).

The Global Programme strengthens the implementation of and work towards the fulfilment of the SDGs, which were adopted by the Member States of the UN on 25 September 2015. The Global Programme’s four sub programmes contribute to a variety of SDGs, in particular to the achievement of the SDGs on *No Poverty* (1), *Zero Hunger* (2), *Gender Equality* (5), *Clean Water and Sanitation* (6), *Decent Work and Economic Growth* (8), *Industry, Innovation and Infrastructure* (9), *Reduced Inequalities* (10), *Sustainable Cities and Communities* (11), *Responsible Consumption* (12), *Climate Action* (13), *Life on Land* (15), *Peace and Justice* (16), and *Partnership for the Goals (1*7).

The 2030 Agenda also asks the global community to respond to a wide range of complex and multi-dimensional development challenges. This requires a paradigm shift supported by all actors, including governments, the UN System, business, and civil society, to work towards more “integrated approaches” that go beyond sectoral and thematic silo-thinking. Through Sub programme 1, the Environmental Governance Programme, and Sub programme 4 on Swedish EPA’s own capacity development, SEPA also contributes towards the integration of several of the SDGs.

## The Evaluation

This Evaluation is intended to assess the performance and achievements of the Global Programme and individual sub programmes, to document results and lessons, and to provide recommendations for future efforts. The evaluation criteria of relevance, effectiveness, efficiency, sustainability and degree of change have been used in accordance with the ToR. The evaluation looks at the effects from sub programme activities on the target groups or beneficiaries, as well as the complementarity between sub programmes in contributing to the Global Programme’s overall objective.

The Evaluation also aims to identify and document lessons and make recommendations that Programme partners and stakeholders might use to improve the design and implementation of a potential next Global programme.

The Evaluation has covered the period September 2014 to June 2018. This evaluation will not cover the extension of the Programme beyond June 2018. The ToR in full is attached at Appendix 1.

The budget for the evaluation is limited to a total of approximately 400 hours which means an average of 100 hours per sub programme. Thus, we have prioritised to identify lessons that are most important for the design of next Global Programme.

SEPA has commissioned the Swedish management consultancy company Professional Management AB to carry out the Evaluation. The Evaluation Team comprises Mr. Arne Svensson and Ms. Lina Lenefors.

### Approach and Methodology

Professional Management’s evaluations are always conducted in accordance with internationally accepted standards and the OECD/DAC principles for Evaluation of Development Assistance. The general approach and methodology used in this Evaluation is summarized in Appendix 2.

In total we have carried out more than 50 interviews. Interview Guides tailored for different groups have been sent to the interviewees in advance. A number of interview guides are attached   
(Annex 3).

A list of persons interviewed is attached (Annex 4). These interviews offered an invaluable insight on different aspects of the Programme. A list of documents reviewed is attached (Annex 5).

## This Report and How to Read it

This Draft Final Report is divided into six sections as follows:

* The Executive Summary in section ONE contains the overall conclusions, lessons learnt and recommendations for each sub programme as well on aggregated Programme level.
* Section TWO is introductory.
* Section THREE assesses sub programme 1
* Section FOUR assesses sub programme 2
* Section FIVE assesses sub programme 3
* Section SIX assesses sub programme 4

The various sub-sections of Section 3-6 answers questions pertinent to the evaluations criteria’s; Relevance, Effectiveness, Efficiency, Degree of change, and Sustainability. At the end of each sub-section the Evaluation Team has summarized the analyses and drawn some conclusions.

The Evaluation Team is requested to provide recommendations that might be used to improve the design and implementation of a potential next Global Programme. Thus, based on the conclusions, the Evaluation Team provides recommendations at the end of each section. These recommendations are summarised in the Executive Summary.

Acronyms and Abbreviations are attached at Appendix 6.

# Sub programme 1: Environmental Governance for Sustainable Natural Resource Management

## The Sub programme

Since the launch of the joint global *“Environmental Governance Programme”* (EGP) in 2015, the Swedish Environmental Protection Agency (SEPA) and United Nations Development Programme (UNDP) have promoted and applied an integrated approach to strengthening the environmental governance of the mining sector governance that is people-centred, enforces human rights, and takes into consideration complex institutional and political realities on the ground.

EGPhas been designed to respond to the challenges developing countries face in implementing environmental policies and integrating environmental and social concerns into broader sustainable development policy making. The programme strengthens the environmental, gender, human rights and rule of law dimensions of public administration work in the mining sector. Working with ministries of environment, mining, planning and finance, as well as other public and private stakeholders, including Parliaments, regional and local administrations, civil society organizations, and the private sector, EGP is providing targeted support to four countries: Colombia, Kenya, Mongolia, and Mozambique. The programme also links this work to global and regional research, training and events that strengthen South-South knowledge sharing and policy approaches.

EGP provides support to government authorities to improve the governance of the large scale mining sector so that it contributes to sustainable development and sustaining peace. It has particular emphasis on helping safeguarding environmental sustainability and substantive human rights, including gender equality, by strengthening such procedural rights as the right to participation in decision making, access to information and redress. This includes technical peer to peer support from SEPA as well as support to governance assessments and addressing the identified gaps.

On a global level the EGP provides platforms for sharing of knowledge and experiences through e.g.:

* global workshops,
* various side events with strategic partners,
* webinars,
* online community of practice, and
* knowledge products and trainings.

The EGP is partnering with a number of sister agencies including UN Environment, UN Women, UNITAR, OHCHR/special rapporteurs, the World Bank and Folke Bernadotte Academy and other organizations like the Intergovernmental Forum for Mining, Minerals and Metals (IGF), to capture synergies and harmonize support to countries.

EGP phase 1, from September 2014 to August 2015, focused on the preparation of a proposal to Sida for the programme implementation phase. In October 2015, the programme funding was secured under a contribution agreement.

EGP phase 2, from September 2015 to June 2019 the sub programme provides support to civil society actors as well as institutions to advance change on both the supply and demand side of the development equation. This implementation phase includes a cost extension phase.

During phase one of the programme the four target countries, Colombia, Kenya, Mongolia and Mozambique, were selected. The selection was made based on consultations with Regional Bureaus, Sida and direct discussions and surveys with a larger number of countries who had been identified as possible candidates. They were selected from those who had requested support from UNDP on environmental governance[[12]](#footnote-12).

The figure below illustrates the sub programme´s outcomes and outputs:

**Figure 3.1: Outcomes and Outputs[[13]](#footnote-13)**

The foundation for a **long-term, sustainable partnership** over an initial period of from 8-10 years on environmental governance between Swedish EPA, UNDP and other relevant organizations is in place.

(PARTNERSHIP & RESOURCE BASE)

The national environmental & mining authorities in Colombia, Kenya, Mongolia & Mozambique have the **capacity to manage natural resources in the mining sector** in line with human rights and rule-of-law principles.

(CAPACITY & INSTITUTIONAL DEVELOPMENT)

**Guidance, tools and experience** on strengthening capacities for integrating Rule of Law, human rights and gender equality in environmental governance of mining **disseminated** based on country experience, lessons learned and research.

(KNOWLEDGE-SHARING and NETWORKING)

## Relevance

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent is the intervention relevant to the needs and priorities as defined by stakeholders and beneficiaries, policies of partner countries and donor agencies?

b. What is the added value of the partnership configurations in addressing the global environmental challenges and in meeting the needs of the sub programme countries and organizations?

c. To what extent do the sub programmes’ logical model and theory of change remain appropriate to the context or require revision for the next phase?

### Observations

#### Overall observations

According to the interviewees the sub programme has strengthened the environmental, gender, human rights and rule of law dimensions of public administration work in large-scale mining sectors. The intervention is regarded as highly relevant to the needs and priorities as defined by stakeholders and beneficiaries, policies of partner countries and donor agencies.

Working in collaboration with ministries of environment, mining, planning and finance, as well as civil society and other public and private stakeholders, the sub programme has been successful in providing targeted support to the four selected programme countries: Colombia, Kenya, Mongolia, and Mozambique. The sub programme has also worked at the global and regional level to strengthen south-south knowledge sharing and innovative policy approaches. It has drawn on the combined governance, social, environmental and extractive sector expertise of SEPA, UNDP and partners. The interviewees say that the added value of the partnership configurations in addressing the global environmental challenges and in meeting the needs of the sub programme countries and organizations is primarily that the complementary knowledge and experience has been brought together in learning processes in a systematic way.

The interviewees underline the importance of addressing the link between environment and human rights. This is regarded as highly relevant on the global level, as well as in all the four participating countries. However, some of the interviewees question the need to work with the large-scale mining sector in all participating countries. It could be more relevant for one or two of the participating countries to address the human rights approach in other environment areas than the extractive sector. Other suggestions are to focus on for example forestry, farming or fishing instead of mining in at least one programme country.

The EGP Theory of Change and the Results Framework was drafted by the Programme management and has not been widely discussed in the programme countries. According to the interviewees in the four participating countries this is one of the issues that the country level has not been involved in. Thus, few of the interviewees have any comments to the EGP Theory of Change and the Results Framework:

* *Prior involvement by country level in drafting the EGP Theory of Change and the Results Framework would have been more effective.*
* *Would be good to formulate the results framework for the new phase in consultation with the country level.*
* *The expected results are too ambitious. Sometimes the causal link between our activities and the expected results is weak. The results depend on so many other things that we cannot control*.
* *The expected results should be more focused, for example the direct effects of the sub programme.*
* *Want to see more specific results the sub programme wants to achieve – biodiversity or deforestation linked to mining*
* *Focus is on filling in the gaps. Flexibility in addressing the gap and work on prioritised needs*
* *Look more systematically on lessons in the individual countries.*
* *Next phase: Specify target group for each activity*
* *Looking from global perspective the programme should be more realistic in defining what can be achieved in each country.*

We have noted that the EGP Theory of Change and the Results Framework has been changed a couple of times during the programme period. However, this has according to the interviewees not been reflected in the programme activities. Decisions on Theory of Change and the Results Framework are taken at an upstream level. This may be negative for the local ownership. In a new phase it should be considered to work together on the Theory of Change and the Results Framework to make sure it is adjusted to the local context and based on the needs and demands in participating countries.

UNDP has its own process for planning projects. As a consequence two different frameworks were drafted; one by UNDP and one by SEPA. Based on comments from Sida the adjusted Results Framework was submitted to Sida in May 2017. During the implementation of the sub programme the two different frameworks were merged into one framework. This is based on the framework in SEPA´s application, Sida´s comments to the application, UNDPs framework and comments from the ongoing evaluation at Lunds University[[14]](#footnote-14). These revisions aimed to more clearly articulate the EGP vision and the building blocks (or change pathways) required achieving its long-term impact as the scope and content of the EGP itself has been clearer[[15]](#footnote-15). The EGP Theory of Change underpins the EGP M&E framework.

In next sub section we have summarized observations on the field component and then in sub section 3.2.1.3 the global component.

#### Capacity development in the four programme countries

##### Overall observations

The sub programme is grounded in a Human Right Based Approach. The four programme countries have been selected based on the following criteria:

* country demand in strengthening environmental governance,
* likelihoods of practical results that can inform the work of SEPA, UNDP and partners more broadly in other countries,
* existing UNDP mining and governance programming; capacity of UNDP Country Offices to engage in the sub programme,
* SEPA/SIDA interests/partner countries,
* regional representation, and
* the need to focus on a relatively small number of counties in line with resources and practicality.

According to the interviewees the EGP is highly relevant to the needs and priorities of stakeholders and beneficiaries, and the policies of partner countries and donor agencies. The sub programme has addressed human rights and created arena for dialogue. The uniqueness of the sub programme to bring in human rights, sustainable environment and rule of law components in the extractives sector has been widely appreciated. The sub programme has also been helpful in developing new tools that are relevant for strengthening environmental governance in the four programme countries.

The integrated cross-thematic collaboration has been working well. According to the interviewees there is an added value of the partnership configurations in addressing the global environmental challenges and in meeting the needs of the sub programme countries and organizations. EGP is regarded as an efficient way to develop multi-stakeholder platforms.

The sub programme provides targeted support to four countries: Colombia, Kenya, Mongolia, and Mozambique. Thus, the relevance of the sub programme depends on the context and present situation in each of the four countries. As part of the EGP Ongoing Evaluation effort planned for the cost extension period, Lund University conducted a study with sub programme participants from two of the four programme countries; Kenya and Mozambique, during the Environmental Government Sub programme’s joint workshop in May 2018[[16]](#footnote-16). Therefore we have in this evaluation prioritised interviews on the country level in the other two countries; Colombia and Mongolia. In addition, we below refer to the study in Kenya and Mozambique.

Four country workshops were conducted. To bring the different cross-sectoral working groups at country level coming together has been working well. The relevance, effectiveness and usefulness are high (Table 3.1).

**Table 3.1: Four country workshops[[17]](#footnote-17):**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | # people | Res-ponse | Rele-vance | Effective-ness | Use-fullness | Net-working |
| Capacity building workshop on Environmental Governance for Sustainable Resource Management (18-19 May 2016, Kenya) | 29  (19 F, 10 M) | 38% | 91% | 82% | 82% | 82% |
| National Capacity Building Workshop on Human Rights Based environmental public administration - focusing on the mining sector (12-13 Oct 2016, Mozambique) | 45  (n/a) | ? | 94% | 83% | 83% | 92% |
| Improving Environmental Governance in the Colombian Extractive Sector Lessons & Recommendations (30 Nov – 1 Dec 2017, Colombia) | 51  (n/a) | 49% | -- | 80% | 61% | 71% |
| Workshop On Environmental Governance of the Mining Sector: Putting Policies into Practice (May 15-17, 2018 , Kenya) | 44  (n/a) | 39% | 95% | 86% | 88% | 96% |

Mining conflicts are often socio-environmental in character. Socio-environmental conflicts can often be traced back to poor governance and administrative decision making that lead to environmental degradation and infringements upon substantive and procedural human rights, including lack of mechanisms for meaningful participation in decision making, accountability, grievance and redress.

The EGP adopts a dual approach to conflict sensitive programming that is grounded in the human rights-based approach and strengthening social and environmental safeguards. To improve its conflict sensitive programming, the EGP has developed the RoLPAM methodology which analyses drivers of conflict related to administrative decision making. It measures perception gaps between administrative officials and affected communities related to the quality of mining governance, including legality, accountability, participation, information and redress. This tool helps the programme and governments understand and address the concerns of citizens that can fuel grievances and social conflicts[[18]](#footnote-18).

Strong buy-in by the governments has all along been key for the progress and achievements of the EGP. The UNDP country offices benefit from a strong relationship with involved institutions from previous projects and/or programs, which facilitated the integration of the EGP within a larger portfolio of programmatic support.

##### Colombia

In Colombia, the National Environmental Licensing Agency (ANLA) has fulfilled the role of facilitator of information and knowledge between counterparts. In this role ANLA has cooperated with a number of other organizations for example Centro Regional de Empresas y Emprendimientos Responsables (CREER, Institute for Human Rights and Business). A new network of 25 representatives of regional and national environmental authorities was established 2017 for ensuring dialogue between national and regional environmental authorities on Human Rights, biodiversity and mining.

After decades of armed conflict, Colombia is moving forward with the implementation of the peace process. This may open up new possibilities for investment and economic development in the country’s mining sector as previous off-limit areas open to legal mining. However, within the context of the peace agreement and previous and upcoming elections, addressing issues around mining in Colombia is – and has been - politically sensitive.

The peace process has created new opportunities for communities to voice opposition to both large and small-scale mining on grounds of negative social and environmental externalities that impact local communities, which many times are left unaddressed and that have given a negative image to the extractive industry.[[19]](#footnote-19) Surpassed only by India, Colombia ranks second on the Environmental Justice Atlas’ index of socio-environmental conflict hot spots, many of which are linked to mining activities[[20]](#footnote-20). The government therefore has major challenges ahead in governing the mining sector in a way that maximizes potential social and economic benefits, while preventing environmental degradation, linked social and human rights impacts, and socio-environmental conflicts.

The EGP has supported the Colombian government on several integrated initiatives that link peacebuilding, environmental protection, and strengthening responsive, inclusive and accountable institutions. The support includes:

* Assessment of the Rule of Law in the environmental governance and the public and administration of mining (RoLPAM)
* Two webinars on ‘Mainstreaming Biodiversity, Ecosystem Services and Human Rights into the Mining Sector’ featuring case studies from Colombia. The webinars had more than 300 participants from 75 countries.
* Workshop on Improving Environmental Governance in the Colombian Extractive Sector: Lessons Learned and Recommendations. More than 70 representatives of environmental authorities from eight regions, the ANLA, the Ministry of Environment and Sustainable Development and the Ministry of Mines and Energy, as well as academic institutions, other government entities and civil society organizations attended.

The assessments identified multiple gaps between de jure and de facto implementation of environmental regulations and mandates. In Chocó, a correlation was found between poor public decision making and erosion of trust in the state which can lead to heightened risk for socio-environmental conflicts. These findings are supported by a sector wide impact assessment of mining in Colombia, which was conducted by the Regional Center for Responsible Enterprises and Entrepreneurship (CREER), and which concluded that 50% of recorded grievances could be attributed to poor public decision making or management[[21]](#footnote-21).

The added value of the partnership configuration in addressing the global environmental challenges and in meeting the needs in Colombia and the participating organizations is twofold; (1) The legitimacy gained through the partnership, and (2) the learning process through sharing information, experiences and different perspectives.

The interviewees underline the importance of the alliance between ANLA and UNDP. Participation of UNDP and the economic contribution was necessary to ensure the participation of regional entities. It is important to highlight the legitimacy of UNDP to link all agencies.

* *It is interesting that UNDP highlights mining issues in Colombia, but especially since it was placed within the framework of the peace agreements. Mining is fundamental in the areas in which mining takes place, especially illegal mining where armed groups have an important role. Considers that having UN institutional support is very relevant to the Colombian peace process. Donors should be aware of the importance of discussing this type of projects and initiatives in the framework of the peace process taking place in the country.*
* *Programme remains relevant. Important that Ministry of Environment. Human right Commission. Ministry of Mining work together. Now mining license entity aware of HR in licencing and monitoring. Also engaged CSOs on their rights. Also worked on women perspective with UN Women. Success stories that can inspire other women.*

The interviewees in Colombia say that the relationship with UNDP has been very easy, collaborative and productive. ANLA has identified what changes can be made to the environmental licensing process to improve the application of the RoLPAM principles. Consequently, ANLA is not yet in the implementation phase. Despite the lack of resources within ANLA a number of activities have been carried out through the cooperation. The interviewees mention the importance of the self-evaluation for moving forward.

The interviewees state that EGP has been highly relevant to the needs and priorities of stakeholders and beneficiaries in Colombia. The mining sector is very important in Colombia. It is connected with many problems at the same time as it has great potential. The link between the sub programme and the implementation of the peace agreement is of significant importance.

Participation in EGP has strengthened the organizations involved in the sub programme. Some of the interviewees suggest that organizations at the local level should also be targeted in next phase.

Mining companies now look at issues also from the perspective of the population. However, the sub programme has so far mainly targeted the large scale mining companies but there are more problems with the small and medium sized mining companies.

ANLA has been strengthened through this sub programme. The interviewees underline that this type of space should be replicated with all the national authorities involved in decision-making in the mining sector so that the results have more long-term impact. The sub programme has tried hard to reach the policy level but so far not achieved any changes in policies. This should be prioritized in the next phase. Political changes due to the election must also be considered.

##### Mongolia

In Mongolia the work has mainly been focused on four key areas for improving environmental and social outcomes in mining:

* Legislative changes (including gaps and overlaps in regulations etc);
* Capacity development and coordination of participating organizations (including capacity building for different stakeholders);
* Information sharing and advocacy for responsible mining (including stopping illegal mining); and
* Monitoring and enforcement of existing regulations

In 2017 the sub programme also included efforts on reducing the scale and preventing future cases of degraded and abandoned land caused by large scale and illegal mining.

In 2017, two landmark studies on the rule of law in public administration and legality in mining informed the drafting of stronger mining laws and regulation: The Law of Offences, the Mineral Law, the Environmental Impact Assessment Regulation and the Environmental Monitoring Plan Regulations, which is expected to strengthen environmental protection in the mining sector for affected communities across the country.

Investments in the mining sector continue to be a high priority in Mongolia. Out of 306 exploitation plans submitted in 2017, 86 were approved as of February 2018. The number of mining licenses (3,369) and the ratio of licensed land to the total land area (1%) remained relatively constant throughout 2017 compared to 2016[[22]](#footnote-22).

However, environmental and social harms related to mining remains a major challenge, and civil society and environmental organization continue to advocate for restrictions and regulations of small, medium and large-scale mining activities and illegal mining, which has become widespread in some regions. In Mongolia, the EGP supports the government and civil society to address these challenges.

Thus, the intervention is highly relevant to the needs and priorities as defined by stakeholders and beneficiaries in Mongolia:

* *I think the programme was fully compliant with the needs and priorities of stakeholders and beneficiaries in Mongolia. The four key organizations of the programme were very useful in terms of cooperation and exchange of information.*
* *It was very relevant to the needs and priorities of stakeholders and beneficiaries although it is relatively new subject in Mongolia. The term environmental governance has not been discussed much, thus, people are not aware of their rights well. The EGP provided an opportunity to realize issues related to mining. For instance, information about how well people are exposed to safety, if not, what we can do to ensure safe and secure healthy environment.*
* *Relevant information and trainings have been completed at initial stage. They were helpful and indeed relevant to the needs and priorities of stakeholders and beneficiaries in Mongolia.*
* *It was really an important programme in Mongolia. Environmental governance is a new concept for us. Priority is to continue expanding the programme and increasing the knowledge and capacity building on this subject.*
* *Human rights issues related to mining have been violated very often in Mongolia, but in reality, it has been discussed the least due to lack of knowledge among the government institutions and public. Substantial efforts are needed to educate our people.*

According to the interviewees EGP has added value in addressing the needs in Mongolia:

* *Since Mongolia has no practical environmental governance experience, I believe it has become very useful and this programme has addressed the needs in Mongolia.*
* *This is an extremely important topic for Mongolia. For example: 1) What are the requirements for Environmental Governance? 2) What rights and privileges do we have? 3) What needs to be done in the mining sector on this issue? and 4) How environmental inspectors should approach to these issues?*
* *Mongolia has an extensive, national-level discussions and meetings on environmental governance and obtained related information and concepts about environmental governance.*
* *EGP was an important programme that has greatly contributed to the mining sector development in Mongolia and environmental governance.*

One challenge has been the limited budget on the local level and another challenge is related to knowledge and experience among staff at the local level. To fill in the gap more funding is required. Presently a technical handbook is drafted to assist the staff and training will be conducted on the provincial level.

The participating organizations were provided with information about environmental governance. This has increased awareness among parties involved in the sub program.

* *As for our organization, I think it has a direct impact on developing an Environmental Management Plan.*
* *Our organization has participated in terms of capacity building in policy-making. Staffs at local level were well involved. Relevant terms and recommendations have been submitted to the governors.*
* *We hired independent consultant to develop self-assessment criteria for an entity with regards to preliminary requirements as well as environmental governance indicators. We are planning to test them within this year. This preliminary indicator consists of about 500 issues such as whether entities can assess their responsibilities in terms of environmental, public and human resources criteria.*

##### Kenya and Mozambique

The purpose of the study of Kenya and Mozambique[[23]](#footnote-23) mentioned above was to gather insights from as diverse perspectives as possible into whether and how change happens or is expected to happen as a result of EGP and what the EGP could learn to inform its remaining sub programme period and the next phase[[24]](#footnote-24). Thus, the focus in the study was on change, results and lessons and not on relevance. Therefore, observations from Kenya and Mozambique are mainly on the evaluation questions referred to in Section 3.3 – 3.6 below.

The mining industry in Mozambique is faced with a unique set of development challenges as the country continues to spiral into financial, political and civic unrest. For Mozambicans to benefit from mining, a robust legal, institutional and political framework must be in place to ensure participation, accountability and adherence to international standards in the governance of the sector.

Investment in the Kenyan mining sector has boomed in recent years, and the sector is considered by the Government to be a key driver to achieve the 2030 Agenda. The Government of Kenya recently amended the Mining and Minerals Policy (2016), the Mining Act 2016 and associated mining regulations. In 2017, these, as well the broader institutional and policy framework for environmental governance, were assessed by the EGP from the perspective of social and environmental protection.

The EGP in Kenya also focused on improving public participation in decision making in mining governance and to address inter-agency coordination challenges between the Environmental regulator (NEMA) and the Ministry of Mining (MOM) for more sustainable outcomes in mining.

NEMA has carried out Kenya’s Strategic Environmental and Social Assessment (SESA). By bringing together a wide range of national stakeholders to analyse and understand the underlying social, human rights and environmental weaknesses in Kenya’s mining policy framework, the consultative process of developing the SESA has been an important achievement in itself. The SESA process was finalized in a national validation and adoption workshop. The NEMA launched the SESA jointly with the Swedish Embassy on the World Environment Day on 5th June 2018. The EGP will support the Government on following up on three priority recommendations within the purview of the sub programme.

#### The Global Component – Knowledge Sharing, Networking and Policy Support

According to the interviewees partnering has been working well with a number of sister agencies including UN Environment, UN Women, UNITAR, OHCHR/special rapporteurs, the World Bank and Folke Bernadotte Academy and other organizations like the Intergovernmental Forum for Mining, Minerals and Metals (IGF), to capture synergies and harmonize support to countries.

In September 2017, the EGP also launched its GOXI Learning Series, which is a seven-months learning series that focuses on environmental governance and social and environmental conflict prevention topics.

A number of activities have been carried out in order to establish a partnership & resource base and to facilitate partnering between these organizations[[25]](#footnote-25):

Fourteen webinars were conducted between October 2017 and April 2018, with the following topics:

* Mainstreaming HR, biodiversity & ecosystems services in mining - case study of Colombia (Spanish)
* Mainstreaming HR, biodiversity & ecosystems services in mining - case study of Colombia (English)
* Management of Mining Waste & Design for Closure (English)
* Management of Mining Waste & Design for Closure (Portuguese)
* Management of Mining Waste & Design for Closure (Spanish)
* Environmental Monitoring and Access to Information: Part 1 (English)
* Environmental Monitoring and Access to Information: Part 1 (Spanish)
* Meaningful Stakeholder Involvement in Decision-making Processes (English)
* Can participatory environmental monitoring committees empower citizens to shape decision-making? (English)
* Can participatory environmental monitoring committees empower citizens to shape decision-making? (Spanish)
* The Role of Government in Preventing or Enabling Conflict in the Extractive Sector (English)
* The Role of Government in Preventing or Enabling Conflict in the Extractive Sector (Spanish)
* Using Social and Environmental Safeguards and Grievance Mechanisms as Tools to Prevent Harm in the Extractive Sector (English)
* Using Social and Environmental Safeguards and Grievance Mechanisms as Tools to Prevent Harm in the Extractive Sector (Spanish)

In total, over 700 participants signed up for the webinars from over 100 countries. On average, each webinar had 613 registered, and 70 active participants. The biodiversity webinars alone had 267 participants[[26]](#footnote-26).

As of Jan 2018, GOXI EGP group**[[27]](#footnote-27)** has 109 members (54 female, 55 male), from a mix of government, CSO, academia, consultancies and UN agencies. Since it was launched in 2016, EGP’s GOXI Community of Practice membership has doubled to date and is still growing.[[28]](#footnote-28)

The platform has been used for sharing many ideas and not only the implementation of the sub programme. Some of the interviewees say it has been an incredible useful platform to share experiences and to be involved in.

Two global knowledge sharing and learning workshops were conducted as part of the global component (Table 3.2)

**Table 3.2 Global knowledge sharing and learning workshops**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | # people | Response | Satisfaction | Relevance | Effectiveness | Worthiness |
| Global Technical Meeting  (29 Nov – 1 Dec, 2016 Stockholm) | 50 | 69% | 88% | 94% | 90% | 82% |
| SEPA-UNDP Global Programme on Environmental Governance of the Mining Sector  (6-8 Nov 2017 New York) | 51 | 66% | 91% | - | 91% | 85% |

Two knowledge products - summary reports of the two events - were produced and shared with sub programme stakeholder on GOXI.

The second annual Environmental Governance Programme meeting was attended by 51 representatives from the four programme countries, the members of the Board of Advisors, and international experts. The meeting in New York and the workshops have allowed exchange of experiences and knowledge. These events are much appreciated by the participants. Efforts by the EGP to influence change are strengthened through these meetings which offer opportunities to convene government officials and experts to exchange views on global trends, country challenges, and lessons that inform EGP work and other initiatives led by partner organizations.

Activities that are appreciated by the interviewees include:

* Massive Open Online Course (MOOC) on Environmental Security and Sustaining Peace
* Global Guide on Integrating Human Rights and Environment into the Governance of the Mining Sector

Regarding the Global Guide on Integrating Human Rights and Environment into the Governance of the Mining Sector, the EGP held several consultations and rounds of peer review with practitioners and end-users during 2017 to ensure that the Global Guide is relevant and user friendly. Testifying to the demand, the Mongolian National Human Rights Commission of its own accord translated an early version of the draft to Mongolian. The EGP team also did a soft launch of the Guide at the Annual General Meeting of the Intergovernmental Forum for Mining Minerals and Sustainable Development (AGM-IGF). The Guide was launched on 12 June 2018 in Stockholm during the “*the Stockholm Dialogue on the nexus between Human Rights, Environmental Sustainability and Conflict Prevention*” and is edited for both print and online publication. In our interviews at the Stockholm Dialogue the Global Guide was praised by the participants.

The EGP also contributed to the Convention on Biological Diversity’s (CBD) work on human rights and mining which has resulted in that the Secretariat of the Convention have asked EGP for continued support and close cooperation on these issues during 2018.

The EGP advanced its work with Canadian International Resource Development Institute (CIRDI) on a joint regional study on how participatory environmental monitoring committees can influence decision making in the mining sector. In the future, this will position EGP to strengthen the participation of communities and civil society actors in the environmental monitoring of mining activities. The goal is that these insights can advance responsive, inclusive and accountable governance of the sector, and prevent socio-environmental conflict by addressing issues at an early stage. Panama, Peru, Ecuador, Argentina and Bolivia were selected to participate in the study, each of which will develop two national case studies.

According to the interviewees the Global team has been flexible and open minded and willing to adjust the activities to the local context in each country.

However, according to some of the interviewees too much focus in the sub programme has been on the global level despite the fact that more concrete results have been achieved on country level. As a consequence most of the interviewees want to prioritize the local level in the next phase. Some of them would prefer going deeper into the present four countries and others prefer to add a few more countries. Most of the interviewees want a more focused approach instead of spreading limited resources too thinly.

### Analysis and Conclusions

The sub programme has strengthened the environmental, gender, human rights and rule of law dimensions of public administration work in large-scale mining sectors. There is an added value of the partnership configurations in addressing the global environmental challenges and in meeting the needs of the sub programme countries and organizations. EGP is an efficient way to develop multi-stakeholder platforms.

The EGP pursues a human-right based approach to development ensuring that human rights principles and standards are applied at all stages in the sub programme cycle. The EGP focuses on integrating the substance of Human Rights into legal frameworks, policies and practices to ensure the rights to participation, access to information and accountability.

The support related to the Convention on Biological Diversity (CBD) is a concrete example of possible impact of EGP. According to Global Biodiversity Outlook 4 (GBO4), Parties to the CBD are not likely to achieve the objectives of the Strategic Plan on Biodiversity 2011-2020 or the Aichi Biodiversity Targets without more focused efforts.

According to the interviewees UNDP and the SEPA have reached a mutual understanding of what the sub programme is most strategically positioned to achieve and how. Progressively, a collaborative relationship has developed at all levels between SEPA, UNDP and other partners involved in the sub programme.

One added value of the SEPA-UNDP collaboration is the unique contribution to the cooperation from the two parties: UNDP has a unique and broad presence of the ground and a legitimacy that is unique among governments in many countries. UNDP has established contacts with governments, and CSOs that has been used. SEPA is the world’s oldest EPA and Sweden has one of the most advanced systems in the world. SEPA´s knowledge and experience is useful for peer to peer learning. SEPA and UNDP complement each other and bring value to the partner. Thus, both parties depend on the other´s capacity and the collaboration adds value that would not be possible to achieve if only one of the two organizations were going to implement the sub programme.

EGP has been particular successful at creating multi-stakeholder platforms and improving inter-agency coordination. This includes both horizontal and vertical coordination and collaboration by bringing together ministries of mining, ministries of environment, ministries of finance and/or ministries of planning, local authorities, human rights commissions, ombudsman offices and civil society to find innovative and sustainable solutions to governance challenges in the mining sector. In order to expand the collaboration in the next phase it is important to get other donors on board. Therefore, it is necessary to allocate enough time for discussions with other donors. The World bank, UK and Canada has been mentioned.

Peer to peer is often a good model to ensure relevance in dealing with universal issues/problems. However, in many cases solutions or tools developed in one context are not relevant in another context. Thus, it is always important to translate solutions and tools to the country-specific context. This implies in-depth understanding of the country-specific context and a good dialogue between peers. It is not self-evident that for example a highly recognised expert from Sweden fully understands the context or is aware of the relevance of different solutions in another context. Therefore Sub programme 4 in the Global Programme is important to ensure that the peer to peer support in EGP is relevant. This will be discussed more in detail in Section 6.

The sub programmes’ logical model and theory of change is not well known on a theoretical level among stakeholders and beneficiaries in the four programme countries. There has been some confusion due to different approaches and terminologies used by UNDP and SEPA. However, the interviewees underline that the intervention has been highly relevant to the needs and priorities as defined by stakeholders and beneficiaries.

Our assessment is that the logical model and theory of change used in practice to some extent remains appropriate to the context in the programme countries. More effort is, however, needed to make explicit the sub programme's CD Framework including terminology to set a common vision of the institutional change the EGP aims to bring about and measure. Therefore, in our opinion the CD Framework (Theory of Change and Results Framework) requires revision for the next phase. It is important to build into what participating countries are familiar with instead of bring in new one and creating confusion. A more explicit and elaborated country-level ToC through participatory processes could have the potential to facilitate collective learning and common analysis of problems and solutions in program countries. It would also help strengthen the overall ToC and Results Framework.

## Effectiveness

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent has the intervention made progress towards planned outcomes and outputs? Which areas or outcomes have made the most progress and which have the least and why?

b. How effective were the implementation strategies (including outreach & dissemination efforts) in achieving expected results?

c. To what extent did the interventions develop and strengthen capacities of partners?

d. How effective have the interventions been in establishing ownership?

e. How effective have activities been implemented by partner institutions and to what extent have they contributed to the programme and sub programme outcomes?

f. What are the key lessons from these partnerships and the possibilities to replicate them in the next phase and elsewhere?

g. How have the partnership configurations and the sub/programme logical model enabled/constrained the delivery of the sub/programme Theory of Change?

### Observations

#### Overall observations

The collaboration has been managed through a multi-disciplinary, cross-practice working group within UNDP and a joint UNDP-SEPA Working Group. The cross-practice team in UNDP headquarters has provided oversight for the collaboration and has been responsible for ensuring integrated country support that draws on relevant expertise. The outcomes and outputs from this sub programme have linked directly to UNDP’s Strategic Plan 2014-2017, which prioritizes support around Sustainable Development Pathways and Inclusive, Effective Democratic Governance Systems. It is also linked to UNDPs Extractives Industries Strategy[[29]](#footnote-29). The sub programme has drawn on and strengthened UNDP’s services. The joint UNDP-SEPA Working Group has provided overall managerial coordination and substantive guidance throughout the collaboration.

The UNDP Effectiveness Strategy includes:

* Linking the programme work to existing projects in the four target countries, rather than starting up standalone new work in each country, which would be much costlier.
* A rigorous effort throughout to build on work that has already been done; to link to the GOXI.org website, e.g.
* A strong partnership strategy, aimed at developing strong links to work being done by other UN agencies, IFIs, and other development partners.

EGP has contributed to a desirable shift of thinking and change in practice in the four programme countries in terms of integrating human rights and environmental protection into the governance of mining. This is evident from the degree of not just participation and commitment to programme activities, but to the demonstrable uptake of effecting change in the countries with regards to Rule of Law in Public Administration Assessment (RoLPAM)/ Strategic Environmental and Social Assessment (SESA) or indeed the eagerness to adopt and operationalize the currently being developed Global Guidance Notes on mining and human rights (GGN).

The EGP has achieved the following results:

* Supported in conducting participatory self-assessment on the environmental and social pillars of mining governance for evidence-based policy making; governments in the four programme countries
* Supported governments in the four programme countries to strengthen the environmental, social and human rights dimension of policies, laws and regulations, and put them into practice;
* Convened platforms for multi-stakeholder dialogue and engagement between ministries of mining, ministries of environment, civil society and human rights institutions on how to find collaborative solutions that benefit the public interest;
* Strengthened inter-agency and cross-sectoral coordination, and appreciation of the role of different authorities in governing the mining sector in four countries;
* Generated and shared knowledge, tools and good practices, including through EGPs online community of practice on GOXI, global webinars and peer-to-peer exchanges between SEPA and sister agencies in the focus countries.

On the negative side the interviewees mention rather long start up time to come up with the core of the sub programme. Rule of law assessments were conducted in three countries. It took some time to raise awareness and get the partners to take ownership.

#### Capacity development in the four programme countries

##### Colombia

According to many of the interviewees the intervention has made progress towards planned outcomes and outputs. Some of the interviewees do not feel that they have enough evidence to give an opinion on some of the questions.

The implementation strategies (including outreach & dissemination efforts) have been effective in achieving expected results:

* *Dissemination of information thanks to UNDP. The UNDP helped to facilitate the relationship, important communication of instruments. Survey rejection rate was almost zero, workshops were well attended.*
* *Regarding information and dissemination, it was done in a broad manner, especially at the regional level. There has been a lot of communication, especially in the case of the pilot programs, with the actors involved. In the case of Chocó, for example, the form of diffusion was very good: to the point and meaningful.*

The objectives and expected results are realistic and clear. It has been possible to measure the results and adjust activities when needed:

* *Yes, of what I am able to see in the programming. Consistent and congruent. Could not give an opinion regarding measuring results and adjustment of activities.*

Activities were adequate to reach the community and in line with expected results. However, a few things did not work so well:

* *Forms and instruments developed in Chocó, were not relevant to the area of influence. The people did not understand well. Some bias in the first collection of information since the instrument used had been prepared for global use by Swedish experts and was not necessarily adapted to the Colombian reality. It was adjusted successfully.*
* *The instruments were super important. At the beginning people did not understand them and they were modified to be better applied to the community. It was possible to adjust according to the needs.*

The interventions have been effective in establishing country ownership in Colombia:

* *The empowerment in our organization is manifested more than anything at the regional level. ANLA is the environmental licensing authority at the national level, but it has a system of administrative decentralization at the regional level (corporations).*
* *The two pilot programs served to strengthen regional authorities in a meaningful way.*

The UNDP Colombia and the EGP has had to navigate support carefully not to be regarded as in favour of any one position or candidate. This has to a certain extent affected the implementation of planned activities.

##### Mongolia

In Mongolia, a major milestone for 2016 was reached with the finalization of the assessment in 2016. This work was instrumental in bringing together under the steering committee mechanism representatives of Ministry of Environment and Tourism (MET), General Authority for Specialized Inspection (GASI), Ministry of Mining and Heavy Industry (MMHI), National Human Rights Commission (NHRCM) and research institutions for the first time in Mongolia’s mining history to more coherently address policy issues of mining. This collaboration has been cemented into a joint working group.

The working group that is established is comprised of six staff from the participating ministries. In addition three expanded coordination meeting have been held with invited staff from relevant ministries to brief them on what is going on and the progress. Due to the parliamentary elections in 2016 and presidential elections in 2017 new members were assigned to the working group. However, the agreed work plan ensured continuity of sub programme activities, despite the changes in the working group composition.

The steering committee (also called the Board) is responsible for the programme implementation, budget approval and programme monitoring. The Board comprises among others representatives from the Ministry for Environment and Tourism and the Office of the National Human Rights Commission. According to the interviewees the division of responsibilities has been clear and adequate within all the levels of EGP including between UNDP HQ and Country Office and within the national coordination groups (the Board and the Working Group).

*Particularly, the four main agencies including the Ministry of Mining, the General Agency for Specialized Inspection, the National Human Rights Commission, the UNDP, and the Ministry of Nature, Environment and Tourism responsibilities have been clearly described*.

In 2017, Mongolia finalized the assessment of Rule of Law in Public Administration of Mining (RoLPAM), which measures adherence to rule of law principles and environmental procedural rights in the environmental governance of the mining sector. This study, and a complementary analysis on legality aspects, uncovered a range of contradictions, duplications and omissions in the current legal and regulatory framework for mining and environmental protection and gaps between laws, policies and practice. The findings of these two studies informed the drafting process of the following laws and regulations: new Mineral Law, the new Environmental Impact Assessments (EIA) regulations and the Environmental Monitoring Plans (EMP) regulations.

The Police have not been part of the working group or a key player in the sub programme so far. But interviewees underline that the Police has a key role at the local level in working with illegal mining and crimes.

When it comes to country ownership there are different opinions and according to some of the interviewees the intervention has not yet been successful in fully establishing country ownership in Mongolia:

* *I believe, the EGP interventions have been very effective in establishing country ownership in Mongolia.*
* *I would say interventions establishing country ownership have been insufficient in Mongolia. We admit that we had the concept of environmental governance and issues related to this. However, we need to strengthen our operations.*

The EGP supported the MMHI in organizing a regional workshop with the private sector and local authorities on issues of mining policies and environmental protection. The sub programme facilitated the participation of nine civil society actors to ensure the inclusion of their perspective. With the EGP’s support, the NHRC organized media campaigns and competitions for raising awareness around human rights issues and mining, which resulted in 49 articles, three television programs and six radio broadcast programs. However, according to the interviewees the implementation strategies in achieving expected results have not been sufficient when it comes to outreach and dissemination:

* *In my view, public outreach and dissemination efforts were inefficient. The EGP would have done more.*
* *Outreach and dissemination efforts were not sufficient.*
* *I think, there have been many initiatives, however, the public outreach was inadequate.*

The Law of Offences incorporates aspects of the ’Law on Mining’ and the ‘Law on Environmental Impact Assessment’ which relates to non-criminal environmental offences, under one harmonized act. Under this new law, mining inspectors are assigned new roles and responsibilities which prompted the request for training. Workshops were organized by the EGP, in cooperation with the General Agency for Specialized Inspection (GASI) for about 320 environmental, geology and mining inspectors, including 205 inspectors from local levels. For many of them, this was the first time to receive training on how to apply the laws they use in practice, and the workshop contributed to new insights on the barriers to applying these laws on the ground. Subsequently, a handbook for inspectors on applying the new Law on Offences was prepared, printed and disseminated with the EGP support.

The part of the sub programme being the most difficult is illegal mining. There is need to conduct more in-depth analysis to get objective data on weather illegal mining is increasing or decreasing in different provinces in order to target the activities. In Mongolia, there are no proper legal acts to regulate mine closure and offsetting. Thus, these are new concepts in Mongolia. In this regard, international experience and best practices should according to the interviewees be explored and applied as soon as possible. Thus, lack of relevant laws and regulations as well as poor knowledge among authorities are some reasons for low achievement of expected results in parts of the EGP.

The EGP convened the first environmental governance inter-agency coordination meeting in December 2017. The group was comprised of MMHI, MET, GASI, the Mineral Resources and Petroleum Authority (MRPA), the National Human Rights Commission (NHRC), and the National Police Division in charge of environmental crimes (NPD). This is a mechanism for regular consultation among agencies involved in environmental governance of the mining sector. The participation of the NDP assists the policy and regulatory agencies in obtaining information on mining related environmental crime rates and number of cases resolved by courts, which informs policy design and legal drafting.

A two-day workshop on degraded land census has been held, in cooperation with the Ministry of Environment and Tourism (MET) and the General Agency for Specialized Inspection (GASI). The workshop was attended by 22 inspectors and local environmental officers. Once finalized in 2018, the census will provide up-to-date official data on land degradation by provinces and sub-provinces, as a basis for designing rehabilitation measures.

The objectives and expected results are realistic and clear. It has been possible to measure the results and adjust activities when needed. However, more time is needed to really show the outcome level results:

* *The logical framework and objectives within the programme were clear enough and it is assumed that the results can be measured. However, I am not sure if the changes can be made when it is needed.*
* *The objectives and results were clear. The purpose of the programme was clear enough and we reached short term goals. We plan programme activities annually. I would say the programme was flexible because we were able to adjust activities when needed. For instance, we have discussed entities' self-assessment criteria and agreed the National Mining Association to lead the assessment.*

Inputs and activities have been adequate in relation to the expected results:

* *I would say activities, tasks and input relevant to the programme have been adequate in relation to the expected results*.

There are different opinions when it comes to how effective activities have been implemented by the four organizations or other national partner organizations in Mongolia and to what extent they have contributed to the EGP outcomes:

* *I would say the four key organizations have been involved in the programme successfully.*
* *There have been some involvements from partner organizations, however their contribution were not adequate.*
* *I would say it was not effective. If the programme was transparent, it would have reached out to many organizations such as different NGOs and their contribution would have played significant role.*

Some interviewees’ don´t have evidence enough to give an opinion but the others say that the EGP leveraged partnerships and synergies with complementary initiatives in Mongolia.

According to the interviews there have been some initiatives from partner organizations. Some of them were good, others not so good. There are also different opinions when it comes to how effective the programme has been in supporting multi-stakeholder processes in Mongolia, but the majority has a positive view.

* *I think EGP leveraged partnerships and synergies very well. It was active and initiative. When discussing new ideas, all the parties have been expressing their comments as well as indicating their ability to contribute to the program. So, cooperation among relevant organizations was great.*
* *In my opinion, the programme was effective in supporting multi-stakeholder processes in Mongolia. Particularly, the programme worked well for the four key professional organizations, but the overall coverage was not efficient enough*.

The Board meets 2-3 times a year and discusses its plans, activities and implementation. One of the key lessons is that this type of changes takes long time and, thus, programmes must have a perspective of up to ten years. Another key lesson is to have more partners involved at an early stage, not only from the government but also from the private sector and NGOs. A third lesson is the importance of transparency in all aspects of the sub programme.

* *I have noticed that the programme should not be implemented in a short period of time. It is necessary to continue improving the legal environment, and increasing the knowledge and capacity building. It would be hard to see the results in the short run*.
* *If the programme had been more transparent in terms of programme objectives, operations, and finances and encouraged more engagement of multisector organizations prior to programme implementation, it would have been more beneficial. Thus, key lesson is to view the programme in broad and try to involve as many stakeholders as possible. In the end, ultimate benefit will impact Mongolia*.
* *Key lessons that I have noticed are the following: 1) Need to pay more attention to the Global Guidance note. Mongolia has a lack of regulation on how to plan mining closure, thus, relevant laws and regulation are urgently required. 2) Furthermore, human rights impact assessments should be well introduced*.

##### Kenya and Mozambique

In Mozambique, the National Directorate on Environment (DINAB) under the Ministry of Land, Environment and Rural Development (MITADER) and the National Institute of Mining (INAMI) under the Ministry of Mineral Resources and Energy (MIREME), has piloted the RoLPAM mining governance self-assessment since 2016. The piloting was finalized in 2017 in mining hotspots at both national and sub-national level (the provinces of Cabo Delgado, Nampula and Tete).

An EGP Coordination Group in Mozambique, which has been active since the end of 2016, was institutionalised in 2017. The group has its own terms of reference and meets quarterly, or more regularly if needed. It consists of INAMI, MITADER, MIREME, AQUA (Law enforcement) and the National Human Rights Commission. The purpose and role of the coordination group is to ensure the effective operationalization of the EGP programme in Mozambique.

The RoLPAM assessment was significantly delayed in Mozambique as some surveyed agencies were not receptive to the consultants. Change of focal points in the EGP Coordination Group was also an impediment to progress.

In 2017, the EGP supported the Kenyan Ministry of Mining (MOM) to develop a community guide on illustrating entry points to participation in decision making across the mining cycle in large-scale mining in Kenya. The EGP plays a key role in facilitating dialogue and cooperation between the National Environmental Management Authority (NEMA) and the Kenyan Ministry of Mining (MOM). Both entities are guided by two acts of Parliament; the ‘Environmental Management and Coordination Laws of Kenya’, Cap 387 and ‘The Mining Act of 2016’. The partners convene through a joint technical steering committee for the SESA that ensures dialogue, cooperation and ownership across sub programme activities. The Technical Committee has evolved into a useful inter-ministerial body for coordinating EGP activities and advocate for a rights-based approach to mining governance. The committee is comprised of NEMA, MOM, Kenya National Commission on Human Rights (KNCHR), a CSO, Directorate of Occupational Safety and Health (DOSH), Kenya Chamber of Mines (KCM), Academia (University of Nairobi) and UNDP Kenya. The elections in October 2017 slowed down the validation of the SESA assessment by the technical steering committee.

The SESAanalysis of all legislations in Kenya that are included in the mining sector framework concluded that 22 of all policies were well to moderately integrated. Only four policies were not fully-integrated in the legal framework which includes: HIV/ AIDS prevention and control Act, Government County Disaster management bill of 2014[[30]](#footnote-30).

Also in Kenya and Mozambique the sub programme process was seen by interviewees as participatory, consultative and adaptive to local contexts (e.g. the inclusion of small-scale and artisanal mining) in the course of the sub programme implementation. It was felt by some that more engagement of the country programmes during the inception phase could have brought more focus on country-driven and -owned solutions, rather than trying to fit activities into some pre-defined sub programme outcomes and timelines[[31]](#footnote-31). The EGP, in particular the SESA/RoLPAM process, has been seen as catalyst in the opening up of mindset and dialogue about issues that used to be sensitive or overlooked. The sub programme has also enhanced the recognition among stakeholders and their leadership of the importance and possibility of integrating human rights, environment and rule of law principles in the mining sector. It has also highlighted the importance of inter-agency/inter-sectoral collaboration and broad stakeholder engagement, including the communities, for factoring in diverse perspectives, clarifying roles, managing expectations and, and setting common agenda for change.

#### The Global Component – Knowledge Sharing, Networking and Policy Support

There is a shared view among the programme management team (SEPA/UNDP), UNDP country offices and their national counterparts that the EGP has been a steep learning curve but an extremely valuable one nonetheless due to its innovative approach and methods.

The complexity of the sub programme and high sensitivity and politicized nature of the issues the programme deals with makes it difficult to achieve a “quick fix”. Baseline assessments, conceptualization and establishing partnerships and programme infrastructure take a lot of time in this context. EGP has invested in negotiating the right type of partnerships with the relevant actors and stakeholders to ensure targeting relevance and appropriateness of who to engage with.

And as far as Mongolia for example having already translated the Global Guidance Note and not even waiting for the final version. Indicators of continued demand, national ownership and commitment are evidenced by the request for assistance by national focus countries and other countries, numbers taking part in the programme webinars and workshops, and the participation and critical issues raised on the online GOXI platform.

According to the interviewees there is a rather now strong ownership from all partners in the countries. Thus, EGP is in a good place to focus on implementing the recommendations. A solid institutional infrastructure for delivering joint programming and learning modalities has been built, allowing EGP to deliver cost effective capacity development activities in each country:

* *There were some advantages which I believe made this programme very special. Addressing human rights issues, providing information on human rights and its violations, and conducting relevant trainings were some of the major areas that worked well. However, I think it would have been better if they shared countries and regional best practices, and shared their experiences in the environmental governance.*
* *External communication a weakness so far in EGP. Be more practical – and communicate it - best practise – communicate what we are doing – the global impact*

### Analysis and Conclusions

Overall, the EGP management capacities have been adequate and efficient. The progress towards EGP implementation of the interventions in Colombia, Mongolia, Kenya and Mozambique has been good. For instance, the programme organized trainings and brought awareness about environmental governance as well as violation of human rights. The first 2-3 years of activities is a stepping stone to implement the sub programme successfully in the long run.

The expected results were maybe too ambitious. The processes have taken longer time than expected due to a number of different reasons in the four countries. Among others the assessments took longer time than planned; however, the results were achieved at the end of the day. Ministries have generally been understaffed and the resources for workshops, travel and so on too limited.

Only a few minor changes have been made to country’s work plan activities and these were mainly due to delays caused by contextual issues:

* Kenya - reelection
* Colombia – sensitive election process
* Mozambique – change of focal point
* Mongolia – change of government

Also, the intervention at the global level made progress towards planned outcomes and outputs.

The interviews referred to above indicates that the interventions have developed and strengthened capacities of partners as intended. Activities have been implemented by partner institutions mainly as planned and they have contributed to the programme and sub programme outcomes as expected. It is possibilities to replicate these partnerships in the next phase and elsewhere. However, the private sector should be included in the partnership at all levels

The interventions have also been rather successful in establishing ownership. The partnership configurations and the sub programmes CD Framework have enabled the delivery of the sub/programmes results in accordance with its Theory of Change. However, the sub programme's CD Framework (the Theory of Change and the Results Framework) for next phase should be developed through a participatory process involving among others the partners in Colombia, Kenya, Mongolia and Mozambique. More engagement of the country programmes during the inception phase will bring more focus on country-driven and country-owned solutions, rather than trying to fit activities into some pre-defined programme outcomes and timelines

In the Results Framework for next phase the expected results for the environment in terms of for example biodiversity and deforestation should be specified.

More effort is needed to make explicit the sub programme's CD Framework to set a common vision of the institutional change the EGP aims to bring about and measure. It is important to build into what participating countries are familiar with instead of bring in new one and creating confusion.

To further develop the link between the three levels of CD processes (system, organization and individual) more emphasis should be on developing the organizational level especially the structures of environmental administrations.

The implementation strategies, including outreach & dissemination efforts, have been effective in achieving expected results. The target group for the sub programme is extremely wide. In the Inception Phase programme management highlighted the risk of programme staff being spread too thin across many commitments that they cannot handle programme demands in as timely a manner as desirable[[32]](#footnote-32). To manage these risks, careful planning and communication have been priorities for the programme management. It has helped facilitating the processes effectively with only minor delays in some activities. Having said that it should also be noted that the expectations have been high and there is always more that could have be done if there were more time and resources available. A communication strategy for dissemination of results and lessons learned should be established.

In practice, programme staff has been spread too thinly across many commitments. It is not unusual that expected results are too optimistic and ambitious in relation to the risks for unforeseen changes in the context. In order to expand the sub programme in the next phase it is important to get other donors on board. Therefore, it is necessary to allocate enough time for discussions with other donors.

## Efficiency

In this section the Evaluation Team has analysed the following evaluation questions:

a. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve results? Have resources been used efficiently and timely?

b. Were sub/programme management capacities adequate and efficient?

c. Has relevant international, regional and local expertise been sought?

d. How effectively did the management team monitor performance and results?

e. Can the costs of the intervention be justified by the results?

### Observations

#### Overall observations

Implementation of the sub programme has been per plan and on budget with few exceptions. Resources (funds, human resources, time, expertise, etc.) have been allocated – and reallocated - strategically to achieve results during the programme period. There was a budget cut to the Global Programme for 2016 of 4 million USD, the brunt of which was borne by sub programme 1 (9.4 % of the sub programme funds). The cuts were not considered to significantly impair the achievement of sub programme objectives, but nevertheless to some degree to affect the quality and timely delivery of results.

SEPA/UNDP reduced the budget for 2016 and adjusted the work plan as follows:

* Reduced direct sub programme management costs (and increased UNDP in-kind contribution).
* Reduced number of knowledge products.
* Reduced number of activities in one of the four implementing countries (Mozambique).
* Postponed webinars and web-based activities to 2017.

This collaboration has been managed through a multi-disciplinary, cross-practice working group within UNDP and a joint UNDP-SEPA Working Group. The cross-practice team in UNDP headquarters has provided oversight for the collaboration and been responsible for ensuring integrated country support that draws on relevant expertise. The outcomes and outputs from this sub programme are linked directly to UNDP’s Strategic Plan 2014-2017, which prioritizes support around Sustainable Development Pathways and Inclusive, Effective Democratic Governance Systems. The joint UNDP-SEPA Working Group has provided overall managerial coordination and substantive guidance throughout the collaboration. The sub programme manager has worked under the guidance of the policy advisor and in close cooperation with the team to plan, implement, monitor and report on the results outlined in the sub programme document and work plans with a particular focus on rights based public administration. The sub programme manager has leveraged partnerships to support resources in the area and connected with existing networks, institutions, universities, civil society organizations and think tanks. She has worked closely with the SEPA sub programme Manager to ensure sound coordination with the SEPA in all aspects of the sub programme. An Expert on Mission has provided oversight, substantive guidance and expertise and experience on environmental public administration. She has been the focal point from SEPA in the UNDP Headquarters and closely worked with the team consisting of both UNDP and SEPA staff on planning and implementing activities especially those that closely involves SEPA staff in its execution (peer to peer workshops, GOXI, webinars and more), by providing substantive expertise on environmental governance and environmental public administration. She has also contributed by building a strong cooperation with country teams, national partners and the SEPA.

* The sub programme management has closely monitored progress and evaluated risks on a weekly basis. The programme management is highly appreciated by the interviewees: *Excellent management team; always very supportive, answer questions quickly, not pushy*
* *Working very well in organization of the meetings; well organized, good structure, no waste of time*

The impression is that the management has been very efficient. However, according to the management´s self-assessment the budget has under-estimated the time that is needed for project management and project administration. Therefore, more hours have in practice been allocated to the work. Thus, programme management capacities have been adequate but at the same time too limited.

Almost all interviewees say that relevant international, regional and local expertise has been sought and used:

* *This was the biggest contribution of the programme. Training programme. Substantial efforts for capacity building.*
* *Sometimes hard to use SEPA expertise and apply Swedish experiences and tools – the reality in Sweden is a lot different from the reality in the targeted countries. However, good to use experts with deep Swedish as well as international experience.*
* *The only weakness is the absence of international organizational experts to assist in organizational reviews and institutional changes*

The Advisory Boardis comprised of experts and representatives of institutions engaged in thematic issues including environmental governance, extractives, rule of law, public administration, human rights, gender, capacity development, learning and knowledge management. The Advisory Board has been instrumental in providing guidance, inputs and linkages to relevant on-going work. The Advisory Board was planned to meet twice each year, with the first meeting in June 2016. So far the Board has had three meetings that ensured programmatic synergies and inputs from a wide range of relevant development actors: OHCHR, The Special Rapporteur on Human Rights and the Environment, UN Women, UNEP, UNITAR, WWF, DFID, World Bank, the European Commission to mention some.

* *The Advisory Board has been working very well; however, it should have been involved in drafting the ToC as well as the Results Framework.*
* *The Advisory Board has been underused. It could have been used more to discuss strategical issues for example the choice of target countries, how to use the EGP, when and where in practice.*
* *The Advisory Board should be involved in discussions regarding targeted countries.*
* *Members of the Board are too theoretical. It should have included people with more practical experience.*

Through the EGP working groups in each country, different government and non-governmental actors with responsibilities and interests in the mining sector were brought together for collaborative learning and actions. The working groups have improved inter-agency relations, mutual understanding of roles and responsibilities, harmonized working processes and provided professional contacts and information access beyond the scope of the EGP.

Some resources have been used to develop practical tools. According to the interviewees all tools have been useful. One tool is the Rule of Law in Public Administration toolkit that UNDP has developed together with Folke Bernadotte Academy. It has been used as an assessment tool and as a guide to design programme interventions.

#### Capacity development in the four programme countries

##### Colombia

Resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results and the resources have been used efficiently and timely:

* *Yes, the resources were designated in a good and effective manner. In the allocation of resources, is noted that they took into account everything, except the continuous displacement between Bogotá and the area. The resources were well used.*
* *Yes. Given the knowledge I have of the programme in general, I think resources have been well allocated. In the activities in which I participated without a doubt, there was a good use of resources in every way.*

However, some interviewees clarified that they have only partial knowledge of the sub programme.

Programme management capacities have been adequate and efficient. The management team have effectively monitored performance and results. Relevant international, regional and local expertise have been sought and used:

* *Totally. For the surveys for example, international experiences and documents were reviewed. Regional and local level the experiences were also used, for example the work of UNDP in Antioquia and other areas of the country were relevant for us.*

According to the interviewees the costs of the intervention can be justified by the results. However, most of the interviewees were not in a position to give an opinion.

##### Mongolia

There are different opinions when it comes to if resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results and if resources have been used efficiently and timely:

* *I do not know how the programme's resources were used. It is impossible to conclude for me whether they have been allocated strategically or used efficiently. The programme was not transparent.*
* *For my organization it was really an effective and timely programme. However, I view that the Ministry of Mineral Resources and Environment and Tourism did not work efficiently for the first two years of the programme implementation. It has been improved since 2016 and tasks and activities have been stabilized within the related stakeholders. I view that the Ministry of Mining has been poorly involved, were unable to use its resources including time and funds strategically.*
* *It has been more than two years since the programme has started. In general, it worked well in 2017. For instance, a national consultant was assigned. Sub programme objectives have been achieved. The Board has been active, and inter-relationships have been improved. So, I can say resources have been used efficiently and timely.*

The flexibility in the annual work plan has been highly appreciated. It has been possible to adjust activities to upcoming needs for example environmental damages. It has also been possible to coordinate with another UNDP project on civil service reform.

Today EGP management capacities are viewed to be adequate and efficient. However, in the beginning of the sub programme this was not the case:

* *In my opinion, we did not fully utilize our capabilities in 2016 due to lack of management*.

The new Programme Manager started in May 2016. The management team have effectively monitored performance and results:

* *I think performance has been monitored on timely basis, however, management was inefficient prior to 2016.*
* *Yes, performance and results were monitored well by the management team and were on time.*

Relevant international, regional and local expertise has been sought and used. However, the interviewees want more international expertise to be involved and they also want to share experiences with the other programme countries.

The interviewees state they have limited knowledge in terms of programme costs and their justifications. However, they believe the costs of the intervention can be justified by the results.

##### Kenya and Mozambique

The potential of shifting the working group’s focus has been suggested, from implementing EGP to an inter-agency dialogue platform for addressing particular environmental issues[[33]](#footnote-33). The development of the sub programme’s capacity development interventions was seen to be organic and well thought out. Participants in general appreciated the mix of exchanges of knowledge and experiences offered by the EGP. Some expressed wish for more hands-on training and exchange visits to deepen their technical knowledge on certain issues are dealt with on the ground. Some also suggested that the availability of financial resources, equipment support and more engagement with their management as important, for example, to realize field visits and community engagement processes.

* *Institutional changes cannot be expected already. At least they know of each other now at the participating ministries in Mozambique. And they recognise the importance of environmental protection.*
* *Intended results on policy level in Kenya have been reached. Finalised Mining Act 2016. Will be reviewed to identify gaps.*

The interviewees believe the costs of the intervention can be justified by the results.

#### The Global Component – Knowledge Sharing, Networking and Policy Support

The list below shows EGP contributions to advance and implement normative frameworks and integrating Human Rights, Rule of Law, Biodiversity and Gender in Mining Governance for more peaceful and sustainable development outcomes.

* **Tools/knowledge products and contribution**

***Contributions as of 13 July 2018:***

* Global Guide: Extracting Good Practices: A Guide for Governments and Partners to Integrate Environment and Human Rights into the Governance of the Mining Sector (2018)
* Assessment tool: Rule of Law in Public Administration of Mining Governance (2018)
* Contribution to Massive Open Online Course (MOOC) on Environmental Security and Sustaining Peace (2017)
* Online Community of Practice and GOXI Learning Series (2016-2018)
* Online training course: Human Rights and the Environment (2016)
* Report: Natural Resources Revenue Sharing (contribution) (2016)

***Planned contributions:***

* Assessment module on integrating gender into mining assessments.
* Online training course: Integrating Environment and Human Rights into the Governance of Mining
* Regional Study on Participatory Environmental Monitoring Committees
* **Events**

***Contributions as of 13 July 2018:***

* Stockholm Dialogue on the nexus between Human Rights, Environmental Sustainability and Conflict Prevention (2018)
* Contribution to side event - Second meeting of the Subsidiary Body of Implementation (SBI) of the CBD COP: Mainstreaming Biodiversity in the Energy & Mining sectors: Industry-led session on good practice biodiversity management (2018)
* Contribution to side event – Second meeting of the Subsidiary Body of Implementation (SBI) of the CBD COP: Human Rights, Biodiversity and SDGs Weaving together SDG 16 and the human right to a healthy environment into the post-2020 global biodiversity framework (2018)
* Contribution to side event at the twenty-first meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA-21) Strategies and legal tools for mainstreaming biodiversity and human rights in the mining sector (2017)
* Side event and soft launch of the Global Guide Extracting Good Practices: A Guide for Governments and Partners to Integrate Environment and Human Rights into the Governance of the Mining Sector at the Inter-Governmental Forum on Mining, Minerals, Metals and Sustainable (2017)
* Side event UNGA week: The Oil, Gas and Mining Industries andthe2030 Agenda Partnerships and Participation to Accelerate Progress (2017)
* Panel Participation at the Inter-Governmental Forum on Mining, Minerals, Metals and Sustainable Development, Geneva October (2017)
* Seminar at Sida on Human Rights and the Environmental Sustainability- Why and How (2016)
* Participation at the second session of the UN Environment Assembly (UNEA) 23-27 May Nairobi (2016)
* Contribution to the first Biodiversity Law and Governance Day (BLGD) held at the margins of the CBS COP (2016)
* Contribution to ‘International Expert Forum on Environmental Governance, Climate Change and Peacebuilding’ (2016)
* Contribution to internal research seminar ‘A rights based approach to local government decision making’ (2016)
* During the ‘Human rights days 2016’, the EGP was part of the seminar on rights based international aid in practice, where it presented how the programme works with a human rights based environmental public administrations (2016)

***Planned contributions:***

* Side event UNGA on Forest Smart Mining to Advance the New York Declaration on Forests & SDGs 2018-09-25[[34]](#footnote-34)
* Side event at Conference of the Parties (COP14) to the Convention on Biological Diversity in Sharm EL-Sheikh 2018-11-23[[35]](#footnote-35)
* Regional Workshop. Participatory Environmental Governance for Sustainable Natural Resources Management in the Latin American and Caribbean Region, 2018-10-03--05[[36]](#footnote-36)
* IGF-UNDP: Annual Meeting Working Session: Towards a rapid diagnostic of gender governance in large scale mining to improve sustainable development outcomes
* Annual Global workshop in Geneva for the wider EGP team – 17-19 October 2018 https://environmentalgovernanceprogramme.exposure.co/2018-egp-annual-global-workshop

### Analysis and Conclusions

Our overall assessment is that resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results. Resources seem to have been used efficiently and timely. It is always hard to get enough evidence on efficiency in an evaluation of this kind. However, we have found no indications that resources have been misused or that resources are not used in the best way possible.

Sub programme management capacities have been adequate and efficient. As the expected results are high even more sub programme management capacities would have been useful.

Relevant international, regional and local expertise has been sought. The experts from SEPA as well as other experts are highly praised by the interviewees. Language is always a constraint in Mozambique. Therefore, SEPA/UNDP should invite a Portuguese-speaking country to the peer to peer cooperation in Mozambique.

The management team have effectively monitored performance and results and given feedback. The management team is highly praised by the interviewees.

Our assessment is that the costs of the intervention can be justified by the results. However, these kinds of evaluations don´t really provide evidence of cost-effectiveness.

## Degree of change

In this section the Evaluation Team has analysed the following evaluation questions:

a. What are positive or negative, direct or indirect, intended or unintended, changes observed on the target groups or beneficiaries?

b. To what extent have environmental governance capacities been strengthened at global, regional, national or community level as a result of the sub/programme?

c. To what extent has the sub/programme created institutional changes in environmental governance (i.e. changes on the rules (formal and informal), processes, norms, beliefs and values that govern behaviour and relationships between agents, between agents and organizations, and between organizations and the public)?

### Observations

#### Overall observations

The iterative, experimental and customised nature of the sub programme was not explicitly communicated from start. Partners came with different expectations as to what this sub programme could realistically achieve and at what level of results. But along the way, these expectations have converged.

Environmental governance capacities have been strengthened at global, regional, national and community level as a result of the sub programme. The programme has contributed to capacity development on all three levels: system level, organizational level and individual level; however less on structures of environmental administrations.

* *The EGP has delivered knowledge and skills, new ways of working, more effective decision making, understanding the main gaps in human rights integrated in local governance, strengthened regulations, how forming better laws, updating and improving regulations, established networks and more.*
* *Strong impact at the national level, not very much on the global*
* *Yes, more awareness now. Not so much concrete results. The theoretical work has been very good. But not much practical work. Would have expected more*
* *Brought awareness to governmental institutions*
* *A lot of discussions on workshops and trainings – want to see results*
* *Expected more concrete projects in all countries*
* *More interest in international processes from the local level. That is the most positive outcome.*
* *What EGP has done is unique. Is it enough? Of course not!*
* *For next Global Programme: create more national impact and use it to push for global changes.*
* *Need more coordination between governmental institutions at different levels. Awareness creation must happen now.*
* *On country level EGP has to align with other programmes.*

#### Capacity development in the four programme countries

##### Colombia

We asked the interviewees if their view on human rights and rule of law principles has changed as a result of their participation in the EGP. Their answers were “No”, with only one exception. Most of the stakeholders were part of the intervention as experts in environmental mining and human rights issues and already knew the challenges. The intervention confirmed their strengths in that area of expertise. They gained knowledge and additional skills from the EGP when it comes to human rights principles such as access to information and participation, rule of law principles, mine closure, environmental monitoring and effects on ecosystem services from mining.

* *My participation in the workshop made me see other international experiences in these issues and I realized that Colombia, at the normative level, has a robust legislation on human rights issues and the development of mining activities. The problem is not the absence of normative, or constitutional or regulatory legislation, but rather that there is a breach of the norm. That could be seen in the presentations because there were elements of the Colombian case that were striking for other countries participating in the workshop. Colombia has strong protection tools. What fails is the implementation.*
* *Having participated in the project fundamentally changed my attitude. Highlights the importance of transparency and guaranteed access to information*.

Thus, right holders have been empowered to participate and influence decision making and they have access to relevant information (relevant for e.g. a consultation meeting, prior informed consent, and court cases). Right holders' access to information has increased.

We also asked if the interviewees were able to apply the new knowledge/skills, how or why not. All interviewees were able to apply at least parts of the new knowledge/skills. In practice there is always constrains depending on factors that the participants cannot control:

* *I would like to emphasize that the reality of things is not always what happens in the areas where the project has influence. For example, although ANLA ensures that there is access to information, the reality is that in many areas there is no internet. The community does not have access to the internet.*
* *Knowledge of human rights and the protection of the environment is my area of work. The project was very interesting for participants and the citizen participation of communities was the focus of discussion, the participation of national authorities was effective, participation was discussed as an enabler of rights. However, regional and local authorities should be consulted and included in the process to avoid later saying that they were not consulted. Public policies must involve authorities at all levels at all stages.*

The capacities have been strengthened at ANLA. Being part of the sub programme, it highlights ANLAs activities at an international level, and therefore its activities have greater impact. The interviewees underline that it is very important that ANLA continue to participate in this type of activities and consolidate its institutional capacity at the country level.

* *What matters is that there is continuity in the actions. Follow-up, long-term programme is indispensable. Changing institutions and consolidating actions and programs take time and require a long-term commitment.*

In the interviews we asked: *“What are positive or negative, direct or indirect, intended or unintended, changes observed on the target groups or beneficiaries?”* A number of positive changes were observed:

* *There have been changes in the communities. Rights are vulnerable due to lack of information or training. People realized that they can have access to information directly without asking for a letter or for actions from the government.*
* *The communities had no idea the role of ANLA. People came to realize how projects work, why the need for public hearings. Participation in the process created awareness and helped understand the process.*

The EGP has to some extent created institutional changes in environmental governance in Colombia when it comes to changes on the rules (formal and informal), processes, norms, beliefs and values that govern behaviour and relationships between agents, between agents and organizations, and between organizations and the public. However, the programme has not resulted in changes in legislation which is being implemented and enforced.

This means that right holders' access to decision making has increased in the pilots in Colombia and decisions making processes are more participatory. Thus, right holders now have better possibilities to participate and influence in decision making.

According to the interviewees the sub programme created some institutional changes in environmental governance:

* *Regarding the possibility of generating changes in Colombian regulation and legislation, the project reinforced the view that it is something difficult to achieve. To us, to the UNDP, to the ANLA it allowed us to realize that there have been changes regarding mining legislation, that there have been discussions and changes.*
* *Institutional changes, project has allowed to have a realization of how things have been changing.*
* *At the community level, there is greater empowerment; they were helped to better understand how the project works and why things were happening as they were. Increased the level of acceptance of the process, and better understanding who was the responsible authority.*
* *Given the differences between the ANLA at the national level and the ANLA representation in the regions, I do not know the degree of changes that took place or the impact of those changes. It is my impression, though, that people have been empowered and their rights strengthened. I do not know the magnitude of impact.*

##### Mongolia

We asked the interviewees if their view on human rights and rule of law principles has changed as a result of their participation in the EGP. Their answers were “Yes”. They gained knowledge and additional skills from the EGP when it comes to human rights principles such as access to information and participation, rule of law principles, mine closure, environmental monitoring and effects on ecosystem services from mining.

* *Yes, I have improved my knowledge and skills from the EGP. As a result of my involvement in the project, my view on human rights and rules of law and principals has broadened. I was able to see human rights issues from different angles. I have realized that it is very important to ensure good legal environment for the program, such as enacting laws and regulation in mine closure and offsets, improving the innovative and systematic framework for the program. Particularly, in Mongolia participation of local communities and organizations were inadequate and not clear. Lack of knowledge in environmental governance at all levels of the community, self-governance, administrative and local authorities were big problem. I consider, capacity building trainings or outreach programs at all levels is essential.*
* *In particular, my knowledge on human rights issues in the mining sector have increased. However, my expectation has not been fulfilled. I expected more changes such as improvements in mining legislation. In fact, current legal environment does not support environmental governance. For example, relevant laws and principals have not changed or revised on resolving compensation issues and conducting environmental monitoring*.
* *Yes. As a result of participation in the EGP, I had a chance to realize what the human rights’ issues are and why environmental governance is important in the mining sector. Prior to this, I was not fully aware of these issues. So, I would say I have gained some knowledge and skills from the EGP. I would definitely be able to use my knowledge in my future career and field of work.*
* *It is planned to undertake impact assessment on mitigation of human rights issues and to make tripartite consultations and come to a consensus. Participation in the programme allowed me to view the EGP from multiple angles, so I would definitely use my knowledge and skills in this area.*

It has been underlined that assigned and employed skilled professionals and expertise are necessary for institutional change. But even if the programme has been well received at the individual level it has not fully met the expectations when it comes to creating institutional changes in environmental governance, i.e. changes on the rules (formal and informal), processes, norms, beliefs and values that govern behaviour and relationships between agents, between agents and organizations, and between organizations and the public. Interviewees have highlighted the following as things that did not work well: 1) Lack of coordination between the ministries and agencies; work has been delayed, and lagged. 2) Representatives of ministries have been replaced, which has been ineffective and the project has lost much time, 3) Civil society and experienced NGOs should have been more involved in the beginning, and 4) need to explore more international experience.

However, some interviewees state that collaboration between the key organizations of the sub programme has increased. Environmental governance capacities and awareness have been strengthened at national or community level as a result of the sub programme.

* *In my opinion, EGP has created some changes at the institutional level. For instance, there have been some changes to the rules and regulations regarding the adoption of an environmental plan for business entities. Also, inter-agency cooperation, information exchange and voting have been increased*.
* *I believe certain changes were made. It has a positive impact on overall understanding because at least we are aware of our rights and know what we should do.*
* *Programs in Mongolia are usually implemented on a single ministry. As for this EGP, it has some apparent advantages 1) an interdisciplinary, improved cooperation among variety of organizations, 2) initiated some collaboration and partnership proposals, 3) gained knowledge in environmental governance, 4) showed importance or need for multi-stakeholder engagement to ensure a healthy and safe environment.*
* *The relationship with the Professional Inspection Agency and the Office of the National Human Rights Commission has been greatly enhanced. New branches and new issues have arised. The Ministry of Mining and Ministry of Environment have set the basis for assessing mining responsibility and exchanging of relevant information.*

In Mongolia the EGP has supported the government to systematically collect data that measures sex differences in participation during public hearings within the Environmental Impact Assessments process. This will help to analyse the extent to which men and women have equal opportunity to participate in decision making related to mining activities in Mongolia and suggest remediating measures. In addition, the RoLPAM and SESA assessments collect sex disaggregated data, to ensure that recommendations are gender sensitive and that future policy making based on it can contribute to gender equality in processes and outcomes.

##### Kenya and Mozambique

As part of the ongoing evaluation focus group discussions were conducted with the two country teams in Kenya and Mozambique. The purpose of the session was to construct the collective change stories for the environmental governance of the mining sector, with focus on the broader country context of bringing about ‘real change to real people’, not just on EGP interventions[[37]](#footnote-37). The overall change vision of the Kenyan EGP team was: empowered communities while achieving environmental goals through sustainable mining. The long-term changes to achieve this change vision include: more community involvement, effective monitoring and enforcement of environmental legislations, effective county mining committees, accurate media coverage, improved household income, reduced human and environmental impact, clean, safe and healthy environment.

SESA and the mining cycle analysis are two completed EGP activities towards the change vision. Immediate results from these completed activities include knowledge generation and awareness concerning mining sector, along with improved inter-agency coordination. It is expected that these results will in turn lead to shared understanding of mining issues that will help create more coherence in policies and regulations and enhance synergies between regulatory agencies. In the longer-run, these are expected to lead to safe and sustainable mining operations for both large-scale and artisanal mining and enhanced community involvement during and after the mining process.

Among the planned EGP activities are: support to artisanal and small-scale mining (ASM), dissemination of the SESA results, clear EIA/EA guidelines on extractives, domestication of global guidance notes and review of mining act and regulations. In the long term, these planned activities are envisioned to contribute further to knowledge generation and awareness concerning mining sector, improved inter-agency coordination, as well as safe and sustainable mining operations for both large-scale and artisanal mining. Additionally, as a result of both completed and planned activities, improved economic benefits in the form of improved incomes are expected to occur due to safer mining practices. In the long-run, conflicts between government, private companies and the community are expected to be minimized.

The institutional vision of the EGP Mozambique team was to have: transparent, accountable, inclusive and sustainable mining[[38]](#footnote-38). To achieve this vision, the EGP played a significant role in bringing together the different stakeholders to establish alliances and a collaborative platform to discuss common issues of interest. As a result of this meeting, gaps were identified in the mining sector using the RoLPAM. The interviewees expect that institutional capacity will be strengthened subsequently, so as to provide a strong base in the long run for effective community participation, empowered community to negotiate, resolve conflicts and maximize the benefits deriving from mining in the community.

Through planned activities of community capacity building, consultative capacity building and an effective calendar design, it is expected that the risk of electoral cycles delaying or blocking the planned change process can be mitigated. It is planned to establish participatory environmental monitoring committees in two areas to build capacity, tools and knowledge for a community based environmental monitoring with human rights-based approach of mining activities. The sub programme will strengthen the capacity of government staff on environmental monitoring techniques[[39]](#footnote-39).

In the short and medium term, it is expected that this will enhance community’s assessment (of information) skills. Designing of effective environmental policies and directives is also envisioned as a short- and medium-term effect of the capacity building activity. The long-term change expected is the strengthening of legal frameworks and better-defined procedures for mining, which will ultimately help achieve the vision goal of transparent, accountable, inclusive and sustainable mining. A decisive and involved institutional role was identified as a positive factor to bring about change towards the vision.

In Kenya, there is a shift of thinking showcasing clear links to HR and resulting in improved inter-agency collaboration and relationship[[40]](#footnote-40). A critical success factor is that sub programme personnel have been open to learning, adaptive (rather than following rigid, predetermined design to meet country context, priorities and needs) and correcting courses as the sub programme progresses.

#### The Global Component – Knowledge Sharing, Networking and Policy Support

During 2017 the following was achieved:

* Conducted 8 webinars with more than 700 participants from over 100 countries.
* Contributed to a Massive Online Open Course with more than 9000 registered participants has been developed.
* Expanded the Community of Practice on GOXI membership by 40%.
* Held a soft-launch of the Global Guidance on Integrating Human Rights and Environment into the Governance of the Mining Sector was soft-launched at the annual meeting of the IGF on mining in Geneva.

### Analysis and Conclusions

In most cases the stakeholders views on human rights and rule of law principles has not changed as a result of the participation in the EGP. One exception is Mongolia, where most of the interviewees say that their view on human rights and rule of law principles has changed as a result of their participation in the EGP. Our understanding is that key informants in the other countries are of the opinion that they already had the same view of human rights as the one presented in the sub programme.

However, all interviewees in the programme countries state that they have gained knowledge or skills from the EGP on human rights principles such as access to information and participation, rule of law principles, mine closure, environmental monitoring and effects on ecosystem services from mining. In most cases they were able to apply at least some of the new knowledge/skills.

Right holders' access to decision making has increased in Colombia and Mongolia and decisions making processes are more participatory. Thus, right holders now have better possibilities to participate and influence in decision making.

The workshop mentioned above partially harvested or mapped out the expected change pathways in Kenya and Mozambique. There was insufficient time to discuss how to integrate the identified contextual factors or to make explicit various assumptions of how change was supposed to happen. Consequently, it was not possible to discuss in what way the EGP could have adapted to take account of those contextual factors and assumptions[[41]](#footnote-41).

Our conclusion is that environmental governance capacities and awareness have been strengthened at global, regional, national and community level as a result of the sub programme. The impact is more notable at the national level in the four programme countries. Not surprisingly it takes longer time to get significant impact on the global level. Also at the local level is required much more work and resources to get full coverage.

## Sustainability

In this section the Evaluation Team has analysed the following evaluation questions:

1. What steps have been taken to ensure sub programme sustainability (including, e.g. disseminating sub programme results, lessons and experiences)? Are the sub programme results, achievements and benefits likely to be durable?
2. Are results anchored in national institutions and can they be maintained at the end of the sub programme?
3. Can the sub programme approach or results be replicated or scaled up by national partners? What would support their replication and scaling up?

### Observations

#### Overall observations

The programme strategy is designed to ensure ownership and sustainability of results. The interviewees underlines that the national ownership has been essential for the success. There has been close partnership between SEPA, BPPS; Regional Centres and Country Offices. The four programme countries in the sub programme have developed training modules on Governance and Human Rights issues in environmental governance that has been offered as webinars for government staff from other countries as well. According to among others participants in Mongolia the training has been very useful for building capacity and, thus, contribute to sustainability.

According to the interviewees EGP has been a positive experience. However, it is emphasized that this is a long-term processes and that it cannot be expected to achieve sustainable results after such a short time. Some steps have been taken to ensure sub programme sustainability. One example that was mentioned in the interviews is that lessons learned have been documented, for example through training materials and webinars. Most of the interviewees are of the opinion that they have not done enough yet.

Peer learning within and between the countries was widely valued by the interviewees as a way to learn about good practices elsewhere, avoid similar pitfalls and incorporate key lessons in environmental governance. However, engagement of stakeholders with traditionally opposing views about mining (community groups, NGOs e.g.) in multi-stakeholder settings requires in-depth contextual analysis and more targeted support. EGP was seen by interviewees as adaptive to local contexts and needs. Shifting the focus from large-scale mining to artisanal mining was well received. Some stakeholders suggested that a common ‘language’ and understanding of, e.g. the potential benefits and trade-offs throughout the mining cycle, the complexity of regulation and policy review process etc, could create a level-playing field and mutual understanding for more equal, holistic, informed (rather than perception-based safeguards) and constructive dialogue in inter-agency collaboration platforms[[42]](#footnote-42).

The results are anchored in national institutions and can be maintained at the end of the sub programme. The problem is that most of the ministries and other institutions that have been involved in the sub programme have limited resources allocated to this kind of work. According to the interviewees the sub programme approach and results in itself can be replicated or scaled up by national partners. However, financial support is necessary.

The interviewees express different opinions on how future support should be prioritised.

* *The multi-stakeholder, cross-sector approach can and should be replicated*
* *We now have established the platform and should go deeper into implementation. We should invest efficiently on country level and if possible have full time country managers in the country.*
* *First of all we should scale up in the four countries where we have built up relationships to make sure that what we have achieved so far will sustain and that it will be mainstreamed in the administration at all levels*
* *We should try to institutionalise the changes in the countries/partners daily work*
* *We should work more on local and regional level and less on global*
* *We should share our experiences with the other countries in the region and in that way broaden our scope to a number of new countries*
* *Maybe we should do a bit more regional work*
* *We have noticed a lot of demand to go deeper on integrated ecosystem issues in the mining sector*
* *We should link mining and deforestation and go deeper in specific environmental challenges*
* *The private sector has not been included in the partnerships. How do we facilitate involvement of the private sector?*
* *We have to follow up the use of the Global guide. Maybe we should sit at the ministry a couple of weeks to make sure that it is really used*
* *Limited resources for implementation on country level. The theoretical part has been god but now we need more action*
* *We should talk more about the results. Need a communication strategy and more press releases on results and lessons learnt.*

#### Capacity development in the four programme countries

##### Colombia

The interviewees mention a number of actions that have been taken to ensure EGP sustainability in Colombia including disseminating EGP results, lessons and experiences.

* *Colombia has the necessary legislation. We have to work on the implementation. UNDP must leverage and support this process.*
* *In order to obtain long-term results and for ANLA to have more autonomy in the implementation of innovative processes of citizen participation in the licensing process, changes in the Colombian legal framework are necessary, which at this time have not occurred.*
* *They made a special presentation on results to the UNDP. Their Director was in New York. They also made a presentation in Colombia. They shared results with other stakeholders in Colombia, including ANLA and the mining company. The socialization/dissemination of results with the mining company has already been done and the companies see the need for change as they realize that what they do needs to be changed.*

Results are anchored in national institutions and can they be maintained at the end of the sub programme:

* *At ANLA level they have tried to socialize and disseminate the results but with the change of government and other internal issues, they have not been able to do so.*
* *How well will the results be received? It is hard to see.*
* *They have generated diffusion. The closing workshops are pending with the communities.*
* *What is needed is a long-term vision and the willingness to continue this work for the long run. It can have a great impact in the country.*

Thus, the EGP results, achievements and benefits are likely to be durable. The sub programme has been effective in supporting multi-stakeholder processes in Colombia. The EGP has leveraged partnerships and synergies with complementary initiatives:

* *Very important for ANLA was the possibility of creating "networks" or new contacts for the exchange of experiences. For example, the Director's participation in the seminar held in New York allowed them to learn new methodologies and establish training links.*

The RoLPAM assessment is now being replicated in five new regions, with the results to be used to inform Colombia’s new Extractive Sector Strategy and early warning system.

According to the interviewees the EGP approach or results can be replicated or scaled up by national partners in Colombia:

* *It has supported multi-sectorial cooperation and that can be replicated at the community level in other regions of the country.*
* *I believe that replication is feasible and it is my understanding that it will be done.*
* *The surveys can be used in other areas such as oil, mining, etc. Each company must do its survey because it is their obligation, but the use of the type of instruments employed in this project can change their vision.*
* *Yes. It can definitely be expanded. Especially, experiences like that of Chocó. In my opinion, this type of project could be replicated in the country. Colombia needs, at its regional level, and given the complex mining situations in them, international intervention to support the management of mining activities and its impact on human rights and mining governance issues. It is an issue of global importance that should have international support. It is important to continue having this type of aid.*

Going forward, the EGP will focus support on rolling out the RoLPAM in new regions as well as supporting follow up on priority recommendations from the piloting. This includes support to addressing the main gaps that the RoLPAM mapped out. One is that agencies in charge of environmental licensing for small, medium and large-scale mining projects often lack robust communication strategies to communicate their mandates and procedures in a clear and transparent manner, which undermines trust in the state and weakens the social contract. Another recommendation was for public institutions to improve mechanisms and procedures for participation, which are in principle protected by law, but in practice currently considered to be inadequate at best and harmful at worst[[43]](#footnote-43).

##### Mongolia

A number of steps have been taken to ensure EGP sustainability in Mongolia (including, e.g. disseminating EGP results, lessons and experiences). Even without a new phase of the EGP among others the following activities would have the potential to continue:

* The working group can continue to work together and for example carry out monitoring trips.
* Trainings can be institutionalised within the civil servant trainings either as compulsory or voluntary
* Training material has been put online and can be used by everyone
* Cooperation between the parties that has participated in the sub programme can go on by their own initiatives
* Standards and benchmark can be used by mining companies and other stakeholders.

A draft methodology on setting benchmarks for responsible mining for mining companies, including environmental management and human rights issues, was developed jointly with the GASI. The methodology which draws upon international best practice and the current regulatory framework of Mongolia, has been piloted by two companies. Once tested, this methodology is expected to contribute to improving industry self-monitoring and compliance with international standards.

Thus, the EGP results, achievements and benefits are to a large extent likely to be durable in Mongolia.

According to the interviewees the EGP approach or results can be replicated or scaled up by national partners in Mongolia.

* *Of course, EGP approach can be scaled up by national partners in Mongolia. However, we need to learn from our mistakes and prior experiences. Furthermore, continuous training programme as well as information sharing and learning from global practices would definitely help us to support programme replication or scaling up*.
* *Obviously, the programme will need to continue to work on the basis of lessons learned and its experiences, which can be a great and continuous program.*
* *It is an innovative topic that has not been discussed in Mongolia very often. Thus, it is recommended to provide more information about environmental governance to enhance outreach*.
* *Awareness of environmental governance has been strengthened at national and community level. However, it has to be improved further*.

The “old” mining law has not been adequately implemented. A new law has been drafted but it is not approved yet by the Parliament. The interviewees say that EGP should focus on supporting implementation of the new law and, thus, not discuss more changes in the laws and regulations.

* *I think good governance depends on whether you made good decisions in terms of personal, financial and legal environment within the organization. Thus, it is possible to implement and expand the programme in a comprehensive framework rather than focusing on just one issue like human rights*.
* *I have few things to highlight including extending the scope of the program, expanding and encouraging cooperation among different stakeholders and understanding of environmental governance. I believe these are some of the major issues that can be expanded in the future*.
* *So far, the mining law in Mongolia has been inactive. In the future, the proposed law should be carefully implemented. There is also need for a strategic policy that addresses human rights issues particularly in the Mongolian business sector. Finally, I'm interested in how other countries including Colombia, Kenya and Mozambique govern mining sector for more sustainable development and how they solve issues related to human rights. I hope, their experiences and best practices enable us to improve our performances in the environmental governance*.
* *It is essential to create a legal environment for the continuation of this programme and to improve environmental governance knowledge and capacity. The programme should be continued for about 5-10 years and results and achievements shall be reviewed by both professional expertise and public more frequently*.

Interviewees involved in the EGP sub programme have a heavy workload and some of them complain on the lack of coordination with other projects and their “ordinary work”. Alignment of sub programme activities with national work plans is an important measure. EGP activities were therefore integrated into work plans and performance plans for 2018. This measure will hopefully help strengthen accountability and national ownership.

Coordination with other development projects is vital to ensure synergies and more joined-up approaches. In line with these principles, the EGP is coordinating its activities with a Canadian funded project that is implemented by the Ministry of Mining and Heavy Industry and which shares similar objectives to the EGP. Going forward, some activities will also be jointly implemented with the UNDP Land degradation off-set project. Another project the EGP is partnering with in Mongolia is the UNDP implemented project ‘Strengthening Representative Bodies in Mongolia’ which aims to strengthen capacities for environmental monitoring of mining activities by local self-governing bodies. Regular information exchange with local environmental CSOs is also important. The sub programme continues to be in regular contact with the Open Society Forum coordinated network of environmental NGOs to ensure bottom up approaches and stakeholder engagement[[44]](#footnote-44).

In terms of priorities for 2018 and a possible next phase, shortage of reliable data related to environmental issues caused by mining activities hampers proper analysis of issues and root causes. Therefore, in 2018, the sub programme plans to assist in reviewing the different databases that sit with different ministries, to see possibilities for interconnectivity and timely information exchange, especially between MMHI, MET and GASI. To provide detailed data on degraded land is another priority. This will allow for analyses and evidence-based policies and strategies to rehabilitate land and prevent future land degradation. As the EGP is moving into its last year of implementation, ensuring sustainability is a key priority, and the sub programme will invest institutionalizing its coordination mechanisms to ensure sustainability of results.

##### Kenya and Mozambique

In Mozambique a cross-sectoral/inter-agency coordination mechanism for regular consultation among agencies involved in environmental governance of the mining sector has been institutionalized. The members of this group have become important advocates and influencers for change in how the mining sector is governed in Mozambique.

* *Government in Mozambique mainly speak Portuguese – would need peer to peer with Portuguese speaking countries for example Brazil*
* *Used adaptive management approach. Before start established a core group of the participating institutions in Mozambique. No decisions made between these institutions before. Now decisions at the monthly meetings of the EGP Mozambique core group.*

In Kenya a community guide illustrating entry points for participating in decision making across each stage of the large-scale mining cycle has been finalized and is being translated into several local languages at the request by the Ministry of Mining.

In 2017, the EGP supported the Ministry of Mining to develop a community guide on illustrating entry points to participation in decision making across the mining cycle in large scale mining in Kenya. This guide was developed to address the fact that administrative practices often disregard existing procedural rights to information, participation and redress in mining governance, and both rights holders and duty bearers are seldom familiar with these rights. The guide helps local governments and communities that host large-scale mining operations better understand rights and duties linked to procedural rights.

### Analysis and Conclusions

Over the programme period SEPA has worked more and more closely with UN and non-UN partners including UN Women, UN Environment, UNITAR, World Bank, the Folke Bernadotte Academy, Swedbio at the Stockholm Resilience Centre and many others to enhance the relevance, effectiveness and responsiveness of the assistance. Moving forward, the EGP and its partners will build on progress and results achieved to date, including the in-depth country assessments and the country coordination mechanisms, to further support capacities and policy reforms for strengthened environmental governance in participating countries.

Relevant steps have been taken to ensure sub programme sustainability (including, e.g. disseminating sub programme results, lessons and experiences). The results are to a rather high degree anchored in national institutions and can be maintained at the end of the sub programme.

The time horizon of programmes like this should, however, be 8-10 years. If the sub programme comes to an end now there is a significant risk that important parts of the results, achievements and benefits will not sustain. On the other hand, if a new phase is financed the results, achievements and benefits are likely to be durable. The sub programme approach and results can be replicated or scaled up by national partners. A strategy for phasing out the financial support in Colombia, Kenya, Mongolia and Mozambique at the end of the next phase should be drafted.

In the next phase a few changes should be considered at country level. In Colombia more efforts are needed to facilitate changes in policies and organizations at the local level should be targeted to a higher extent. Also, small and medium sized mining companies should be targeted to a higher extent in the next phase.

In Mongolia illegal mining should be given the highest priority. Also next phase should include efforts on reducing the scale and preventing future cases of degraded and abandoned land caused by large scale and illegal mining. The Police should be fully integrated in the partnership in Mongolia.

Also, a needs assessment should be carried out to find out if neighbouring countries would be feasible for support when the support in Colombia, Kenya, Mongolia and Mozambique has been phased out.

## Recommendations

Based on the conclusions above, the Evaluation Team provides the following recommendations:

***The Evaluation Team recommends that:***

* Also the next Global Programme addresses the link between environment and human rights.
* Considering the good results of the first phase of the sub programme it should be expanded in the next phase.
* In order to expand the sub programme in the next phase it is important to get other donors on board. Therefore, it is necessary to allocate enough time for discussions with other donors.
* It should be considered to address the human rights approach also in other environment areas than the extractive sector, based on the priorities in the targeted countries.
* The private sector should be included in the partnership at all levels.
* Colombia, Kenya, Mongolia and Mozambique should be given continued support in the next phase.
* The local level should be prioritised in the next Global Programme in addition to the national level.
* The next phase should aim at raising high-level support at decision-makers level
* International organizational experts should be engaged to assist in organizational reviews and institutional changes
* A communication strategy for dissemination of results and lessons learned should be established.
* Revisit the issue of transparency to ensure accountability at all levels.
* The sub programme's CD Framework (the Theory of Change and the Results Framework) for next phase should be developed through a participatory process involving among others the partners in Colombia, Kenya, Mongolia and Mozambique.
* To further develop the link between the three levels of CD processes more emphasis should be on developing the organizational level, especially the structures of environmental administrations.
* More effort is needed to make explicit the sub programme's CD Framework to set a common vision of the institutional change the EGP aims to bring about and measure. It is important to build into what participating countries are familiar with instead of bring in new one and creating confusion.
* More engagement of the programme countries during the inception phase will bring more focus on country-driven and country-owned solutions, rather than trying to fit activities into some pre-defined outcomes and timelines.
* In the Results Framework for next phase the expected results for the environment in terms of for example biodiversity and deforestation should be specified.
* In the design of the sub programme SEPA should recognize that Sweden can learn from the experience in integrating human rights with environmental sustainability in the mining sector.
* A strategy for phasing out the financial support in Colombia, Kenya, Mongolia and Mozambique at the end of the next phase should be drafted.
* A needs assessment is carried out to find out if neighbouring countries and/or regional organisations would be feasible for support when the support in Colombia, Kenya, Mongolia and Mozambique has been phased out.
* In Kenya more engagement of stakeholders with traditionally opposing views about mining (CSOs, community groups e.g.) should be encouraged and stimulated
* SEPA/UNDP invites a Portuguese-speaking country to the peer to peer cooperation in Mozambique.
* In Mozambique the pilot project in participatory environmental monitoring committees should be scaled up.
* In Colombia organizations at the local level should be targeted to a higher extent in next phase.
* More efforts are needed In Colombia to facilitate changes in policies.
* In Colombia small and medium sized mining companies should be targeted to a higher extent in next phase.
* It should be considered to give illegal mining in Mongolia higher priority in the next phase.
* In Mongolia also next phase should include efforts on reducing the scale and preventing future cases of degraded and abandoned land caused by large scale and illegal mining.
* The Police should be fully integrated in the partnership in Mongolia.

# Sub programme 2: Partnership for an environmentally sustainable One UN

## The Sub programme

Sustainable United Nations (SUN) is an initiative of the United Nations Environment Programme (UNEP) that coordinates operational activities and supports different UN organizations in their efforts to implement the UN climate neutral strategy and environmental management systems (EMS). The Swedish Environmental Protection Agency (SEPA) is supporting the work of UNEP by advising the SUN team and building the capacity of UN entities to establish and maintain EMSs.

The aim of this sub programme is that UN agencies have reduced their negative, and enhanced their positive environmental impact. The UN operates in several countries, both through their offices in its 193 member states and through its programs and initiatives. It is crucial that the UN agencies have minimal environmental impact at its offices and operations, not least because they often operate in fragile and poor countries with limited resources.

**Figure 4.1: Theory of change, sub programme 2, ‘’Partnership for a sustainable One UN’’.**[[45]](#footnote-45)



In 2015 the sub programme chose to support the following four pilot organizations:

* The UN Secretariat at headquarters in New York
* The UN Organization Stabilization Mission in the DR Congo (MONUSCO) in Goma
* The World Food Program (WFP) in Kenya
* The UN Economic and Social Commission for Asia and the Pacific (ESCAP) in Bangkok

A key output of the sub programme is an online environmental management system Toolkit (EMS Toolkit) that will provide practical guidance to UN organizations implementing EMS. The EMS Toolkit is developed in consultation with the four pilot organizations and an EMS Working Group.

From July 2018 to June 2019 there is an extension phase of sub programme 2. The extension phase will have a slightly different focus and include evaluation of the use of the EMS Toolkit, and communication activities to raise awareness on the importance of internal environmental sustainability.

## Relevance

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent is the intervention relevant to the needs and priorities as defined by stakeholders and beneficiaries, policies of partner countries and donor agencies?

b. What is the added value of the partnership configurations in addressing the global environmental challenges and in meeting the needs of the sub programme countries and organizations?

c. To what extent do the sub programmes’ logical model and theory of change remain appropriate to the context or require revision for the next phase?

### Observations

In 2007, the UN Chief Executives Board (CEB) released a statement endorsing the UN Climate Neutral Strategy, which asks UN entities to:

1. Measure their GHG emissions;
2. Reduce their GHG emissions; and
3. Offset their unavoidable emissions.

The UN Climate Neutral Strategy covers UN system GHG emission related to facilities and operations, including travel. Within these boundaries, the strategy concerns all activities over which the UN has financial and/or operational control (i.e. activities that are being paid or controlled directly by the organization). The implementation of the strategy is the responsibility of each UN organization, but is coordinated by the UN Environment Management Group (EMG) and supported by UNEP.

SUN was established by UN Environment in 2008 to support UN agencies in implementing the Secretary General’s Statement and Strategy to make the UN system climate neutral. SUN serves the EMG and the Consultative Process in the achievements of the goals of the ESS Framework’s third pillar (facilities and operations). Through the IMG on Environmental Sustainability Management, SUN/IMG monitors and reports on GHG emissions, waste management and water consumption in the UN system. Furthermore, the SUN works to integrate environmental considerations into procurement and decision making processes for buildings. Since 2014, as requested by a decision of the CEB, work is underway to introduce EMS across UN agencies.

UN system entities have formally committed to improve the environmental sustainability of their facilities and operations. The recommended approach for doing so is through the implementation of EMS. The UN reference for EMS is the international standard ISO 14001, but other approaches are also implemented.

Based on the interviews, the sub programme seems to be highly relevant to the needs and priorities of the four pilots, as well as for supporting the UN Secretary General’s Statement and Strategy to make the UN system climate neutral. By having the overall goal to reduce the UN agencies’ environmental impact, the sub programme contributes to the Sustainable Development Goals (SDGs). Furthermore, implementing EMS gives an opportunity for the UN organizations to demonstrate that they have relevant policies and systems in place to satisfy the environmental requirements from stakeholders and to lead by example on sustainability management. According to the interviewees, the sub programme has increased the interest in EMSs in UN organizations.

In addition to reduced environmental impact, the purpose of the sub programme was also to pilot UN customized procedures and templates developed by the sub programme, and to use the pilot organizations as good examples. The short-term impact is that UN agencies have a more systematic, robust and credible way of working with their environmental performance.

The four pilot organizations were selected based on the criteria environmental impact, management committed to EMS implementation, symbolic value, active work on gender equality, and geographic spread among the pilots. Common to all four EMS pilots is that their EMS will consider interested parties such as suppliers, partner organizations, and the host country.

After the sub programme plan was finalized, the partnership between SUN and SEPA started with the SEPA experts making a stocktaking exercise to get an overview of the present situation concerning EMS implementation in the UN system. The purpose was to make sure that future activities in the partnership build on existing work, and to reach a better understanding of how to introduce EMSs to the UN system. Based on the findings, the experts provided recommendations for improvements.

The EMS uses a structured approach designed to help organizations to manage their environmental impact and improve their environmental performance over time and within a scope defined by the organizations themselves. Therefore the interventions are to a high extent relevant for the Pilot organizations as well as other UN enteties:

* *Extremely relevant*
* *Could not have been more relevant. Expertise available vital for the progress.*
* *Enabled pilots to get a kick start through benefitting from external expertise. Draw upon structure and experience from Sweden, structured pilot approach incredible valuable.*

A key output of the sub programme is the onlineEMS Toolkit that will provide practical guidance to UN organizations implementing EMS. The Toolkit and its practical examples have been developed in close consultation with the four pilot organizations and with an EMS Working Group composed of close to 20 UN organizations. The EMS Toolkit will be implemented during the extension phase. According to the interviewees the EMS Toolkit is highly relevant to the needs and priorities within the UN.

### Analysis and Conclusions

The UN system is one of the largest implementing actors to promote sustainable development and poverty reduction. At Rio+20, UN member states made clear their wish to see the UN lead by example on sustainability management. The UN Chiefs Executives Board for Coordination approved 2013 that all UN agencies should introduce EMS.

One of SEPA’s duties, set out in the authority instruction, is to support government agencies in their environmental management work and to summarize the progress annually. Thus, SEPA has extensive experience of supporting introduction of EMS in Swedish government agencies.

UNEP and SEPA have in the past three years given decisive input to the dissemination of EMS in UN organizations. The EMS uses a structured approach designed to help organizations to manage their environmental impact and improve their environmental performance over time and within a scope defined by the organizations themselves.

The input and support from the sub programme has given UN organizations valuable tools and a more systematic approach, compared to the ad hoc initiatives on environmental sustainability that have been common in the UN system. SEPA has added great value to the EMS implementation with unique knowledge and experience on guiding and coordinating EMS work within the public sector.

Our conclusion is that the sub programme has been highly relevant to the needs and priorities of the four pilots, as well as for supporting the UN Secretary General’s Statement and Strategy to make the UN system climate neutral. Also the design of the partnership is to a high extent relevant.

Having an EMS for internal environmental sustainability gives the UN organizations credibility and has the potential to help the UN organizations achieve robust, continuous and long-term improvements in environmental performance. Our assessment is that the logical model and theory of change is appropriate to the context.

The sub programmes logical model and theory of change seems to remain adequate and does not as such require any major revisions for the next phase. However, we will in the last sub-section provide recommendations to expand the sub programme in the next phase and the recommendations calls for a new CD Framework that is appropriate to the expanded ambitions.

## Effectiveness

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent has the intervention made progress towards planned outcomes and outputs? Which areas or outcomes have made the most progress and which have the least and why?

b. How effective were the implementation strategies (including outreach & dissemination efforts) in achieving expected results?

c. To what extent did the interventions develop and strengthen capacities of partners?

d. How effective have the interventions been in establishing ownership?

e. How effective have activities been implemented by partner institutions and to what extent have they contributed to the programme and sub programme outcomes?

f. What are the key lessons from these partnerships and the possibilities to replicate them in the next phase and elsewhere?

g. How have the partnership configurations and the sub/programme logical model enabled/constrained the delivery of the sub/programme Theory of Change?

### Observations

Continuous support has been given to the four pilot organizations in implementing EMS. The sub programme has worked regularly with the EMS working group of approximately 20 UN organizations, as well as the EMS pilots. In addition, around 20 organizations have been reached through the regular interactions between the SUN team (including the SEPA experts) and the Sustainability Focal Points in the whole UN system.

Overall, activities have been conducted as planned. The implementation in ESCAP was delayed due to recruiting a new staff member. However ESCAP could then learn from the other pilots so the first steps took less time and ESCAP was able to catch up with the others.

The deliverables from the sub programme are:

* Stocktaking analysis report: A description of the EMS status in the UN system when the sub programme started.
* A three minutes long animation with an introduction to EMS in the UN
* A webpage within Greening the Blue with more details about EMS in the UN
* Annual Greening the Blue reports. Since 2016 the UN organizations have to report on their systematic work on internal environmental issues / EMS. Three reports have been produced so far: 2016, 2017 and 2018.
* UN EMS Toolkit: The EMS guidance material and online application developed to be used by UN organizations implementing EMS.
* Training material in PowerPoint from EMS training sessions for UN organizations.

The activities have been implemented effectively by partner institutions and they have contributed to the sub programmes outcomes as intended. During the sub programme period, the SEPA experts have had individual meetings online with each pilot and given them tailored guidance in their EMS implementation. In addition, the SEPA experts have visited each organization at least once. There have also been joint pilot meetings between all four pilots quarterly, sharing experience and discussing challenges.

The support from the sub programme has been highly appreciated by the pilot organizations:

* *Very useful. Great coaching. Good coordination between the pilots. Tool kit very useful for the future.*
* *Shared gap analysis templates that could be adapted to the pilots’ different needs. Advice from focal points on monitoring learned how to scale up and use what is already developed.*
* *Good forum to exchange of information and cross learning*
* *Each organization has unique environmental challenges. The EMS mechanism is very interesting. Now we have a unified vision on how to address these challenges.*
* *Guidance from SEPA key to managed to establish EMS. Now, in the implementation phase, SEPA is good in supporting.*

Even if the interventions have been successful there were some delays in the beginning of the work:

* *Tool kit should have come earlier to be used in the pilot. Now the tool kit came when the pilot was almost finished.*
* *Very little done in the beginning of the period because of limited capacity of the focal points. Capacity should be granted before start.*
* *Maybe not necessary to wait for a tailor made application.*

The table below summarizes the progress for each of the four EMS pilots related to relevant Results Framework indicators.

**Table 4.1: Progress for each of the four EMS pilots**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Impact: - UN agencies have reduced their negative environmental impact and enhanced their positive environmental impact. | | | | |
| Indicator | UN Secretariat at HQ | MONUSCO | ESCAP | WFP |
| The proportion of environmental objectives– for both negative and positive impact – that the EMS pilots have reached. | Objectives are about to be adopted. | The objectives have been related to gaining more information about the present situation on waste and water consumption, and addressing petroleum pollution through the contraction of spill control platforms. | The objectives were recently established | A set of environmental objectives and an environmental action plan to achieve those objectives has been drafted and is pending review and approval by the Kenya Country Office EMS Steering Committee. |
| Outcome 1: - Targeted UN agencies apply EMS in the fulfilment of their mandates. | | | | |
| Indicator | UN Secretariat at HQ | MONUSCO | ESCAP | WFP |
| Number of targeted UN agencies that have introduced an EMS [for facilities and operations]. | A governance structure was established for the UN Secretariat as well as locally at most main duty stations. An environmental policy is in final draft stage. At UNHQ, progress has been made on establishing baselines and improving waste. Based on the filled in Gantt chart, the Secretariat at HQ is at the end of the Plan-phase. | Based on the filled in Gantt chart, the MONUSCO can be considered of having introduced an EMS. | ESCAP developed an EMS for its facilities and operations covering its Headquarters in Bangkok and the entire UN compound in Bangkok which is managed by ESCAP. ESCAP provides office facilities to nearly 20 UN organizations. The EMS scope also covers ESCAP operations including the services it provides at the compound (meeting, catering facilities, administrative services, etc.) as well as its organizational travel. The EMS follows a PDCA cycle with interim annual management reviews and a final management review after the end of the 4-year EMS cycle. The cycle duration was set based on the estimated timeframe required by ESCAP for effective actions implementation given the UN internal procedures and context. Based on the filled in Gantt chart, ESCAP is in the Do-phase. | WFP Kenya’s EMS focuses primarily on “in-house operations and ongoing activities” as specified in WFP’s Environmental Policy (2017) and elaborated in the IER document with reference to the EMS scope. This includes WFP leased and owned facilities in Kenya. Based on the filled in Gantt chart, WFP is in the Do-phase. |
| Number of EMS pilots that have considered gender in their environmental assessment/initial environmental review (IER), before setting the environmental objectives. | The IER is under development. | MONUSCO assessed gender considerations at two levels; at EMS implementation level and beneficiary level. This was reflected in the selection of the EMS working group where 40% were women. Furthermore, the projects implemented under the EMS sub programme demonstrated good balance in terms of activities and benefits. For instance, the fuel briquette project had about 70% beneficiaries being women while the waste recycling project has over 50% beneficiaries being women. | Included in the Travel chapter of the IER, with regards to UN travel policy for nursing and expectant mothers. | The IER refers to WFP’s Gender Policy, which aims to integrate gender equality and women’s empowerment into all activities, including EMS related activities, and that WFP Kenya’s Gender Results Network works towards achieving this aim. The IER states working group membership should aim for gender parity, and relevant EMS guidance and SOPs should not discriminate in any way on the basis of gender. Gender issues will be considered throughout EMS implementation, in coordination with members of the Gender Results Network. |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Number of EMS pilots that as part of their EMS have established measurable environmental objectives within at least the following areas: GHG emissions, waste and fresh water use and awareness-raising or training of staff. | The Secretary-General’s Action Plan lists a number of milestones, including the establishment of a governance structure and the promulgation of an environmental policy for the UN Secretariat. With regards to UNHQ specifically, measurable objectives have been developed, particularly on establishing baselines, assessing opportunities for renewable energy, energy efficiencies and green infrastructure as well as on improving waste management. | Actions relating to all the significant environmental aspects in pilot sites are being implemented. The Mission now has documented information on the amount and categories of waste that is produced in the EMS pilot sites. In addition, water meters have been installed and quantities of water consumed are documented. Project to address petroleum pollution through the contraction of spill control platforms have been implemented and environmental education has been integrated into the IMTC training programme. | 6 objectives were set for all key EMS action areas: waste, water, energy, meetings, travel, communication & staff awareness. 9 quantitative targets were set in the five key areas (waste, water, energy, meetings, travel). | A set of environmental objectives and an environmental action plan to achieve those objectives has been drafted but pending review and approval by the Kenya Country Office EMS Steering Committee. |
| Intermediate outcome 1.1: Targeted UN agencies have capacity and mandate to implement EMS. | | | | |
| Indicator | UN Secretariat at HQ | MONUSCO | ESCAP | WFP |
| Number of EMS pilots that have formally approved – in their management group/top level of the management – to implement EMS. | There is documented information (letters) on formal approval to implement EMS from the management | There is documented information (letters) on formal approval to implement EMS from the management | There is documented information (letters) on formal approval to implement EMS from the management | There is documented information (letters) on formal approval to implement EMS from the management |

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Number of designated management representatives (MR) for EMS and EMS coordinators in the EMS pilots. | Champion at high management level and  EMS coordinator designated. | Champion at high management level and  EMS coordinator designated. | Champion at high management level and  EMS coordinator designated. | Champion at high management level and  EMS coordinator designated + EMS representatives based in each of the 8 field office locations outside Nairobi |
| Number of EMS pilots that have allocated resources (financial / human) for implementing and maintaining an EMS. | Temporary resources for an Environmental Sustainability Manager has been allocated until December 2018. | In MONUSCO, the work with significant environmental aspects is mainstreamed within relevant sections. Funds to implement EMS related activities are budgeted under the respective sections. The Environmental Unit has resources for monitoring and reporting. No new position was created for EMS implementation. | An EMS coordinator was recruited (Aug 2017). The EMS coordinator is contracted on a renewable fixed-term basis. | WFP Kenya has allocated staff resources through the current EMS coordinator role being incorporated within the existing tasks of the country office Administration Officer. Financial resources to implement training, workshops and minor infrastructure upgrades based on EMS action plan and objectives have been incorporated into current Country Strategic Plan (2018-2023). |
| Gender balance in EMS teams both at managerial and technical level. | At all levels, from the UN Secretariat Steering Group to the technical focal points, women are very well represented. | The gender representation in the EMS implementation is relative to the overall gender representation where about 15% are women. However, deliberate effort was made to ensure that the EMS working group has at least 40% women. Waste management projects implemented under EMS have over 50% beneficiaries being women. This is also reflected in the management teams for waste collection. For instance, the two site supervisors of T&D cleaners are women while ASDI [contractor/partner organization] has 50% representation. | EMS Steering group: 7 women / 5 men. EMS Working group: 10 women / 15 men. | EMS Mgt Steering Committee: 60% Female, 40% Male. EMS Working Group: 42% Female, 58% Male. |
| Output 1.1.4: Targeted UN agencies have increased their knowledge of the environmental impact from own operations and programmes. | | | | |
| Indicator | UN Secretariat at HQ | MONUSCO | ESCAP | WFP |
| Number of EMS pilots that report that they apply the knowledge they have received[[46]](#footnote-46) as a result of this project in their work. | The pilot, particularly the on-going coaching and training received, have been invaluable in making progress on the implementation of the Action Plan for the UN Secretariat as a whole, in addition to assisting UNHQ EMS. The EMS Toolkit will be extremely helpful moving forward. Dedicated resources are clearly needed for coordination and to make further progress. This is unfortunately still a struggle at UNHQ and the rest of the Secretariat. | The pilot sites implement the procedures that have been provided. For instance, recycling of non-hazardous waste is implemented in all the 21 pilot sites and beneficiaries are involved in this. In addition, reporting on water and energy use is implemented in at least 13 sites in the pilot area. | The guidance provided by the SEPA/SUN sub programme helped ESCAP develop an EMS:   * aligned with ISO 14001 standard, * ambitious (although realistic) in its targets and governance structure, and * with extensive senior management support.   The letter from UN Environment Executive Director paved the way for a top management approach and commitment to environmental sustainability within the organization. This represented a key element for ESCAP smooth progress in the EMS implementation. The SUN/EPA sub programme facilitated information exchange also among the pilots which strengthened the coordinators’ knowledge and proved to be very helpful in the EMS planning phase to develop key output documents. The knowledge gained by all EMS coordinators has also achieved another important goal, which is to develop a competent UN in-house team able to perform effective, constructive, and ISO 14001 consistent peer-review audits in the coming years | The knowledge gained from involvement in the EMS pilot is applied regularly by those involved in EMS implementation in Kenya; either directly, by those who attended training courses, meetings etc.; or indirectly, by staff members who have been trained by or received advice/instruction from those trained. |
| Number of key personnel per EMS pilot who have received appropriate EMS training provided by this sub programme, gender disaggregated. | Several presentations/training sessions for the Steering group on environmental sustainability, both online and face-to-face | Presentations and discussions with the MONUSCO EMS working group during SEPA’s experts’ site visit in 2015. | Presentations and discussions with the ESCAP personnel during SEPA’s experts’ site visit in 2015. | Presentations and discussions with the WFP personnel during SEPA’s experts’ site visit in 2015, and one online training session. |

*Source: results framework, evaluation 2018-07-04*

In addition to the pilot organizations, the following organizations have been in contact with the sub programme, and thereafter developed their EMS further: UNEP (comprehensive EMS), UNFCCC (environmental policy), UNFPA (EMS Manual), ILO (developed a sustainability policy), UNON (is implementing an EMS), UNOG (recruited an EMS coordinator an is implementing an EMS), OIOS (showed interest in how to integrate EMS elements in their audits).

According to the interviewees, the partnership with SEPA added great value for the EMS work within UN. SEPA has a unique experience on guiding and coordinating a large number of authorities with vastly different mandates on national level. These experiences have added valuable input to the collaboration:

* *Would not have been able to work on this without the assistance from the SEPA experts and the partnership. EMS was not known as concept in the UN-system before cooperation with SEPA.*
* *EMS is important improvement for the UN agencies. Would not have happened without SEPA.*
* *Tremendous added value. More systematic than we have done before.*
* *Valuable understanding of the environmental challenges and how to implement it in public sector.*
* *SUN wouldn’t have been able to support EMS implementation of its own without the support from SEPA experts.*

The capacity building on EMS has been intended to support the organizations, so they can implement their EMS themselves and later also maintain the EMS without further support. According to the interviewees, the interventions have been very effective in establishing ownership in the EMS pilots.

* *This is the biggest benefit of the project. Each agency will be able to implement EMS of their own. They will not be dependent on SUN or SEPA experts or anyone else for doing the assessments.*
* *SEPA has been coaching and not doing the work. We drafted the strategy and they reviewed it. SEPA experts were not doing the job for us.*
* *The approach gives the EMS pilots full ownership.*
* S*ignificant – now environmental aspects are planned and reporter for each mission, was not the case before*

Some examples on how the interventions developed or strengthened capacities of the pilot organizations and what is needed now:

* All focal points learned a lot.
* The technical solutions make sure that records and information will be kept – this is important for the organizational memory.
* Consciousness has been raised in the organizations, which has influenced the work
* A number of training sessions have been carried out. More capacity development needed in general and more broadly. Important not only focusing on the focal points. Should have some general UN capacity training module on EMS for all staff.

The objectives and expected results seem overall to have been realistic and clear. Indicators have been assessed regularly at steering group meetings.

* *Yes, clear and easy to implement.*
* *Some of the indicators were too optimistic*
* *Guidelines are implemented on schedule. But it will take time to see any results.*
* *Reachable. The long term need many years. UN taking that direction.*

The activities have been adequate in relation to the expected results. The adaptive approach has been important since priorities must be updated when there have been changes in the context.

According to interviewees it has taken more time than expected to implement EMS in the four pilot organizations. For example, only one of the pilot organizations has carried out the internal environmental audit at the end of programme.

* *The implementation strategies have been good with a combination of written information, individual coaching, meetings etc*.
* *The implementation strategies seem to have been effective. Working well thanks to existing networks for information sharing within the UN.*
* *EMS working group was useful as reference group. Good feedback on documents.*
* *The Tool Kit should have come earlier.*
* *Would have pushed for more structured guidance. Too much focus on technicalities in the EMS instead of focusing on the results*.
* *Work in progress. Not implemented as effectively as wanted due to changes in context and priorities*
* *Challenges in the UN that makes everything take time.*

Some comments on the progress towards fulfilment of the objectives and expected results:

* *The local EMS is still in the planning phase due to capacity limitations. Would have hoped for more achievements.*
* *Guidelines implemented on schedule. Guidelines are easy accessible for the staff.*
* *We have now a very clear approach and better understanding*
* *Procedures for three significant environmental aspects; waste management, water management and pollution. Now we measure how much we consume and how to minimise waste and pollution.*

Some of the key lessons according to the interviewees:

* *The existing network was a prerequisite for the collaboration. It takes long time to build partnership and trust.*
* *The member states must put pressure on the UN system. If member states don´t show interest nothing will happen.*
* *The decision from UN Chief Executives Board (CEB) and CEBs continuous support has been necessary, but unfortunately this has not been followed by adequate resources through the budget process. Therefore, progress has been slow and without SEPAs funding and expertise we would not have come far.*
* *This kind of intervention (coaching, Tool kit etc) is a new approach within the UN system. On line Tool kit is much more efficient than just a number of documents. It is a very interactive Tool kit. I have seen nothing like this in UN before. It is a very innovative approach; quick, easy, accessible.*
* *Identifying significant environmental aspects through gap analysis is a good method*
* *Kenya has been an excellent location for the pilot as all parts of WFP activities are carried out there. Based on the experience from Kenya WFP can do it more rapidly now in other countries. It can now be done in parallel in several countries at the same time. Also experience from MONUSCO can easily be used in similar situations in other countries.*

### Analysis and Conclusions

One of the key aspects of the sub programme has been to establish ownership within the UN organizations. Memorandum of Understanding (MoU) and Memorandum of Agreement (MoA) have been signed by UNEP and SEPA. The responsibility for the implementation, however, rests with each UN agency. To secure continuity and resources for the EMS implementation, the management of each pilot organization has signed letters with commitment that they will implement a number of activities. This seems to be a good approach in establishing ownership and strengthen capacity for each of the four pilot organizations.

The systematic approach of EMS has helped to achieve better planning and control of basic operations and their indirect and direct environmental impacts. It has reduced the risk of undesirable impacts on local fragile environments, populations and livelihoods. In addition, it has allowed the UN to lead by example and to work safer and smarter.

The interviews confirm that the leadership, the involvement of staff and the integration of the EMS in the existing management structure, is crucial for a successful EMS implementation in the UN. SUN wouldn’t have been able to support EMS implementation without the cooperation with SEPA.

One key lesson is to build on existing networks and organizational structures. Another is that implementation of EMS takes time.

Overall, activities have been conducted as planned and the intervention has made progress towards planned outputs to a high extent. The sub programme has been successful but implementation slower than expected due to limited capacity. SEPA should have ensured capacity on the recipient side before the sub programme started.

Sustainable environmental governance requires awareness from all key actors. Thus, the next phase should include some general UN capacity training modules on EMS for all staff.

## Efficiency

In this section the Evaluation Team has analysed the following evaluation questions:

a. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve results? Have resources been used efficiently and timely?

b. Were sub/programme management capacities adequate and efficient?

c. Has relevant international, regional and local expertise been sought?

d. How effectively did the management team monitor performance and results?

e. Can the costs of the intervention be justified by the results?

### Observations

During the sub programme, one SEPA staff on loan in Geneva was a member of the SUN team and therefore part of the UNEP workforce and the daily activities at the UN office. As a result, SEPA experts have gained a better understanding of the UN culture. This way of working provides a link between SEPAs EMS activities in Stockholm and UNs EMS activities in Geneva which contributed to exchange of experience and the learning process.

During the sub programme period, the SEPA experts have had individual meetings online with each pilot and given them tailored guidance in their EMS implementation. The SEPA experts have visited each pilot organization at least once. There have also been joint pilot meetings between all four pilots quarterly, sharing experience and discussing challenges, since they were all working with the same EMS elements and therefore could benefit from each other’s solutions.

Based on the interviews, the SEPA experts have been very successful in coaching the EMS pilot organizations. The monthly meetings with each EMS pilot have been highly appreciated as well as the joint pilot meetings and the tailored training sessions. The SEPA experts are highly praised by the interviewees:

* *Positively impressed especially on their approach. Strategic approach and flexible enough*
* *Extremely knowledgeable experts. SEPAs expert had worked on establishing the standard herself and has a lot of practical experience to share. Very good project manager. They are both always very helpful and willing providing advice*
* *Excellent team: passionate of their work, knowledgeable, adaptive, and good understanding of context*
* *Very good team from SEPA - supportive, informative and knowledgeable*

The SEPA experts have had online-meetings with the EMS working group (20 organizations represented) for experience sharing every second month, joint EMS pilot meetings online monthly for experience sharing and discussions on certain elements of EMS, and there have been a full-day training on EMS face-to-face once a year (2015, 2016, 2017) with around 20 participants each time. In addition, The SEPA experts have participated in all meetings (3 meetings/year) with the Focal Points of the IMG for Environmental Sustainability Management, and have thereby reached around 50 UN organizations.

According to the interviews the UN system has appreciated the support of credible outside expertise from SEPA, to bolster its capacity to meet member state expectations. Some interviewees say the SEPA experts did more than expected according to their ToR and provided results above the initial expectations. In addition to the Swedish experts mainly internal resources have been used.

A sub programme plan was established in the beginning of 2015, outlining roles, timeline and activities. The project plan, budget and priorities has been discussed and revised at regular meetings with the steering team. Also, the steering team meetings have included an assessment of the collaboration as a basis for improvements. The effectiveness of the collaboration have been rated at least 3 in all meetings and most of the time the average has been above 4, on a 5-graded scale.

According to the interviewees the resources have been strategically allocated.

* *Yes, the external resources have been adequate. However, recourses within UN system have not always been sufficient.*
* *Yes, to a large extent. The resources from SEPA allocated well. From the start pilots did not know what they needed – could not specify what they needed and specifically ask for that. Thus, SEPA should have provided the tools earlier in the process.*
* *Resources to environmental sustainability are seldom given priority compared to other urgent and more visible areas of work. It does not, however, need to be any contradiction between interests. Instead, integrating environmental consideration into e.g. peacekeeping can improve resource efficiency.*

The collaboration mechanisms have been highly appreciated.

* *The collaboration mechanisms have been very effective. Good combination of mentoring one to one and regular meetings with larger group.*
* *Really good collaboration and information sharing approach. Good with regular calls updating what we were doing and getting advice. Good also to submit documents for others to reuse.*
* *Valuable exchange with other pilots. Have been able to understand each other programmes, which has extended the understanding of context of own organization as well.*
* *Learnt a lot from SEPA and other colleagues. Useful meetings with other pilots.*

According to the interviewees, the management capacities have been adequate and efficient.

* *Happy with the support, flexible, soft pushing and guiding without imposing*
* *Adequate and efficient*
* *Well informed, clear time lines, encouraged to set own deadlines for milestones. Delegated a lot of the project management.*
* *Dedicated project manager would have been good. Now it was not clear who was project manager and the division of responsibilities between SEPA experts and SUN.*

The management team has monitored performance and results in an adequate and effective way.

In addition to follow up at meetings, the pilots had to report progress monthly.

* *All focal points have updated their charts regularly. SEPA has used a number of surveys to monitor progress that in turn has been used by the pilots.*
* *EMS committee meets regular to discusses key issues and the way forwards*
* *Major milestones were followed up.*

According to most of the interviewees, the costs of the intervention are justified by the results. Some comments:

* *Absolutely*
* *EMS are saving money at the agencies by using the guidelines and the Tool kit. Good return on investment for the whole UN system.*
* *Yes certainly. Would not have been where we are without the pilot*
* *Impossible to assess.*
* *Difficult to do a cost-benefit analysis*

### Analysis and Conclusions

Our overall assessment is that the SEPA experts have been very successful in coaching the four EMS pilots. Despite the differences between the pilot organizations, the SEPA experts have been able to guide each EMS pilot organizations in an excellent way in implementing EMS.

Limited capacity in pilot organizations has led to slower implementation than anticipated. An increasing amount of resources have been dedicated EMS in the pilots, but even more resources could have enabled all pilots to finalize their implementation of EMS within the sub programme period. If more resources were allocated from start, the quality could have been even better when it comes to information and data collection.

For SEPA having a staff on loan in SUN in Geneva enabled closer collaboration with the SUN team, and also promoting EMS in other UN organizations.

## Degree of change

In this section the Evaluation Team has analysed the following evaluation questions:

a. What are positive or negative, direct or indirect, intended or unintended, changes observed on the target groups or beneficiaries?

b. To what extent have environmental governance capacities been strengthened at global, regional, national or community level as a result of the sub/programme?

c. To what extent has the sub/programme created institutional changes in environmental governance (i.e. changes on the rules (formal and informal), processes, norms, beliefs and values that govern behaviour and relationships between agents, between agents and organizations, and between organizations and the public)?

### Observations

The capacity development on EMS intends to support the organizations so they can implement, and later also maintain and develop their EMS without further support. The capacity development includes a general awareness among the staff about the EMS, the SDG: s and how the organizations activities effect the environment, both in a negative and a positive way. One of the main results from the sub programme is the UN adapted guidance on EMS, available online through the UN EMS Toolkit. The Toolkit contains descriptions of requirements on an EMS based on the ISO standard, practical advice for the EMS implementation, and case studies collected from UN organizations. Parts of the guidance material were sent to the EMS Working Group for review and feedback to ensure that the material was adapted to the UN. The UN EMS Toolkit can be used by any UN organization.

The level of EMS advancement has increased for several of the EMS Working Group member organizations during the period of the sub programme. The SEPA experts asked the UN EMS Working Group member organizations to fill out a survey 2015, and to fill out the same survey again 2018. The survey contained 39 statements and the respondents ticked all statements that were true for their entity. In total 17 organizations responded, and several organizations had made substantial progress since 2015, including the four EMS pilots. The entities were awarded a “virtual medal” (gold, silver or bronze) based on the level of EMS advancement. There were nine organizations that were awarded gold or silver medal level 2018, compared to three organizations 2015.

The pilots´ EMS implementation has been delayed due to vacancies in the EMS coordinator roles and a late start. The consequence is that activities commenced later than originally planned and therefore all four pilots did not finalize their EMS implementation by the end of the Global Programme in June 2018. However, the work within the programme has given the pilots rather solid EMSs and the SEPA experts therefore see no major negative consequences for the outcome of the sub programme as a result of the delay.

The EMS pilots have worked in line with the list of actions below, where green demonstrates that the action is completed, yellow that the action is in progress, and red that the action is not yet started (measured in June 2018).

**Figure 4.2: EMS Implementation as of June 2018**



The sub programme has had great impact on institutional changes in environmental governance. By adopting an EMS, UN organizations will become actively responsible for the environmental impact from their premises and operations worldwide. This covers areas like energy efficiency, waste management, travel and the purchase of goods and services. The EMS are part of the Greening the Blue report since 2016 and therefor, the UN organizations have to report on their EMS progress annually.

In 2016 the SUN team, including the SEPA experts, and the Issue Management Group (IMG) for Environmental Sustainability Management, received the UN Secretary-General’s Award for “*Greening the UN*”. The Secretary-General Awards recognize ‘*the outstanding work of UN staff who have contributed above and beyond the call of duty or advanced projects with great impact and innovative potentia*l’.

MONUSCO has implemented EMS according to the requirements in ISO 14001:2015, within the Life-cycle of operations of a Peace-keeping Mission. That includes following activities; established the scope of the EMS, performed a baseline review and conducted an initial environmental review, established an environmental policy, established a governance structure and provided necessary resources, established environmental objectives and a connected action plan, provided required EMS training for all staff and key personnel and established operational controls and routines, communicated the policy, objectives and action plan to internal and external stakeholders and established reporting procedures and performed a management review. In 2018 environmental considerations were included in the Mission Mandate for MONUSCO, and the EMS work has contributed to that.

The paper waste from MONUSCO offices in Goma and Sake are transformed into fuel briquettes. The aim is to shift from waste dumping to waste treatment and value addition. The project benefits Internally Displaces People (IDPs) and is an alternative to fuel wood and charcoal. The project employs around 400 local women and 200 local men. The availability of fuel briquettes provides secure and accessible fuel for women who would otherwise risk their lives looking for firewood. This also helps against deforestation.

ESCAP has created a governance structure for EMS including a steering group and an EMS working group. ESCAP has finalized their initial environmental review and established environmental objectives for waste, water, energy, meetings, travel, communication and staff awareness.

WFP in Kenya is implementing an EMS which focuses primarily on “in-house operations and ongoing activities” which includes WFP leased and owned facilities in Kenya. WFP Kenya has finalized their initial environmental review, developed new environmental procedures, and established the EMS governance system, i.e. an EMS coordinator, steering group and working group.

WFP’s Environmental Policy commits WFP to systematically identify, avoid and manage risks to the environment from its work. The policy, approved in February 2017 by WFP’s Executive Board, also recognizes that WFP’s food assistance activities can generate environmental benefits and it commits WFP to pursuing them as it seeks to avoid harm.

Out of the four pilot organizations the Secretariat HQNY shows less progress compared to the others. According to the interviewees this is a problem as it is important that the Secretariat HQNY “walk the talk”. The Secretariat has now an action plan for the whole Secretariat.

Some comments from the interviewees on changes observed or impact on the target groups or beneficiaries:

* *EMS more mainstreamed and broadly accepted. Now embedded in planning and budget process and some other processes. A couple of years ago no one even heard of the concept in the UN-system.*
* *A good mobilization tool to get the environment on the management´s agenda*
* *The Programme has inspired UNEP to also look at its own environmental impact.*
* *Identified areas that must be focused on – managing waste better, recycling for example, leaking tanks, not have doors open. More systematically analyse negative impact of activities.*
* *Very positive impact on the community*
* *Positive direct results. Will increase efficiency in operations.*
* *Now updating manuals, standard guidance etc in line with EMS. Greater recognition today that environment must be a cross-cutting issue in all operations. To have cross-cutting environmental indicators helps making sure everyone contributes to the fulfilment of the environmental goals.*

According to the interviewees, the functional coordination, guidance and follow-up of EMS in the UN system is in line with the principles of One UN. SUN is coordinating an UN EMS Working Group and is providing an UN EMS Helpdesk, both based on the support from the SEPA experts. These are crucial signals to show the importance of working on internal environmental sustainability in line with best international practice within the UN system.

* *The project is in line with UN One initiative. All agencies can work with EMS in a consistent fashion – everyone use the same milestones for example. Easy to report on milestones and success.*
* *Yes, it is plugged in the work for the whole of UN.*
* *This work and all the lessons learnt are communicated through the UN system*
* *The experience so far can be built upon. Very good start. All pilots willing to share ideas and documents. This material can be used by others. The agencies coming in now will benefit from the pilots work.*

The documentation developed and lessons learned will be shared with the IMG for Environmental sustainability management, made up by focal points representing around 50 UN organizations.

During 2017 the General Assembly adopted an action plan for all entities under the Secretariat umbrella. The action plan is aimed at integrating sustainable development practices into operations and facilities management. This is a signal from Member States to the Secretariat to lead by example.

### Analysis and Conclusions

The capacity development on EMS intends to support the organizations so they can implement, and later also maintain and develop their EMS without further support. The level of EMS advancement has increased for several of the EMS Working Group member organizations during the period of the sub programme.

The pilots´ EMS implementation has been delayed due to vacancies in the EMS coordinator roles and a late start. However, the sub programme has given the pilots rather solid EMSs.

By adopting an EMS, UN organizations will become actively responsible for the environmental impact from their premises and operations worldwide. This covers areas like energy efficiency, waste management, travel and the purchase of goods and services. The EMS are part of the Greening the Blue report since 2016 and therefore, the UN organizations have to report on their EMS progress annually.

In addition, the EMS implementation gives UN agencies the capacity to lead by example and also to spread knowledge, e.g. about how organizations and people systematically can work to manage natural resources sustainably, and thus have a positive environmental impact. UN collaborates with governments and many NGOs and can therefore influence and inspire them to follow. It is especially important that the Secretariat HQNY lead by example. Therefore the sub programme should increase its efforts to make sure the Secretariat HQNY achieve expected results during the extension phase.

## Sustainability

In this section the Evaluation Team has analysed the following evaluation questions:

1. What steps have been taken to ensure sub programme sustainability (including, e.g. disseminating sub programme results, lessons and experiences)? Are the sub programme results, achievements and benefits likely to be durable?
2. Are results anchored in national institutions and can they be maintained at the end of the sub programme?
3. Can the sub programme approach or results be replicated or scaled up by national partners? What would support their replication and scaling up?

### Observations

One of the main challenges for the implementation of EMS in the UN system has been limited human resources and short-term contracts for UN staff. The short work contracts and high staff turnover is a general challenge for the UN system. There has been a change of EMS coordinators in a couple of the EMS pilots. The written commitments of collaboration between SUN and each pilot agency have therefore been valuable to mitigate these risks. High level decisions and management support is still important, so that the direction in the EMS will remain even if individual staff are replaced.

The EMS Coordinators in the pilot organizations and the IMG Focal Points have served as project leaders when implementing the EMS, and the SEPA have had the role of coaching, which means that ownership is with the pilot organizations. One person in the SUN team will take over the EMS coordination role when the SEPA experts leave and EMS Tool kit and guidelines will swift ownership to SUN. This is good steps in ensuring the sustainability of the sub programmes work.

Based on the interviews, the approach and support to pilot organizations have been very useful to secure sustainability in the organizations.

* Environmental aspects are now integrated in work, plans and programmes in different mission components. Missions must report on environmental aspects on monthly basis; a part of work, budget and mission culture now.

For the results to be anchored within the UN system, more work has to be done. Some ideas on how to support that the work on EMS is maintained:

* Establish a platform where SUN can coordinate exchange of experience. Would be good to have support from SEPA to establish this coordination mechanism.
* Develop a training module to be integrated in HR- training programmes for all staff in the entire UN system (instead of everyone creating their own training on EMS for the staff.
* Important for the pilot organizations to implement EMS in-house to show others good example.

To ensure long term results of the sub programme, the pilots and other UN agencies needs to continue to prioritize this work and allocate resources for EMS. When it comes to the pilot organizations, the situations are as follows regarding human personal resources allocated to EMS implementation:

* In ESCAP a full-time EMS coordinator was recruited in 2017. The EMS coordinator is contracted on a renewable fixed-term basis.
* MONUSCO has a permanent Head for the Environmental Protection Unit, and the unit has resources for monitoring and reporting. No new position was created for EMS implementation. The work with significant environmental aspects is mainstreamed within relevant sections, and also funds to implement EMS related activities are budgeted under the respective sections.
* WFP Kenya has allocated staff resources through the current EMS coordinator role being incorporated within the existing tasks of the country office Administration Officer. Financial resources to implement training, workshops and minor infrastructure upgrades based on EMS action plan and objectives have been incorporated into current Country Strategic Plan (2018-2023).
* For the Secretariat HQNY temporary resources for an Environmental Sustainability Manager has been allocated until December 2018. However, the action plan for integrating sustainable development practices into Secretariat-wide operations and facilities management does not include any additional resources for the EMS implementation.

Another challenge has been lack of signals from Member States in their dialogues with UN organizations in raising the importance of an active work with internal environmental sustainability to reduce environmental risks and environmental impact. To ensure sustainability in the EMS implementation, more has to be done so that Member States request the UN organizations to have an EMS, and the highest coordination bodies in the UN system can be further involved to anchor environmental sustainability in their agenda.

The sub programme seems to have led to an increase in interest in environmental management systems in UN organizations. However, the EMS Toolkit needs to be tailored to the context to suit UN offices composed of smaller country offices in developing countries. A well-tailored and well-promoted EMS Toolkit would increase the chances that the guidance material is used and that more UN organizations will implement EMS. This will in turn lead to more robustness in the environmental work of the UN organizations.

The one year extension will allow both for testing of the tool’s usefulness amongst users and fine tune it in line with the country office’s and other UN organizations’ feedback, and also promote it to make the EMS guidance material known in the UN system.

According to the interviewees, there are already some interests from governments to use the guidelines and the EMS Toolkit. Today, the EMS Toolkit and the guidelines are tailored to UN system and adjustments of some parts are necessary if it is to be used by Governments and other organizations.However, there is no decision to allow organizations outside the UN to use the material produced within the sub programme.

* *Very innovative project. Could be used on a larger scale also outside the UN.*
* *The results can be replicated, but needs to be customised to different context.*
* *EMS Toolkit could be used also for EMS in UN projects and programmes; not only facilities and operations.*

Some ideas from the interviewees on focus and activities for the next step:

* Next step should be to establish a large internal audit team. This Team should audit UN agencies through Peer review missions to learn from each other. Support from SEPA in establishing such internal audit function would be very useful in order to make sure that the work will be systematic with clear objectives.
* Testing and promoting the developed EMS material should be next step
* Develop more standardised procedures. Develop procurement. Case studies. Success stories.
* Share experience and best practices with member states and different stakeholders at local level
* Environmental policy paragraph in all contracts
* Promotion of the EMS guidance material in the UN system must be prioritised.

### Analysis and Conclusions

Our assessment is that he sub programmes results, achievements and benefits are very likely to be durable. The EMS implementation strategy and EMS Toolkit can be used by all UN agencies and provides practical guidance on how to implement EMSs.

One of the main challenges for the implementation of EMS in the UN system has been limited human resources and short-term contracts for UN staff. To ensure that the results of the sub programme sustains, it is important to ensure that knowledge and experience don’t leave the organizations when people in key positions leaves. Therefore, we recommend that solutions for long-term funding of positions such as EMS/environmental coordinators, which should be a fixed post in all organizations, are developed. However, this has to be dealt with within the ordinary budget process.

Another challenge is to get UN agencies to prioritize environmental work. To ensure sustainability, high level decisions and management support is needed. To create change that persists, signals from Member States is needed regarding the importance of internal environmental sustainability considerations from the UN system.

The sub programme´s approach, with its high level of ownership for the targeted organizations, can be replicated also in other UN entities as well as governments and other organizations.

Today, the EMS Toolkit and guidelines are tailored to the UN system. Adjustments of some parts are necessary if it is to be used by governments and other organizations.However, there is no decision to allow organizations outside the UN to use the material produced within the sub programme. Such a decision is recommended.

## Recommendations

Based on the conclusions above, the Evaluation Team provides the following recommendations:

***The Evaluation Team recommends that:***

* The sub programme should increase its efforts to make sure the Secretariat HQNY achieve expected results during the extension phase.
* The one year extension should in addition to testing the tool’s usefulness amongst users and fine tune it in line with the country office’s and other UN organizations’ feedback, also promote it to make the EMS guidance material known in the UN system.
* The next Global Programme should provide assistance to the development of coherent and common UN guidelines and voluntary templates for e.g. initial environmental reviews and for developing internal environmental objectives.
* The Results Framework should include EMS indicators that the UN organizations should report on centrally and to their governing bodies, and accelerate the work with the four endorsed sustainability indicators (GHG emissions, water use, waste management and environmental training).
* The next Global Programme should support and coordinate internal environmental audits between the UN organizations, by supporting the auditors with regard to training and sharing experiences.
* The next Global Programme should consider how the EMS support may be extended from environmental aspects in operations and facilities, to environmental aspects in policymaking, programming and projects.
* The next phase should include some general UN capacity training module on EMS for all staff.
* As part of the EMS process, all stakeholders and their needs and expectations should be identified.
* The next Global Programme should include support for EMS for emergency response.
* SEPA should make sure that UN agencies participating in the Global Programme have financial and human resources in place for the EMS as an integrated part of the ordinary budget process before entering the Global Programme.
* Support from senior management should be visible in participating UN agencies from the start of the Global Programme, by sponsoring an initial environmental review, adopting an environmental policy, ensuring organization wide communication of the environmental work and endorsing internal environmental objectives.
* The next Global Programme should include a component on how the results of the M&E of the environmental performance should be described in an annual sustainability report, used for communication with donors, UN staff, and other stakeholders that have an interest in the information, to ensure the mechanism for accountability and transparency within the UN.

# Sub programme 3: Ecosystem Services Accounting for Development

## The Sub programme

The objective of the sub programme is to improve the methodology and provide input to the development of international guidelines in benefits from ecosystem services accounting such that better-informed decisions can be made. This will contribute to the targets outlined in the Convention of Biological Diversity i.e. that by 2020 the value of ecosystem services is being incorporated into national accounting. The programme results will also provide input to national objectives such as the sub goal of the Swedish Environmental Objective, *A rich Diversity of Plant and Animal Life*. Furthermore, the Sustainable Development Goals (SDGs) include the aim to conserve and restore the use of terrestrial ecosystems and to halt biodiversity loss.

The sub programme will contribute to WAVES (World Bank´s Global initiative for Wealth Accounting Valuation of Ecosystem Services) objective to develop guidelines for implementing ecosystem accounting for global implementation by contributing to the enhancement of the methodology for ecosystem accounting. WAVES has four objectives delineated in the figure below[[47]](#footnote-47).

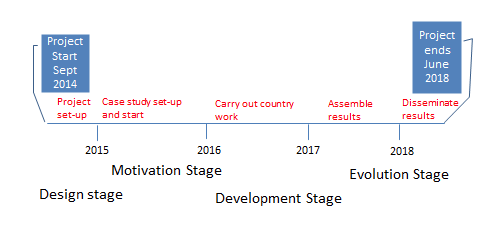
**Figure 5.1: The Objective of WAVES**

As a means to develop the methodology in ecosystem valuation for policy accounting, the sub programme is implementing field studies in a number of low and middle income countries as well as in Sweden. The sub programme is set up jointly by the SEPA, members of the Environment for Development centers (EfD) and WAVES at the World Bank.

The sub programme provides empirical insights from field tests carried out concurrently in seven countries: China, Costa Rica, Ethiopia, Kenya, South Africa, Sweden, and Tanzania. It is administered by the SEPA and implemented by EfD centers in the respective countries.

The figure below illustrates the sub programmes´s work process from start September 2014.

**Figure 5.2: The ESAforD process**



The Theory of Change is illustrated in Figure 5.3. Two outputs are defined:

* Advancement in methodology for ecosystem accounting for decision making
* Increased knowledge generated about identified gaps in knowledge in ecosystem accounting recognized by the accounting community (WAVES and its partners)

**Figur*e 5.3: Theory of change sub programme 3, ‘Ecosystem services accounting for development****[[48]](#footnote-48)*

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The intermediate outcome is that the outputs from this sub programme should contribute to WAVES objectives to develop guidelines and add to policy analysis. The results should be able to be replicated in other countries and contribute to internationally agreed standards in ecosystem valuation.

## Relevance

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent is the intervention relevant to the needs and priorities as defined by stakeholders and beneficiaries, policies of partner countries and donor agencies?

b. What is the added value of the partnership configurations in addressing the global environmental challenges and in meeting the needs of the sub programme countries and organizations?

c. To what extent do the sub programmes’ logical model and theory of change remain appropriate to the context or require revision for the next phase?

### Observations

The sub programme has designed and implemented a series of coordinated studies that help improve ecosystem service accounting and valuation in seven countries (China, Costa Rica, Ethiopia, Kenya, South Africa, Sweden, and Tanzania). This work has addressed three essential but poorly understood ecosystem services: i) water purification, ii) crop pollination, and iii) urban green amenities.

All interviewees are of the opinion that the sub programme is relevant. To correctly internalize the benefits and costs of ecosystem services is an international challenge. Several countries, including Sweden, have set targets to include ecosystem services in decision making by the year of 2018.

Developing countries are relatively more dependent on natural resources and ecosystem services. Many vital ecosystem services are not accounted for in decision-making, which often leads to short sighted decisions jeopardizing not only the situation of the poor but also national growth prospects. Accounting for natural capital has been discussed for many years but progress in moving towards implementation has been slow.

The objective of the sub programme is to improve the methodology in ecosystem service accounting and provide standard approaches to accounting. This will have an impact on the situation for all citizens in the long run but above all provide decision makers with better tools in managing natural resources and the environment.

* *It is the right time now, everybody is talking about this issues. Timing is perfect.*
* *Ecosystems services do matter for people (for example pollination).*

Additional advantages which were not expected at the beginning of the sub programme have been achieved through the contacts that have been established with United Nations Statistical Division (UNSD). This gives the opportunity to feed the results from the ESAforD into the international standards on ecosystem services accounting. As a consequence, the sub programme has been invited by UNSD to take part in several initiatives. The ESAforD outcome has been considered in a global assessment on ecosystem services for accounting that UNSD is conducting between 2018 and 2020. ESAforD held a policy session jointly with UNSD and the International Union for Conservation of Nature (IUCN) during the World Congress on Environmental and Resources Economics (WCERE) in Göteborg in June 2018.

According to the Global Programme proposal the gender dimension should be highlighted in the findings. Therefore, we asked the interviewees to comment on how cross-cutting issues (gender, poverty reduction) have been taken into consideration in the sub programme. There were among the interviewees’ different opinions on the relevance of these cross-cutting issues for their research. Benefitting the poor is part of the development goal for the sub programme and has had high priority. One of the studies specifically focused on gender and the others have in most cases indirectly integrated gender aspects in the research.

* *The roles of women and men in agriculture production are very specific. The Tanzanian study on pollination was targeted on gender. But not the other studies directly, only indirectly. Not captured values in gender terms. All studies come across poverty reduction. Reducing cost of water translate into the household budget. Pollination increase income from agriculture products.*
* *Poor people more affected by externalities like pollution. Loose both food and cash flow through for example flooding. There is strong link between poverty and household led by females. It is important to control externalities.*
* *There are implications for poor. But the papers are not generally focused on this issue but on methodology for assessments of ecosystems. The methods can be used in developing as well as developed countries. Gender is not relevant in our research.*
* *Poverty implicit in all development cooperation and also in our research. Gender only addressed in Tanzania, indirectly addressed in some research and not addressed at all in most of the countries.*
* *Difficult to address these issues in this kind of research. Gender is not relevant in the research. Poverty has no direct relevance for the research, only indirectly.*
* *Evidence to present to policy makers on gender and poverty is needed. Tanzania focused on gender in the research but not the other countries*

### Analysis and Conclusions

The sub programme has addressed three essential but poorly understood ecosystem services: i) water purification, ii) crop pollination, and iii) urban green amenities. The choice of services has been done in consultation with WAVES which provides evidence for the relevance.

The sub programme has designed and successfully implemented a number of coordinated studies of these ecosystem services in seven countries that will help improving accounting and valuation. This will contribute to the targets outlined in the Convention of Biological Diversity i.e. that by 2020 the value of ecosystem services is being incorporated into national accounting.

The gender dimension has not been as strong as indicated in the Global Programme proposal. However, most studies have at least indirectly integrated gender aspects in the research.

Cooperation has been established with United Nations Statistical Division (UNSD). This gives the opportunity to feed the results from the ESAforD into the international standards on ecosystem services accounting. These unforeseen achievements have added to the relevance of the sub programme.

## Effectiveness

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent has the intervention made progress towards planned outcomes and outputs? Which areas or outcomes have made the most progress and which have the least and why?

b. How effective were the implementation strategies (including outreach & dissemination efforts) in achieving expected results?

c. To what extent did the interventions develop and strengthen capacities of partners?

d. How effective have the interventions been in establishing ownership?

e. How effective have activities been implemented by partner institutions and to what extent have they contributed to the programme and sub programme outcomes?

f. What are the key lessons from these partnerships and the possibilities to replicate them in the next phase and elsewhere?

g. How have the partnership configurations and the sub/programme logical model enabled/constrained the delivery of the sub/programme Theory of Change?

### Observations

The sub programme has been carried out as planned to a high extent. The researchers have presented their ideas and findings at many national, regional and international conferences and workshops. They have also in most cases actively engaged with policy makers and other stakeholders in their countries and more broadly. As of October 2017, the researchers have produced more than 15 manuscripts intended for publication in peer reviewed journals, with several more still in preparation[[49]](#footnote-49). According to the interviewees the researchers are publishing continuously. At the time of the interviews (July 2018) more than 20 manuscripts were published or submitted.

The results have contributed to the overall outcomes of the UNSDs work by feeding into the UN Committee of Experts on Environmental-Economic Accounting (UNCEEA) in developing the guidelines to include ecosystem services accounting on national accounts, and the WAVES programme at the World Bank by informing on robust methodologies and help to construct a value function in the future.

According to the interviewees the sub programme´s two outputs have been achieved to a high extent.

* We have achieved the expected results quite well. There are room for improvements in linking the two communities for ecosystem and accounting.
* Yes, we have identified gaps. But not focused on generating new knowledge yet. Maybe this will be done in the team’s synthesis paper for each area.

The level of progress of the national country studies is summarised in the table below[[50]](#footnote-50).

**Table 5.1: level of progress of the national country studies**



Output 1 (*Advancement in methodology for ecosystem accounting for decision making*) has been achieved to a very high degree. First, in the design phase, the working group (WG) identified relevant methods in cooperation with WAVES. This was based on insights on the needs for new methods as identified in WAVES gap analysis. Through the research the members of the WG have produced evidence that these new methods are reliable.

* This was a grey area when we started. Most researchers were very young and new PhD. We have shopped around to find good methodologies. Everybody is now working with new tools. In this phase we have mainly worked on methods for assessments of ecosystems. In the next step it will be possible to integrate this with accounting.
* At the workshop in UN on creating the standard, the WG was represented by two persons. They found a clear link with the accounting framework. Our research is good contribution to fill in the gaps in the national statistics and the international standard. An added value of the workshop is the interaction with the people doing the standard.

In the interviews it was, however, noted that the output talks about accounting but the WG is focusing on assessments of the ecosystems.

* This output is not relevant anymore. We are not working on the accounting part. Instead we are focusing on the assessments and evaluation of ecosystem services. WB has large international projects on accounting.
* Much more needs to be done. More interaction with accounting community needed. Attended two meetings only with the accountants.

Also Output 2 (*Increased knowledge generated about identified gaps in knowledge in ecosystem accounting recognized by the accounting community*) has been achieved to a large extent. The researchers have shared their ideas, plans and preliminary analysis and results with other researchers at conferences, workshops and seminars and through publications.

* Now we can monitor value of bees. The same with trees for water purification. Translating these values into economic models or policy decisions are strong tools.
* We have produced methods to provide evidence of values of ecosystem services that not existed before. Brilliant methods we believe in - but we don´t know until they met the needs of practitioners if they are useful. Reviews from outside are necessary to get their views before presenting these methods for policy makers.
* The water purification method is quite novel. The pollination method is definitely novel. In urban green we have added the development country perspective to methods that had been used only in developed countries before.

We asked the interviewees: “*To what extent have you been able to share results both in academic and practitioner arenas? How will the results be used in coming years*?” Each researcher has attended at least one international academic meeting. They are also active in their own national academic networks. In the coming years they will share the results extensively in policy briefs and presentations in seminar series.

Presentations at national and international events are listed in the table below per country[[51]](#footnote-51).

**Table 5.2: Presentations at national and international events per country**

|  |  |  |  |
| --- | --- | --- | --- |
| **Country** | **International  conference** | **International small meeting** | **National  meetings** |
| **Costa Rica** | • EfD annual meeting (30/10 to 2/11 2017)  • EAERE 2017 – Athens, Greece (28/06 2017) |  | • EfD Seminar series – CATIE (21/06 2017) |
| **Tanzania** | • EfD annual meeting (30/10 to 2/11 2017)  • EAERE 2017 – Athens, Greece (Juha Siikamäki) (28/06 2017)  • African ESP Conference: Ecosystem Services for SDGs in Africa, Nairobi, Kenya (21-25/10 2016) | • Gaborone Declaration for Sustainable Development in Africa (GDSA) with Conservation International (CI)- Natural Capital Accounting (NCA) workshop in Nairobi Kenya – pre-workshop consultation meeting for TZ – overall  (21-23/11 2016) | • EfDT policy workshop (25/02 2016)  • EfDT policy workshop (02/03 2017)  • EfDT board policy review (25/09 2017)  • University of Dar es Salaam (UDSM) research week - presentation - pollination & urban study (28/03 2017)  • Vice president’s office-GDSA & UDSM – meeting – overall (27/6 20176)  • United Nations Environment Programme (UNEP) – meeting – overall (29/7 2017)  • Vice president’s office & United Nations Development Programme (UNDP), National Accounting for Natural Resources Retreat for Development Partners specifically the Group on Environment (DPGE) - presentation – overall (4/03 2016)  • Food and Agriculture Organization of the United Nations (FAO) – meeting - overall (5/8 2017l) |
| **Ethiopia** | • EfD annual meeting (30/10 to 2/11 2017)  • African ESP Conference: Ecosystem Services for SDGs in Africa, Nairobi, Kenya (21-25/10 2016)  • 15th International conference on Ethiopian Economy (21/07/2017)  • Ethiopian Economic Association-Addis Ababa Ethiopia (UGA) (20-22/07 2017) |  |  |
| **Kenya** | • EfD annual meeting (30/10 to 2/11 2017)  • African ESP Conference: Ecosystem Services for SDGs in Africa, Nairobi, Kenya. (21-25/10 2016) |  |  |
| **South Africa** | • EfD annual meeting (30/10 to 2/11 2017)  • EAERE 2017 – Athens (28/06 2017)  • Elsevier water conference  • Choice modelling conference in South Africa, Dambala Gelo |  | • Brown Bag Lunch seminar, Cape Town University |
| **China** | • EfD annual meeting (30/10 to 2/11 2017) |  | • 1st Annual Conference of the Chinese Association of Environmental and Resource Economists, Beijing (25/08 2017)  • PKU-NSD Workshop in Economics of Environment, Energy and Climate (21/06 2017) |
| **Sweden** | • EfD annual meeting (30/10 to 2/11 2017) |  |  |
| **Project** | • London Group meeting in San José, Costa Rica Matías Piaggio (18/10 2017)  • London Group meeting in Oslo (Juan Pablo Castaneda, WAVES partnership) (30/09 2016)  • International Center of Insect Physiology and Ecology (ICIPE) in Nairobi, Juha Siikamäki (15/09 2016) | • Economics of Ecosystem Services: Why, What, How? Juha Siikamäki, seminar at International Union for Conservation of Nature (IUCN) Gland (8/11 2017)  • BBL at the World Bank Matías Piaggio (14/11 2017)  • Policy and Technical Expert Committee (PTEC), WAVES, World Bank Washington Byela Tibesigwa, Matias Piaggio, Juha Siikamäki, Jessica Alvsilver (11/05 2016)  • Policy andTechnical Expert Committee (PTEC), WAVES, World Bank Washington, Per Strömberg, Jessica Alvsilver (14/11 2016) | • Present the programme to the Swedish Governments Ecosystem Service Assignmetn (Regeringsuppdrag) Jessica Alvsilver  • Workshop with mining industry in Mozambique Jessica Alvsilver (13/10 2016)  • Department meeting in SEPA, Jessica Alvsilver (12/04 2016) |
| **Total** | **20** | **5** | **15** |
| Note: all the presentations were conducted by each country representative, except when clarifications are made for the specific event. | | | |

So far contacts with the academic world have been prioritised. However, researchers in the sub programme have been encouraged to contact non-academics.

* In the planning phase we wanted not to go out to practitioners for example government. Knew too little what we wanted to do. In the first stages we have focused on academic contacts to get feedback on the planning and preliminary findings. We want to discuss the methods and not the figures. In the last stage we will reach out to practitioners, for example governments. At this conference in Göteborg the team will present four papers. At other conferences we have presented up to eight at each. It is not easy for researchers to address non-academic audiences. Different languages and different focus.
* Presented papers twice internationally and in my country once. I have also had one presentation in a meeting for a group of countries. I have regular contact and good cooperation with my Ministry and the Statistics agency.
* The most important platform to share results is the Efd conferences. The Efd network is very helpful.

**Table 5.3: List papers and progress ESAfD per 2018-05-30**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Country** | **Ecosystem service** | **Title** | **Progress** | **Report available to public** |
| Costa Rica | Water purification | Forest cover and water quality: the value of water purification ecosystem services | Submitted to Environmental Science and Technology | No |
| Costa Rica | Urban green areas | Nature in the concrete jungle: valuing urban ecosystem services in Costa Rica | Submitted as EfD Discussion Paper (very soon) | Yes |
| Costa Rica | Urban green areas | Valuing urban green areas using hedonic models and machine learning | Empirical analysis | No |
| Costa Rica | Pollination | Forest, pollination richness, and crops | Empirical analysis | No |
| Tanzania | Urban green areas | In Search of Urban Recreational Ecosystem Services in Dar es Salaam, Tanzania | EfD Discussion paper | Yes |
| Collaborative | Pollination | Naturally Available Pollinator Decline Will Decrease Household Food Security and Increase the Gender Gap in Nutrition between Men and Women Who Head Smallholder Farm Households in Sub-Saharan Africa | EfD Discussion paper | Yes |
| China | Urban green areas | Hedonic Value of the Area of Urban Green Amenities: The Case of Beijing | Draft report | Yes |
| Kenya | Pollination | Estimating the Economic Value of Insect Pollination on Agricultural Production: A Multi-Output Distance Function Approach | Submitted for publication | Yes |
| Tanzania | Pollination | The value of wild pollination services to crop productivity: What does gender of the smallholder farmer got to do with it? | Draft report | Yes |
| Tanzania | Pollination | Naturally available wild pollination services have economic value for nature dependent small-holder crop farms in the developing world | Draft report | Yes |
| Sweden | Urban green areas | Urban green amenities: hedonic valuation with detailed spatial and use categories | Draft report | Yes |
| Kenya | Urban green areas | Valuing Urban Green Spaces and Nature Restoration in a Developing Country: Application of Choice Experiment | Draft report | Yes |
| Tanzania | Urban green areas | Valuing the unvalued recreational ecosystem services in developing cities of sub-Saharan Africa: the case of urban parks in Dar es Salaam, Tanzania | Draft report | Yes |
| Tanzania | Urban green areas | The value of urban agroecosystem services: willingness of city residents to pay for smallholder crop farms in Dar es Salaam,Tanzania | Draft report | Yes |
| Sweden | Water purification | Land use and drinking water purification: a valuation study from Sweden | Draft report | Yes |
| Sweden | Pollination | Valuing pollination ecosystem services in agriculture | Empirical analysis | No |
| Collaborative | Urban green areas | Comparing values for green areas across the world | Empirical analysis | No |
| Collaborative | Water purification | Forests water purification service worldwide | Empirical analysis | No |
| Ethiopia | Water purification | The Impact of forest and non-forest land cover on potable water treatment costs: Panel evidence from Ethiopia | Draft report | Yes |
| Ethiopia | Urban green areas | Valuing Resident’s preferences for improved urban green space ecosystem services in Addis Ababa, Ethiopia | Draft report | Yes |
| Kenya | Urban green areas | Influence of urban green spaces on residential housing prices: application of neural networks | Draft report | No |
| Kenya | Urban green areas | Valuing recreational benefits of urban green spaces in Nairobi city: An application of travel cost method | Draft report | No |
| Kenya | Water purification | Influence on land use on cost of water purification in Kenya | Draft report | No |
| China | Urban green areas | Green versus green: A spatially explicit choice experiment valuing parks in Beijing | Empirical analysis | No |
| China | Water purification | Valuing water purification by forests: A production function approach | Empirical analysis | No |
| Ethiopia | Urban green areas | Residential pricing in Addis Ababa: Do urban green amenities influence residents’ preferences for a house? | Draft report | No |
| Ethiopia | Pollination | Valuing Wild Pollination Ecosystem Services to Crop Production in Ethiopia | Draft report | No |
| Ethiopia | Pollination | An Economic Valuation and Mapping of Pollination Services in Ethiopia | Draft report | No |
| South Africa | Water purification | Valuation of water purification services of forests: Panel data evidence from South Africa | Submitted to Water Resources & Economics | Yes |
| South Africa | Urban green areas | Institutional learning and fatigue effects in choice experiments: a case study on WTP for green open space areas in Cape Town, South Africa | Draft report | Yes |
| South Africa | Urban green areas | Amenity value of urban green areas as reflected in property value – hedonic study | Draft report | no |

The sub programme has shared with us a number of the publications listed above. They seem to be of good quality and in line with what is expected from the sub programme.

So far the implementation strategies, including outreach & dissemination efforts, have been working quite well according to the interviewees. But they also say that there is much more to be done.

* Need to get out to many more stakeholders. The common person should understand what the ecosystem does for them.
* Have been effective in reaching accountants
* Not got there yet. So far only awareness rising
* Presenting results in many academic events. Some researchers work closely with WB and Asian Development Bank.
* We have used all possible conferences internationally and in the region for presenting our papers.
* We should now be focused on next step and have workshops and seminars with all stakeholders.

There are different channels to reach policy makers in different countries. In some countries it is easy to establish an open dialogue with decision makers at for example ministries. In other countries you cannot invite them and lecture them. In some countries you can have workshops together with the decision makers. In other countries you have to use written information only, for example Policy Briefs on findings or Policy Briefs on conclusions.

The sub programme has been rather successful in establishing country ownership in the countries where the studies have been carried out.

* It is our own product and my centre owns our research.
* The programme provided the researchers with the feeling of ownership of the progress in the country. I am in charge and own my research.
* We have made sure the research is relevant for the country where the research is done
* In most countries we are collaborating with relevant authorities and landscape managers.
* We have an overall framework and governance but also great flexibility for each researcher to use the resources and make our own decisions on how to use the funds. Research interests are different in the participating countries and data availability to a different extent and in different ways. We have been encouraged to publish individual papers.
* There is country ownership in many countries but not all. The work is done at local centres by local researchers. Each researcher should publish individually but we should always give credit to the whole group.
* No, there is no government ownership, but we have ownership at the university. The project should have been discussed with the government from the start to get them aboard. That would have helped us also in getting access to data. There has been no activity so far to define stakeholders and contact them.

Effective collaboration mechanisms have been established between SEPA, EfD and WAVES. There are, however, different views among the interviewees on how the cooperation has been working in practice. When it comes to the future collaborations the interviewees have a number of ideas including inviting a couple of other organizations to the partnership. UNSTAT, UNSD and International Union for Conservation of Nature have specifically been mentioned.

* Good support. Giving platforms. Visible in websites and annual reports. Would have expected more collaboration with WAVES. Minimal collaboration with them is the main weakness in the project. I don´t really know what the international accounting community need.
* Collaboration with SEPA is excellent through the member of the WG. All researchers from research centers are based on EfD umbrella.
* The team is not been involved at this level. We are just observing what is going on. Not seen WAVES at all.
* SEPA – Efd has a close collaboration. My understanding is that WAVES primary interest is to get results – clear diversion of objectives between WAVES and the programme. WAVES were completely uninterested in green urban areas. UN Statistical division have been very interested and are more relevant for next phase.
* SEPA and EfD have similar goals and a very good cooperation. WAVES is highly involved in SEA centrally.
* All partners are very effective and helpful. SEPA has taking the leading role. WAVES want this to be more an evaluation project than an accounting project.
* Don´t know why and how the cooperation was designed. Maybe it was just through good personal relations. We have presented methodology and preliminary results for WAVES and have got feedback excellent from WAVES. They have always been supportive.
* In London meeting last year obvious that the team need more cooperation with UNSTAT. Very important to have them as partners in next program.
* UNSTAT and International Union for Conservation of Nature should be partners next phase. Also UNSD (UN Sustainable Development) is a possible partner.

### Analysis and Conclusions

Output 1 (*Advancement in methodology for ecosystem accounting for decision making*) has been achieved to a very high degree. In the design phase, the WG identified relevant methods in cooperation with WAVES. The list of papers and progress for ESAfD shows that the sub programme has delivered outputs in line with the expectations.

Also Output 2 (*Increased knowledge generated about identified gaps in knowledge in ecosystem accounting recognized by the accounting community*) has been achieved to a large extent.

The sub programme has built capacity not only for the researchers in the WG but also for the participating local institutions. It has added value having researchers in a number of countries working together as a WG instead of just supporting a number of individual country studies. The learning process has been improved by the organizational set up where the researchers work together as a team. The coordinated efforts have been important to achieve consistent results.

Effective collaboration mechanisms have been established between SEPA, EfD and WAVES. The sub programme has been rather successful in establishing country ownership in the countries where the studies have been carried out. But there is much more to be done especially in relation to non-academics.

When it comes to future collaboration it should be considered to also invite for example UNSTAT, UNSD and International Union for Conservation of Nature in the partnership.

## Efficiency

In this section the Evaluation Team has analysed the following evaluation questions:

a. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve results? Have resources been used efficiently and timely?

b. Were sub/programme management capacities adequate and efficient?

c. Has relevant international, regional and local expertise been sought?

d. How effectively did the management team monitor performance and results?

e. Can the costs of the intervention be justified by the results?

### Observations

The research has been conducted by a working group (WG) comprising eight researchers representing the different countries and headed by a Principal Investigator from IUCN. The executive coordination has been done by SEPA until September 2017, and taken over by one WG member, who also conducts the case studies for Costa Rica.

Every first Wednesday of the month the WG meets for 1,5 hour. In addition the WG have had a one-week workshop every year. The Team is also meeting at the Efd conferences.

According to the interviewees the resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results.

* There is flexibility because it was part of the programme to adjust to each country, identify needs in each country.
* Yes. Equal access to resources to execute the research.
* The first year I was investing on exploring the access to data at the Statistic authority. It was difficult to get access to relevant secondary data meeting the needs for the research. If we had been able to work with our own data instead it would have given us better results compared to using existing data. But gathering new data is quite expensive and takes time.
* Yes, a lot of money available to collect data. No problems with the funds.
* Country level: Good salary and adequate funds for data collection.   
  Team level: Workshops and hiring experts effective
* If additional resources were available we would not use secondary data but do the necessary survey of our own.

However, some of the interviewees say that the start could have been quicker.

* Maybe we should have had a workshop with the team in the beginning on econometric conceptual stuff and ecosystem accounting. Most team members are young and have no knowledge and experience in these areas.
* The researchers are fresh PhD – thus, important capacity building aspect of the project. Difficult to scope up capacity needs individually – we all have different background and profile. How much time should be spent on capacity development and training of the researchers and how much on producing actual results? Important to be aware that this is a choice. It has been a challenge to do something completely new with researchers that not all have had exactly the right background.
* The Manager at SEPA and the Principal Investigator should to be mandated to intervene at country level.

Most of the interviewees say that resources have been used efficiently and timely. It is viewed as efficient to use post docs instead of more established researchers. However, it has been suggested to engage both senior researchers and junior researchers with relevant division of responsibilities.

* Should have had hired both one senior researcher and one post doc in each country - both with relevant background.
* We should have had junior researchers to go to water plants and stay there until they get the information we need.Now I went there to ask them and when I come back a couple of weeks later to collect the data they were still not available.
* Had to go to each water plant to ask for data. Sometimes had to pay them to get access to what they have.
* It has been important to use local researchers. Monthly meetings important but what really is driving progress is the face to face workshops.

The interviewees are satisfied with the progress towards fulfilment of the objectives and expected results and the efficiency of the implementation

* We do have preliminary results. Good progress. Now we must make sure to deliver.
* The interaction within the Team monthly through skype has been very good.

However, some of the interviewees had expected more. The reasons for low achievement of objectives are partly the country context and partly a management issue.

* The independence of each Efd center is challenging. We cannot steer them.
* Slow progress so far. Slower than anticipated. SEPA has not pushed us to deliver on deadlines. No one felt any pressure the first years. Therefore low achievements compared with what had been possible
* The main problem is some data limitations. The quality of some studies could be higher.
* Sometimes internet connections are not good enough.
* Progressing quite well. Dedicated colleagues. Technical support from WAVES.

Some of the interviewees say that it has been difficult to work effectively when the team is scattered. One suggestion is to gather the whole team for one month each year.

* The results depends mainly of the competence of each researcher
* We should have had one week training on data, survey etc in the beginning of the project and trained the researchers to do this kind of analysis.

The management capacities have been adequate and efficient according to the Team. It has consisted of an Executive coordinator for the Team and a Principal Investigator.

The Executive coordinator has three main tasks:

* Arranging monthly meetings in the group and the yearly workshops
* Reporting to SEPA and reporting to Efd
* Validating findings internationally

Also the role of the Principal Investigator has been clear. Some individual responsibilities are defined for the role in taking lead in analytical work. In addition, there are some shared responsibilities with the Executive coordinator where they have had to consult each other.

The principal investigator (technical leader) is highly praised by the Team members. Also the Executive coordinators are highly praised.

* The technical leader has been an enormous asset. He is very knowledgeable and approachable.
* The technical leader is not available now as much as he was before and that is a pity. He has been extremely important for our progress.
* The first level is the management at the research institute and the commitment and interest from the management has been excellent for some of us and more limited for others.   
  The second level is the leadership for the Team and that has been excellent. As researchers we have no contact with higher levels of the programme.
* The coordination of the team has been very good. The leadership style was very good especially in the motivation stage. However, now there is need for more powerful leadership and pushing for results.
* Managers should empower members of the team. Instead of managers themselves participate in meetings with other parties let one of the researchers do it.
* The leaders of the research team have done a great job. It is a complicated set up and the Efd centers are not always well managed as we see it from our projects perspective.
* Fantastic collegiate leadership. Management style adequate.

There are different opinions when it comes to if management has effectively monitored performance and results.

* Now we have clearly defined deadlines for working papers, so now there is good monitoring – but not before.
* Monthly orally monitoring and updating progress at the meeting with the team. There has been an expectation that we must be moving forward between meetings.
* More pressure from management would have been good to make sure that all researchers are moving forward simultaneously.
* Have been peer review among the WG but more organised external review of papers would have been beneficial.
* The programme management has tracked outputs and activities. But what can they do when non-compliance or non-performing? The researchers are working at the Efd centers and not for SEPA.
* It is always important to monitor performance of researchers. However, researchers want freedom and flexibility. Monitoring has been on right level. New mechanism recently introduced conditioning the funding for each researcher on outputs. Good to have both stick and carrot approach.
* Pay after delivery is more effective. We have tangible products so it is easy. Important to have strict deadlines.

Most interviewees say that relevant international, regional and local expertise been sought and used. However, it more resources were available it would have been appreciated to have input from one or two more international experts.

* Yes, this is what we really need. We invited the leading expert in this field to skype meeting with the team. This was really good. Only once we have had this kind of external expert however.
* We have the opportunity to meet with other researchers at the international conferences. We will have a policy session here in Göteborg at the conference tomorrow. That will give us important feedback on what we are doing. I also have regular meetings locally with relevant experts.
* No regional expertise has been funded from the programme. However, Efd centers work with regional and local experts. In field trips I have interacted with local experts and policy makers.
* International expertise most important. Not many regional experts in my field of research.
* Wanted more interaction with experts in field. Should open up more – invite guests. We have worked too much in this small group in isolation. More interaction with policy makers is needed to get recognition for the results. Should have been more already – necessary in next period.

The costs of the intervention can be justified by the results according to the interviewees. They say that also the costs for face-to-face workshops can be justified as these workshops are more effective than workshops using distance spanning techniques. It has been a challenge to work globally using skype for the team meetings with participants working in different time zones. However, the climate footprint of the face-to-face workshops has not really been discussed or considered.

* Payment is done towards deliverables and thus the costs are justified by tangible results.
* The programme is very cost –effective. We have only one one-week workshop every year in connection to the Efd annual conference. Besides that we take advantage of other gatherings – that is good and effective.
* High output: 25 papers are now in the pipeline for being published in international journals.
* We have not had an excessive number of workshops. It is important to meet. There should have been more workshops.
* No cost-benefit analysis. Should be investing more. Necessary to have face-to-face workshops at least twice a year. Very productive. In person meetings gives more engagement than skype.
* Video conferences are more cost-effective and climate friendly. Thus, monthly meetings on skype are good. But sometimes the quality is not good and people may prioritise other activities. We are more dedicated when we are working together face to face due to the peer pressure.

### Analysis and Conclusions

The resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results. After a slow start resources have been used efficiently and timely. The management capacities have been adequate and efficient.

The researchers are very determined and produce more articles than expected. The learning process has been improved by the organizational set up where the researchers work together as a team. This a more efficient way of building capacity compared with just allocating funding to a number of individual studies. However, the carbon footprint of the working method is not measured in the sub programme.

It has been important to have clearly defined and strict deadlines. Pay after delivery has turned out to be an effective approach to make sure that all researchers move forward. Monitoring has been on right level. However, there are limitations for management in cases of non-compliance or non-performing.

## Degree of change

In this section the Evaluation Team has analysed the following evaluation questions:

a. What are positive or negative, direct or indirect, intended or unintended, changes observed on the target groups or beneficiaries?

b. To what extent have environmental governance capacities been strengthened at global, regional, national or community level as a result of the sub/programme?

c. To what extent has the sub/programme created institutional changes in environmental governance (i.e. changes on the rules (formal and informal), processes, norms, beliefs and values that govern behaviour and relationships between agents, between agents and organizations, and between organizations and the public)?

### Observations

When it comes to the first evaluation question (“*What are positive or negative, direct or indirect, intended or unintended, changes observed so far on the target groups or beneficiaries?*”) the answers from the interviewees are mainly confirming what was expected from the sub programme.

* International accounting community are experts in accounting but not ecosystems. Big gap in environmental data. We are filling in this gap.
* The ecosystem services are of immense importance to any particular country. We have proved that it is possible to attach values to the three areas.
* When you need secondary data you meet a lot of bureaucracy and difficulties.
* In some countries it is political sensitive to share data on water treatment.
* For example the water company now have implemented an information system that is in place to gather the data that is needed continuously for the analysis based on what we requested as data for the study. Before our research they had nothing of this kind.
* Not expected to get any change in policies through this project. Very complicated process in my country.
* UNSTAT most important and very supportive. WAVES is re-emerging.
* So far other researchers are the target group for us to get feedback on our methods and preliminary findings. In next step we will meet policy makers, the city administration and other stakeholders that will be targeted. These stakeholders must be clearly identified.

Environmental governance capacities and awareness have so far been strengthened to some, but limited extent at global, regional, national or community level as a result of the sub programme directly or indirectly.

* We will inform policy makers but it is still too early.
* For example the water company now have an information system in place to gather the data that is needed for the analysis based on what he requested as data for the study. First we created awareness through our questions and requests for data. Now they have built capacities of their own.
* So far all progress in this regard depends on our personal relations in our countries and it is not directly related to the programme.
* Not at all and it is not expected.
* Too early to say for sure. Maybe some awareness. Timing is important if you want to be noted at policy level.
* To some extent the awareness have been strengthened through my contacts with government. However, we are just in the beginning of having some kind of impact at policy level.
* We have already achieved some results. We have increased awareness among some policy makers even if no changes have been made so far. Sharing major conclusions and recommendations with policy makers should be focused in next step. The multi-country setting gives potential to reach also the regional and global community.

The sub programme has so far, with a few exceptions not created institutional changes in environmental governance (i.e. changes on the rules (formal and informal), processes, norms, beliefs and values that govern behaviour and relationships between agents, between agents and organizations, and between organizations and the public. The exceptions that are mentioned are:

* Statistical offices are more receptive to new methods
* Local officials in one country convinced that the regression method in urban green is providing relevant data
* In one country there will be some questions in next national survey regarding this field
* The new data collection methods used for the water study is now used by several plants that decided to compile data electronically instead of in excel format

### Analysis and Conclusions

The sub programme has large potential to create institutional changes in environmental governance. However, so far the achievements in this regard are limited. Awareness has to some extent been strengthened. The sub programme has just entered the evolution stage and it is too early to expect significant institutional changes as a result of this kind of research.

## Sustainability

In this section the Evaluation Team has analysed the following evaluation questions:

1. What steps have been taken to ensure sub programme sustainability (including, e.g. disseminating sub programme results, lessons and experiences)? Are the sub programme results, achievements and benefits likely to be durable?
2. Are results anchored in national institutions and can they be maintained at the end of the sub programme?
3. Can the sub programme approach or results be replicated or scaled up by national partners? What would support their replication and scaling up?

### Observations

Some steps have been taken to ensure sustainability (including, e.g. disseminating results, lessons and experiences). However, it is too early to know if the results, achievements and benefits are likely to be durable.

* The project has created a lot of capacity in the participating countries. We have had interaction not only with economists but also many other academics. We have established a network = the team that will be a sustainable network. We have enabled countries to use geo-spaceal data.
* Policy briefs, videos, expert meetings with practitioners.
* The new methods will sustain and be further developed by other researchers. Knowledge is shared with other researchers in the participating countries. We provide opportunities for more research in these countries and can thus contribute to anti- brain-drain. Researchers that establish networks in their own country when they are young tend to stay.
* The moment people are aware on the costs for cleaning water there will be a sustainable change in how they look at water purification. Thus, the work we have done will have an impact.
* Publications are important in the academic field. However, never read by policy makers. Policy briefs would be good to make the results more digestible for policy makers. This must be focused in next step.
* Next programme period must focus on how this can be used for other topics than the present three. Also, think about regional models.
* Have been busy in drafting papers and not thought much about sustainability. Now we must draft policy papers, one page summaries, in local language and also present success stories. One page summaries make it readable for practitioners and policy makers.
* Hope to achieve this, but it is not discussed yet. Must work hard on this in next phase/programme. Need to have a clear road map on how to achieve this.

The interviewees believe that the approach can be replicated (or scaled up) by national partners in some cases. However, it is noted that there are a number of limitations. Most of the studies have gone well but there have also been problems with some of the studies. Thus, the meta-analysis on the studies in all countries will be very important to find out which methods are possible to use under different circumstances.

* The studies are very demanding financially and time-consuming. Therefore they cannot be done again in detail for other ecosystem services as the resources are not available.
* Now we have focused on the largest cities in the participating countries. It should be possible to replicate the method in other areas (for example other large cities) and in other countries.
* In theory it is easy to replicate our approach and also the tools for other ecosystem services but we need resources and necessary resources are not there in many countries.
* The methods can be replicated by government except the fact that government lack capacity. In my country this must be outsourced to consultants or academics as the government has not adequate knowledge in this area.
* It is easy to replicate on country level. Resource challenges, however. The methods can be replicated also in other countries.

Finally we asked “*What are the key lessons from the studies and the possibilities to replicate them elsewhere?*” Please find below the answers:

* We have focused on the largest cities in the participating countries. It is possible to replicate in other areas (for example other large cities) and in other countries.
* No country from West Africa in the project but three from east Africa. However, it is possible to replicate the methods to other countries even if all countries have their own settings.
* Partly depending on different institutional set-ups in different countries the programme has so far not been able to come up with standardised methods for data collection.
* Urging need to do surveys on pollination. Should be possible to do regional models or global models. It is not necessary to replicate studies in every country.
* The sub programme has demonstrated methods for linking economic activities to ecosystems. The aim of the sub programme is to provide evidence that ecosystems contribute to wellbeing.
* Replicating the studies is the plan and built in the programme.
* Want to further develop the evaluations of ecosystem services.
* Highly possible to apply these methods in other countries.

### Analysis and Conclusions

The sub programme has a capacity building component. For the researchers it is important to be involved in international research. They will all have opportunities to submit articles to international scientific journals. Also junior researchers and PhD students at the institutions that are engaged in the sub programme have benefitted from the sub programme. They are in some cases co-authors to articles. They have also participated in a number of online meetings and in some cases face-to- face workshops and seminars. Thus, the sub programme is building capacity not only for the researchers in the WG but also for the participating local institutions´ building of junior capacity.

It has added value having researchers in a number of countries working together as a WG instead of just supporting a number of individual country studies. The coordinated efforts have been important to achieve consistent results. It is obvious that the researchers have learnt from one another.

There are different institutional set-ups in the participating countries´ governments. The country context is also different in many other ways. Thus, the extent of being forced to adapt the methods and tools to each country has been disappointing for the WG. The WG has not been able to identify any standardised way to collect data. On the contrary, collecting data has been done differently in the participating countries.

Access to data for the research and other information has been a challenge in many countries. When secondary data is not available the time aspect is more crucial. It is not always possible to gather primary data for the research without investing more time and resources than are available for the research. Sometimes researchers have had to accept proxies gathered from existing secondary data.

The answers from the researchers indicate that the methods can be replicated not only in the participating countries but also in other countries and other ecosystem services. However, it is not necessary to replicate the studies in every country. It should be possible to develop regional models or global models. In order to do so the synthesis paper for each of the three areas will be very important.

It has been beneficial to rely on the Efd structure. This has strengthened local ownership. The sub programme is highly relevant on policy level. Standardisation on the global level must go hand in hand with a flexible approach in each individual country.

Building capacity in the long run is prioritised. However, this has had to be balanced against the demand for tangible results during the present programme period.

## Recommendations

Based on the conclusions above, the Evaluation Team provides the following recommendations:

***The Evaluation Team recommends that:***

* The results of the meta-analysis on the studies in all countries in the present sub programme should guide the design of studies in a new Global Programme.
* In future programmes stakeholders at the country level should be identified and contacted in the inception phase to increase awareness and expectations and secure access to data.
* For the next Global programme SEPA should identify the most significant gaps in knowledge in ecosystem accounting recognized by the accounting community in close collaboration with WAVES, UNCEEA and UNSD.
* Based on the gap analysis SEPA should consider supporting advancement in methodology for ecosystem accounting for decision making for the prioritised services.
* In the CD Framework it should be considered, and further developed how the gender perspective could be integrated in the logical structure.
* When it comes to future collaboration it should be considered to also invite for example UNSTAT, UNSD and International Union for Conservation of Nature to the partnership.
* SEPA continues to organise the researchers in a working group with necessary management capacities to assure that the expected results will be achieved.
* When organising activities the carbon footprint as well as cost-effectiveness should be considered.
* In future programmes one key aspect should be to establish ownership in the countries where the research is done through for example Memorandum of Understanding (MoU) or Memorandum of Agreement (MoA) with relevant government institutions.
* Countries with access to necessary secondary data should be prioritised when selecting countries for research.

# Sub programme 4: Capacity development of staff at Swedish EPA

## The Sub programme

In order to more effectively contribute to the implementation of environmental legislation and other measures including Multilateral Environmental Agreements (MEAs) in partner countries the capacity at SEPA needs to be strengthened in different areas such as development perspective, local contexts and circumstances, the poverty-environment nexus and human rights based approaches in order to have a better ability to customize activities in different countries as well as bring these issues up in relevant fora.

The aim of this sub programme is that the staff at SEPA more effectively and efficiently can contribute to an improved sustainable management of natural resources and ecosystem services in developing and transition countries. This sub programme will contribute to the other sub programmes and also to SEPA’s international cooperation. It will, thus, contribute to strengthen the capacities in national public administrations, NGOs, civil society and the private sector relevant for the environment in partner countries and parties to the MEAs.

Figure 6.1 illustrates the ToC for this sub programme.

***Figure 6.1: Theory of change for sub programme 4, ‘’Capacity development of SEPA staff’’[[52]](#footnote-52)***

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## Relevance

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent is the intervention relevant to the needs and priorities as defined by stakeholders and beneficiaries, policies of partner countries and donor agencies?

b. What is the added value of the partnership configurations in addressing the global environmental challenges and in meeting the needs of the sub programme countries and organizations?

c. To what extent do the sub programmes’ logical model and theory of change remain appropriate to the context or require revision for the next phase?

### Observations

SEPA had a similar component of capacity building in its previous Global Programme. A list on previous trainings can be found in Appendix 1 to the Baseline study[[53]](#footnote-53). Most of the training was conducted during 2008-2011. Since then some of the staff have left SEPA and new staff have been assigned.

The competence profile for working with international cooperation may consist of a combination of several skills. In the baseline study the following competences were identified as important:

* Expert knowledge in certain areas such as climate change and waste management,
* Institutional competence and environmental governance,
* Knowledge in developing perspective,
* Knowledge in capacity development,
* Knowledge in human rights based approaches,
* Project management / methodology / evaluation and administrative procedures (and templates) for project planning, implementation and reporting
* Social and intercultural competence
* Security issues
* Knowledge about the UN-system and their different organizations.

In the baseline study it is noted that the staff at SEPA has good knowledge when it comes to implementing environmental policies and measures such as national legislation. But they are mainly environmental experts and, thus, they need wider perspectives and a deeper understanding of the development perspective as it is described in for example the Sustainable Development Goals. Other important areas for capacity development is according to the base line study information about the situation in developing and transition countries regarding how they manage their natural resources and ecosystem services, governance aspects such as transparency, accountability, anti-corruption etc., and how the system with MEAs affects these countries. The baseline study also stress that there is need to strengthen the competence on capacity development and human rights based approaches and not least gender aspects.

These competences are needed in order to have a better ability to customize activities in different countries. The knowledge can also be used when bringing these issues up in different relevant fora to contribute to a better understanding of the situation in the developing and transition countries and facilitate their efforts to implement MEAs and other relevant measures. The staff also needs to share experience and tools for tackling difficult issues that can arise in the collaboration with partners, e.g. corruption. The staff at SEPA needs to be up to date with the situation in the world and be more aware of different factors that are affecting the possibilities to improve the state of the environment.

The target group in this sub programme is staff at SEPA working with international cooperation in MEAs and other international multilateral and bilateral collaborations. According to the interviewees the ambitions as specified in the Results Framework is relevant to the needs and priorities as defined by stakeholders and beneficiaries, policies of partner countries and donor agencies. They also say that the sub programmes’ logical model and theory of change to some extent remain appropriate to the context. However, some interviewees underline the importance of revision of the CD Framework for the next Global Programme.

### Analysis and Conclusions

The aim of the sub programme is to strengthen capacities in areas such as the development perspective, human rights and gender of the staff at SEPA participating in development cooperation, working with MEAs or other international tasks, to more effectively and efficiently contribute to sustainable management of natural resources and eco system services in developing and transition countries.

The sub programme has not developed specific tools or methodologies for SEPA staff in accordance with the Results Framework. SEPA has not developed a separate plan for capacity development of SEPA staff as stated in the Results Framework. Instead SEPA has focused on creating platforms for dialogue and learning through e.g. workshops, seminars and side events together with other government agencies. In this sense, SEPA is deviating from the Proposal, Results Framework and implementation plan.

The intervention has been relevant to the needs and priorities as defined by stakeholders and beneficiaries. There is still need for training of new staff that are participating in international cooperation and international development cooperation and for sharing experiences with each other within SEPA.

SEPA has not implemented sub programme 4 fully in compliance with the proposal to Sida. Instead SEPA has carried out some other activities such as coordinating mapping of capacity development and training needs with other Swedish government agencies through the Network for Learning – Capacity Development in Practice. The Network for Learning (N4L) is a network of staff at Swedish government agencies working in development cooperation projects and programmes. The purpose of the Network is to work and learn on issues related to capacity development. Also the activities carried out by the N4L are still highly relevant.

The sub programmes’ logical model and theory of change remain to some extent appropriate to the context. However, it is focused on the individual level. Thus, it will require revision for the next phase to be a more appropriate CD Framework for SEPAs role on the international arena.

## Effectiveness

In this section the Evaluation Team has analysed the following evaluation questions:

a. To what extent has the intervention made progress towards planned outcomes and outputs? Which areas or outcomes have made the most progress and which have the least and why?

b. How effective were the implementation strategies (including outreach & dissemination efforts) in achieving expected results?

c. To what extent did the interventions develop and strengthen capacities of partners?

d. How effective have the interventions been in establishing ownership?

e. How effective have activities been implemented by partner institutions and to what extent have they contributed to the programme and sub programme outcomes?

f. What are the key lessons from these partnerships and the possibilities to replicate them in the next phase and elsewhere?

g. How have the partnership configurations and the sub/programme logical model enabled/constrained the delivery of the sub/programme Theory of Change?

### Observations

In the Results Framework one indicator is specified on impact level (“*Examples on how the gained knowledge has contributed to a better understanding in different international fora such as selected Multilateral Environmental Agreements and in bilateral collaboration etc*”). Means of verification is “*Minutes from meetings in different international fora, bilateral collaboration etc and other relevant documentation”.* This has not been followed up and reported in the Annual Reports.

The Outcome of the sub programme is “*The staff of the Swedish EPA has used the tools, knowledge and skills they have acquired from the programme in relevant fora such as international development collaboration and selected Multilateral Environmental Agreements*.” The indicator is “*Follow up with staff off the Swedish EPA and other relevant organizations*“. This has not been followed up and reported in the Annual Reports. In the evaluation we have asked programme staff, stakeholders and beneficiaries if the experts from SEPA that have been involved in the Global Programme have relevant knowledge and skills for their tasks and have used relevant tools in the support. The interviewees praise the staff at SEPA in all these aspects and also for their commitment to the peer to peer process. Interviewees underline that the experts´ efforts many times have gone beyond what has been expected. Of course is it not possible for the interviewees to know to what extent this can be attributed to the activities under sub programme 4.

In the two tables below the indicators and means of verification for the two outputs are specified. This information is to some extent reported in the Annual Reports. We have in the evaluation studied all documents that have been made available. After the two tables we have summarized our observations regarding the outputs.

**Table 6.1: Indicators and means of verification for Output 1**

|  |  |  |
| --- | --- | --- |
| **Output 1.** | **The professional competence and skills of the staff at the Swedish EPA on capacity development, the development perspective and human rights based approaches is strengthened.** | |
| **Indicator** | | **Means of verification** |
| Plan for capacity development is developed | | The plan incl. an analyse of the needs |
| A number of completed trainings | | Programmes, minutes from training and developed knowledge material. |

**Table 6.2: Indicators and means of verification for Output 2**

|  |  |  |
| --- | --- | --- |
| **Output 2:** | **Sw. EPA staff is better equipped to contribute to the outcomes of the global**  **programme and to other international cooperation.** | |
| **Indicator** | | **Means of verification** |
| Number of employees at the Swedish EPA taking part in different trainings. | | Participant lists from trainings. |
| Level of satisfaction of the support among participants | | Evaluation after each training |
| Exchange of experiences among staff. | | A mechanism for continuous improvements through continuous learning and exchange of experiences has been developed. |

SEPA has not implemented sub programme 4 fully in accordance with the proposal. This has been communicated with Sida. Instead SEPA together with the Swedish Contingency Agency (MSB) created the Network for learning under which SEPA has carried out some other activities such as coordinating mapping of capacity development and training needs with other Swedish government agencies. . The Network for Learning – Capacity Development in Practice (N4L) is a network of staff at Swedish government agencies working in development cooperation projects and programmes. The purpose of the Network is to work and learn on issues related to capacity development.

In 2015, the work focused on the baseline study and making an inventory of the competence needs among the staff at SEPA. The training needs in international development cooperation was identified in collaboration with other government agencies and through an inquiry among a few selected former project leaders/experts at SEPA involved in the international development cooperation. As a consequence of the mapping of training needs done by the Network for Learning (N4L) to which SEPA actively contributed, a basic course for staff at Swedish government agencies was developed by Sida Partnership Forum.

Selected SEPA staff participated in this course during 2015 as well as the course on security at Sida Partnership Forum. In 2015 discussions continued with Sida and N4L on how to further develop the basic course as well as how to take the workshop on capacity development further. SEPA took active parts in these discussions. SEPA together with MSB arranged a second round of the capacity development workshop where SEPA staff also participated. A half day version of the workshop was also arranged for SEPA staff only. The work on how to better implement gender in SEPAs projects resulted in a better understanding why gender issues are important. In addition, a number of other seminars, workshops and training on e.g. intercultural communication, coaching and security were carried out.

Gender mainstreaming was focused 2016. SEPA was actively involved in the preparation of two workshops on gender mainstreaming in development work targeting governmental agencies. Furthermore, Sida’s Gender Help Desk was engaged to analyze the SEPA’s International Unit’s capacity and gave SEPA recommendations for gender mainstreaming of the projects in Georgia and Serbia. Two SEPA employees participated in a two day course on gender integration in development cooperation, organized by Sida Partnership Forum.

In 2017 focus was on 1) to work with other Swedish government agencies through N4L, 2) to encourage and fund SEPA staff to participate in relevant trainings, and 3) to work through e.g. the EGP (sub programme 1).

During 2017, the Network for Learning, Sida and MSB (the Swedish Contingency Agency) initiated a process to clarify what additional support is needed to strengthen Swedish government agencies’ capacities to contribute to partner capacity development within the framework of Swedish development cooperation. A first workshop was conducted in April 2017 – Effective Learning and Support for Capacity Development. This resulted in a report and a follow up workshop in Kosovo. Researchers at Lund University have partly based on this workshop proposed a study on Swedish government agencies performance on capacity development in international development cooperation programmes. The study aims to provide a systematic and constructive critical assessment of how Swedish public agencies conceptualize and operationalize their capacity development in different partner contexts. As this process in on-going, and will also benefit SEPA, SEPA has decided not to duplicate this work and work in parallel with this process but to engage in it. In this sense, SEPA is also deviating from the initial Proposal to Sida.

N4L is now a well-established mechanism for exchange of experiences and joint learning for Swedish government agencies. According to the interviewees there is a growing awareness of the interdependence between human rights and environmental sustainability partly as a result of this sub programme and also increased knowledge about human rights in public administration.

Among others the following activities has been carried out 2017:

* Arranged a workshop on gender mainstreaming in development cooperation together with N4L where SEPA staff also participated.
* Arranged a workshop on mainstreaming environmental sustainability in development cooperation together with N4L.
* Arranged a workshop on human rights and environmental sustainability in development cooperation and multilateral environmental agreements for government agencies and the Ministry of Environment and Energy.
* Co-hosted a round table discussion on human rights and toxics with the Special Rapporteur on Human Rights and Toxics together with the Raoul Wallenberg Institute.
* Arranged an informal discussion with the Special Rapporteur on Human Rights and Toxics and staff from SEPA and the Chemicals Agency, Kemi.
* Co organized a side event to the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) to the Convention of Biological Diversity on Strategies and legal tools for mainstreaming biodiversity and human rights in the mining sector together with Swedbio at Stockholm Resilience Centre, UNDP, International Development Law Organization and Natural Justice.
* Contributed to Sida’s event Human rights and environmental sustainability
* Why should we bother to work integrated? SEPA staff also participated in the event.
* Contributed to the realization of a meeting between the Special Rapporteur on Human Rights and Toxics and the Ministry of Energy and Environment.
* Contributed to the realization of a meeting between the Special Rapporteur on Human Rights and the Environment and the Minister for Environment and Energy.

SEPA staff has also participated in:

* + N4L’s group for administration
  + N4L’s board meetings and co-chair group
  + Training at Sida Partnership Forum on gender and on development cooperation for government agencies

Table 6.3 contains more information about the training activities.

**Table 6.3: Trainings**

|  |  |  |  |
| --- | --- | --- | --- |
| **Year** | **Activity** | **Organized by** | **Participation** |
| 2014 | Course about the UN system | Swedish UN association | One SEPA staff took part in 5 days C-course training |
| 2014 | Workshop on capacity development | SEPA | SEPA-staff (Internal workshop) |
| 2015 | Seminar on intercultural communication | SEPA | SEPA-staff (internal seminar) |
| 2015 | Seminar on gender mainstreaming | SEPA together with Sida | SEPA-staff (internal seminar) |
| 2015 | Course on personal safety and security awareness | Sida Partnership forum | Two SEPA staff took part in course |
| 2015 | Seminar on personal safety and security aweareness | SEPA | SEPA-staff (internal seminar) |
| 2016 | Workshop on human rights based approach | SEPA with Emerga |  |
| 2016 | Seminar on gender mainstreaming in development cooperation | SEPA | N4L |
| 2016 | Course on outcome mapping | Sida Partnership Forum | One SEPA staff took part in course |
| 2016 | Workshop on gender mainstreaming for Swedish EPA’s international unit | SEPA and Sida | SEPA-staff (Internal workshop) |
| 2016 | Course on power analysis | Sida Partnership Forum | One SEPA staff took part in course |
| 2016 | Course on gender equality in development cooperation | Sida Partnership Forum | Two SEPA staff took part in course |
| 2016 | Course on development cooperation for government agencies | Sida Partnership Forum | One SEPA staff took part in course |
| 2016 | Seminar on Human Rights And Environmental Sustainability – Why and How? | SEPA and Sida |  |
| 2016 | Course on Global Reporting Initiative (GRI) |  | The SEPA staff on loan in Geneva took part in this two day course |
| 2016 | Course on human rights in Swedish Public Administration | Uppsala University | Two SEPA staff took part in 2,5 days course |
| 2016 | Live-streamed seminar on human rights and environmental sustainability | SEPA together with Sida and UNDP |  |
| 2017 | Workshop on environmental integration (miljöintegrering) in development cooperation | SEPA | N4L |
| 2017 | Workshop on gender mainstreaming in development cooperation | SEPA together with Statistic Sweden, Swedish Public Employment Service, Swedish Enforcement Authority and Swedish National Land Survey | N4L |
| 2017 | Roundtable Human rights and environment | SEPA and Raoul Wallenberg Institute |  |
| 2017 | Workshop on human rights and environmental sustainability in development cooperation and multilateral agreements | SEPA with Uppsala University | N4L |
| 2017 | Course on development cooperation for government agencies | Sida Partnership Forum | One SEPA staff took part in course |
| 2017 | Side event on human rights and environmental sustainability - why should be bother to work integrated | Sida; Supported by SEPA by filming and providing a live stream | several SEPA staff took part |
| 2017 | Course on gender equality in development cooperation | Sida Partnership Forum | One SEPA staff took part in course |
| 2017 | Side event on legal tools for mainstreaming biodiversity and human rights in the mining sector | SEPA together with Swedbio, UNDP, International Development Law Organization and Natural Justice at the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) to the Convention of Biological |  |
| 2018 | Stockholm Dialogue | SEPA, UNDP och UN Environment och Folke Bernadotte Academy |  |
| 2018 | Seminar on anti-corruption | SEPA, Kemi and Sida |  |

### Analysis and Conclusions

The competence profile for working with international cooperation may consist of a combination of several skills. In the baseline study a number of competences were identified as important[[54]](#footnote-54). However, the so called baseline study doesn´t really provide a baseline when it comes to the capacity at SEPA at the time the Global Programme started. It just outlines in general terms some areas where additional training would enhance SEPA staffs professional knowledge and to some extent way of working. It doesn´t provide any information on the baseline when it comes to the present expert capacity or the capacity at the organizational level or the systems level.

Many other Swedish government agencies are facing the same challenges as SEPA and they have knowledge and experiences valuable for SEPA staff. Thus, SEPA has chosen to cooperate with other agencies instead of implementing trainings and other activities in isolation. SEPA has together with MSB successfully initiated the Network for learning – Capacity development in practice (N4L), for government agencies; and also arranged a number or workshops on e.g. capacity development, human rights in public administration of environmental issues in development cooperation, gender equality, integration of environmental sustainability in development programming, together with partners and experts. In addition, SEPA has contributed to the N4L report on training needs which resulted in Sida Partnership Forum’s basic course for government agencies in which several staff at SEPA have participated - with great appreciation according to the interviewees. SEPA has also participated in, or co-hosted several workshops, seminars and roundtables related to the issues of human rights and environmental sustainability.

SEPA is praised in the interviews for the initiative to establish N4L and for being instrumental in developing the Network and its activities. N4L is now a well-established mechanism for exchange of experiences and joint learning for Swedish government agencies.

SEPA has significantly contributed to the growing momentum and understanding among Swedish actors of the need to work with environmental sustainability and human rights in an integrated fashion. According to the interviewees SEPA has been instrumental in advancing the knowledge exchange between government agency staff participating in international (development) cooperation.

## Efficiency

In this section the Evaluation Team has analysed the following evaluation questions:

a. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve results? Have resources been used efficiently and timely?

b. Were sub/programme management capacities adequate and efficient?

c. Has relevant international, regional and local expertise been sought?

d. How effectively did the management team monitor performance and results?

e. Can the costs of the intervention be justified by the results?

### Observations

According to the interviewees resources (funds, human resources, time, expertise, etc.) have been allocated strategically to achieve results. The resources have been used efficiently and timely.

Working through the Network N4L has increased efficiency. More activities have been carried out. The exchange of experiences with other Swedish agencies has contributed to the learning processes also within SEPA.

The programme management capacities have been adequate and efficient. The Programme Manager is praised in the interviews for her commitment to the task and the initiative to N4L.

During 2016 three members of SEPA staff left the project and were replaced with other SEPA colleagues as the programme took shape and relevant experience and expertise were identified[[55]](#footnote-55).

### Analysis and Conclusions

SEPA has significantly contributed to the growing momentum and understanding among Swedish actors of the need to work with environmental sustainability and human rights in an integrated fashion. According to the interviewees SEPA has been instrumental in advancing the knowledge exchange between government agency staff participating in international development cooperation.

SEPA is praised in the interviews for the initiative to establish the Network for learning and for being instrumental in developing the Network and its activities.

A question one may ask is which role SEPA should have in this kind of network.

SEPA has allocated human resources as well as funding for activities in the Network. However, SEPA has no funding for the Network in its ordinary budget. Thus, SEPA is depending on donor funding for carrying out specific activities with the Network.

For the future there are a number of alternatives, among others:

* The Network is funded by the government agencies and participants in activities through in-kind work and participants fees.
* The Network has some funding from Sida through being part of a sub programme under the SEPA Global Programme
* The Network applies for funding from Sida and set up an organization for the purpose
* Sida takes the responsibility for capacity development of Swedish agencies working with international development cooperation and is funding the activities.

## Degree of change

In this section the Evaluation Team has analysed the following evaluation questions:

a. What are positive or negative, direct or indirect, intended or unintended, changes observed on the target groups or beneficiaries?

b. To what extent have environmental governance capacities been strengthened at global, regional, national or community level as a result of the sub/programme?

c. To what extent has the sub/programme created institutional changes in environmental governance (i.e. changes on the rules (formal and informal), processes, norms, beliefs and values that govern behaviour and relationships between agents, between agents and organizations, and between organizations and the public)?

### Observations

In the baseline study capacity is defined as the ability of people, organizations or society as a whole to manage their affairs successfully[[56]](#footnote-56). Capacity development is defined as the process whereby people, organizations or society as a whole unleash, strengthen, create, adapt and maintain capacity over time. Capacity is needed at both individual level and institutional level.

The ToC and the Results Framework for this sub programme is focused on the individual level. The activities are mainly training, exchange of experience and other interventions on the individual level.

According to interviewees the link between human rights and environmental governance is more widely acknowledged at SEPA and among participants in N4Ls activities.

### Analysis and Conclusions

Through the efforts to increase individual staff members’ competence and build individual capacity for work with international development cooperation the environmental governance capacities at SEPA has been strengthened as a result of the sub programme. Participating in N4Ls activities has also increased the knowledge among key staff at other Swedish authorities and other actors.

The sub programme has also created some institutional changes in environmental governance. The link between human rights and environmental governance is more widely acknowledged.

However, the sub programme has not really addressed the need for changes on the organizational level or the systems level. For example: Are there any room for improvements in the MEA preparations processes (for example new tools and methods, side events)? ? Who has the responsibility for capacity development of Swedish agencies working with international development cooperation? How can experience from international development cooperation feed into Swedish regulations and processes?

## Sustainability

In this section the Evaluation Team has analysed the following evaluation questions:

1. What steps have been taken to ensure sub programme sustainability (including, e.g. disseminating sub programme results, lessons and experiences)? Are the sub programme results, achievements and benefits likely to be durable?
2. Are results anchored in national institutions and can they be maintained at the end of the sub programme?
3. Can the sub programme approach or results be replicated or scaled up by national partners? What would support their replication and scaling up?

### Observations

According to the interviewees a number of steps have been taken to ensure the sub programmes sustainability. SEPA is not working in isolation on strengthening capacity in relevant areas. Instead SEPA has initiated the network N4L. Lessons and experiences are shared with other Swedish agencies. The initiative has also resulted in a number of courses at Sida Partnership Forum. Thus, the sub programme´s results, achievements and benefits are likely to be durable. Also, this means that the results are anchored in national institutions like Sida and these activities can be maintained at the end of the sub programme.

### Analysis and Conclusions

As noted above the sub programme has not been implemented fully in compliance with the Global Programme proposal and the initial plans. However, the changes of the sub programme approach have enhanced sustainability. The initiatives regarding Sida Partnership Forum and N4L have contributed to a more sustainable situation when it comes to capacity development of staff at SEPA as well as for other agencies in Sweden.

## Recommendations

Based on the conclusions above, the Evaluation Team provides the following recommendations:

***The Evaluation Team recommends that:***

* The Theory of Change and the Results Framework is reviewed for the next phase to be a more appropriate CD Framework for SEPAs role on the international arena.
* The CD Framework for capacity development of SEPA should consider all three levels (system, organization and individual).
* SEPA should continue to address the link between human rights and environmental governance in its international activities.
* SEPA should continue to use Sida Partnership Forum as much as possible for training of staff for international development cooperation.
* SEPA should continue to participate in N4L and other networks for learning.
* SEPA should consider including funding for its participation in N4L and other networks for learning in the next Global Programme.
* SEPA should learn from its experience of the link between human rights and environmental governance in its international activities and make use of this knowledge in its activities in Sweden.
* SEPA should learn from its experience of the link between human rights and environmental governance in its international activities in capacity development of environmental governance in Sweden at system level as well as organizational and individual level.

1. The Swedish Environmental Protection Agency’s proposal to Sida dated 2014-01-27 for a Global Programme [↑](#footnote-ref-1)
2. Strengthening governance and public administration capacities for development (UN-ECOSOC, 2008) [↑](#footnote-ref-2)
3. UNDP, United Nations Capital Development Fund and the Development Partners Working Group on Local Governance and Decentralization: Reference Document. Capacity Development for Local Governance and Decentralization, Arne Svensson, Professional Management, 2009 (Based on meta-evaluation of 2000 programmes and projects) [↑](#footnote-ref-3)
4. OECD (2012): Greening development: enhancing capacity for environmental management and governance, OECD publishing, Paris [↑](#footnote-ref-4)
5. “*The development and use of a general framework helps to identify the elements (and the relationships among these elements) that one needs to consider for institutional analysis. Frameworks organize diagnostic and prescriptive inquiry*”. Ostrom, Elinor: Understanding institutional diversity, 2005 [↑](#footnote-ref-5)
6. EMG:.Moving Towards a Common Approach: Environmental and Social Standards for UN Programming, Briefing Note, 16 March 2018 [↑](#footnote-ref-6)
7. Evaluation of the Swedish Environmental Protection Agency’s programme for co-operation with multilateral organizations (The Global Programme), 2006-2009, Professional Management, Arne Svensson 2010 [↑](#footnote-ref-7)
8. PEI: Poverty Environment Initiative (since 2005 a UNEP and UNDP joint initiative). [↑](#footnote-ref-8)
9. The Swedish Environmental Protection Agency’s proposal to Sida dated 2014-01-27 for a Global Programme contains an extensive background and problem description describing the inter-linkages between environmental sustainability, development, human rights and democratic governance, laying out the rationale for why we have chosen the proposed work areas and partners. [↑](#footnote-ref-9)
10. In some documents the acronym is ESA4D. In the attached ToR (Annex 1) the sub programme by mistake is called ”*Ecosystem services* ***assessment*** *for development* “

    [↑](#footnote-ref-10)
11. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-11)
12. Annual report for year 2015 for the Swedish Environmental Protection Agency’s Global Programme [↑](#footnote-ref-12)
13. EGP M&E data synthesis report, Version 1, 20180125 [↑](#footnote-ref-13)
14. Version 3. Proposed hypotheses and diagram by Ongoing Evaluator of Lund University, 27 Feb 2017. [↑](#footnote-ref-14)
15. SEPA and UNDP: Monitoring & Evaluation Framework Environmental Governance for Sustainable Natural Resource Management Project (EGP), Version 1.1 February 2017 [↑](#footnote-ref-15)
16. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-16)
17. EGP M&E data synthesis report, Version 1, 20180125 [↑](#footnote-ref-17)
18. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-18)
19. https://www.ft.com/content/80bba74c-38ef-11e7-ac89-b01cc67cfeec [↑](#footnote-ref-19)
20. https://ejatlas.org/ [↑](#footnote-ref-20)
21. Institute for Human Rights and Business (2016), https://www.ihrb.org/focus-areas/commodities/report-sector-wide-impact-assessment-of-the-mining-swia-in-colombia. [↑](#footnote-ref-21)
22. MRPAM statistics, 2017. [↑](#footnote-ref-22)
23. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-23)
24. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-24)
25. EGP M&E data synthesis report, Version 1, 20180125 [↑](#footnote-ref-25)
26. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-26)
27. GOXI is an Online Community of Practice for Governance of the Extractive sector, co-convened by UNDP and the World Bank [↑](#footnote-ref-27)
28. We were informed that in June 2018 the Group has 123 members [↑](#footnote-ref-28)
29. Annual report for year 2015 for the Swedish Environmental Protection Agency’s Global Programme [↑](#footnote-ref-29)
30. Report on the Joint Workshop on Environmental Governance of the Mining Sector- Putting Policies Into Practice, Diani Reef Resort, Kwale, 15TH – 17TH May 2018 [↑](#footnote-ref-30)
31. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-31)
32. Annual report for year 2015 for the Swedish Environmental Protection Agency’s Global Programme [↑](#footnote-ref-32)
33. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-33)
34. This side-event raises awareness on the relationship between mining and deforestation. It highlights examples of forest-smart policies, practices and partnerships and build a shared understanding of what changes, innovations, and new initiatives may be useful to accelerate action. [↑](#footnote-ref-34)
35. Draft Concept Note: Biodiversity Law and Governance: Contributions of International Law and Governance to Mainstreaming Biodiversity, 2018-08-12 [↑](#footnote-ref-35)
36. Concept Note: Regional Workshop. Participatory Environmental Governance for Sustainable Natural Resources Management in the Latin American and Caribbean Region, 2018-10-03--05 [↑](#footnote-ref-36)
37. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-37)
38. Notes from the Outcome Harvesting/Mapping session, Kwale 15-17 May 2018 [↑](#footnote-ref-38)
39. Pilot Community Based Environmental Monitoring, Concept Note for Environmental Monitoring Activity, not dated [↑](#footnote-ref-39)
40. EGP Internal Stocktaking Workshop 30 Jan 2018 New York [↑](#footnote-ref-40)
41. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-41)
42. Lunds University: Country Study Report on Kenya and Mozambique, Draft 2018-09-01 by Jenny Iao-Jörgensen [↑](#footnote-ref-42)
43. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-43)
44. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-44)
45. Swedish Environmental Protection Agency Proposal for Global programme March 2014 – March 2018, 2018-01-27 [↑](#footnote-ref-45)
46. It could be from EMS trainings, capacity development activities, technical support, “EMS helpdesk support” etc. [↑](#footnote-ref-46)
47. SEPA Global Programme March 2014-March 2018, Sub Programme 3 Ecosystem Services Accounting for Development (ESAforD), Partner organizations: Wealth Accounting for Ecosystem

    Services (WAVES), the World Bank and the Environment for Development (EfD), 2014-01-17 [↑](#footnote-ref-47)
48. Swedish Environmental Protection Agency Proposal for Global programme March 2014 – March 2018, 2018-01-27 [↑](#footnote-ref-48)
49. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-49)
50. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-50)
51. The Swedish EPA: Global Programme Annual Report 2017 [↑](#footnote-ref-51)
52. Swedish Environmental Protection Agency Proposal for Global programme March 2014 – March 2018, 2018-01-27 [↑](#footnote-ref-52)
53. The Swedish EPA: Capacity development of staff at the Swedish EPA. Baseline study. Not dated (2015-03-25?) [↑](#footnote-ref-53)
54. The Swedish EPA: Capacity development of staff at the Swedish EPA. Baseline study. Not dated (2015-03-25?) [↑](#footnote-ref-54)
55. Swedish EPA Global Programme: Annual report 2016 [↑](#footnote-ref-55)
56. The Swedish EPA: Capacity development of staff at the Swedish EPA. Baseline study. Not dated (2015-03-25?) [↑](#footnote-ref-56)