

# Terminal Evaluation Report

## Capacity Development for Improved Implementation of Multilateral Environmental Agreements

Project implementation timeframe: 17-Jan-2017 / 17-Jan-2022

Country: Serbia

UNDP Project PIMS #5227

GEF ID: 9114

GEF Focal Area: Multi-focal areas

Strategic Programme: CCCD2: Strengthen consultative and management structures and mechanism

CCCD3: Integrate MEAs within national policy, legislative and regulatory frameworks

GEF Implementing Agency: UNDP

Implementing Partner/ Executing Agency: Ministry of Environmental Protection

TE Time frame: 12 July – 18 October 2021

TE Report date: 18 October, 2021

TE Team Members:

Gonçalo Cavalheiro

Mirjana Strugar

## i. Project Information Table

Project Details		Project Milestones	
Project Title	Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs)	PIF Approval Date:	1 Sept 2015
UNDP Project ID (PIMS #):	5227	CEO Endorsement Date (FSP) / Approval date (MSP):	27 July 2016
GEF Project ID:	9114	ProDoc Signature Date:	17-Jan-2017
UNDP Atlas Business Unit, Award ID, Project ID:	00087663 / 00094606	Date Project Manager hired:	
Country/Countries:	Serbia	Inception Workshop Date:	1 March -2017
Region:	RBEC	Mid-Term Review CompletionDate:	n.a.
Focal Area:	Multi-focal areas	Terminal Evaluation Completion date:	October 13 2021
GEF Operational Programme or Strategic Priorities/Objectives:	CCCD2: Strengthen consultative and management structures and mechanism CCCD3: Integrate MEAs within national policy, legislative and regulatory frameworks	Planned Operational ClosureDate:	17-Jan-2022
Trust Fund:	GEF Trust Fund		
Implementing Partner (GEFExecuting Entity):	Ministry of Environmental Protection		
NGOs/CBOs involvement:	Beneficiaries		
Private sector involvement:	-		
Geospatial coordinates of project sites:	-		

## **ii. Terminal Evaluation Team members**

The TE Team was composed of two members: the team leader, Gonçalo Cavalheiro and the national evaluator Mirjana Strugar.

**Gonçalo Cavalheiro** has extensive experience in MEA, in particular in the scope of the United Nations Framework Convention on Climate Change. He has participated in multilateral negotiations since 1999 and has provided consultancy to governments and other public and private stakeholders in four continents. He has extensive knowledge of Serbia's national circumstances as a result of his collaboration with the Ministry of Environmental Protection through (EU) IPA and UNDP funded projects. He has participated in several terminal evaluations of GEF funded projects.

**Mirjana Strugar** has more than 17 years of consulting experience in EU and other IFIs funded projects in the fields of environmental protection and climate change in Serbia and internationally. She worked previously in two mid-term reviews of UNDP in Serbia.

## **iii. Acknowledgements**

The TE Team would like to acknowledge the full collaboration of UNDP, namely of the project coordination and management team: Zorica Korac, Portfolio Manager and Milica Varga, Project Associate. Additionally, we would also like to thank the Evaluation Manager, Daniel Varga and the remaining UNDP staff that kindly accepted to participate in the interviews and provide access to all required information.

The TE is deeply indebted to all the stakeholders that invested their time in answering the questionnaire and in participating in the interviews, which have proved to be a vital tool in the project evaluation.

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## Acronyms and Abbreviations

<b>CEO</b>	Chief Executive Officer
<b>GEF</b>	Global Environment Facility
<b>LTS</b>	Long term strategy
<b>MEA</b>	Multilateral Environmental Agreement
<b>M&amp;E</b>	Monitoring and Evaluation
<b>n.a.</b>	Not applicable
<b>PIMS</b>	Project Information Management System
<b>PoW</b>	Programme of Work
<b>ProDoc</b>	Project Document
<b>SDG</b>	Sustainable Development Goal
<b>TE</b>	Terminal Evaluation
<b>ToR</b>	Terms of reference
<b>UNDP</b>	United Nations Development Fund

## Executive Summary

### Project Information Table

Table 1 – Project Information Table

Project Details		Project Milestones	
Project Title	Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs)	PIF Approval Date:	1-Sep-2015
UNDP Project ID (PIMS #):	5227	CEO Endorsement Date (FSP) / Approval date (MSP):	27-Jul-2016
GEF Project ID:	9114	ProDoc Signature Date:	17-Jan-2017
UNDP Atlas Business Unit, Award ID, Project ID:	00087663 / 00094606	Date Project Manager hired:	
Country/Countries:	Serbia	Inception Workshop Date:	1-Mar-2017
Region:		Mid-Term Review Completion Date:	n.a.
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Implementing Partner (GEF Executing Entity):	Ministry of Environmental Protection		
NGOs/CBOs involvement:	Beneficiaries		

Private sector involvement:	-
Geospatial coordinates of project sites:	-

## Brief Project Description

The project **“Capacity Development for Improved Implementation of Multilateral Environmental Agreements”** aims at *supporting Serbia in implementing the three Rio Conventions<sup>1</sup>, through its integration in key policies, plans and measures at national and local levels.*

The proposed project outcomes are:

1. Participation in MEAs is strengthened by targeted research, a comprehensive overview of MEA activities, and on-going input from civil society;
2. National and local governments include global environmental considerations in selected reports and strategies; and
3. Selected target groups have the capacity to understand and participate in activities that benefit the global environment.

The project objective / impact is to **“Improve implementation of MEAs in Serbia by strengthening consultative processes and integrating MEA provisions into high-priority policies and programs at national and municipal levels.”**

## Evaluations Rating Table

The following table provides an overview of the ratings attributed to the different elements that are subject to rating in the TE.

Table 2 – Evaluations Rating Table

1. Monitoring & Evaluation (M&E)	Rating
M&E design at entry	6
M&E Plan Implementation	6
Overall Quality of M&E	6
2. Implementing Agency (IA) Implementation & Executing Agency (EA) Execution	Rating
Quality of UNDP Implementation/Oversight	6
Quality of Implementing Partner Execution	6
Overall quality of Implementation/Execution	6
3. Assessment of Outcomes	Rating

<sup>1</sup> The three Rio conventions are: 1) the United Nations Framework Convention on Climate Change; 2) the Convention on Biological Diversity; and 3) the United Nations Convention to Combat Desertification.

Relevance	6
Effectiveness	5
Efficiency	5
Overall Project Outcome Rating	5
<b>4. Sustainability</b>	<b>Rating</b>
Financial sustainability	3
Socio-political sustainability	3
Institutional framework and governance sustainability	3
Environmental sustainability	Unable to Assess
Overall Likelihood of Sustainability	3

## Concise summary of findings, conclusions and lessons learned

### Main Findings

#### Relevance

- Project is relevant both for both GEF priorities and to address national needs

#### Effectiveness

- Project outputs mostly delivered as planned
- Outcomes are realistic and either achieved or achievable in the medium term, provided socio-political context continues improving trend seen recently

#### Efficiency

- No evidence was brought to the attention of the TE Team, that the project was not managed, efficiently, in line with international and national norms and standards, including with regards to financial management

#### Sustainability

- Achievement of outcomes and impact dependent on aspects outside the control of the project (namely, socio-political circumstances).

#### Gender and Vulnerable Communities

- No evidence of systematic approach to mainstream gender and protection of vulnerable communities into environmental policy.

#### Progress towards impact

- The TE Team found evidence of increased capacity for policy planning
- Evidence of capacity to implement MEAs not that clear
- There is evidence that the project has contributed to the capacity built
  - GPG

- Young Lawyers
- CSOs

## Conclusions

### Relevance, ownership, adaptive management

- The project played a key role in supporting newly established MoEP in creating networks with key stakeholders
  - Project synergies with other existing activities and initiatives
- Effectiveness and progress towards impact
- Wide range of Stakeholders and Outputs
    - TE Team considers choice as a risky one: Potential for low impact on each stakeholder, and low contribution of each output for outcomes, but approach proved successful
    - Project impact: “Improved implementation of MEAs” likely to have been achieved or to be soon, if “improved” understood as a step above baseline, but less likely if “improved” is to be understood as “effective.”

## Lessons Learned

- Length of the project (60 months) adequate to address national circumstances, namely political dynamics and staff turnover
  - Project constituted an important element of stability and continuity
- Flexible approach in implementation key for project success
- Successful use of synergies with other activities, ensured efficient use of resources and ownership by stakeholders
  - Also an important sustainability factor

## Recommendations’ summary table

The following table includes the recommendations issued as a result of the findings, conclusions and lessons learned through the TE.

Table 3 – Recommendations Summary Table

	<i>TE Recommendation</i>	<i>Entity Responsible</i>	<i>Time frame</i>
A	<i>Category 1: Exit and follow up</i>		

A.1	<i>A follow up project should be designed as soon as possible, with interim support being provided so as to ensure capacity is not lost</i>	<i>MoEP and UNDP</i>	<b>12 months</b>
A.2	<i>A sustainable solution for the employment of young legal experts by MoEP should be found as soon as possible, with interim solutions adopted, if needed until such a moment,</i>	<i>MoEP (and UNDP)</i>	<b>3 months</b>
A.3	<i>Develop an approach similar to the Legal Clinic for other areas of knowledge such as engineering (environment, mechanic...)</i>	<i>MoEP, University of Belgrade</i>	<b>12 to 24 months</b>
A.4	<i>Make all knowledge produced by the project easily available to relevant stakeholders and promote networking of key stakeholders</i>	<i>MoEP and UNDP</i>	<b>Immediately</b>
<b>B</b>	<b><i>Category 2: Sustaining capacity</i></b>		
B.1	<i>Enhance support to most promising and successful approaches: the Green Parliamentarian Group and the Legal Clinic</i>	<i>MoEP and UNDP</i>	<b>12 months</b>
B.2	<i>Create new approaches to engage Youth and Research as well as the private sector, including the financial sector</i>	<i>MoEP, Ministry of Education, Ministry of Science and UNDP</i>	<b>12 months</b>
<b>C</b>	<b><i>Category 3: Promote planning and implementation of MEAs</i></b>		
C.1	<i>Support LSG in using the LAP handbook in their policy planning and implementation</i>	<i>MoEP, UNDP, other cooperation partner</i>	<b>Immediately</b>
C.2	<i>Support (environmental) CSOs so as to increase diversity and their respective capacity to provide inputs during policy planning and implementation (Support integration into international networks)</i>	<i>MoEP, UNDP, other cooperation partner</i>	<b>Immediately</b>
<b>D</b>	<b><i>Category 4: Project Design and Management</i></b>		
D.1	<i>Enhanced quality control procedures for accepting outputs to ensure usefulness and responsiveness to original need/request and redesign project if outputs are found to have smaller than expected contribution to outcomes</i>	<i>UNDP, MoEP, Project Boards</i>	<b>-</b>
D.2	<i>Define more ambitious outcomes that represent an actual change in the stakeholders' behavior that can be attributed to project outputs</i>	<i>UNDP and MoEP</i>	
D.3	<i>Identify more clearly drivers, assumptions and risks associated with achieving project objective that better capture national and international context.</i>	<i>UNDP and MoEP</i>	
D.4	<i>Focus outputs on more typical core MEA topics, while ensuring country drivenness and ownership</i>	<i>UNDP and MoEP</i>	
D.5	<i>Design and implement more gender and vulnerable</i>	<i>UNDP and MoEP</i>	

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	<i>communities' sensitive projects and project activities, in order to promote mainstreaming of these topics into the environmental agenda.</i>		
D.6	<i>Use the Results Framework to capture broader development impacts of the projects and broader development constraints to project achievements, including women's empowerment and improved governance.</i>	<i>UNDP and MoEP</i>	

# 1. Introduction

The project **“Capacity Development for Improved Implementation of Multilateral Environmental Agreements”** aims at *supporting Serbia in implementing the three Rio Conventions<sup>2</sup>, through its integration in key policies, plans and measures at national and local levels.*

This is to be achieved through the engagement of a wide array of stakeholders at public and private levels, including, and with special relevance to the Environment Ministry, parliamentarians, academia and local self-governments.

The project was designed to deliver three outputs (referred to as components in the ProDoc):

1. Using Research and Information to Strengthen Policy-Making;
2. Strengthening Mechanisms for Integrating MEAs into Other Sectors;
3. Targeted Education and Training to Support MEA Implementation.

In turn, these outputs are to operate changes in the beneficiaries, which are described in the proposed project outcomes:

4. Participation in MEAs is strengthened by targeted research, a comprehensive overview of MEA activities, and on-going input from civil society;
5. National and local governments include global environmental considerations in selected reports and strategies; and
6. Selected target groups have the capacity to understand and participate in activities that benefit the global environment.

## The Rio Conventions

The three Rio Conventions were adopted at the Earth Summit in Rio de Janeiro, Brazil in 1992.

The **United Nations Framework Convention on Climate Change** aims at avoiding dangerous human interference in the climate system by limiting the concentration of greenhouse gases in the atmosphere, emitted as a result of human/economic activity. The Kyoto Protocol and the Paris Agreement have been adopted and entered into force to complement the framework provided by the Convention.

The **Convention on Biological Diversity** has three main objectives: 1) the conservation of biological diversity; 2) the sustainable use of the components of biological diversity; and 3) the fair and equitable sharing of benefits arising out of the utilization of genetic resources. The Cartagena Protocol and the Nagoya Protocol have been adopted in the scope of the CBD.

The objective **United Nations Convention to Combat Desertification** is to combat desertification and mitigate the effects of drought in countries experiencing serious drought and/or desertification.

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<sup>2</sup> The three Rio conventions are: 1) the United Nations Framework Convention on Climate Change; 2) the Convention Biological Diversity; and 3) the United Nations Convention to Combat Desertification.

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Finally, the project objective is to **“Improve implementation of MEAs in Serbia by strengthening consultative processes and integrating MEA provisions into high-priority policies and programs at national and municipal levels.”**

The Terminal Evaluation (TE) will assess, where applicable, the extent to which these have been achieved or the likelihood they will be achieved in a foreseeable future and as a result of project implementation (see Evaluation objective, purpose and scope below).

## **Purpose and objective of the Terminal Evaluation**

In accordance with UNDP and GEF M&E policies and procedures, all full- and medium-sized UNDP-supported GEF-financed projects are required to undergo a Terminal Evaluation (TE) at the end of the project. The project titled “Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs)” (PIMS #5227) is medium sized and it was implemented through the Ministry of Environmental Protection of the Republic of Serbia.

This TE is being performed to promote accountability and transparency and to synthesize lessons that can help improve future UNDP-supported and GEF-financed initiatives. Most importantly, this TE is being performed with a view to identifying barriers, challenges and opportunities in relation to the sustainability of the results achieved through project implementation and to make recommendations aimed at enhancing the likelihood of achieving project impact.

The TE also aims at assessing the extent to which project implementation contributes to achieving GEF strategic objectives aimed at global environmental benefits. Finally, the TE aims at assessing the extent to which the project was aligned with UNDP country priorities and coordinated with other UNDP initiatives including poverty alleviation, strengthening resilience to the impacts of climate change, reducing disaster risk and vulnerability, as well as cross-cutting issues such gender equality, empowering women and supporting human rights.

## **Scope of the Evaluation**

This TE was conducted according to the guidance, rules, and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The TE encompasses the nearly the full project duration: from 17 January 2017 until September 1<sup>st</sup>, 2021 (the completion date for the project is expected to be 17 January 2022). In accordance with information collected, the project activities and outputs are all concluded or near conclusion at the time of the TE. Therefore, the performance of the TE ahead of project completion date is not considered a limitation to the TE.

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The TE focused on all beneficiaries and stakeholders, which, despite being wide ranging were engaged in data collection, namely in the interviews and questionnaire.

The TE assessed project performance against expectations set out in the project's Logical Framework/Results Framework as indicated in Annex A to the ToR for TE.

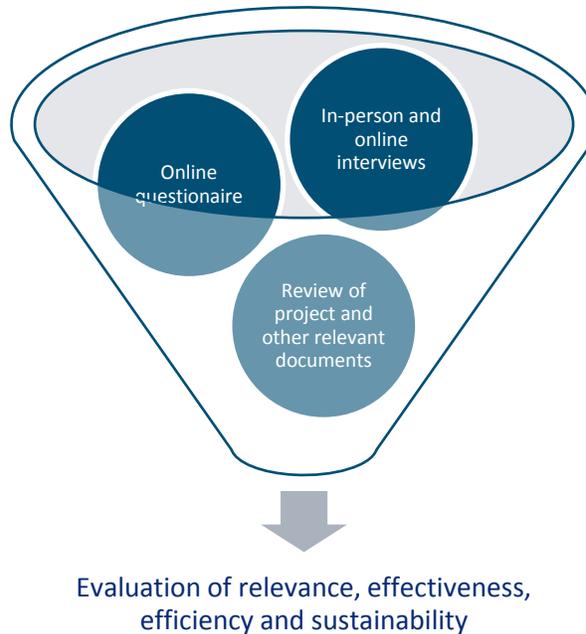
The main elements examined during the TE are as follows:

1. Project Design/Formulation: analysis of results framework: project logic and strategy, indicators, assumptions and risks, lessons from other relevant projects (e.g. same focal area) incorporated into project design, planned stakeholder participation and linkages between project and other interventions within the sector
2. Project Implementation: adaptive management (changes to the project design and project outputs during implementation), actual stakeholder participation and partnership arrangements, project Finance and Co-finance, monitoring & evaluation: design at entry, implementation, and overall assessment of M&E and UNDP implementation/oversight, implementing partner execution, overall project implementation/execution, coordination, and operational issues
3. Project Results: progress towards objective and expected outcomes, relevance, effectiveness, efficiency, overall Outcome, country ownership, gender, other cross-cutting Issues, social and environmental standards, Sustainability: financial, socio-economic, institutional framework and governance, environmental, and overall likelihood country ownership, gender equality and women's empowerment, cross-cutting Issues, GEF additionality, catalytic role / replication effect and progress to Impact

The analysis above resulted in main findings, conclusions, recommendations and lessons learned that are described in detail in the following sections of this report.

## **Methodology, Data Collection & Analysis**

In accordance with the evaluation team's understanding of the project and its outcome as described in the **Introduction** above, the most relevant data collection method will be the interviews. The TE team held in-person interviews with the most relevant stakeholders/beneficiaries and through such interviews it was able to identify key aspects related to relevance, effectiveness, efficiency and sustainability that could not be perceived through other methods, namely through the desk review of project and other relevant documents which, nonetheless, played an important role in the TE as can be depicted in the figure below.



**Figure 1 - Key methodological approaches to be used in the Terminal Evaluation**

The evaluation team notes that evaluation missions took place during a time when stakeholders could have been on their summer break. In addition, given the pandemic situation, the TE team was aware that it might have not been possible to hold in person interviews with all key stakeholders. Despite these circumstances, most interviews were conducted in person during the mission week, with a few online interviews being held. The TE team commends the stakeholders for their availability and openness and notes the support received from UNDP in supporting the team scheduling all relevant interviews and by making office space available for the conduction of some interviews.

For a wider stakeholder audience, that includes the large numbers of trainees under project activities (but more broadly can include all stakeholders/beneficiaries for which the TE team was provided with the respective e-mail address), an on-line questionnaire was provided. The goal of this questionnaire, contrary to the specific goal of the in-person and online interviews, is to capture greater tendencies in relation to, in particular, relevance and effectiveness, but also in relation to sustainability, where relevant. The results of the questionnaire are provided in an annex without any analysis.

The desk review, the interviews and the questionnaire, as the described above, allowed for the **triangulation of information**, which assures the TE team of its capacity to perform a sound TE of the project.

While the interviews were the main source of information, they are complemented and preceded by a detailed analysis of project and other relevant documentation and reports. The key project document and reports to be reviewed are those listed in the ToR and included in the table below.

**Table 4 - List of project documentation as included in the ToR**

#	Item
1	Project Identification Form (PIF)
2	UNDP Initiation Plan
3	Final UNDP-GEF Project Document with all annexes
4	CEO Endorsement Request
5	UNDP Social and Environmental Screening Procedure (SESP) and associated management plans (if any)
6	Inception Workshop Report
7	Annual Progress reports
8	Minutes of Project Board Meetings
9	GEF Tracking Tools (from CEO Endorsement, midterm and terminal stages)
10	GEF/LDCF/SCCF Core Indicators (from PIF, CEO Endorsement, midterm and terminal stages); for GEF-6 and GEF-7 projects only
11	Financial data, including actual expenditures by project outcome, including management costs, and including documentation of any significant budget revisions
12	Co-financing data with expected and actual contributions broken down by type of co-financing, source, and whether the contribution is considered as investment mobilized or recurring expenditures
13	Audit reports
14	Electronic copies of project outputs (booklets, manuals, technical reports, articles, etc.)
15	Sample of project communications materials
16	Summary list of formal meetings, workshops, etc. held, with date, location, topic, and number of participants
17	Any relevant socio-economic monitoring data
18	List of contracts and procurement items over ~US\$5,000 (i.e. organizations or companies contracted for project outputs, etc., except in cases of confidential information)
19	List of related projects/initiatives contributing to project objectives approved/started after GEF project approval (i.e. any leveraged or “catalytic” results)
20	Data on relevant project website activity
21	UNDP Country Programme Document (CPD)

22	List and contact details for project staff, key project stakeholders, Project Board members, RTA and other partners
23	Project deliverables that provide documentary evidence of achievement towards project outcomes

**Table 5 - Other relevant documents to be reviewed (including, but not limited to those mentioned in Annex J of the ToR<sup>3</sup>)**

#	Item
1	National laws, strategies, plans on the MEA subject matters ( <i>The National Strategy for the inclusion of Serbia in the Clean Development Mechanism under the Kyoto Protocol; Biodiversity Strategy of the Republic of Serbia; The National Strategy for Sustainable Use of Natural Resources and Goods</i> ).
2	National laws, strategies, plans on policy areas related to the MEA subject matters (energy, agriculture, forestry, water management, impact assessment); ( <i>National Sustainable Development Strategy and respective Action Plan; National Environment Protection Programme and respective Action Plan; The Energy Sector Development Strategy of RS; Strategy of Agriculture and Rural Development; Strategy of Clean Technologies; Development Strategy for Rail, Road, Water, Air and Intermodal Transport of the Republic of Serbia; Strategy of Tourism Development in the Republic of Serbia; Forestry Development Strategy for the Republic of Serbia; National Environmental Approximation Strategy; National Youth Strategy; National Disaster Risk Management Programme 2016-2019; National Strategy for Protection and Rescue in Emergency Situations; National Recovery Plan; Law on Water</i> )
3	Periodic reports to the Conventions ( <i>National Communications to the UNFCCC</i> )
4	Scientific articles published by project stakeholders / beneficiaries
5	Local level policy planning documents
6	Reports and other documents produced by non-governmental organizations on matters directly or indirectly related to the MEAs subject matters, including on cross-cutting issues.

<sup>3</sup> Listed in *italic*; the TE team will analyse any versions of such documents developed and/or adopted during the duration of the project, so as to identify any influence of or alignment with project results, including outcomes and impact.

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The **Evaluation Criteria Matrix** (in annex to this report) provides a detailed account of how data collection was planned to answer the key evaluation questions. It has been prepared taking into account the template and guidance provided and has been adapted to include key questions and indicators aimed at an effective evaluation of the project. Given the nature of the project and given the evaluation is focused on outcomes and impact, the indicators selected are mostly of a qualitative nature.

## Ethics

During the evaluation, the TE Team has not been faced by any action or omission that challenged any ethical best practices or the UNEG “Ethical Guidelines for Evaluation.” In this context, the TE Team has not felt any undue pressure nor did the team feel any information was being withheld from its knowledge.

Likewise, this TE Report describes, to the best of the TE Team’s knowledge and capacity, an accurate and impartial evaluation of project implementation and impact.

## Limitations to the evaluation

The TE Team has not defined or been imposed any limits to the evaluation. In the TE Team’s assessment, the scope of the evaluation was comprehensive.

During the inception phase, the TE Team acknowledged that the COVID-19 pandemic or the summer holidays could have limited access to stakeholders, which was not the case. The team also felt, at the same time, that performing the TE before project completion could difficult the team’s capacity to assess implementation of activities, delivery of outputs and financial performance. However, given the advanced stages of execution of the project, that potential limit to the evaluation also did not materialize.

## Structure of the TE Report

The report is structured in accordance with the ToR for the Terminal Evaluation:

- Introduction
- Project Description
- Findings
- Main findings, conclusions, recommendations and lessons
- Annexes

## 2. Project Description

### Project start and duration, including milestones

The project start date is 17-Jan-2017 and the original planned project closing date is 17-Jan-2022. No specific milestones have been set.

### Development context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope

The ProDoc analysed geographic, socio-economic, institutional and policy factors relevant for the project objective and scope. The Republic of Serbia is identified as being centrally positioned in the Balkan Peninsula in South-eastern Europe with a large number of environmental issues which are international in nature since it is highly geographically and biologically diverse. The total number of species living in Serbia represents 43.3% of all existing species in Europe and 92 % of Serbia's surface water originates from outside the country's borders.

From socio-economic point of view, around 52% of the total number of 7.1 million of inhabitants live in urban areas and two largest economic sectors are industry (30.3% of GDP), and agriculture, forestry and fishing (19.2%). Agricultural land covers 57.6% of the country.

Activities related to global environmental issues are primarily driven by multilateral environmental agreements (MEAs) ratified at national level, such as the three Rio Conventions (UNFCCC, UNCBD, UNCCD) and the Ramsar Convention and a number of Multilateral Environmental Agreements signed in period 2000-2014.

In 2011, Serbia was granted candidate status by the European Commission, and an EU-Serbia Stabilisation and Association Agreement is currently in force. Activities related to country-level environmental policies and programs are primarily driven by EU accession. Harmonizing legislation related to environment and climate change with the EU Acquis Communautaire has been an ongoing process, however with insufficient capacity to implement the adopted legislation.

Framework environmental policies and strategies in Serbia were prepared, such as the National Environmental Protection Programme (2010), and statements related to Green Economy policies and strategies and the National Strategy for Sustainable Development for the period 2009-2017.

Serbia completed its National Capacity Self-Assessment (NCSA) in order to identify the priority cross-cutting capacity development needs of the country to meet and sustain obligations under the three Rio Conventions. The major limitations identified include institutional coordination, environmental

databases, public awareness, and environmental mainstreaming. Consequently, the country has adopted numerous laws pertaining to environmental protection and has taken important steps to integrate global environmental obligations within its national developmental strategies, such as the National Sustainable Development Strategy for the period 2009-2017 adopted in 2008. Although the Action Plan was developed as well, implementation of the Strategy remained at a low level and the barriers remained.

Institutional level context was analysed in terms of roles and responsibilities in general and specifically related to this project at a) public sector level, namely the central and provincial government and local self-government b) public sector specialized institutions c) civil society organisations and d) academia. A stakeholder analysis was prepared.

The project design included a large number of stakeholders with a comprehensive approach allowing for flexibility for possible changes at institutional level which occur in particular when it comes to the number and structure of Ministries. At later stage it was instrumental to providing assistance to setting up a separate Ministry of Environment.

## Problems that the project sought to address: threats and barriers targeted

In addition to the issues mentioned in the context above, the main barriers and means for overcoming barriers identified in the ProDoc are summarized in the table below.

*Table 6 – Summary of barriers identified and means to overcome them*

Barriers	Barrier Explained	Means of Overcoming Barrier
Institutional	Lack of horizontal coordination	Component 1: Annual MEA Report, systematic NGO consultations for Convention activities  Component 2: Mainstreaming global environmental issues into DRR plans and EIAs and SEAs at the local level
	Lack of vertical coordination	Component 2: Creation of an EIA/SEA database to provide a two-way flow of information between the Ministry focal points and local governments.

Barriers	Barrier Explained	Means of Overcoming Barrier
	Gap between policies/programmes and their implementation and enforcement.	Component 2: Training on integration of global environmental issues into DRR plans.  Component 3: Training and provision of legal expertise to parliamentarians on global environmental issues
	Lack of continuity in policies and investments	Component 2: Development of a resource mobilization roadmap
Organizational	Lack of coordinated management in specific agencies	Component 1: Alignment of R&D funding with MEAs; systematization of NGO consultations
	Lack of institutional memory	Component 1: Annual Report on MEA Activities  Component 2: EIA/SEA database
Individual	Lack of awareness among youth and the general public	Component 1: Annual Report on Rio conventions and related outreach  Component 2: Youth grants that strengthen awareness of global environmental issues
	Lack of awareness among policy makers, legislators, and local officials	Component 2: DRR training and EIA/SEA training for local officials  Component 3: Trainings and legal expertise for members of parliament. Legal expertise for MAEP.
	Lack of awareness among students and researchers (potential practitioners)	Component 1: Call for proposals in applied research on global environmental topics.  Component 3: Support for the establishment of a PhD program in sustainable development. Development of informational resources in Serbian for students on global environmental issues.

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## Immediate and development objectives of the project

The project “**Capacity Development for Improved Implementation of Multilateral Environmental Agreements**” aims at *supporting Serbia in implementing the three Rio Conventions<sup>4</sup>, through its integration in key policies, plans and measures at national and local levels.*

This is to be achieved through the engagement of a wide array of stakeholders at public and private levels, including, and with special relevance to the Environment Ministry, parliamentarians, academia and local self-governments.

The project was designed to deliver **three outputs** (referred to as components in the ProDoc):

1. Using Research and Information to Strengthen Policy-Making;
2. Strengthening Mechanisms for Integrating MEAs into Other Sectors;
3. Targeted Education and Training to Support MEA Implementation.

In turn, these outputs are to operate changes in the beneficiaries, which are described in the three proposed **project outcomes**:

1. Participation in MEAs is strengthened by targeted research, a comprehensive overview of MEA activities, and on-going input from civil society;
2. National and local governments include global environmental considerations in selected reports and strategies; and
3. Selected target groups have the capacity to understand and participate in activities that benefit the global environment.

Finally, the **project objective** is to “**Improve implementation of MEAs in Serbia by strengthening consultative processes and integrating MEA provisions into high-priority policies and programs at national and municipal levels.**”

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<sup>4</sup> The three Rio conventions are: 1) the United Nations Framework Convention on Climate Change; 2) the Convention on Biological Diversity; and 3) the United Nations Convention to Combat Desertification.

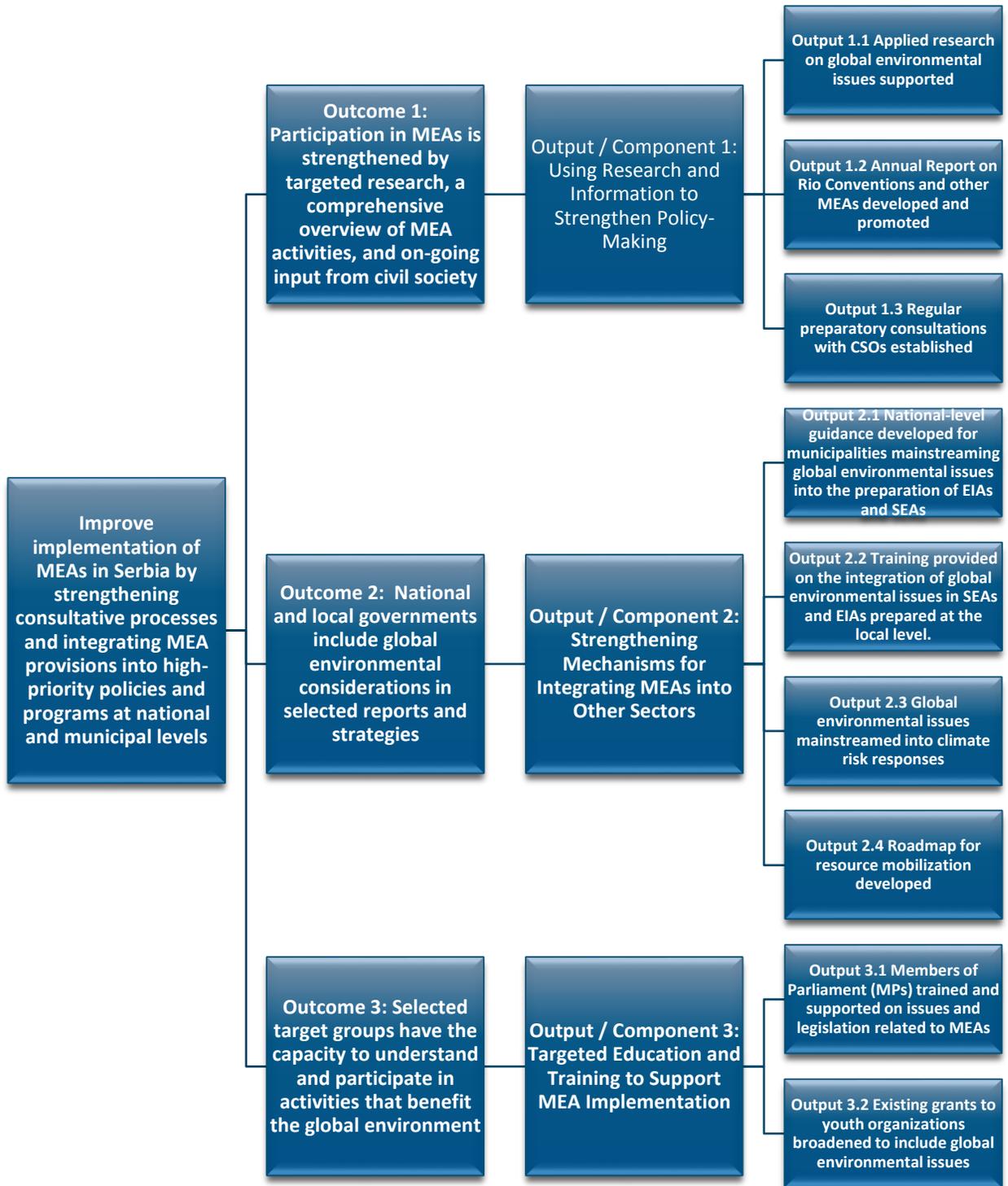


Figure 2 - Project objectives, outcomes and outputs as per the ProDoc

## Expected results

In addition to the outputs, outcomes and impact described in the section above, the Results Framework included a detailed list of deliverables (targets) under each result. This is described in the table below.

*Table 7 – Targets defined for each results (excerpt of the Results Framework included in the ProDoc)*

	Targets
<b>Project Objective<sup>5</sup>:</b> Improve implementation of MEAs in Serbia by strengthening consultative processes and integrating MEA provisions into high-priority policies and programs at national and municipal levels	At least three laws, plans and/or policies aligned to convention implementation requirements by the end of the project.
	At least two government calls for proposals integrate issues related to the global environment by the end of the project.
	At least 4 municipalities integrate global environmental concerns into their plans and procedures by the end of the project.
<b>Output 1.1 Applied research on global environmental issues supported</b>	By the end of Q12, Ministry of Science and Education will promote funding for R&D related to MEAs through a targeted call for proposals.
<b>Output 1.2 Annual Report on Rio Conventions and other MEAs developed and promoted</b>	By the end of the project, four cross-cutting Annual Reports will be produced and distributed on activities related to MEAs in the Republic of Serbia
<b>Output 1.3 Regular preparatory consultations with CSOs established</b>	By Q8, regular preparatory consultations <sup>6</sup> with CSOs will be held for each of the three Rio Conventions (FCCC, CBD, CCD).  By the end of the project, preparatory consultations will be held for at least two other MEAs in addition to the three Rio Conventions.
<b>Output 2.1 National-level guidance developed for municipalities mainstreaming global environmental issues into</b>	By the end of Q8, guidance has been developed on how local self-governing units should take global environmental issues into consideration when preparing or commissioning EIAs and SEAs

<sup>5</sup>Objective (Atlas output) monitored quarterly in ERBM and annually in APR/PIR

<sup>6</sup> Regular consultations are defined as consultations that are held prior to all high-level Convention-related meetings, such as Conference of Parties (CoP) or Meeting of Parties (MoP) meetings.

	Targets
<b>the preparation of EIAs and SEAs</b>	By the end of Q12, a database of EIAs and SEAs for the local level is available to the relevant focal points at the Ministry for Agriculture and Environmental Protection.
<b>Output 2.2 Training provided on the integration of global environmental issues in SEAs and EIAs prepared at the local level.</b>	<p>By the end of Q8, at least four companies conducting EIAs and SEAs for local self-governing units trained in the integration of global environmental issues into these processes.</p> <p>By the end of Q10, at least 75 employees from local self-governing units across four regions trained in the integration of global environmental issues into SEAs and EIAs.</p> <p>By the end of the project, at least 100 local employees in local self-governing units across four regions have received either new or refresher training in the integration of global environmental issues into SEAs and EIAs.</p>
<b>Output 2.3 Global environmental issues Mainstreamed into climate risk responses<sup>7</sup></b>	<p><i>By the end of Q12, a guidance for municipal adaptation planning developed.</i></p> <p><i>By the end of Q16, at least one Local Adaptation Plan developed.</i></p>
<b>Output 2.4 Roadmap for resource mobilization developed</b>	By the end of Q18, a roadmap for resource mobilization is in place and at least two sources of financing have been identified as probable sources for supporting MEA implementation
<b>Output 3.1 Members of Parliament (MPs) trained and supported on issues and legislation related to MEAs</b>	<p>By the end of Q10, at least 30 members of parliament trained on MEA commitments, compliance, and issues.</p> <p>By the end of Q12, at least one training session held on global environmental issues and women</p> <p>By the end of the project, at least 20 MPs participate in a second round of training (both refresher and additional training) on MEA commitments, compliance, and issues.</p> <p>By the end of Q4, legal expertise will be provided to the Green Chair (and additional MPs as time permits) on a year-to-year basis in support of MEA-related research and guidance.</p>
<b>Output 3.2 Existing grants to youth organizations broadened to include</b>	By the end of Q6, Information Days held for youth organizations in four regions on good practice on projects related to global environmental issues.

<sup>7</sup> As revised at inception

	Targets
global environmental issues	
<b>Output 3.3 Specialized curricula and/or coursework developed at the university level to provide skills on global environmental management and/or analysis.</b>	<p>By the end of the project, at least 20 law students have provided legal support to government institutions on issues related to MEAs.</p> <p>By the end of Q12, at least one PhD program in Serbia focuses on environmental studies directly relevant to global environmental issues.</p>

## Main stakeholders: summary list

Institutional level context was analysed in terms of roles and responsibilities in general and specifically related to this project at a) public sector level, namely the central and provincial government and local self-government b) public sector specialized institutions c) civil society organisations and d) academia. The stakeholder table includes a list of the total of 34 institutions/groups of stakeholders which is a considerable number. As the project is National Implementation Modality, the main stakeholder was the former Ministry of Agriculture and Environmental protection (MAEP), currently MoEP, designated to serve as the National Implementing Partner of the project.

A stakeholder analysis was prepared as indicated below.

*Table 8 - Summary list of main stakeholders*

Stakeholder	Relevance to Project and Role in Project Development
Ministry of Environmental Protection (MoEP) (formerly Ministry of Agriculture and Environmental Protection (MAEP))	Houses the Rio Convention focal points. Lead government agency on environmental issues.
Republic Hydro-meteorological Service	Monitoring key elements of air quality and climate change.
Environmental Protection Agency (SEPA)	A government agency that is under the supervision of MoEP responsible for coordinating environmental information systems in Serbia.
Ministry of Youth and Sport	The Ministry regulates and addresses youth issues and provides grants for environmental projects to youth organizations
Ministry of Education, Science and Technology Development	The Ministry is the main source of financing for basic and applied research.

Stakeholder	Relevance to Project and Role in Project Development
Office for Coordination with Civil Society (OCCS)	OCCS oversaw the development of National Strategy for Creating an Enabling Environment for Civil Society Development in the Republic of Serbia (2015-2019)
Statistical Office of the Republic of Serbia	Responsible for the organization and conduct of statistical surveys
Ministry of Health	Implementation of health and safety regulations
Ministry of Mining and Energy	Oversees mining waste, which is relevant to several MEAs;
Ministry of Construction, Transport, and Infrastructure	Urban and spatial planning, construction permitting, and communal infrastructure which are directly related to the preparation of strategic environmental assessments (SEAs) and environmental impact assessments (EIAs).
Ministry of Interior	Oversees emergency situations, including contingency planning, prevention, and response to natural disasters;
Ministry of Finance	Oversees macroeconomic policy, national budget planning, monitoring, and auditing; responsible for allocating money to the budget line for the environmental fund.
Ministry of Economy	Responsible for economic development, strategic policy development and strategic investments.
National Parliament	The Committee for the Protection of Environment is the official parliamentary committee that deals with environmental issues. A “Green Chair” mechanism was introduced in 2013 by which CSOs are able to participate in the Committee. An informal group of Green Parliamentarians, who meet to discuss environmental issues and whose members have participated in training on environmental issues.
Center for Science Promotion	Acts as a bridge between the science community and the general public; conducted science-related events upon key environmental issues such as water.
Provincial Secretariat for Urban Planning, Construction, and Environment	Oversees environmental protection for the Vojvodina Province.
Local municipal administrations	Water and waste issues; responsible for environmental assessments (specifically SEAs and EIAs), permitting, pollution registries, inspection oversight, development of DRR plans, and numerous other important functions with international environmental implications. .
Companies that prepare EIAs and SEAs	Several companies prepare SEAs and EIAs for local governments.
Standing Conference of Towns and Municipalities	Represents the interests of municipalities in Serbia and provides information, training, and project services to its members.
KOMS (National Youth Umbrella Organization)	An advocate for youth interests and seeks to improve the flow of information to youth organizations across Serbia.
Belgrade Fund for Political Excellence (BFPE)	Implemented a variety of projects in the areas of good governance and sustainable development. Their “Green Parliamentarians” program has provided training for

Stakeholder	Relevance to Project and Role in Project Development
	members of parliament who are interested in environmental issues and “Youth is the New Green” – an outreach program for Serbian youth related to climate change awareness.
Aarhus Centers	Under CSO administration with funding from the OSCE.
Researchers and Research Institutions	Eligible to participate in national and international calls for research proposals.
Institute for Nature Conservation of Serbia and Institute for Nature Conservation for of Vojvodina Province	Oversee the <i>protection and improvement of Serbia’s natural heritage on national and provincial level; preparation of studies for designation of protected areas; research on biodiversity, and monitoring the status of protected areas.</i>
University of Belgrade	<p>The Faculty of Political Science includes the Center for Environmental Politics and Sustainable Development and offers a popular Environmental Policy and Politics Masters course.</p> <p>The Faculty of Law offers an LLM in Environmental Law. A legal clinic program has been opened to train law students and provide expertise to clients and institutions on administrative law related to environmental issues.</p>
University of Nis (Faculty of Occupational Safety)	5 <sup>th</sup> master’s degree program (in environmental management, a Master’s programme in Disaster Risk Management.
Other universities and faculties	Offer courses and curricula covering a variety of environmental issues, including environmental science, nature and biodiversity issues, climate change, international and multilateral agreements, and changes in environment caused both by human activities and natural processes.
European Union – Instrument for Pre-Accession Assistance (IPA)	Under the IPA-2 funding window, Serbia’s funding allocation for 2014-2020 is EUR 1.5 billion. In the environmental sector (7-year budget: EUR 160 million) priorities are alignment with the environment and climate acquis. <sup>8</sup>
European Union – Horizon 2020	Provides funding for researchers and institutions through specific calls for proposals.
European Union – LIFE Programme	The financial instrument of the EU for environment and climate change, and it is open to member states and candidate countries.
UNDP – DRR Project	“Increased Resilience to Respond to Emergency Situations,” which concluded in February 2016, was a USD 3.64 million project funded by the Government of Japan.
UNDP – GEF EA Activities	
UNDP – Parliamentary Project	“Strengthening the Oversight Function and Transparency of Parliament” designed to improve the Parliament’s outreach to citizens.

<sup>8</sup> The *acquis communautaire*; i.e., the body of law common to EU countries.

Stakeholder	Relevance to Project and Role in Project Development
UN Gender Resources (UN Women, UNDP)	Examples of recent UNDP activities on gender and sustainable development include recent grants mainstreaming gender issues into DRR planning and a report on gender and climate change (December 2015).

## Theory of Change

The TE Team finds the Theory of Change as included in the ProDoc as generally representing the relevant causal links between outputs, outcomes and project impact, although, in our view some detailing and disaggregation would increase the clarity of the causal relations among the different elements.

As mentioned in different parts of this TE Report, the TE Team has the following key comments to the ToC at design:

- Some outputs do not seem to be in a position to contribute to outcomes, at least during a reasonable time frame (namely during project duration or shortly thereafter), such as Output 1.1;
- Generally speaking, project outcomes and project objectives are vague, allowing for strict or generic interpretation, thus also allowing to positive or negative assessment of achievement or likelihood of achievement;
- In this context, outcomes 1 and 3 seem to be too unambitious (if interpreted in a conservative way) and, on the other hand outcome 2 could not realistically be expected to be achieved within project duration or shortly thereafter, given the magnitude of the effort, namely at local level.
- Finally, the TE Team finds that the project impact includes elements that are better suited for an intermediate state.

In this context, the following changes to the ToC at design are proposed<sup>9</sup>:

- A simpler version, starting at outputs and ending at Impact at national level (disregarding impact related to GEF/UNDP activities)
- Redrafting of outcome 2, so as to depict a change in stakeholders. New outcome 2 reads: **Improved capacity at national and local governments include global environmental considerations in selected reports and strategies**
- Former outcome 2 is now Intermediate State 1: **National and local governments include global environmental considerations in selected reports and strategies**

<sup>9</sup> Output 2.3 has been changed in accordance with the revision at inception.

- 
- Relevant parts of the original project impact are now Intermediate State 2: **Consultative processes are strengthened and MEA provisions are integrated into high-priority policies and programs at national and municipal levels**
  - And project impact includes now a short and clear statement based on the original version: **Improved implementation of MEAs in Serbia**
  - Two assumptions have been included between outcomes and intermediate states:
    - **Political interest on global environmental issues continues to increase at the highest levels of national and international governance**
    - **Human, technical and financial resources are increasingly made available for planning and implementation of MEAs**

In the TE Team's view, the introduction of the two intermediate states between outcomes and impact, not only, make achievement of original outcome 2 more realistic by transforming it into an intermediate state as it also creates the correct step where the capacity created in a widespread range of stakeholders comes together, thus leading to impact.

As per the above and as depicted in the ToC at TE below, there are three clear causal pathways, each originating in each output, also referred to as component in the ProDoc.

As currently drafted in the proposal below, the causal link between outputs and outcomes is straightforward, except for, as mentioned before, Output 1.1 that might require a longer period to make a meaningful contribution to Outcome 1.

The original ToC failed in including any assumption between outcomes and impact, which would lead to the understanding that nothing outside the control of the project could constitute a barrier to the likelihood of achieving impact. As is currently proposed, not only the two new assumptions recognize the impact of external circumstances to the likelihood of achieving project impact, as the two new intermediate states provide a greater clarity of the road between outcomes and impact, which, in the TE Teams' views was a too large gap to be bridged in the original ToC.

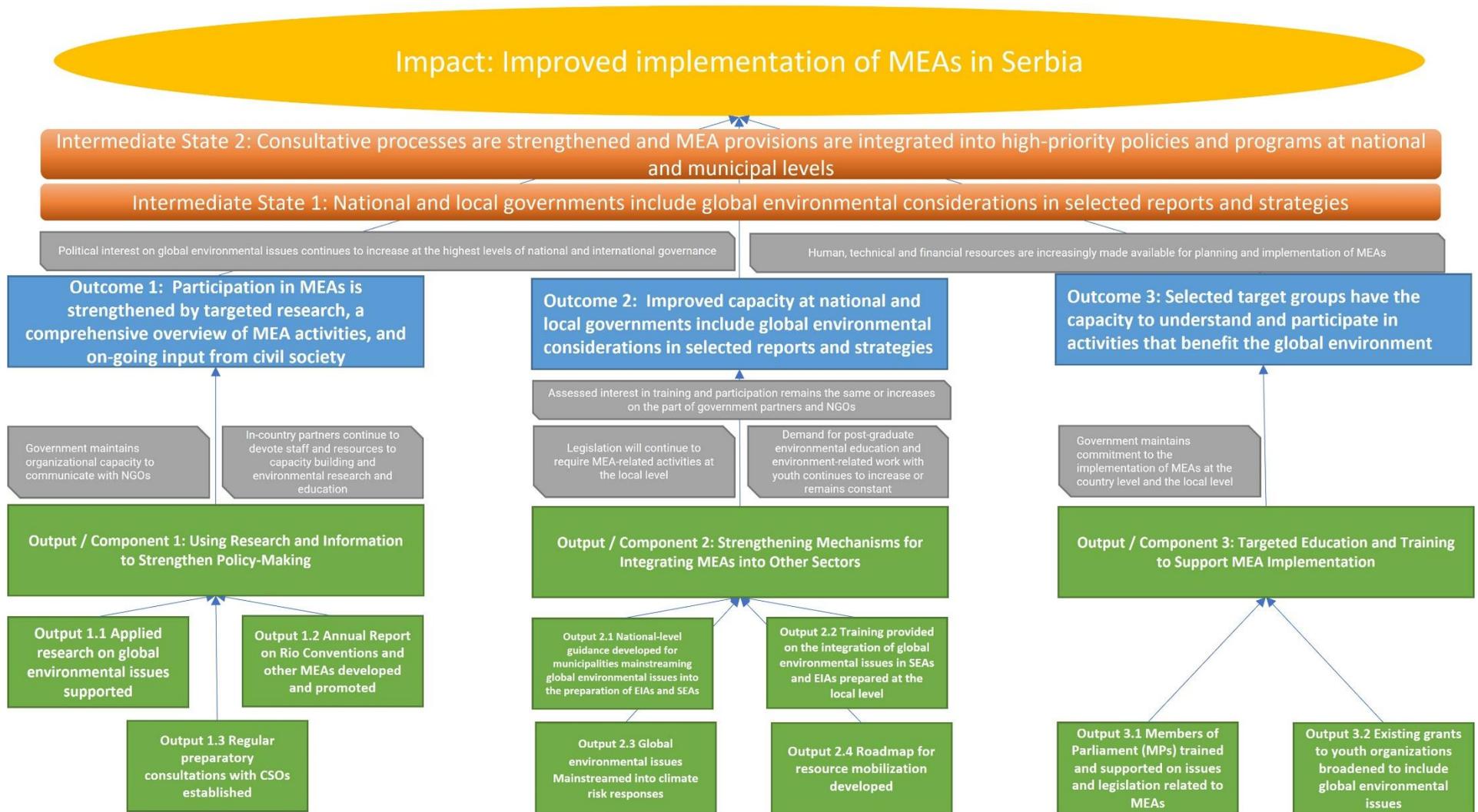


Figure 3 – Theory of Change at Terminal Evaluation

## 3. Findings

### Project Design/Formulation

Analysis of Results Framework: project logic and strategy, indicators

The TE considers the **Results Framework to be generally robust and to have contributed significantly to the effectiveness of project implementation.**

As described in the previous chapter, the TE finds that only the project objective / impact could have had a clearer drafting. The TE team, as explained in the chapter on the ToC finds that the project impact, as drafted in the ProDoc, includes elements of an intermediate state between outcomes and impacts. A draft as proposed by the TE Team would have improved the clarity and robustness of the Results Framework. However, the TE Team concludes that this did not have any impact on project implementation or on progress towards achievement of outcomes and impact.

The TE Team, prior to the interviews was of the opinion that the **project's duration seemed too long** taking into account the planned project activities, outputs and resources available. Nonetheless, after the interviews, the TE team agrees with the opinion expressed by stakeholders that a project of this nature, aimed at engaging a wide array of stakeholders and, in particular, aimed at support the Ministry of Environmental Protection by the time it was becoming independent from the Ministry of Agriculture, required a longer period so as to properly address emerging needs and ensure greater sustainability of results.

Serbia's circumstances have resulted in some institutional instability both at the political level (with changes at ministerial/government level) as well as in terms of MoEPs staff, which in some sectors fluctuates significantly in terms of capacity over time. It was brought to the attention of the TE Team, which agreed with the opinion expressed, that the project, over its five years of duration constituted an element of stability which was important for the country.

To an extent, and in accordance with the opinions expressed by stakeholders, the length of the project had the same sustainability effect of a clear and structured exit strategy which the project does not have.

The TE Team was concerned, nonetheless, with the wide-ranging stakeholder types the project aimed to engage, with seemingly disconnected approaches and activities. Before the interviews, the TE Team was unsure whether this could be considered a project design strength or weakness. During the interviews, the TE Team found that the project management team was extremely capable, despite changes in the staff, to conduct the different types of project activities in a successful manner. The TE Team found that both the design and implementation of the project were rather successful in finding very specific entry points in the support the different stakeholders needs and could absorb. The TE

team also found that the engagement of the different types of stakeholders was key in supporting the newly established MoEP in establishing communication channels and working relationships with the different stakeholders.

The TE Team finds that, among other aspects discussed throughout this report, the length of the project and the engagement of stakeholders, as discussed above, are a clear indication that the project was designed to address country priorities and be country driven.

TE Team finds, as a result, that the project's objectives and components are mostly clear and are practicable and feasible taken into consideration the timeframe allocated for project implementation.

Likewise, the TE Team found the Results Framework consistent with the ToC, which was discussed in the chapter above.

As discussed below the TE Team found that the project was not specifically sensitive to gender or vulnerable communities (including the poor and minorities) issues. This is certainly a weakness of the Results Framework and a certain degree of the projects lack of sensitivity to such issues may be attributable to its absence from the Results Framework, namely from the indicators.

The robustness of the project Results Framework has led it to withstand the test of time, having only been slightly revised ere revised during the inception period and approved by the National Partner as documented in the signed Inception report with regards to the indicators, baselines and target for output 2.3: Global environmental issues mainstreamed into climate risk responses. The focus is now on Local Adaptation Plans, rather than on Disaster Risk Reduction Plans (see tables below).

*Table 9 - Original indicator, baseline and target for output 2.3*

	Indicator	Baseline	Targets
Output 2.3 Global environmental issues mainstreamed into disaster risk reduction (DRR) policies and programs	Number of local Disaster Risk Reduction Plans that integrate global environmental concerns	Few local self-governing units have mandated DRR plans and those that do lack consideration of global environmental concerns	By the end of Q12, at least four Disaster Risk Reduction Plans for local self-governing units incorporate global environmental concerns.

*Table 10 - Revised indicator, baseline and target for output 2.3*

	Indicator	Baseline	Targets
Output 2.3 Global environmental issues mainstreamed into climate risk responses. <sup>10</sup>	Presence of a guidance for municipal adaptation planning  Number of Local Adaptation Plans that integrate global environmental concerns	Local self-governing units lack knowledge on municipal adaptation planning	By the end of Q12, a guidance for municipal adaptation planning developed.  By the end of Q16, at least one Local Adaptation Plan developed.

The TE Team found no evidence that the indicators were not suitable for the proper monitoring of project implementation and impact. To the best of our assessment the indicators are SMART (Specific, Measurable, Attributable, Relevant, Time-bound/Timely/Trackable/Targeted). However, the TE Team found that these indicators and the respective targets were exclusively focused on project results, not attempting to, as good practice would recommend it, capture broader development impacts (i.e. income generation, gender equality and women's empowerment, improved governance, livelihood benefits). The TE Team finds that at least women's empowerment and improved governance could have been easily included in the Results Framework indicators and targets. The TE Team notes that broader development impacts, namely related to improved capacity are captured in the Capacity Development Scorecard, which is presented in an Annex to this report.

In conclusion, the TE Team found that the Project Results Framework as included in the ProDoc and as slightly revised during the inception phase has constituted an important tool for the effective management of the project. The SMART indicators and the realistic targets defined allowed for a clear and timely monitoring of the implementation of the project, which grounded the evidence of adaptive management found (please see relevant section for a discussion on adaptive management).

The TE Team, as discussed in the section related to the Theory of Change, notes that the project strategy, as reflected in the ToC and in the Results Framework, was a risky one, with important leaps between outputs and outcomes, but more significantly between these and impact. It is in that context that the TE Team proposes the break down of the project impact into and Intermediate State and Impact. This intermediate state is fundamental as a steppingstone between outcomes and impact.

<sup>10</sup> Output 3.1, related indicators, baselines and targets were revised during the inception period and approved by the National Partner as documented in the signed Inception report.

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## Assumptions and Risks

The TE Team found the assumptions and risks, as described in the Project Results Framework (as well as in the ToC), are generally well articulated and reflective of Serbia's national circumstances. The TE Team finds, however, that risks and assumptions associated with project objective do not meet these requirements as those associated with outputs do.

The TE Team finds that risks and assumptions associated with achieving an improved implementation of MEAs in Serbia need to be much broader and reflective of a somewhat volatile institutional framework, which can constitute an important barrier to achieving the project objective. The lack of identification of more accurate and robust risks and assumptions at this higher level of the Results Framework is potentially one of the weakest aspects of project design and formulation. As included in the ProDoc and carried on during project implementation, the risk identified (Financial support for MEAs and related research and capacity development may be diverted by other government priorities) is real but manageable and the assumptions identified (The project will be executed in a transparent, holistic, adaptive, and collaborative manner; and Participants will be actively engaged in the project training and activities) can easily hold as the project may actually exert an important degree of influence over them. In the TE Team's view, with the risk managed and the assumptions holding, nothing should be in the way of the achievement of the project objective, which the TE Team does not find to be true.

### Lessons from other relevant projects (e.g. same focal area) incorporated into project design and Linkages between project and other interventions within the sector

The TE Team finds that the project has, to an extent, been designed taking into account results and lessons learned from previous projects and initiatives. In particular, the ProDoc, mentions the "National Capacity Self-Assessment (NCSA)" which identified the "priority cross-cutting capacity development needs of the country to meet and sustain obligations under the three Rio Conventions."

During the interviews, the NCSA was the only relevant source of lessons learned used during project design that interviewees mentioned. The TE Team notes, however, that none of the stakeholders



THE MAJOR LIMITATIONS IDENTIFIED  
INCLUDE INSTITUTIONAL COORDINATION,  
ENVIRONMENTAL DATABASES, PUBLIC  
AWARENESS, AND ENVIRONMENTAL  
MAINSTREAMING.

NCSA / ProDoc

currently engaged in the project was engaged at design (one interviewee participated in the project design but has not been engaged in implementation). This constituted a small barrier to the TE Team's capacity to cross-check findings from the desk review in relation to project design). The TE Team also notes that the ProDoc Annex I list several other documents consulted during project design, such as UNDP. United Nations Country Partnership Strategy: Republic of Serbia 2011-2015 and Andelkovic, Branka, ed. Cooperation of State Administration and Civil Society Organizations: Baseline Study for the Development of the first National Strategy for Creating an Enabling Environment for Civil Society Development in the Republic of Serbia 2015-2019. Belgrade: Government of the Republic of Serbia, Office for Cooperation with Civil Society, 2015.

The TE Team found evidence of identification of linkages to other initiatives and interventions at project design. These are clearly established in the chapter on "Baseline Projects and Other Related Past and On-going Activities" of the ProDoc. More importantly, during interviews, the TE Team found that one of the project's greatest strengths has precisely been the capacity to identify entry points and complement other on-going initiatives.

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*Project support to Legal Clinic, topped up support received from other sources to allow most suited junior lawyers to work with MoEP, in a clear demonstration of capacity to link with existing initiatives and profit from synergies.*

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## Planned stakeholder participation

(see section Main Stakeholders: Summary List above)

## Project Implementation

Adaptive management (changes to the project design and project outputs during implementation)

The changes to the initial project design are as follows:

1. In relation to the Output 2.3: Global environmental issues mainstreamed into disaster risk reduction (DRR) policies and programs and the indicted result of 2.3: Provide support to 4 local self-governing units in the preparation of their DRR plans

DRR was replaced with local action planning of adaptation to climate change, as indicated in the Inception Report under section 13: on page 8 “in consultations with the beneficiary institutions, it has been recognized that there is a clear need to support local level institutions in development of climate change adaptation planning frameworks. While the impact of climate change cannot be predicted with certainty, research suggests that extreme wet and dry episodes have increased in recent years in both frequency and in amplitude in Serbia. Severe flooding that occurred in 2014 unfortunately caused casualties and an estimated EUR 1.55 billion in damages in several cities. This increases the urgency of the need to adapt local-level operations to both current climate variability and future climate change. Through exploring how a municipality and its assets maybe impacted by climactic events, a municipality may then prepare actions and priorities aimed at protecting and preserving the future safety of its communities. Adaptation planning has become an important method globally through which municipalities can identify actual and anticipated climate change impacts, and adequately plan climate risk responses”. Section 14 on the same page, furthermore, states that “it has been agreed that the project should focus on planning of climate risk responses on the local level in line with the country’s priorities. In particular, this implies changes in the original Output 2.3 (Global environmental issues mainstreamed into disaster risk reduction (DRR) policies and programs)” New indicators and targets were identified at pages 8 and 9 of the inception report.

2. In relation to Component 3: Output 3.3 Specialized curricula and/or coursework developed at the university level to provide skills on global environmental management and/or analysis. Indicator Availability of post-graduate (doctoral) studies in global environmental issues in Serbia

It was decided in the Project Board meeting in 2019 that specialized trainings developed through National Academy for Public Administration (NAPA) would be more beneficial. This decision was based upon a survey done in 2017 and regulatory changes by which NAPA is authorized to prepare and implement the professional development programmes related to the European union issues.

All changes to the project design are properly documented and justified.

## Actual stakeholder participation and partnership arrangements

As a consequence of changes to the project design, the list of stakeholders was amended with the changes as indicated in the table below.

*Table 11 - Changes in stakeholder participation during implementation compared to design*

Stakeholder	Changes to role during the project implementation
The Ministry of Health	Stakeholder deleted since envisaged activity were related to DRR that was replaced with LAP in inception meeting.
Ministry of Interior	Stakeholder deleted since envisaged activity were related to DRR that was replaced with LAP in inception meeting.
University of Nis (Faculty of Occupational Safety)	<p>Stakeholder deleted since envisaged activity were related to DRR that was replaced with LAP on inception meeting. Although MEAs hasn't worked on DRR, as indicated in the change of plan made in the Initial report.</p> <p>The following was still introduced: Universities of Nis, Belgrade and Novi Sad have created a new joint master's academic program - Soil Erosion and Flood Prevention that starts in September 2021. <a href="https://www.juznevesti.com/Drushtvo/Zbog-cestih-poplava-i-nedostatka-strucnjaka-niski-i-jos-dva-univerziteta-otvorili-novi-master-program.sr.html">https://www.juznevesti.com/Drushtvo/Zbog-cestih-poplava-i-nedostatka-strucnjaka-niski-i-jos-dva-univerziteta-otvorili-novi-master-program.sr.html</a></p>
UNDP – DRR Project	Stakeholder deleted since envisaged activity were related to DRR that was replaced with LAP on inception meeting
National Parks of the republic of Serbia	Changes during the inception phase
Directorate of Agricultural Land (Ministry of Agriculture, Forestry and Water Management)	Changes during the inception phase
Public Policy Secretariat	Changes during the inception phase
National Academy for Public Administration	Changes during the project implementation instead of developing Phd programme
Ministry of Agriculture and Environmental Protection (MAEP)	The institution changed to the Ministry of Environmental Protection. Although the ministry continued to implement the activities envisaged by the initial project design, the project focused on strengthening the institution.

## Project Finance and Co-finance

The total project budget (inception report p. 17) is USD 1M with USD 950.000 allocated from GEF and USD 50.000 from UNDP. The amount of in-kind contribution of the partners is USD 930.000

*Table 12 - Distribution of sources of funding and allocation.<sup>11</sup>*

		MoEP	MYS	BFFE	SCTM	UNDP	Total
Outcome 1	Cash					15.000	15.000
	In kind	100.000					100.000
Outcome 2	Cash					9.000	9.000
	In kind	30.000			280.000		310.000
Outcome 3	Cash					25.000	26.000
	In kind		200.000	50.000		220.000	470.000
Monitoring and Evaluation	Cash						
	In kind						
Project management	Cash	50.000					50.000
	In kind						
Total	Cash						
	In kind	180.000	200.000	50.000	280.000	270.000	<b>980.000</b>
Description		Outcome 1 The Ministry provided data and experts in support of MEA annual Report Outcome 2	Outcome 3 The Ministry provided grant funding to youth organisations for projects on environmental protection n	Outcome 3 BFPE provided support for parliamentary education and the Green Chair programme	Outcome 2 The Standing Conference provided support for training and outreach to Municipalities	Outcome 1 Funding for specialists in research and education and in environmental capacity	

<sup>11</sup> Inception report

	The Ministry provided data and experts for the EIA/SEIA database and local training  Project Management: section 2.5				Outcome 2  Cash support for a legal advisor  Outcome 3  Cash and in-kind support for legal advisory and training for parliament	
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The following table describes the planned co-financing of the project at project design.

Table 13 - Planned Co-financing

Co-financing (type/source)	UNDP		GEF		MoEP		MYS		BFFE		SCTM	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	50,000	50,000	950,000	925,913.18	50,000	50,000	-	-	-	-	-	-
In-kind support	220,000	220,000	-	-	130,000	130,000	200,000	200,000	50,000	50,000	280,000	280,000
Totals	270,000	270,000	950,000	925,913.18	180,000	180,000	200,000	200,000	50,000	50,000	280,000	280,000

The following table describes the confirmed sources co-financing of the project at TE.

Table 14 - Confirmed sources of funding at TE stage

Sources of co-financing	Name of co-financier	Type of co-financing	Investment mobilized/Recurrent expenditure <sup>12</sup>	Amount USD
UNDP	UNDP	Grants	Recurrent expenditure	50,000
		In-kind support		220,000
GEF	GEF	Grants	Recurrent expenditure	925,913.18
Recipient country Government	MoEP	Grants	Recurrent expenditure	50,000
		In-kind support		130,000
Recipient country Government	MYS	In-kind support	Recurrent expenditure	200,000
Civil society organization	BFFE	In-kind support	Recurrent expenditure	50,000

<sup>12</sup>. Based upon the data collected from UNDP

Civil society organization	SCTM	In-kind support	Recurrent expenditure	280,000
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The following table presents disbursements of GEF funds over the project years.

Table 15- Disbursement of GEF funds (and commitment for 2021)

		Disbursement					Commitments	TOTAL	Balance	Utilization
		2017	2018	2019	2020	2021 (27.09.2021)	2021			
<b>GEF</b>	950,000.00	163,652.59	171,103.97	150,549.32	131,261.30	209,891.00	99,455.00	925,913.18	24,086.82	97.46%
<b>UNDP</b>	50,000.00	5,000.00	10,000.00	18,999.93	10,000.00	6,000.07	-	50,000.00	-	100%
	1,000,000.00	168,652.59	181,103.97	169,549.25	141,261.30	215,891.07		975,913.18		98%

In conclusion, the TE Team finds that the funds were distributed and utilized properly and according to the planned schedule. Insofar, 100% of the UNDP and 97.46% of the project funds have been used.

Monitoring & Evaluation: design at entry (\*), implementation (\*), and overall assessment of M&E (\*)

The process was designed in compliance with the UNDP Programme and Operations Policies and Procedures (POPP) and in particular along the following monitoring and evaluation arrangements:

- Ensuring the UNDP Quality Assurance Assessment during implementation, undertaken annually;
- Development of annual targets at the output level, and monitored and reported using UNDP corporate systems
- Regular updating of the ATLAS risk log; and
- Updating of the UNDP gender marker on an annual basis based on gender mainstreaming progress reported in the GEF PIR quality assessment ratings and the UNDP ROAR.

In addition, the ProDoc includes the Capacity Development Scorecard with specified targets and scoring for cross-cutting issues.

The designed monitoring procedure included that any quality concerns during the M&E activities (e.g. annual GEF PIR quality assessment ratings) must be addressed by the UNDP Country Office and the

Project Manager. The UNDP Country Office must retain all M&E records for the project for up to seven years after project financial closure in order to support ex-post evaluations undertaken by the UNDP Independent Evaluation Office (IEO) and/or the GEF Independent Evaluation Office (IEO). Any additional monitoring and evaluations and implementation quality assurance and troubleshooting support are the responsibility of the UNDP-GEF Regional Technical Advisor and the UNDP-GEF Directorate as needed.

The project audit is foreseen according to UNDP Financial Regulations and Rules and applicable audit policies on NIM implemented projects.

The total designated budget for monitoring and evaluation amounted to USD 50.000 while a revised budget during the inception report amounted to the indicative budget of USD 47.000.

### M&E revised plan during the inception phase

The M&E plan was revised and agreed with all stakeholders.

The table below presents the revised plan and the actually implemented activities

*Table 16 - M&E plan and implemented M&E activities*

Type of M&E activity	Time frame	Evidence on performed M&E activities /status
Inception workshop	Within two months of project document signature	Done
Inception report		Inception report prepared in 2017
Measurements of Means of Verification for project progress on output and implementation	Start, mid and end of project and annually when required	Part of annual work plans prior to annual work plans preparation (included in PIRs)
ARR/PIR	Annually	Three reports were prepared in 2018, 2019 and 2020
Periodic status/progress reports	Quarterly	A set of additional reports are presented in PIRs as annexes: The final narrative report on activities of the green parliamentary group, Training evaluation reports, Evidence on media coverage, Project Board Meeting Minutes and Annual Rio Report
Mid –term evaluation	Not mandatory for MSP if required at the mid-point of project implementation	Not done because it is not mandatory
Final evaluation	At least three months before the end of the project	Ongoing

Project terminal evaluation report	At least three months before the end of the project	Ongoing
Audit	Annually or other frequency as per UNDP audit policies	To be eventually performed.
Visits to field sites	Annually	Field reports are attached to the PIRs as annexes (annual reports)

Although the Capacity Development Scorecard was not considered during the inception phase, it has been completed and it is annexed to this report.

*Table 17 – Rating of M&E*

Assessment M&E	Rating
M&E design at entry	6
M&E Plan Implementation	6
Overall Quality of M&E	6

In conclusion, the TE Team finds that the reports included proper set of measurable indicators (baseline, targets and status at the reporting period) per outputs and outcomes. The narrative data provided sufficient and properly recorded evidence. The M&E procedures were implemented properly, according to the agreed plan by the parties assigned to it. As such, it is rated Highly Satisfactory (6).

UNDP implementation/oversight (\*) and Implementing Partner execution (\*), overall project implementation/execution (\*), coordination, and operational issues

This project has been implemented in the National Implementation Modality (NIM) and the designed project organisation structure is presented in the chart below:

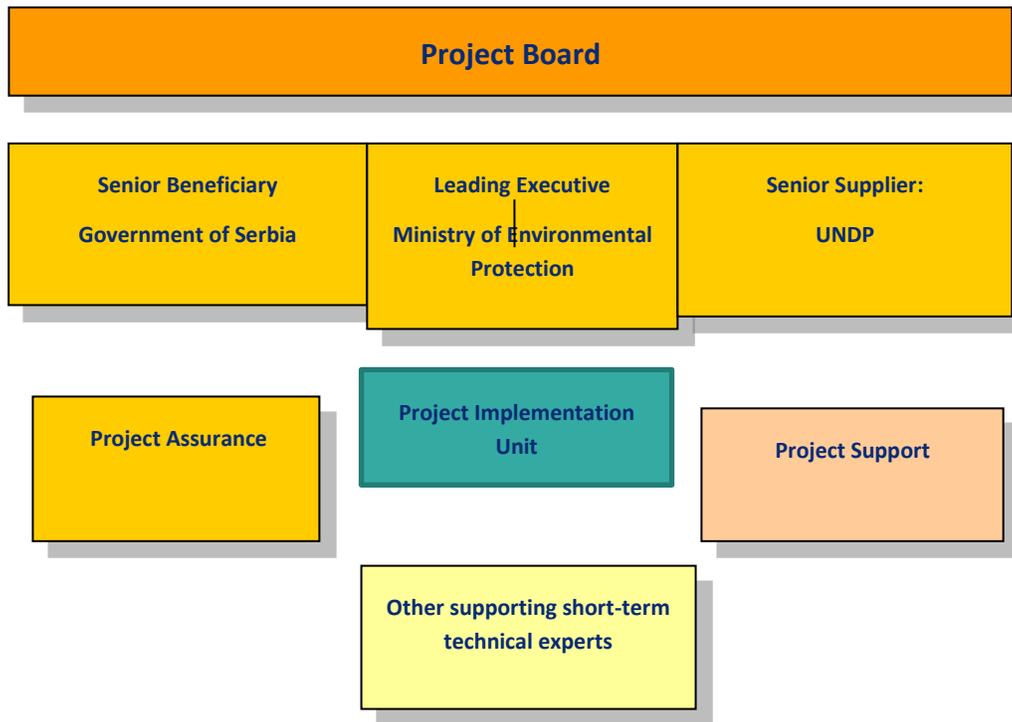


Figure 4 – Project Organization Structure<sup>13</sup>

As a NIM modality project, at the design stage, further confirmed at the inception phase and throughout the implementation, the project was implemented by the Ministry of Environmental Protection (MoEP) under the National Implementation Modality following UNDP guidelines for nationally implemented projects.

The institutional changes of the Ministry becoming the Ministry of environmental protection did affect the management arrangements, but the limits remained at individual changes to the Project Board members. The Ministry assigned the National Project Director to: (i) coordinate the project activities with the activities of other Government entities; (ii) certify expenditures in line with approved budgets and work plans; (iii) facilitate, monitor and report on the procurement of inputs and delivery of outputs; (iv) approve the Terms of Reference for consultants and tender documents for sub-contracted inputs; and (v) report to UNDP on project delivery and impact.

Project Board, comprising representatives of the Ministry was established at the inception of the project to monitor project progress, to guide project implementation and to support the project in achieving its listed outputs and outcomes. The Project Board was represented by the National Project Director. The Project Board had five board meetings to monitor the progress of the project which are duly documented in a form of Minutes of Meetings. Specific roles of the Project Board included (i) the

<sup>13</sup> ProDoc and the Inception report

Executive role i.e. to represent the project owners, (ii) Senior Supplier role by representing the interests of various parties that provide funding for specific cost sharing projects and/or technical expertise to the project and a (iii) Senior Beneficiary Role by representing interest of the final beneficiaries of the project. A project implementation unit consisted employees of the Ministry.

UNDP had the Project Assurance role by supporting the Project Board Executive by carrying out objective and independent project oversight and monitoring functions. UNDP appointed a Project Manager, who was delegated the authority for the day-to-day implementation of the project, including supervision, management and co-ordination of all project activities and financial matters and in addition provided advice on the technical, legal and financial aspects of the project. In addition to the Project Manager, UNDP provided a Coordinating Officer and Project Assistant and adviser when required.

Activities implemented through the project partners are as follows: in Component 1, the Center for the Promotion of Science is responsible for outreach to the research community on leveraging grants at the country level and internationally. In Component 2, Standing Conference on Towns and Municipalities to organize training and provided to towns and municipalities on EIAs and SEAs and guidance on development of Local Adaptation plans. In Component 3, the project relied on 1) the Belgrade Fund for Political Excellence (BFPE) to provide training and support to Green Parliamentarians, as BFPE established the group and oversees its activities; and 2) the Legal Clinic at the University of Belgrade Law Faculty to provide support on international environmental law to MAEP and to the Parliament

The TE Team finds that the project from the design stage though the implementation did not deviate from the original management structure. The management of the project was conducted properly, following the UNDP rules for NIM implemented project. All parties acted along the foreseen duties and responsibilities and the project was properly managed and implemented. As such the UNDP Implementation/Oversight & Implementing Partner Execution is rated Highly Satisfactory (6).

*Table 18 – UNDP Implementation/Oversight & Implementing Partner Execution*

<b>UNDP Implementation/Oversight &amp; Implementing Partner Execution</b>	<b>Rating</b>
Quality of UNDP Implementation/Oversight	6
Quality of Implementing Partner Execution	6
Overall quality of Implementation/Oversight and Execution	6

## **Project Results and Impacts**

### **Progress towards objective and expected outcomes (\*)**

The TE Team has found important progress towards achieving objectives and expected outcomes. The TE Team notes a high level of targets having been met at the time of TE, despite the challenges posed to the implementation of project activities in 2020 and a greater part of 2021.

As mentioned elsewhere, outcomes 1 and 3 are likely to have been achieved during project implementation. Outcome 2, in its original formulation would be unrealistic to be met withing project duration. The TE Team finds that Outcome 2, as formulated in the proposed ToC at TE is also likely to have been met.

The TE Team finds, also as mentioned elsewhere, that some outputs are unlikely to be able to contribute in a timely manner for outcome achievement (such as output 1.1). The causality between the remaining outputs and the respective outcome can be fairly established, taking into account the influence of some external factors, such as an important improvement of the socio-political context in the country. The very successful project implementation strategy of finding specific entry points to and profiting from synergies with other initiatives and by engaging institutions with capacity to absorb support received has certainly also played an important role in the progress towards achievement of objectives and outcomes.

The table below presents an update [in square brackets] of the information produced in the last available project annual report (2020).

*Table 19 – Progress towards achievement of objectives and expected outcomes*

	<b>Targets</b>	<b>Status of implementation as of June 2020 [in brackets, findings by the TE Team at TE]</b>
<b>Project Objective<sup>14</sup>:</b>  <b>Improve implementation of MEAs in Serbia by strengthening consultative processes and integrating MEA provisions into high-priority policies and programs at national and municipal levels</b>	At least three laws, plans and/or policies aligned to convention implementation requirements by the end of the project.	<p>The project has supported development of the new Law on Strategic impact assessment (SEA) and new Law on Environmental impact assessment (EIA) that are to be adopted during 2021 or 2022. Full achievement of this target is expected.</p> <p>The law on Climate Change was adopted in 2021.</p> <p>Recommendations for developing a national policy, legal and institutional framework for introducing the Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization (ABS) were developed.</p>
	At least two government calls for proposals integrate issues related to the global environment by the end of the project.	Innovation Fund of the Republic of Serbia has announced three wide calls: first call for applications in 2019 where, among others, nine environmental projects received

<sup>14</sup>Objective (Atlas output) monitored quarterly in ERBM and annually in APR/PIR

	Targets	Status of implementation as of June 2020 [in brackets, findings by the TE Team at TE]
		<p>funding<sup>15</sup> (app. 170,000 USD); second call in 2020 where nine environmental projects received funding<sup>16</sup> (app. 180,000 USD); third call is currently open (until September 2021).</p> <p>Science fund of the Republic of Serbia announced a public call in 2020 (app 2 million USD was allocated<sup>17</sup> for environmental projects).</p>
	At least 4 municipalities integrate global environmental concerns into their plans and procedures by the end of the project.	<p>Based on the Guidance for integration of global environmental issues into Local Actions Plans for Youth (LAPYs), 6 LAPYs adopted to date included environmental goals and activities for the period 2018-2021.</p> <p>Local Action Plan for adaptation to climate change has been adopted by the Municipality of Becej in 2019, while adoption of plans in Zrenjanin, Ub and Kraljevo were developed in 2020, while adoption was postponed by the Covid19 pandemic and is now expected by the end of 2021 or in early 2022.</p>
<b>Output 1.1 Applied research on global environmental issues supported</b>	By the end of Q12, Ministry of Science and Education will promote funding for R&D related to MEAs through a targeted call for proposals.	<p>The first MoEP call for proposals for funding R&amp;D projects in the area of environment was launched in September 2018 and 22 research institutions received funding. The second call was launched in February 2020 and the final ranking list is expected in the second half of 2020.</p> <p>Full achievement of the target is due at the end of the project.</p> <p>[In an effort to empower women,] In September 2019, one female researcher nominated by the MESTD attended an international Food Chemistry Conference in Spain.</p>
<b>Output 1.2 Annual Report on Rio Conventions and other MEAs</b>	By the end of the project, four cross-cutting Annual Reports will be produced and distributed on activities related to MEAs in the Republic of Serbia	<p>First Annual report on Rio Conventions has been prepared by December 2018 in cooperation with the Ministry of Environmental Protection. Second Annual report on Rio Conventions has been prepared by December 2019 in cooperation with the Ministry of Environmental Protection.</p>

<sup>15</sup> [https://www.inovacionifond.rs/cms/files//dokaz-koncepta-odobreni-projekti-prvi-ciklus/List\\_a\\_odobrenih\\_projekata\\_prvi%20poziv.pdf](https://www.inovacionifond.rs/cms/files//dokaz-koncepta-odobreni-projekti-prvi-ciklus/List_a_odobrenih_projekata_prvi%20poziv.pdf)

<sup>16</sup> [https://www.inovacionifond.rs/cms/files//dokaz-koncepta-odobreni-projekti-prvi-ciklus/List\\_a\\_odobrenih\\_projekata\\_PoC\\_II\\_ciklus.pdf](https://www.inovacionifond.rs/cms/files//dokaz-koncepta-odobreni-projekti-prvi-ciklus/List_a_odobrenih_projekata_PoC_II_ciklus.pdf)

<sup>17</sup> <http://fondzanauku.gov.rs/wp-content/uploads/2020/03/PROMIS-List-of-projects-accepted-for-funding-1.pdf>

	Targets	Status of implementation as of June 2020 [in brackets, findings by the TE Team at TE]
<b>developed and promoted</b>		<p>The third Annual report on Rio Conventions was prepared in 2020.</p> <p>Full achievement of the target is due to end of the project.</p>
<b>Output 1.3 Regular preparatory consultations with CSOs established</b>	By Q8, regular preparatory consultations <sup>18</sup> with CSOs will be held for each of the three Rio Conventions (FCCC, CBD, CCD).	<p>The first consultative meeting with the Ministry of Environmental Protection and CSOs related to UNFCCC COP 23 was held in December 2017. Second meeting was held in April 2018. The third and fourth regular consultative meetings with the Ministry of Environmental Protection and CSOs were held in November 2018 and February 2019 respectively (prior and after the UN Conference on biodiversity - COP14, and UN Conference on Climate Change - COP24). Fifth meeting was held in November 2019 prior to UNFCCC COP 25.</p> <p>The sixth meeting is planned for October 2021, prior to COP 26 to be held in Glasgow, Scotland.</p>
	By the end of the project, preparatory consultations will be held for at least two other MEAs in addition to the three Rio Conventions.	<p>[The TE Team has not found additional information on this target. The TE Team is, nonetheless aware that MEA activities came to a halt due to the COVID19 pandemic, which might have hindered the capacity to achieve this target].</p> <p>The TE Team notes that the project team expects this target to be achieved by the end of the project.</p>
<b>Output 2.1 National-level guidance developed for municipalities mainstreaming</b>	By the end of Q8, guidance has been developed on how local self-governing units should take global environmental issues into consideration when preparing or commissioning EIAs and SEAs	The preliminary guidance has been prepared and will be finalized upon adoption of the new Laws on EIA and SEA.

<sup>18</sup> Regular consultations are defined as consultations that are held prior to all high-level Convention-related meetings, such as Conference of Parties (CoP) or Meeting of Parties (MoP) meetings.

	Targets	Status of implementation as of June 2020 [in brackets, findings by the TE Team at TE]
<b>global environmental issues into the preparation of EIAs and SEAs</b>	By the end of Q12, a database of EIAs and SEAs for the local level is available to the relevant focal points at the Ministry for Agriculture and Environmental Protection.	Database on EIA/SEA has been developed and transferred to the Ministry of Environmental Protection server. Database will be operational in line with the provisions contained in the new Laws on EIA and SEA that are expected to be adopted by the end of end of 2021 or in early 2022.
<b>Output 2.2 Training provided on the integration of global environmental issues in SEAs and EIAs prepared at the local level.</b>	By the end of Q8, at least four companies conducting EIAs and SEAs for local self-governing units trained in the integration of global environmental issues into these processes.	Training for 9 companies conducting SEAs and EIAs for local self-governing units organized in October 2017 with the representatives from the Ministry of Environmental Protection.
	By the end of Q10, at least 75 employees from local self-governing units across four regions trained in the integration of global environmental issues into SEAs and EIAs.	123 officials, out of which 87 women (71%) and 36 men (29%), from the local self-governing units across four regions trained in the integration of global environmental issues into SEAs and EIAs in the period June – October 2017.
	By the end of the project, at least 100 local employees in local self-governing units across four regions have received either new or refresher training in the integration of global environmental issues into SEAs and EIAs.	The second round of trainings is planned for the last quarter of 2020 when an additional 101 representatives of LSGs were trained on implementation of EIA and SEA laws and integration of global environmental issues into the conduct of SEAs and EIAs. Trainings were also held for 35 representatives of private companies dealing with EIA. In addition to EIA and SEA, trainings covered the topic of social and environmental safeguarding principles used by IFIs and international organisations.
<b>Output 2.3 Global environmental issues mainstreamed</b>	By the end of Q12, a guidance for municipal adaptation planning developed.	A guidance for local adaptation planning was developed by December 2018.  A Local Adaptation Plan for the Municipality of Becej was developed, by December 2018. Three additional Local Adaptation Plans, for Zrenjanin, Ub and Kraljevo were developed in 2020, while adoption was postponed by the

	Targets	Status of implementation as of June 2020 [in brackets, findings by the TE Team at TE]
into climate risk responses. <sup>19</sup>		Covid19 pandemic and is now expected by the end of 2021 or in early 2022.
	By the end of Q16, at least one Local Adaptation Plan developed.	A Local Adaptation Plan for the Municipality of Becej was developed, by December 2018. Adoption of three additional Local Adaptation Plans, for Zrenjanin, Ub and Kraljevo (developed by March 2020) is expected in 2020.
<b>Output Roadmap for resource mobilization developed</b>	<b>2.4</b> By the end of Q18, a roadmap for resource mobilization is in place and at least two sources of financing have been identified as probable sources for supporting MEA implementation	Guidance for development of successful environmental projects with instructions on resource mobilization was finalized in February 2018 and contributes to this target.  A Roadmap for resource mobilization was prepared in 2021.
<b>Output Members of Parliament (MPs) trained and supported on issues and legislation related to MEAs</b>	<b>3.1</b> By the end of Q10, at least 30 members of parliament trained on MEA commitments, compliance, and issues.	26 MPs (53% women) from various political parties, members of the Green Parliamentary Group have been trained on MEA commitments, compliance, and issues in partnership with the CSO BFPE since July 2017. This is an ongoing activity with various formats (trainings, roundtables, study visits, panel discussions) organized throughout the project duration.
	By the end of Q12, at least one training session held on global environmental issues and women	Training on the topic of green entrepreneurship - opportunity for women empowerment was organized in December 2017 with participation of 40 women MPs. A panel discussion on the topic of climate change and gender equality was organized in October 2018 with participation of 300 women MPs in the National Parliament.

<sup>19</sup> Output 3.1, related indicators, baselines and targets were revised during the inception period and approved by the National Partner as documented in the signed Inception report.

	Targets	Status of implementation as of June 2020 [in brackets, findings by the TE Team at TE]
	By the end of the project, at least 20 MPs participate in a second round of training (both refresher and additional training) on MEA commitments, compliance, and issues.	The second round of trainings for MPs was conducted following the 2020 parliamentary elections and the constitution of a newly established Green Parliamentary Group joined by 39 MPs.
	By the end of Q4, legal expertise will be provided to the Green Chair (and additional MPs as time permits) on a year-to-year basis in support of MEA-related research and guidance.	Legal expertise to environmental CSOs that participate in the Green Chair mechanism is provided by the project partner Legal Clinic through their parallel activities.
<b>Output 3.2 Existing grants to youth organizations broadened to include global environmental issues</b>	By the end of Q6, Information Days held for youth organizations in four regions on good practice on projects related to global environmental issues.	Information days for youth organizations and local youth offices on good practice on projects related to global environmental issues was organized in four regions across Serbia during the period November - December 2017.
<b>Output 3.3 Specialized curricula and/or coursework developed at the university level to provide skills on global environmental management and/or analysis.</b>	By the end of the project, at least 20 law students have provided legal support to government institutions on issues related to MEAs.	<p>25 students from the Faculty of Law Environmental Clinic have provided legal support to the state institutions related to international environmental regulations in 2018, while 22 students provided this support in 2019.</p> <p>In 2020, 25 students of Legal Clinic provided support in preparation of the draft Law on Environmental Protection; the review of the ombudsman's practice on environmental protection cases; and the long-term implications of the EU green agreement on national policies in Serbia and the EU accession process.</p> <p>4 lawyers are in 2021 working at MoEP.</p>

	Targets	Status of implementation as of June 2020 [in brackets, findings by the TE Team at TE]
	By the end of Q12, at least one PhD program in Serbia focuses on environmental studies directly relevant to global environmental issues.	Belgrade based Singidunum University introduced an accredited interdisciplinary Master's <sup>20</sup> and PhD <sup>21</sup> programs in the field of Environment and Sustainable Development, starting from the fall of 2019.  Online multidisciplinary environmental course was developed and published in January 2021, in collaboration with the National Academy for Public Administration (NAPA). Course contains lessons, additional materials with links and tests. In line with user experiences and new policy developments, three video tutorials are currently undergoing revisions to reflect the changes made by the adopted of the new Law of Climate Change in April 2021. NAPA has introduced 'environmental protection' topic in their official yearly program.

### Relevance (\*)

The TE Team found ample evidence for the project's relevance to global and GEF and UNDP strategic priorities.

The TE Team also found ample evidence that the project answers a national priority, clearly identified by the direct beneficiaries of the project (namely MoEP and other stakeholders with direct engagement in environmental matters). The TE Team notes however, that despite the project clearly answering a national need and priority defined at sectoral level, at the time of design, it was unclear whether the project was answering to a national, cross-cutting need and priority.

However, the TE Team was found evidence that during the project implementation period, environmental issues, including implementation of MEAs, has raised its profile on the political agenda at the highest level in the country. Several interviewees attributed this development to several factors. Firstly, interviewees referred to the EU accession process as the main driver for political and policy advances on environmental matters in Serbia. Secondly, the high level of environmental agenda at the global level, in particular the high profile of the climate emergency. Finally, interviewees mentioned the project as an agglutination factor. Many mentioned that the project provided an important steady foundation for these outside drivers to be cemented in the national agenda, namely though the

<sup>20</sup> One-year Master's study programme Environment and Sustainable Development available at URL: <https://singidunum.ac.rs/admission-master/study-programme/environment-and-sustainable-development>

<sup>21</sup> PHD program Environment and Sustainable Development available at URL: <https://singidunum.ac.rs/upis-doktorske-studije/study-programme/zivotna-sredina-i-odrzivi-razvoj>

awareness raising, training and network building it allowed across the wide range set of stakeholders that benefited from project activities.

During the evaluation, the TE Team became progressively aware that the project implementation strategy was very responsive to (emerging) needs of a somewhat volatile institutional and political framework and that the project was key in providing support to several stakeholders, in particular, MoEP at times where national resources were not sufficient to meet needs.

Table 20 - Evaluation Matrix: Relevance

Evaluation Criteria*	Assessment	Sources	Comment / Evidence
<b>Relevance: How does the project relate to the main objectives of the GEF Focal area, and to the environment and development priorities a the local, regional and national level?</b>			
Did the project respond to a national need and priority at the time of design? Is there evidence that the project corresponded to a national priority at the time of project design and approval?	Yes	Stakeholders, project team, ProDoc, national documents	Clear national need, enhanced by lack of awareness and priority at high level. Need and priority clearly established at the level of direct beneficiaries.
Were specific methods and tools used to assess the needs of the project beneficiaries, in particular those at local level?	Yes	Stakeholders, project team and ProDoc	Despite already slightly outdated at the time of project design, the results of the National Capacity Self-Assessment project provided input. The TE Team found evidence of stakeholder consultation during project design.
Is the project aligned with the main objectives of the GEF Focal area?	Yes	ProDoc GEF LTS and PoW	At time of design, project was aligned with GEF Focal Area CCCD-2: Strengthening consultative and management structures and mechanisms and CCCD-3: Integrating MEAs provisions within national policy, legislative, and regulatory frameworks
Have the interventions matched the capacities and capacity needs of the institutions and individuals?	Yes	Stakeholders, project team	The TE Team found the project's capacity to approach different types of stakeholders with different approaches matching their needs and capacities one of the project's key strengths.

### Effectiveness (\*)

The TE Team considers found that, to a large extent, project objectives have partially been achieved and are likely to be achieved in the future. The TE Team also found, however, that achieving project impact is dependant on a set of assumptions (such as continued growing visibility of environmental

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issues in the political agenda at the highest level, and the continuation of the EU accession process), which were not originally foreseen. As discussed in the relevant section below, the TE Team also finds that measures to ensure sustainability of results achieved need to be put in place immediately, so as to increase the likelihood of achievement of project results, in particular Outcome 2 and Impact.

The TE Team found evidence that the results delivered, and the outputs were commensurate to what was planned. In fact, the TE Team expressed its admiration and commended the project management for its capacity to address and respond the emerging needs of the key stakeholders / beneficiaries, without having to revise the project. The TE Team notes that the project, as designed, was very successful in identifying and anticipating the country needs over the five years of project duration.

The TE Team found that the project has had the greatest achievement related to:

- *Output 1.3 Regular preparatory consultations with CSOs established:* the TE Team was made aware that such consultations are already taking place independently of the project, thus showing a clear sign of sustainability.
- *Output 3.1 Members of Parliament (MPs) trained and supported on issues and legislation related to MEAs:* the TE Team found that members of the Green Parliamentary Group (GPG) attribute their increased intervention capacity to the support received from the project. The TE Team found during interviews, that the GPG believes that, despite importance of continued support, it will be able to continue its activities and to raise the environmental agenda in the parliament in the future, in the absence of the project.
- *Output 3.3 Specialized curricula and/or coursework developed at the university level to provide skills on global environmental management and/or analysis.* The TE Team found that the Legal Clinic has been a tremendously successful initiative, not only allowing for the selection of the most suited legal experts to work for MoEP, but also by raising the awareness of law students to environmental law (the demand to participate in Legal Clinics has far outweighed the capacity). The TE Team notes, however, that a stable solution for the permanent employment of the lawyers by MoEP had not yet been found, despite the positive outlook.

The TE Team found that the project has had the fewest achievement related to:

- *Output 1.2 Annual Report on Rio Conventions and other MEAs developed and promoted:* after reviewing the deliverables for the different years, the TE Team found that they varied in scope and relevance of information; additionally, after the interviews, the TE Team did not find solid evidence of relevance of the content of the reports to the stakeholders
- *Output 2.4 Roadmap for resource mobilization developed:* after reviewing the deliverable, the TE Team could not find evidence of its effectiveness in contributing to enhancing mobilization of resources in implementing MEAs.
- *Output 3.2 Existing grants to youth organizations broadened to include global environmental issues:* after the interviews, the TE Team could not find evidence of a sustainable impact of the intervention.

The TE Team notes that throughout project implementation, the political framework became increasingly favourable to the achievement of project outcomes and project impact. As mentioned elsewhere in this report, while this can be attributable to external circumstances, several interviewees were keen to attribute the project a role in this changing setting. Despite the increasingly favourable political environment, the TE Team also found evidence that some institutional instability poses a barrier to the sustainability of results. On the other hand, the TE Team found evidence that many stakeholders attribute the project an important role in addressing such institutional instability.

Finally, the last two years of project implementation coincided with the COVID-19 pandemic. The TE Team has found no evidence that the restrictions imposed by the health authorities had a significant impact on project implementation and likelihood of achievement of outcomes and impact.

Finally, with regards to gender mainstreaming and empowerment of women (see elsewhere a more detailed discussion on gender issues), the TE Team did not find a cross cutting strategic approach in the implementation of project activities. The TE Team found, nonetheless, specific cases, such as the support of women scientists to participate in international conferences. While this cannot be attributed to the project, the TE Team noted the women leadership of the Green Parliamentary Group.

*Table 21 - Evaluation Matrix: Effectiveness and Results*

Evaluation Criteria*	Assessment	Sources	Comment / Evidence
<b>Effectiveness and results: To what extent have the expected outcomes and objectives of the project been achieved?</b>			
Are project outcomes and objectives, as described in the ProDoc, realistic?	Yes	Project Documentation, Stakeholders, project team	The TE Team, during the desk review that preceded the mission, was unsure whether the many different types of outputs could, when combined, have a clear causal relationship with the outcomes. However, during the interviews, the TE Team became aware of how these outputs constituted pieces of a puzzle that, assumptions holding, will have an important role in the achievement of project objectives/impact.
Have all project deliverables been produced in a timely manner?	Yes	Project Documentation, Stakeholders, project team	The TE Team found this to be the case for the greater extent of the deliverables produced. The TE Team was made aware of some slight delays in the production of some deliverables, which had no impact on project management or achievement of outputs. The TE Team found that such slight delays required some <i>de minimis</i> adjustments to inter-annual budget planning. The TE Team considers that the fact that no project revision was necessary is evidence of the

Evaluation Criteria*	Assessment	Sources	Comment / Evidence
			efficient management of the project and timely production of deliverables.
Have project outputs been effectively disseminated to the relevant stakeholders?	Partially	Stakeholders and project team	<p>The TE Team did not find evidence of a systematic approach to dissemination of outputs or knowledge management.</p> <p>In a specific case – the production of the Rio Convention Implementation Reports – the TE Team could not fully understand who the relevant stakeholders were to benefit from such output.</p>
Did the project use the appropriate channels and approaches to communicate with the relevant stakeholders?	Yes	Project Documentation, Stakeholders and project team	The TE Team found the project’s capacity to reach out to, address the needs and find an optimum entry point for the relationship with different stakeholders, one of the projects strengths.
Have project outcomes been achieved or are likely to be achieved in the near future?	Partially	Project Documentation, Stakeholders, project team	<p>The TE Team finds that outcome 3 may have been achieved thus far, in particular by key target groups such as parliamentarians and civil society organizations. Outcome 1 may be partially achieved, namely on what the input from civil society is concerned.</p> <p>With regards to Outcome 2, which the TE Team considers to be the most ambitious and crucial for achieving project impact, clear progress can be noticed when compared to baseline. However, many gaps remain, namely in relation to the adoption of key national strategies (such as climate change strategy). The TE Team also notes that even when strategies and other programmatic documents are adopted, implementation is typically slow and that in some circumstances different sectoral policies may not be fully consistent.</p> <p>Finally, despite the achievement of the outputs related to Local Self Governments, the TE Team concludes that the sustainability of the results needs to be assured by follow up support and matched with the required resources.</p>
Does the ProDoc identify drivers, barriers and assumptions to the achievement of outcomes and project impact?	Partially	ProDoc	The ProDoc does not identify drivers. The barriers are described in detail and are found to depict accurately Serbia’s circumstances at the time to project design. The assumptions are also identified. However, as mentioned elsewhere, the TE Team finds that the ProDoc fails to identify key assumptions required for the transition between outcomes and impact.

Evaluation Criteria*	Assessment	Sources	Comment / Evidence
Have drivers, barriers and assumptions been addressed during project implementation?	Yes	Project team, project documentation	The TE Team has found no evidence that barriers and assumptions have not been addressed. As for drivers, given their absence in the ProDoc, the assessment cannot be made. However, the TE Team found that the project conquered a position where influence could be exerted and as such, concludes that, through such influence any relevant drivers might have been addressed.
Is the logframe clearly reflecting the ToC?	Yes	ProDoc	No additional comment.
Can a clear causality be found between project outputs, outcomes and objectives/impact? Can the achievement of project outcomes and objective be directly attributed to project outputs?	Partially	Stakeholders and project documentation	<p>The TE Team finds that outcomes 1 and 3, as formulated, might not be very ambitious and as such, a clear causality between outputs and these outcomes can be found.</p> <p>The TE Team finds the causality between outputs and outcome 2 to be dependant on many external factors as well as on measures to assure sustainability of results, which are currently not in place.</p> <p>Finally, the TE Team notes that, as formulated in the ProDoc, there is a very wide gap that needs to be bridged between outcomes and project impact. As such, the TE Team proposes an intermediate state in the revised ToC.</p>
Were synergies with other efforts/projects/initiatives identified? If so, which and how were they used to enhance likelihood of achievement of project results?	Yes	Stakeholders and project documentation	As mentioned elsewhere, the TE Team found extensive evidence of use of synergies and commends the project management for that.

### Efficiency (\*)

The TE Team found evidence of efficient use of resources. In fact, during the interviews, the TE Team probed several stakeholders on whether resources were sufficient to the implementation of a 5 year project targeting such a wide array of stakeholders. Based on the interviews, the TE Team found that the project managed to use resources efficiently due to its strategy to find specific entry points that allowed it to complement existing support to well established institutions/partners, of which two paradigmatic cases are the Belgrade Fund for Political Excellence and the Legal Clinic of the Law Faculty of the University of Belgrade. The TE Team commends the project for its capacity to profit from synergies with other initiatives / interventions.

The efficiency in use of resources also includes expertise and knowledge. The TE Team found that the project managed to tap into existing knowledge in the country, contributing to enhancing it through the support provided to partners and stakeholder and to disseminate it to the remaining relevant stakeholders. During the desk review, the TE Team found that support to Local Self Government was originally provided by the Standing Conference of Towns and Municipalities (SCTM) and later by a different organization. During the interviews, the TE Team found this was due to a competitive tendering process. The TE Team commends the project for contracting services to the most competitive provider. However, the TE Team is of the opinion that the role the plays in supporting the Local Self Governments (key stakeholder for the achievement of project impact), could have potentially merited a different contractual / partnership approach. The TE Team is of the opinion that focusing the resources in the SCTM would have provided an important contribution to sustainability.

In this context, the TE Team is of the opinion that the project managed to complete the activities as planned and achieve the results as expected due to an efficient management of resources, including through adaptive management and synergies with other initiatives.

With regards to timeliness and project duration, the TE Team commends the project management for being able to keep stakeholders engaged for such a long period and for keeping up with project workplan. Longer periods tend to facilitate looser time management, which is not unheard of to result in the need for project extensions and revisions. In the TE Team's opinion, the project management structure has proven efficient in generating the timely results of the project.

Finally, the TE Team found that funds were delivered in a timely manner, which was an important factor for the timely completion of activities and production of deliverables.

*Table 22 - Evaluation Matrix: Efficiency*

<b>Evaluation Criteria*</b>	<b>Assessment</b>	<b>Sources</b>	<b>Comment / Evidence</b>
<b>Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?</b>			
Is the project governance and supervision model comprehensive, clear and appropriate? (Steering Committee, partner consultations etc. )	Yes	ProDoc	Section 5 – Management Arrangements of the ProDoc clearly sets out the supervision model of the project. The Project Board was established to monitor project progress, to guide project implementation and to support the project in achieving its listed outputs and outcomes. The TE Team accessed and reviewed project board meeting minutes and found that the board functioned accordingly.
Are roles and responsibilities clearly defined in the ProDoc	Yes	ProDoc, project documentation, stakeholders	Section 5 – Management Arrangements of the ProDoc sets out the responsibilities of each partner.

and have they been implemented accordingly?			MoEP was tasked with implementing the project under the “National Implementation Modality”; the Project Board was tasked as described in the row above; and UNDP appointed a Project Manager, who will be delegated the authority for the day-to-day implementation of the project, including supervision, management and co-ordination of all project activities and financial matters. The TE Team found no evidence that these roles and responsibilities were not fulfilled as described in the ProDoc.
Are there evidence of adaptive management?	Yes	Project Documentation, stakeholders	As mentioned elsewhere, the TE Team commends the project for its capacity to respond to emerging needs of stakeholders, in particular, MoEP, demonstrating outstanding adaptive management.
Were there any unanticipated events, opportunities or constraints contributed to or hindered the delivery of the interventions on timely manner?	No	Project Documentation, stakeholders	While institutional instability and the COVID-10 pandemic could have constituted severe barriers to project implementation, the TE Team did not find evidence to corroborate such assumption.

### Overall Outcome (\*)

The Overall Project Outcome is rated as **Satisfactory** (5).

The TE Team found that in terms of **relevance**, the project is **Highly Satisfactory**, as it addresses key areas of **global, national and local** concern, with corresponding **benefits**. The TE Team notes that, at project design, MEAs were not ranking high on the political agenda nor were they a national priority. The TE Team found, however, that during project implementation this has changed significantly and that the project has had an important role in promoting and sustaining such change.

With regards to **effectiveness**, the TE Team finds the project to be **Satisfactory**. Although the project was successfully implemented, with all outputs being achieved and good likelihood of outcomes also being achieved, the TE Team found that some deliverables and some outputs did not meet the highest standards or seem to have a weak causality link to outcomes. As discussed above, with less outputs being planned, resources could have been focused on those outputs that have a clearer and more direct causal relationship with outcomes and impact.

This is also the main reason why, the project **efficiency** is rated **Satisfactory**, as the TE Team concludes that the resources could have been better allocated to more effective outputs. Nonetheless, the TE Team commends the project management for its capacity to implement such a complex and long project with what the TE Team finds to be tight financial resources. The strategy to complement other initiatives and to partner with well reputed institutions is to be commended.

As such, and in accordance with the guidance which states that the “overall outcome achievement cannot be higher than the effectiveness rating”, as mentioned above, the **Overall Project Outcome is rated Satisfactory (5)**. The TE Team, would, however, like to praise all project partners for what we have found to be a successful project.

*Table 23 - Overall Project Outcome Rating*

Assessment of Outcomes	Rating
Relevance	6
Effectiveness	5
Efficiency	5
Overall Project Outcome Rating	5

Sustainability: financial (\*), socio-political (\*), institutional framework and governance(\*), environmental (\*), and overall likelihood (\*)

### *Financial sustainability*

The UNDP’s Green Agenda (GAS) project concept, with an approximate USD8M, has been approved. The project support Serbia to align with Green Agenda for the Western Balkan which will further support the implementation of three Rio Conventions, in line with the Ministry’s needs in each of the areas. It will have capacity building, a policy support component as well as pilot measures in the following sectors: energy sector, circular economy, land management and forestry, biodiversity protection and sustainable food systems.

The TE Team has found evidence of continued support by UNDP in areas related to MEAs. Additionally, the TE Team also found evidence that the key project stakeholders / partners (such as the Belgrade Fund for Political Excellence and the Faculty of Law of the Belgrade University), will continue their activities regardless of UNDP support. The TE Team is concerned, most importantly, with the sustainability of the employment situation of the young lawyers at MoEP. While several stakeholders mentioned good prospects that these lawyers can be permanently hired, a fixed solution was not available yet. If these young lawyers are not permanently employed at MoEP, this will negatively impact on the sustainability of results. The TE Team calls on all partners to ensure a viable and long-lasting solution for the employment of these lawyers.

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The TE Team notes with concern that the role of Local Self Governments (LSG) in implementing MEAs is increasingly important and that it might not be matched by the transfer of adequate financial resources from the national budget and that the LSG might not have direct access to international support for the implementation of their responsibilities.

The TE Team also found that Serbia may continue its work on implementation of MEAs with the support of other international partners, namely through the EU accession funds and bilateral cooperation. The TE Team calls upon UNDP and GEF to swiftly design and approve a follow up action that contributes to cementing the capacity built through the project.

### *Socio-political sustainability*

The TE Team found that during project implementation the socio-political situation of the country improved, with awareness increase at various levels, from the general public (much incited by key events such as catastrophic floods, extreme poor air quality events, burning of waste dump sites, among others), to CSO and the government at the highest level.

The TE Team also found interest, enthusiasm, and capacity by many stakeholders to continue working on the implementation of MEAs.

The TE Team found that the project, by finding specific entry points into existing initiatives, contributed to enhancing the already existing capacity and reduced the risks of the capacity being lost at the end of the project. The TE Team finds that the capacity built at CSOs, at the GPG and at the Legal Clinic will be sustainably maintained. The TE Team's greater concern is related to capacity at the level of LSG, where greater efforts to build it and sustain it will be required.

The TE Team did not find concrete evidence that the project has significantly contributed to mainstreaming gender and vulnerable community issues into the environmental agenda. As such the TE Team calls upon all partners to make a more systematic effort in future interventions.

### *Institutional framework and governance*

The TE Team found that during project implementation the institutional framework could be seen as deteriorating in some instances. The project proved to be vital in supporting the country in overcoming the challenges associated with institutional stability. The TE Team is hopeful that the improvement in the socio-political sustainability may spill over to the sustainability of the institutional framework and governance.

The project's strategy to engage a wide range of stakeholders somehow reduces the risks associated with institutional stability at the level of a specific stakeholders, with work being continued and capacity kept at the level of other more stable stakeholders, including the civil society.

As mentioned above, the TE Team finds that the integration of the legal experts in MoEP staff is one of the key aspects for the project sustainability and reiterates the importance of ensuring a stable employment solution for them.

The TE Team notes that the project has been successful in finding and engaging champions that may promote the sustainability of the project results, outstandingly at the GPG and the Faculty of Law as well as the MEAs focal points.

The TE Team calls upon the project management to make an extra effort to ensure that all relevant knowledge generated with the project support is made easily available to all stakeholders. The TE Team notes that a database with all Strategic and Environmental Impact Assessment studies is to be launched, which can greatly contribute to the sustainability of the institutional framework.

### *Environmental sustainability*

The environmental sustainability is not relevant to the sustainability of project results.

*Table 24 - Evaluation Matrix: Sustainability*

Evaluation Criteria*	Assessment	Sources	Comment / Evidence
<b>Sustainability: to what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?</b>			
Does the ProDoc include a clearly outlined exit strategy?	No	ProDoc	The ProDoc does not include a clear exit strategy. Additionally, while the team found evidence of efforts to identify follow up initiatives, these efforts are in an early stage and a considerable gap in inevitable.
Does the project have a clear and adequate knowledge management approach?	No	ProDoc, project team	The TE Team did not find evidence of such knowledge management approach.
Did UNDP project design, implementation strategy/partnership, and governance foster national ownership and capacity development?	Yes	Stakeholders	The TE Team found that the project grounded its activities in different well established national institutions and renowned specialists, thus fostering national ownership and capacity development.
Has the project taken the necessary steps to transfer capacities and skills to MEP and other institutional partners?	Yes	Stakeholders	In addition to the comment to the previous question, the TE TEAM found clear evidence in that, namely with regards to the placement of young legal experts in MoEP and the work done with the Green Parliamentarian Group.

Did the capacity building activities under each of the pillars produce lasting results?	Partially	Stakeholders, project documentation	The TE Team concludes that to be the case in relation to those outputs that have a more direct causal link with outcomes and impact and less so in other outputs (such as those related to youth and research).
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### Overall likelihood

The overall likelihood of sustainability of the project is Moderately Likely, given that the TE Team found moderate risks to sustainability. The TE Team notes if the recommendations included in this report are not implemented, the overall context can deteriorate due to circumstances not controllable by the project or even addressed through follow up UNDP support and could become “Moderately Unlikely”. The TE Team’s choice for a Moderately Likely is mostly determined by the improvement in the socio-political aspects that, to an extent, provides some assurance that the financial and institutional framework and governance aspects may also improve as a result of greater awareness at the highest political level. The TE Team notes that the approval of the concept of the GAS project as well as ongoing consultations in relation to a GEF 8 follow up project are important aspects to sustain the overall likelihood rating of the project.

The TE Team is also very confident of the sustainability of the capacity built through some of the project outputs that have a greater direct causal link with the outcomes.

Sustainability	Rating
Financial Resources	3
Socio-political	3
Institutional Framework and Governance	3
Environmental	Unable to Assess
Overall Likelihood of Sustainability	3

### Country ownership

(Please see section on Relevance above)

The TE Team has found clear evidence of the impact of project outcomes in the national socio-political context, which, in accordance with interviewees, can be partly attributed to the project and partly to external factors, such as EU accession.

The TE Team notes, however, that despite the support and enthusiasm of MoEP in relation to the project, a slight deterioration in the institutional set up could be found during the project implementation period. This can be attributed to external factors and the project is deemed to have contributed to mitigating this institutional instability.

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Finally, with regards to the adoption of policies as a direct or indirect result of the project, the team has found mixed signals. While the revised laws on SEIA and IEA, prepared in the scope of the project, remain to be adopted, the Climate Law has been adopted recently. The Climate Strategy with Action Plan is yet to be adopted, but the TE Team found good prospects of it happening soon.

As a whole, the TE Team found ample and clear evidence of country ownership, despite challenges and taking into account the contribution of external factors that promoted such ownership. The TE Team notes, however, the way the project was designed was precisely aimed at being a player in a larger game, which the TE Team found to have been a successful approach.

### Gender equality and women's empowerment

Gender issues were analysed in the framework of the project design whereas The Atlas gender marker for this project is 1. The analysis further resulted in a monitoring and implementation plan attached as annex E to the document, which includes objective, actions to be taken, indicators and the institution responsible per objective. Tracking of the indicators was assured through the annual reports whereas the finding of the Annual report 2020 is that direct project beneficiaries were 37.5% male and 62.5% female which is higher than the originally planned more than 50% and which is the case in all years observed. The annual reports however do not present tracking per monitoring and implementation plan i.e. per output planned although the finding of the evaluators is that these activities were implemented as planned (actions: Support women's participation in professional conferences on global environmental issues and Develop a strategy for women's involvement in the training sessions and target for women's participation resulting in participation of women researchers in 2019 while Gender and climate change –handbook for training was developed in cooperation with UN Women in 2018 to which no reference is made and a study Assessment of the relative efficiency of support to research related to multilateral environmental agreements prepared in 2021).

As mentioned elsewhere, and despite the described above, the TE Team finds that the project did not have a solid strategic approach to mainstreaming gender issues into environmental policy and, consequently, to empowering women. However, the TE Team has also noted the engagement of several women in the project activities, which are actually in the best position to act as champions for the subjects covered by the project.

In summary, the TE Team finds that efforts have been invested in gender issues in a more casuistic rather than cross-cutting approach. Additionally, reporting should be improved in a way to follow the monitoring and evaluation template as presented at the design stage. The TE Team would classify, in accordance with the Gender Results Effectiveness Scale, the project as Gender Targeted, when ideally, it would at least be gender responsive.

## Cross-cutting issues

Other cross cutting issues are presented in the Capacity Development Scorecard (annexed to this report) with specified targets and scoring for cross-cutting issues.

### Social and environmental standards

Social and environmental screening was prepared in the framework of the project design according to the UNDP SES Guidelines. No environmental and social risks were identified and the overall rating of the project is Low risk. Integrating Overarching Principles to Strengthen Social and Environmental Sustainability was foreseen by the project, pertaining to three main issues (i) human rights based approach (ii) improvement of gender equality and women's empowerment and (ii) mainstreaming environmental sustainability

Item (i) is only mentioned in annual reports further referring to (ii) improvement of gender equality and women's empowerment which is elaborated above.

## GEF additionality

The GEF additionality issue can be observed through six main areas.<sup>i</sup> as presented in the table below

*Table 25 – Overview of GEF Additionality*

Area	Description	Identification	Assessment of GEF additionality in this project
Specific environmental additionality	The GEF provides a wide range of value-added interventions/services to achieve the global environmental benefits (e.g., carbon dioxide reduction, reduction/ avoidance of emission of persistent organic pollutants)	Has the project generated the global environmental benefits that would not have happened without GEF intervention?	No direct environmental can be observed however the project is instrumental to achieving such benefits
Legal/regulatory additionality	The GEF helps stakeholders' transformational change to environment sustainable legal/regulatory forms	Has the project led to legal or regulatory reforms that would not have occurred in the absence of the project?	The legal/regulatory changes are expected through endorsement of Draft EIA/SEIA legislation and though the developed guidelines for Local Action Plans for the municipalities. The legislation has not been adopted yet
Institutional additionality/ governance additionality	The GEF provides support to the existing institution to transform into efficient/ sustainable environment manner	Have institutions been strengthened to provide a supportive environment for achievement and	The institutional changes occurred at the Central Government level resulting in establishment of a separate Ministry for Environmental

		measurement of environmental impact as a result of the project?	protection which is the implementing partner of the project. This project was instrumental in strengthening the newly established institution.
Financial additionality	The GEF provides an incremental cost that is associated with transforming a project with national/local benefits into one with global environmental benefits	Has the involvement of the GEF led to greater flows of financing than would otherwise have been the case from private or public sector sources?	N/A
Socioeconomic additionality	The GEF helps society improve livelihood and social benefits through GEF activities	Can improvements in the living standard among population groups affected by environmental conditions be attributed to the GEF contribution?	N/A
Innovation additionality	The GEF provides efficient/sustainable technology and knowledge to overcome the existing social norm/barrier/practice for making a bankable project	Has GEF involvement led to a fast adoption of new technologies, or the demonstration of market readiness for technologies that had not previously demonstrated their market viability?	N/A

The TE Team found that direct additionality can be observed in two and indirect in one out of six observed areas.

### Catalytic / Replication Effect

The lessons and experiences coming out of the project or segments of the project can be replicated or scaled up in the design and is possible along the following pillars:

- (i) direct replication in different geographic areas in particular when it comes to the need to involve and harmonize a large number of stakeholders in similar actions;
- (i) replication the lessons and experiences are replicated within the same geographic area but possibly co- funded by other sources and/or with a different set of stakeholders

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(iii) up scaling specific outputs of the project and combining in a new project which might also be initiated by the project partners

A catalytic role can be best observed through activities of the Green Parliamentary Group, linkages of the Ministry and the Universities (Legal clinic) which have potential for growing into permanent cooperation.

### Progress to impact

The project's long-term impact, described in the ProDoc as the project objective is to "Improve implementation of MEAs in Serbia by strengthening consultative processes and integrating MEA provisions into high-priority policies and programs at national and municipal levels."

The TE Team, in the discussion on the ToC, proposed to split the objective in two:

- Intermediate state: consultative processes are strengthened and MEA provisions are integrated into high-priority policies and programs at national and municipal levels; and
- Impact: Improved Implementation of MEAs

Assessing progress to impact requires, obviously, assessing progress towards the intermediate state. The TE Team notes that neither the intermediate state nor the project impact include, in the team's view, an element that allows for its assessment through a quantified assessment. While, for example, an Improved Implementation of the United Nations Convention on Climate Change could be measured through GHG emissions, given the scope, outputs and outcomes of the project, the TE Team does not find this metric to be adequate to assess the project contribution to the long-term impact. This is applicable to the remaining MEAs, where indeed quantifiable impacts can only be measured in the longer term.

In this context, the TE Team proposes to assess progress to impact in qualitative terms only.

During project implementation Serbia has experienced an important increase in legal production in areas directly or indirectly related to the implementation of MEAs. The TE Team would highlight the very recent adoption by the Parliament of the Climate Law (which was adopted with 3 out of the 4 proposed amendments by the GPG supported by the project). The TE Team notes, however, that it took several years since the draft law was prepared before it was finally approved. In the same field, the TE Team notes that the draft Climate Strategy with Action Plan, prepared with the support of the European Union, and adopted by the respective project Working Group in early 2020 has also not yet been adopted, despite current efforts to do so soon and, as a result, update the country's Nationally Determined Contribution to the global effort in the scope of the Paris Agreement.

The TE Team is also aware that, in some instances and across the board, the implementation of a law, strategy or other programmatic document falls short of what was adopted.

In conclusion, the TE Team would assess progress towards intermediate state and impact as follows:

There is some evidence of a **“strengthening consultative process”** that contributes to improved (planning) and implementation of MEAs in Serbia

Some progress in **Integration of MEAs in policies and programs** is discernable, without a clear impact on improved implementation of MEAs: policy planning/implementation gap.

Progress towards “improved implementation” is unclear.

Progress towards sounder policy planning is more evident and that is a first step towards a longer-term improved implementation.

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## 4. Main Findings, Conclusions, Recommendations & Lessons

### Main Findings

#### Relevance

- Project is relevant both for both GEF priorities and to address national needs
- Environment was not a national priority at time of project design. Current trend is in the right direction. Needs and priorities at level of first-generation environmental policies
  - Project need enhanced by lack on priority
  - Project played role in raising awareness of environmental issues
- No evidence that project interventions did not match capacities of stakeholders

#### Effectiveness

- Project outputs mostly delivered as planned
  - Some outputs contribution to outcomes is not clear and/or not clearly direct
- Appropriate channels to communicate with stakeholders have been used
  - Project team commended for capacity to navigate such wide range of stakeholders and respective communication approaches
- Outcomes are realistic
  - 1&3 maybe not too ambitious, 2 potentially too ambitious (but not in the long term)
- Project effectively used synergies with other initiatives and projects, including those funded by other sources

#### Efficiency

- No evidence was brought to the attention of the TE Team, that the project was not managed, efficiently, in line with international and national norms and standards, including with regards to financial management
- Project response to emerging needs of stakeholders, in particular, MoEP, demonstrate adaptive management

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## Sustainability

- Achievement of outcomes and impact severely dependent on aspects outside the control of the project.
- No evidence of a clear exit strategy or of clearly defined follow up activities
- Evidence of unbalanced transfer of skills and capacities to different stakeholders
- Support to GPG and Legal Clinic / Young Lawyers and MoEP greatest evidence of successful CB and skills transfer.

## Gender and Vulnerable Communities

- No evidence of systematic approach to mainstream gender and protection of vulnerable communities into environmental policy.

## Progress towards impact

- The TE Team found evidence of increased capacity for policy planning
- Evidence of capacity to implement MEAs not that clear
- There is evidence that the project has contributed to the capacity built
  - GPG
  - Young Lawyers
  - CSOs

## Conclusions

### Relevance, ownership, adaptive management

- **A newly established MoEP:** the project played a key role in supporting newly established MoEP in creating networks with key stakeholders
- **A project owned by the main beneficiaries:** Project synergies with other existing activities and initiatives, ensured that project activities and outputs were not imposed to stakeholders, but rather aligned, complementary and supportive of such existing initiatives.
- **An *a la carte* approach to project implementation:** Project designed in such a way as to allow for beneficiaries / stakeholders to (overstatement) “pick and choose how and when”.
  - No project revisions show quality of project design.

## Effectiveness and progress towards impact

- **Wide range of Stakeholders and Outputs**

- TE Team considers choice as a risky one: Potential for low impact on each stakeholder, and low contribution of each output for outcomes
- As a whole, risk paid off, but still in some circumstance impact was low: Unclear benefit of engagement of some stakeholder (e.g youth, research); Quality of outputs varied

- **One small (?) step to outcomes, one giant leap to impact.**

- Outcomes 1 and 3 are generic enough to be considered to have been achieved or to be so soon.
- Outcome 2 (in its original formulation), besides more concrete and ambitious, is more dependent on a set of external conditions to be achieved.
- Project impact: “Improved implementation of MEAs” likely to have been achieved or to be soon, if “improved” understood as a step above baseline, but less likely if “improved” is to be understood as “effective.”

## Recommendations

Table 26 - Recommendations

Rec #	TE Recommendation	Entity Responsible	Time frame
A	Category 1: Exit and follow up		
A.1	<i>A follow up project should be designed as soon as possible, with interim support being provided so as to ensure capacity is not lost</i>	MoEP and UNDP	12 months
A.2	<i>A sustainable solution for the employment of young legal experts by MoEP should be found as soon as possible, with interim solutions adopted, if needed until such a moment,</i>	MoEP (and UNDP)	3 months
A.3	<i>Develop an approach similar to the Legal Clinic for other areas of knowledge such as engineering (environment, mechanic...)</i>	MoEP, University of Belgrade	12 to 24 months
A.4	<i>Make all knowledge produced by the project easily available to relevant stakeholders and promote networking of key stakeholders</i>	MoEP and UNDP	Immediately
B	Category 2: Sustaining capacity		
B.1	<i>Enhance support to most promising and successful approaches: the Green Parliamentarian Group and the Legal Clinic</i>	MoEP and UNDP	12 months
B.2	<i>Create new approaches to engage Youth and Research as well as the private sector, including the financial sector</i>	MoEP, Ministry of Education, Ministry of Science and UNDP	12 months

C	Category 3: Promote planning and implementation of MEAs		
C.1	Support LSG in using the LAP handbook in their policy planning and implementation	MoEP, UNDP, other cooperation partner	Immediately
C.2	Support (environmental) CSOs so as to increase diversity and their respective capacity to provide inputs during policy planning and implementation (Support integration into international networks)	MoEP, UNDP, other cooperation partner	Immediately
D	Category 4: Project Design and Management		
D.1	Enhanced quality control procedures for accepting outputs to ensure usefulness and responsiveness to original need/request and redesign project if outputs are found to have smaller than expected contribution to outcomes	UNDP, MoEP, Project Boards	-
D.2	Define more ambitious outcomes that represent an actual change in the stakeholders' behavior that can be attributed to project outputs	UNDP and MoEP	
D.3	Identify more clearly drivers, assumptions and risks associated with achieving project objective that better capture national and international context.	UNDP and MoEP	
D.4	Focus outputs on more typical core MEA topics, while ensuring country drivenness and ownership	UNDP and MoEP	
D.5	Design and implement more gender and vulnerable communities' sensitive projects and project activities, in order to promote mainstreaming of these topics into the environmental agenda.	UNDP and MoEP	
D.6	Use the Results Framework to capture broader development impacts of the projects and broader development constraints to project achievements, including women's empowerment and improved governance.	UNDP and MoEP	

## Lessons Learned

- Length of the project (60 months) adequate to address national circumstances, namely political dynamics and staff turnover
  - Project constituted and important element of stability and continuity
- Project approach adequate to support newly established ministry
- Flexible approach in implementation key for project success
  - Allowed main beneficiary to own the project
  - Allowed UNDP to establish its role as key partners to beneficiary
- Engaging a broad range of stakeholders in such different approaches, activities and outputs only paid to an extent. Capacity building in some was limited.

- Successful use of synergies with other activities, ensured efficient use of resources and ownership by stakeholders
  - Also is an important sustainability factor

## 5. Annex A: ToR for the TE (except annexes to ToR)

### BASIC CONTRACT INFORMATION

<b>Location:</b>	Home-based and Belgrade, Serbia
<b>Application Deadline:</b>	01 June 2021
<b>Type of contract:</b>	Individual Contract (IC) or Reimbursable Loan Agreement (RLA) based on Long Term Agreement (LTA)
<b>Assignment type:</b>	TE International Consultant
<b>Languages required:</b>	English
<b>Starting date:</b>	08 July
<b>Duration of Initial Contract:</b>	27 working days
<b>Expected Duration of Assignment:</b>	July – October 2021 (27 working days)

### BACKGROUND

#### INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full- and medium-sized UNDP-supported GEF-financed projects are required to undergo a Terminal Evaluation (TE) at the end of the project. This Terms of Reference (ToR) sets out the expectations for the TE of the medium-sized project titled “Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs)” (PIMS #5227) implemented through the Ministry of Environmental Protection of the Republic of Serbia. The project started on the 17 January 2017 and is in its 5<sup>th</sup> year of implementation. The TE process must follow the guidance outlined in the document ‘[Guidance For Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects](#)’.

#### PROJECT DESCRIPTION

The project is designed to improve implementation of MEAs in Serbia by strengthening consultative processes and integrating MEA provisions into high-priority policies and programs at national and municipal levels. Three outputs of the project include 1) Using Research and Information to Strengthen Policy-Making; 2) Strengthening Mechanisms for Integrating MEAs into Other Sectors; 3) Targeted Education and Training to Support MEA Implementation.

(<https://www.thegef.org/project/capacity-development-improved-implementation-multilateral-environmental-agreements-meas>).

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At central government level, the project is working on strengthening the ability of the Ministry of Environmental Protection to address the Rio conventions as inter-linked, cross-cutting documents by reporting on the conventions as a whole. The project is also designed to strengthen environmental governance by engaging government institutions that have not focused directly on international environmental issues, such as the Ministry of Education, Science and Technology Development and the Ministry of Youth and Sports. In addition, the project will work with the Serbian Parliament in order to strengthen its capacity to handle legislation that relates directly and indirectly to global environmental concerns, fostering communication between the executive and legislative branches of government on this issue. By strengthening the capacity of local self-governments units to conduct or oversee environmental assessments (SEAs and EIAs), the project addresses local and global environmental concerns, and it will provide information that is currently lacking at the country level and in reporting to the conventions.

With 950,000.00 US\$ from the GEF, the MEAs will have a total volume of 1.93 million US\$. Co-financing is provided by Serbian institutions and UNDP (UNDP CO Serbia 50,000.00 USD, in-kind contribution: UNDP 220,000.00 USD) Ministry of Environmental protection 180,000.00 USD, Ministry of Youth and Sports 200,000.00 USD, Standing Conference of Towns and Municipalities 280,000.00 USD, Belgrade Fund for Political Excellence 50,000.00)

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the project “Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs)” (PIMS# 5227)

The project is executed by the UNDP and MEP in cooperation with the local municipalities. Main external project partners are the Ministry of Education, Science and Technological Development, Ministry of Youth and Sports, Standing Conference of Towns and Municipalities, and Belgrade Fund for Political Excellence (BFPE).

The project is aligned with the Sustainable Development Goals (SDGs) SDG 4 (quality education), SDG 5 (gender equality), SDG 11 (sustainable cities and communities), SDG 13 (climate change), and SDG 15 (life on land). Work on MEAs across the project will also contribute to SDG 16 (peace, justice, and strong institutions).

## **TE PURPOSE**

The TE report will assess the achievement of project results against what was expected to be achieved, and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report promotes accountability and transparency, and assesses the extent of project accomplishments.

The TE report will assess the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report promotes accountability and transparency and assesses the extent of project accomplishments.

The TE will be conducted according to the guidance, rules, and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

## **DUTIES AND RESPONSIBILITY**

## TE APPROACH AND METHODOLOGY

The TE report must provide evidence-based information that is credible, reliable and useful.

The TE team will review all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure/SESP) the Project Document, project reports including annual PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based evaluation. The TE team will review the baseline and midterm GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the CEO endorsement and midterm stages and the terminal Core Indicators/Tracking Tools that must be completed before the TE field mission begins.

The TE team is expected to follow a participatory and consultative approach ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), Implementing Partners, the UNDP Country Office(s), the Regional Technical Advisor, direct beneficiaries and other stakeholders.

Engagement of stakeholders is vital to a successful TE. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to representatives of the Ministry of Environmental Protection, Ministry of Youth and Sports, Ministry of Education, Science and Technological Development, Belgrade Fund for Political Excellence, Standing Conference of Towns and Municipalities, European Training Academy (EUTA), Faculty of Law University of Belgrade, National Academy for Public Administration, Faculty of Forestry University of Belgrade, ENECA, ; executing agencies, senior officials and task team/component leaders, key experts and consultants in the subject area, Project Board, project beneficiaries, academia, local government and CSOs, etc. No requirements for field visits since there were no local interventions.

The national TE consultant is expected to accompany international TE consultant during the field mission to Serbia. Interviews will be held with the following organizations and individuals at a minimum: Ministry of Environmental Protection, Standing Conference of Towns and Municipalities, Belgrade Fund for Political Excellence, representatives of other relevant stakeholders (such as Ministry of Education, Science and Technological Development) and UNDP Serbia Country Office. In case of travel restriction to Serbia due to the COVID-19 crisis, the interviewees will be held by national TE consultant only or will be held remotely.

The specific design and methodology for the TE should emerge from consultations between the TE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the TE purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The TE team must use gender-responsive methodologies and tools and ensure that gender equality and women's empowerment, as well as other cross-cutting issues and SDGs are incorporated into the TE report.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation must be clearly outlined in the TE Inception Report and be fully discussed and agreed between UNDP, stakeholders and the TE team.

The final report must describe the full TE approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the evaluation.

## DETAILED SCOPE OF THE TE

The TE will assess project performance against expectations set out in the project's Logical Framework/Results Framework (see ToR Annex A). The TE will assess results according to the criteria outlined in the [Guidance for TEs of UNDP-supported GEF-financed Projects](#).

The Findings section of the TE report will cover the topics listed below. A full outline of the TE report's content is provided in ToR Annex C.

The asterisk “(\*)” indicates criteria for which a rating is required.

### Findings

#### i. [Project Design/Formulation](#)

- National priorities and country driven-ness
- Theory of Change
- Gender equality and women's empowerment
- Social and Environmental Safeguards
- Analysis of Results Framework: project logic and strategy, indicators
- Assumptions and Risks
- Lessons from other relevant projects (e.g. same focal area) incorporated into project design
- Planned stakeholder participation
- Linkages between project and other interventions within the sector
- Management arrangements

#### ii. [Project Implementation](#)

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance
- Monitoring & Evaluation: design at entry (\*), implementation (\*), and overall assessment of M&E (\*)
- Implementing Agency (UNDP) (\*) and Executing Agency (\*), overall project oversight/implementation and execution (\*)
- Risk Management, including Social and Environmental Standards

#### iii. [Project Results](#)

- Assess the achievement of outcomes against indicators by reporting on the level of progress for each objective and outcome indicator at the time of the TE and noting final achievements

- Relevance (\*), Effectiveness (\*), Efficiency (\*) and overall project outcome (\*)
- Sustainability: financial (\*) , socio-political (\*), institutional framework and governance (\*), environmental (\*), overall likelihood of sustainability (\*)
- Country ownership
- Gender equality and women’s empowerment
- Cross-cutting issues (poverty alleviation, improved governance, climate change mitigation and adaptation, disaster prevention and recovery, human rights, capacity development, South-South cooperation, knowledge management, volunteerism, etc., as relevant)
- GEF Additionality
- Catalytic Role / Replication Effect
- Progress to impact

#### Main Findings, Conclusions, Recommendations and Lessons Learned

- The TE team will include a summary of the main findings of the TE report. Findings should be presented as statements of fact that are based on analysis of the data.
- The section on conclusions will be written in light of the findings. Conclusions should be comprehensive and balanced statements that are well substantiated by evidence and logically connected to the TE findings. They should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GEF, including issues in relation to gender equality and women’s empowerment.
- Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation.
- The TE report should also include lessons that can be taken from the evaluation, including best practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the particular circumstance (programmatic and evaluation methods used, partnerships, financial leveraging, etc.) that are applicable to other GEF and UNDP interventions. When possible, the TE team should include examples of good practices in project design and implementation.
- It is important for the conclusions, recommendations and lessons learned of the TE report to incorporate gender equality and empowerment of women.

The TE report will include an Evaluation Ratings Table, as shown below:

<b>Evaluation Ratings:</b>			
<b>1. Monitoring and Evaluation</b>	<i>rating</i>	<b>2. IA&amp; EA Execution</b>	<i>rating</i>
M&E design at entry		Quality of UNDP Implementation	

M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
<b>3. Assessment of Outcomes</b>	<b>rating</b>	<b>4. Sustainability</b>	<b>rating</b>
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental :	
		Overall likelihood of sustainability:	

## EXPECTED OUTPUTS AND DELIVERABLES

The TE consultant/team shall prepare and submit:

#	Deliverable	Description	Timing	Responsibilities
1	TE Inception Report	TE team clarifies objectives, methodology and timing of the TE	21 July 2021	TE team submits Inception Report to Commissioning Unit and project management
2	Presentation	Initial Findings	End of TE mission: 16 August 2021	TE team presents to Commissioning Unit and project management
3	Draft TE Report	Full draft report (using guidelines on report content in ToR.	Within 3 weeks of end of TE mission: 13 September 2021	TE team submits to Commissioning Unit; reviewed by BPPS-GEF RTA, Project Coordinating Unit, GEF OFP
5	Final TE Report* + Audit Trail	Revised final report and TE Audit trail in which the TE details how all received comments have (and have not) been addressed in the final TE report	Within 1 week of receiving comments on draft report: 13 October 2021	TE team submits both documents to the Commissioning Unit

\*The final TE report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

\*All final TE reports will be quality assessed by the UNDP Independent Evaluation Office (IEO). Details of the IEO's quality assessment of decentralized evaluations can be found in Section 6 of the UNDP Evaluation Guidelines.

*NOTE: Flexibility and delays should be included in the timeframe for the TE, with additional time for implementing the TE virtually recognizing possible delays in accessing stakeholder groups due to COVID-19. Consideration may be given to a time contingency should the evaluation be delayed in any way due to COVID-19.*

## TE ARRANGEMENTS

The principal responsibility for managing the TE resides with the Commissioning Unit. The Commissioning Unit for this project's TE is UNDP Serbia Country Office.

The Commissioning Unit will contract the consultants and ensure the timely provision of per diems and travel arrangements within the country for the TE team. The Project Team will be responsible for liaising with the TE team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

## TIMEFRAME

The total duration of the TE will be approximately 27 working days over a time period of 15 weeks starting on 08 July 2021 and shall not exceed four months from when the TE team is hired. The tentative TE timeframe is as follows:

Timeframe	Activity
25 June 2021	Application closes
02 June 2021	Selection of TE team
12 July 2021	Preparation period for TE team (handover of documentation)
21 July 2021 (4 days)	Document review and preparation of TE Inception Report
21 July 2021 (2 days)	Finalization and Validation of TE Inception Report; latest start of TE mission
22 July – 16 August 2021 (10 days)	TE mission: stakeholder meetings, interviews, etc.
23 August 2021	Mission wrap-up meeting & presentation of initial findings; earliest end of TE mission
06 September 2021 (6 days)	Preparation and submission of draft TE report
10 – 27 September 2021	Circulation of draft TE report for comments
28 September -05 October 2021 (2 days)	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
13 October 2021	Expected date of full TE completion. Submission of final report and supporting documentation
15 October 2021	Preparation and Issuance of Management Response

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## DUTY STATION

### Travel:

- International travel **might** not be possible for the team leader given the current situation with the COVID-19 pandemic and travel restriction imposed by number of countries in the region and globally;
- In case of travel, the BSAFE course must be successfully completed prior to commencement of travel;
- Individual Consultants are responsible for ensuring they have vaccinations/inoculations when travelling to certain countries, as designated by the UN Medical Director.
- Consultants are required to comply with the UN security directives set forth under: <https://dss.un.org/dssweb/>

## REQUIRED SKILLS AND EXPERIENCE

### TE TEAM COMPOSITION AND REQUIRED QUALIFICATIONS

A team of two independent evaluators will conduct the TE – one team leader (with experience and exposure to projects and evaluations in other regions) and one national team expert. The team leader will be responsible for the overall design and writing of the TE report. The National consultant is expected to work under the supervision of the Team Leader.

The evaluator(s) cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the project document), must not have conducted this project's Mid-Term Review, and should not have a conflict of interest with the project's related activities.

The selection of evaluators will be aimed at maximizing the overall "team" qualities in the following areas:

#### Education

- Master's degree in in environment/ mechanical/electrical/forestry/agriculture/process engineering or economy or other closely related field;

#### Experience

- Recent experience with results-based management evaluation methodologies;
- Experience applying SMART indicators and reconstructing or validating baseline scenarios;
- Competence in adaptive management, as applied to biodiversity, climate change and land degradation;
- Experience in evaluating projects;
- Experience working in Europe and/or Central Asia;
- Experience in relevant technical areas for at least 10 years;
- Demonstrated understanding of issues related to gender and biodiversity, climate change and land degradation; experience in gender responsive evaluation and analysis;
- Excellent communication skills;
- Demonstrable analytical skills;
- Project evaluation/review experience within United Nations system will be considered an asset;

## Language

- Fluency in written and spoken English.

## **EVALUATOR ETHICS**

The TE team will be held to the highest ethical standards and is required to sign a code of conduct upon acceptance of the assignment. This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The evaluator must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing the collection of data and reporting on data. The evaluator must also ensure the security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

## **PAYMENT SCHEDULE**

- 20% payment upon satisfactory delivery of the final TE Inception Report and approval of the Commissioning Unit.
- 40% payment upon satisfactory delivery of the draft TE report to the Commissioning Unit.
- 40% payment upon satisfactory delivery of the final TE report and approval by the Commissioning Unit and RTA (via signatures on the TE Report Clearance Form) and delivery of completed TE Audit Trail.

Criteria for issuing the final payment of 40%:

- The final TE report includes all requirements outlined in the TE TOR and is in accordance with the TE guidance.
- The final TE report is clearly written, logically organized, and is specific for this project (i.e. text has not been cut & pasted from other TE reports).
- The Audit Trail includes responses to and justification for each comment listed.

*In line with the UNDP's financial regulations, when determined by the Commissioning Unit and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the TE, that deliverable or service will not be paid.*

*Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.*

## **APPLICATION PROCESS**

### **SCOPE OF PRICE PROPOSAL AND SCHEDULE OF PAYMENTS**

Financial Proposal:

- Financial proposals must be “all inclusive” and expressed in a lump-sum for the total duration of the contract. The term “all inclusive” implies all cost (professional fees, travel costs, living allowances etc.)
- The lump sum is fixed regardless of changes in the cost components.

## RECOMMENDED PRESENTATION OF PROPOSAL:

1. **Letter of Confirmation of Interest and Availability** using the template provided by UNDP;
2. **CV** and a **Personal History Form (P11 form)**;
3. **Financial Proposal** that indicates the all-inclusive fixed total contract price and all other travel-related costs (such as flight ticket, per diem, etc), supported by a breakdown of costs, as per template attached to the Letter of Confirmation of Interest template. If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing email him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

**All application should be submitted by email to [vacancy.rs@undp.org](mailto:vacancy.rs@undp.org) and with the subject name “Consultant for Terminal Evaluation of Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs)” no later than 13th June, 2021 (5pm - Serbia Time). Any request for clarification must be sent by standard electronic communication to [vacancy.rs@undp.org](mailto:vacancy.rs@undp.org). Incomplete applications will be excluded from further consideration.**

## CRITERIA FOR THE SELECTION OF THE BEST OFFER

**Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP’s General Terms and Conditions will be awarded the contract.**

### 1. Cumulative analysis

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

- a) responsive/compliant/acceptable, and
- b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

\* Technical Criteria weight; 70%

\* Financial Criteria weight; 30%

Only candidates obtaining a minimum of 49 points would be considered for the Financial Evaluation

Criteria	Weight	Max. Points
Technical	70%	70 points
• Criteria A	Desk review of CVs based on relevant professional experience in relevant technical areas, preferably in environmental protection sectors	30
• Criteria B	Desk Review of CVs based on experience in working with the GEF and/or GEF-evaluations	25
• Criteria C	Qualifications (Educational background and language requirements)	15
Financial	30%	30 points

#### Additional Information:

- Individual Contract (IC) will be applicable for individual consultants applying in their own capacity.
- Reimbursable Loan Agreement (RLA) will be applicable for applicants employed by any legal entity. Template of RLA with General Terms and Conditions could be found on: <http://www.undp.org.rs/download/RLA%20with%20General%20Terms%20and%20Conditions.doc>
- In the case of engagement of Civil servants under IC contract modality a no-objection letter should be provided by the Government entity. The 'no-objection' letter must also state that the employer formally certifies that their employees are allowed to receive short-term consultancy assignment from another entity without being on "leave-without-pay" status (if applicable), and include any conditions and restrictions on granting such permission, if any. If the previous is not applicable 'leave-without-pay' confirmation should be submitted.

#### Engagement of Government Officials and Employees

- Government Officials or Employees are civil servants of UN Member States. As such, if they will be engaged by UNDP under an IC which they will be signing in their individual capacity (i.e., engagement is not done through RLA signed by their Government employer), the following conditions must be met prior to the award of contract:
  - (i) A "No-objection" letter in respect of the individual is received from the Government employing him/her, and;

- 
- (ii) The individual must provide an official documentation from his/her employer formally certifying his or her status as being on “official leave without pay” for the duration of the IC.
  - The above requirements are also applicable to Government-owned and controlled enterprises and well as other semi/partially or fully owned Government entities, whether or not the Government ownership is of majority or minority status.

**UNDP recognizes the possibility that there are situations when the Government entity employing the individual that UNDP wishes to engage is one that allows its employees to receive external short-term consultancy assignments (including but not limited to research institutions, state-owned colleges/universities, etc.), whereby a status of “on-leave-without-pay” is not required. Under such circumstance, the individual entering into an IC with UNDP must still provide a “No-objection” letter from the Government employing him/her. The “no objection” letter required under (i) above must also state that the employer formally certifies that their employees are allowed to receive short-term consultancy assignment from another entity without being on “leave-without-pay” status, and include any conditions and restrictions on granting such permission, if any. The said document may be obtained by, and put on record of, UNDP, in lieu of the document (ii) listed above.**

## **ANNEXES TO THE TOR**

- **Annex A: Project Logical/Results Framework**
- **Annex B: Project Information Package to be reviewed by TE team**
- **Annex C: Content of the TE report**
- **Annex D: Evaluation Criteria Matrix template**
- **Annex E: UNEG Code of Conduct for Evaluators**
- **Annex F: TE Rating Scales**
- **Annex G: TE Report Clearance Form**
- **Annex H: TE Audit Trail**

## 6. Annex B: Mission Itinerary

The mission took place in Belgrade.

## 7. Annex C: List of persons interviewed

	Name	Function	Institution	Email	Board (Y/N)
<b>UNDP Project Team</b>					
1	Milica Varga	MEA Project Associate	UNDP	milica.varga@undp.org	
2	Zorica Korac	Portfolio Manager	UNDP	zorica.korac@undp.org	
<b>UNDP Oversight</b>					
4	Tatjana Strahinjc Nikolic	Programme Officer	UNDP	tatjana.strahinjc.nikolic@undp.org	
6	Aleksandar Jovanovic	Financial Management	UNDP	aleksandar.jovanovic@undp.org	
<b>National Government and Civil Service</b>					
3	Sandra Dokic	Acting Assistant Minister and National Project Director (NPD)	Ministry of Environmental Protection	sandra.dokic@ekologija.gov.rs	Yes
4	Nikola Maravic	Head of the Department for International Cooperation and member of project board	Ministry of Environmental Protection	nikola.maravic@ekologija.gov.rs	Yes
5	Viktor Nedovic	Expert on project within the Ministry, former State Secretary in the Ministry	Ministry of Education, Science and Technological Development	viktor.nedovic@mpn.gov.rs	

	Name	Function	Institution	Email	Board (Y/N)
<b>Members of the Parliament</b>					
6	Nada Lazic	Former Coordinator of Green Parliamentary Group	National Assembly	lazicnada11@gmail.com	
7	Dubravka Filipovski	Member of Green Parliamentary Group	National Assembly	dubravkafilipovski@gmail.com	
<b>Local Self Government (and respective association)</b>					
8	Miodrag Gluscevic	Programme Director for Urban development, environment and communal activities	Standing Conference of Towns and Municipalities	Miodrag.Gluscevic@skgo.org	
<b>Academia</b>					
13	Mirjana Drenovak Ivanovic	Associate Professor and Coordinator of Legal Clinic on Environmental Law within the University	Faculty of Law, University of Belgrade	mirjana.drenovak@ius.bg.ac.rs	
14	Ratko Ristic	Dean	Faculty of Forestry, University of Belgrade	ratko.ristic@sfb.bg.ac.rs	
<b>Civil Society Organizations</b>					

	Name	Function	Institution	Email	Board (Y/N)
15	Lidija Radulovic	Project Coordinator	Belgrade Fund for Political Excellence	lradulovic@bfpe.org	
16	Marija Petronijevic	Bilateral and Multilateral Cooperation Advisor	Ministry of Youth and Sports	marija.petronijevic@mos.gov.rs	
17	Milica Kovacevic		Ministry of Youth and Sports	milica.kovacevic@mos.gov.rs	
<b>Additional Stakeholder</b>					
18	Andrej Bojic	Former Chief of Cabinet within the Ministry of Environmental Protection and former NPD		Andrej.bojic@gmail.com	

## 8. Annex D: List of documents reviewed

#	Item
1	Project Identification Form (PIF)
2	UNDP Initiation Plan
3	Final UNDP-GEF Project Document with all annexes
4	CEO Endorsement Request
5	UNDP Social and Environmental Screening Procedure (SESP) and associated management plans (if any)
6	Inception Workshop Report
7	Annual Progress reports
8	Minutes of Project Board Meetings
9	GEF Tracking Tools (from CEO Endorsement, midterm and terminal stages)
10	GEF/LDCF/SCCF Core Indicators (from PIF, CEO Endorsement, midterm and terminal stages); for GEF-6 and GEF-7 projects only
11	Financial data, including actual expenditures by project outcome, including management costs, and including documentation of any significant budget revisions
12	Co-financing data with expected and actual contributions broken down by type of co-financing, source, and whether the contribution is considered as investment mobilized or recurring expenditures
13	Audit reports
14	Electronic copies of project outputs (booklets, manuals, technical reports, articles, etc.)
15	Sample of project communications materials
16	Summary list of formal meetings, workshops, etc. held, with date, location, topic, and number of participants
17	Any relevant socio-economic monitoring data
18	List of contracts and procurement items over ~US\$5,000 (i.e. organizations or companies contracted for project outputs, etc., except in cases of confidential information)
19	List of related projects/initiatives contributing to project objectives approved/started after GEF project approval (i.e. any leveraged or “catalytic” results)

20	Data on relevant project website activity
21	UNDP Country Programme Document (CPD)
22	List and contact details for project staff, key project stakeholders, Project Board members, RTA and other partners
23	Project deliverables that provide documentary evidence of achievement towards project outcomes
24	National laws, strategies, plans on the MEA subject matters (The National Strategy for the inclusion of Serbia in the Clean Development Mechanism under the Kyoto Protocol; Biodiversity Strategy of the Republic of Serbia; The National Strategy for Sustainable Use of Natural Resources and Goods).
25	National laws, strategies, plans on policy areas related to the MEA subject matters (energy, agriculture, forestry, water management, impact assessment); (National Sustainable Development Strategy and respective Action Plan; National Environment Protection Programme and respective Action Plan; The Energy Sector Development Strategy of RS; Strategy of Agriculture and Rural Development; Strategy of Clean Technologies; Development Strategy for Rail, Road, Water, Air and Intermodal Transport of the Republic of Serbia; Strategy of Tourism Development in the Republic of Serbia; Forestry Development Strategy for the Republic of Serbia; National Environmental Approximation Strategy; National Youth Strategy; National Disaster Risk Management Programme 2016-2019; National Strategy for Protection and Rescue in Emergency Situations; National Recovery Plan; Law on Water)
26	Periodic reports to the Conventions (National Communications to the UNFCCC)
27	Scientific articles published by project stakeholders / beneficiaries
28	Local level policy planning documents
29	Reports and other documents produced by non-governmental organizations on matters directly or indirectly related to the MEAs subject matters, including on cross-cutting issues.

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## 9. Annex E: Summary of field visits

N.a.

## 10. Annex F: Evaluation Question Matrix (evaluation criteria with key questions, indicators, sources of data, and methodology)

Evaluation Criteria*	Indicators	Sources	Methodology
<b>Relevance: How does the project relate to the main objectives of the GEF Focal area, and to the environment and development priorities at the local, regional and national level?</b>			
Did the project respond to a national need and priority at the time of design?	Yes/No/Partially	Stakeholders, project team, ProDoc, national documents	Interviews and desk reviews
Were specific methods and tools used to assess the needs of the project beneficiaries, in particular those at local level?	Yes/No/Partially	Stakeholders, project team and ProDoc	Interviews and desk reviews
Is there evidence that the project corresponded to a national priority at the time of project design and approval?	Yes/No/Partially	Stakeholders, project team, ProDoc, national documents	Interviews and desk reviews
Is the project aligned with the main objectives of the GEF Focal area?	Yes/No/Partially	ProDoc GEF LTS and PoW	Desk review
Have the interventions matched the capacities and capacity needs of the institutions and individuals?	Yes/No/Partially	Stakeholders, project team	Interviews

Evaluation Criteria*	Indicators	Sources	Methodology
<b>Effectiveness and results: To what extent have the expected outcomes and objectives of the project been achieved?</b>			
Are project outcomes and objectives, as described in the ProDoc, realistic?	Yes/No/Partially	Project Documentation, Stakeholders, project team	Desk review and interviews
Have all project deliverables been produced in a timely manner?	Yes/No/Partially	Project Documentation, Stakeholders, project team	Desk review and interviews
Have project outputs been effectively disseminated to the relevant stakeholders?	Yes/No/Partially	Stakeholders and project team	Interviews and questionnaires
Did the project use the appropriate channels and approaches to communicate with the relevant stakeholders?	Yes/No/Partially	Project Documentation, Stakeholders and project team	Desk review, Interviews and questionnaires
Have project outcomes been achieved or are likely to be achieved in the near future?	Yes/No/Partially	Project Documentation, Stakeholders, project team	Desk review, interviews and questionnaires
Does the ProDoc identify drivers, barriers and assumptions to the achievement of outcomes and project impact?	Yes/No/Partially	ProDoc	Desk review
Have drivers, barriers and assumptions been addressed during project implementation?	Yes/No/Partially	Project team, project documentation	Desk review, interviews

Evaluation Criteria*	Indicators	Sources	Methodology
Is the logframe clearly reflecting the ToC?	Yes/No/Partially	ProDoc	Desk review
Can a clear causality be found between project outputs, outcomes and objectives/impact? Can the achievement of project outcomes and objective be directly attributed to project outputs?	Yes/No/Partially	Stakeholders and project documentation	Interviews, desk review and questionnaires
Were synergies with other efforts/projects/initiatives identified? If so, which and how were they used to enhance likelihood of achievement of project results?	Yes/No/Partially	Stakeholders and project documentation	Interviews, desk review and questionnaires
<b>Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?</b>			
Is the project governance and supervision model comprehensive, clear and appropriate? (Steering Committee, partner consultations etc. )	Yes/No/Partially	ProDoc	Desk review
Are roles and responsibilities clearly defined in the ProDoc and have they been implemented accordingly?	Yes/No/Partially	ProDoc, project documentation, stakeholders	Desk review, interviews

Evaluation Criteria*	Indicators	Sources	Methodology
Are there evidence of adaptive management?	Yes/No/Partially	Project Documentation, stakeholders	Desk review, interviews
Were there any unanticipated events, opportunities or constraints contributed to or hindered the delivery of the interventions on timely manner?	Yes/No	Project Documentation, stakeholders	Desk review, interviews, questionnaire
<b>Sustainability: To what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?</b>			
Does the ProDoc include a clearly outlined exit strategy?	Yes/No/Partially	ProDoc	Desk Review
Does the project have a clear and adequate knowledge management approach?	Yes/No/Partially	ProDoc, project team	Desk Review, interviews
Did UNDP project design, implementation strategy/partnership, and governance foster national ownership and capacity development?	Yes/No/Partially	Stakeholders	Interviews
Has the project taken the necessary steps to transfer capacities and skills to MEP and other institutional partners?	Yes/No/Partially	Stakeholders	Interviews
Did the capacity building activities under each of the pillars produce lasting results?	Yes/No/Partially.	Stakeholders, project documentation	Interviews, desk review

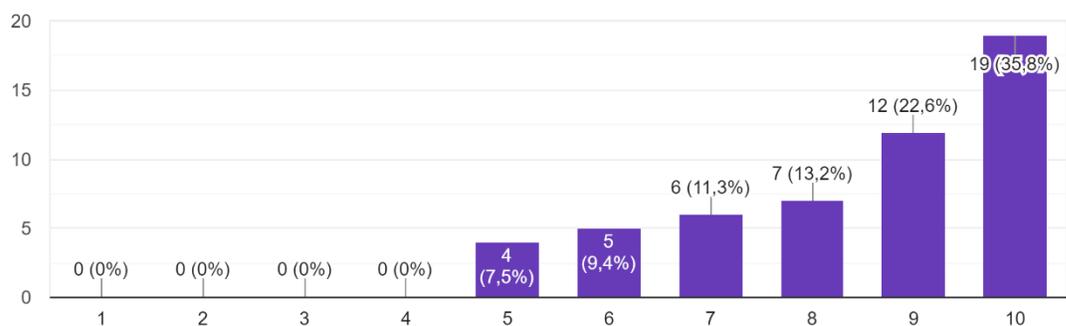
Evaluation Criteria*	Indicators	Sources	Methodology
<b>Gender equality and women's empowerment: How did the project contribute to gender equality and women's empowerment?</b>			
Does the project document include a clear and adequate stakeholder analysis, including by gender/minority groupings?	Yes/No/Partially	ProDoc	Desk Review
Did the project contribute to enhancing the quality of life and empowerment of women and poorer and most vulnerable communities?	Yes/No/Partially	Project documentation, stakeholders	Desk Review, interviews
Did the project contribute to mainstreaming gender and poorer and most vulnerable communities' considerations into the implementation of MEAs in Serbia?	Yes/No/Partially	Project documentation, stakeholders	Desk Review, interviews, questionnaire
Does the project contribute to improving the lives of rural communities and of women in rural communities in particular?	Yes/No/Partially	Project documentation, stakeholders	Desk Review, interviews, questionnaire
<b>Impact: Are there indications that the project has contributed to, or enabled progress toward reduced environmental stress and/or improved ecological status?</b>			
Is there evidence that the project increased Serbia's capacity to implement MEAs?	Yes/No/Partially	Project documentation, stakeholders	Desk Review, interviews, questionnaire

Evaluation Criteria*	Indicators	Sources	Methodology
Is project impact more evident at national then at local level?	Yes/No/Partially	Project documentation, stakeholders	Desk Review, interviews, questionnaire
Has project impacted the capacity of public and private stakeholders?	Yes/No/Partially	Project documentation, stakeholders	Desk Review, interviews, questionnaire
Are follow up initiatives are being considered by the beneficiary(ies) and/or UNDP that contribute to the likelihood of reaching project impact?	Yes/No/Partially	Project documentation, stakeholders	Desk Review, interviews, questionnaire

# 11. Annex G: Questionnaire used and summary of results

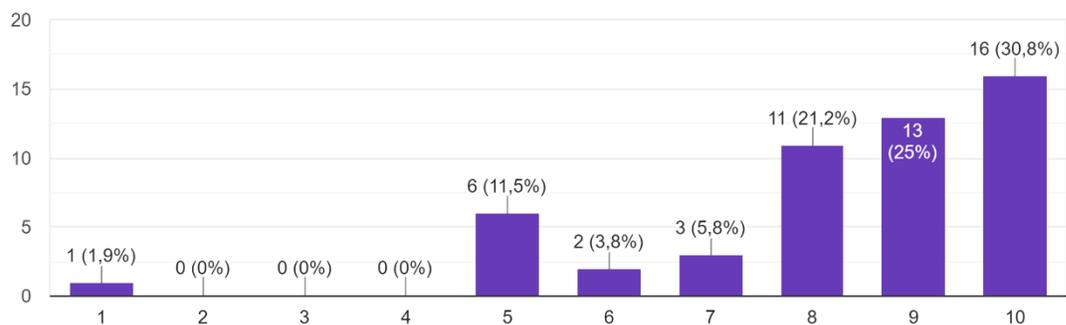
Projekat je odgovorio nacionalnim potrebama. The project responded to a national need.

53 respostas



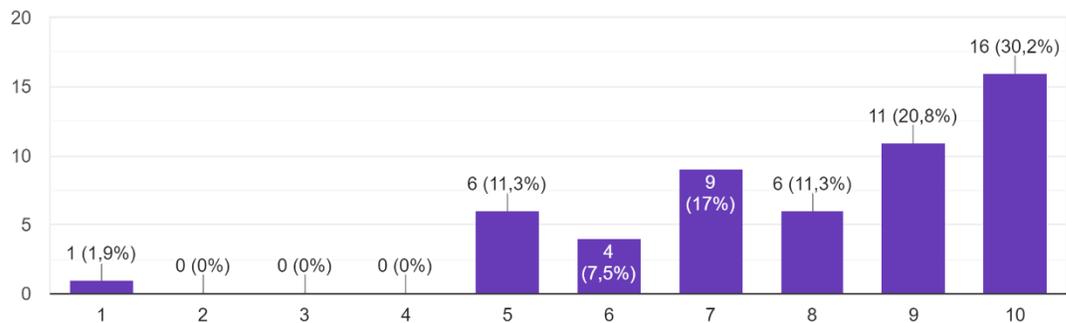
Projektne aktivnosti u kojima sam učestvovao-učestvovala su pravilno i efektivno obuhvatile moje potrebe i potrebe institucija za koje radim / Projec...y my needs and those of the institutions I work for.

52 respostas



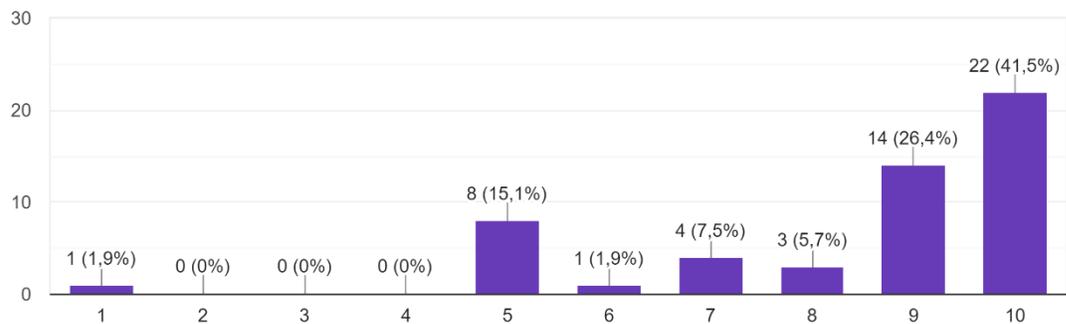
Moj kapacitet je bio odgovarajući potrebi da efektivno učestvujem u projektnim aktivnostima / My capacity was adequate to effectively participate in the project activities

53 respostas



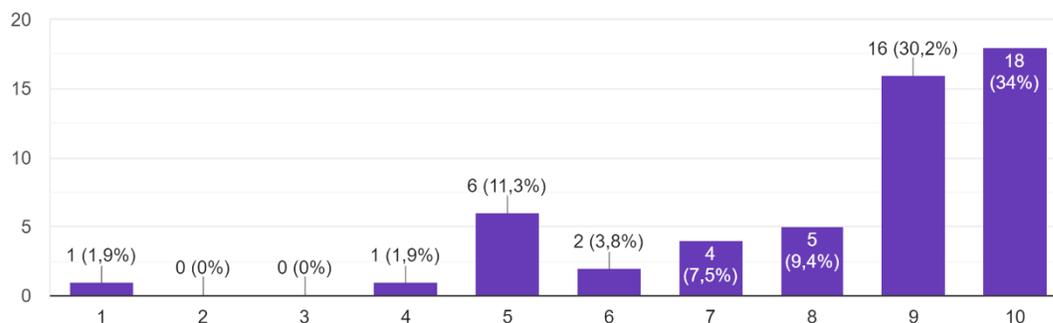
Komunikacija između projekta i mene /moje institucije je bila efikasna / The communication between the project and myself / my institution was effective

53 respostas



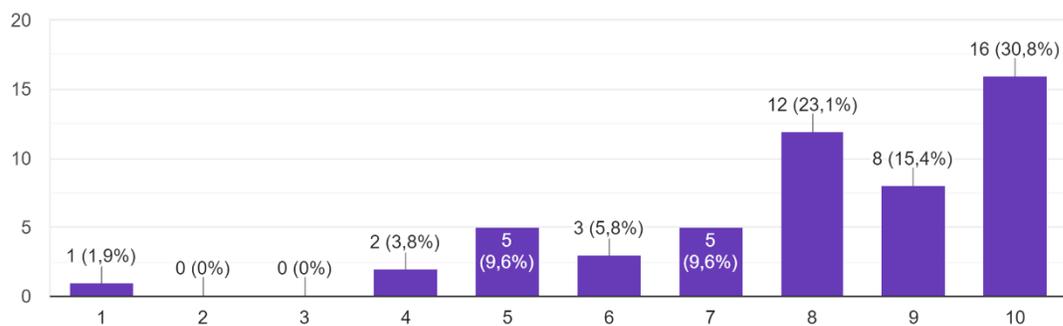
Kanali komunikacije korišćeni između projekta i mene ili moje institucije su bili odgovarajući / The communication channels used between the project and myself / my institution were adequate.

53 responstas



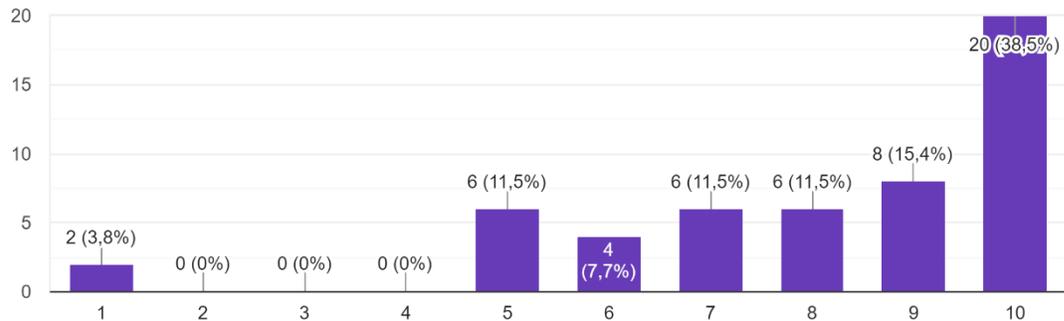
Projekat mi je pomogao da integrišem pitanja vezana za međunarodne sporazume iz oblasti zaštite životne sredine u moj rad / The project helped me integrating MEA considerations into my work

52 responstas



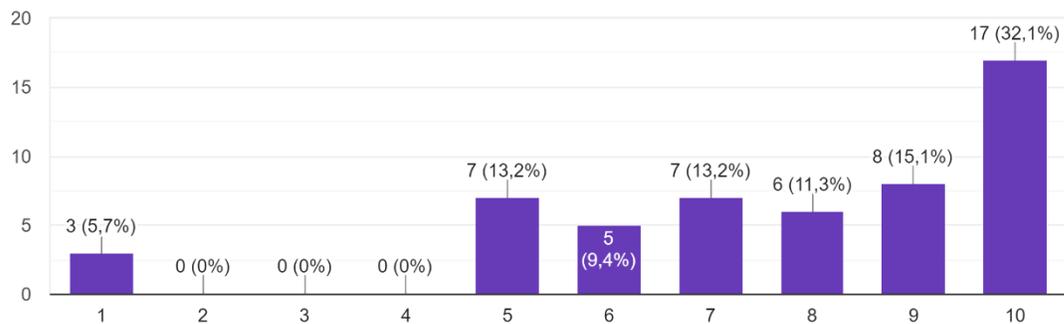
Smatram da se moj kapacitet da se bavim pitanjima vezanim za međunarodne sporazume iz oblasti zaštite životne sredine poboljšao zahvaljujući proje... improved due to the project activities and results

52 respostas



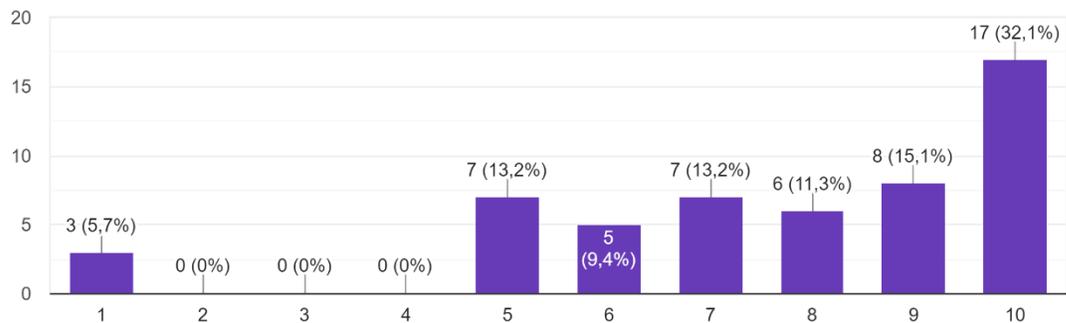
Prepreke da efektivno učestvujem u projektnim aktivnostima su pravilno otklonjene tokom projekta od strane projektnog tima / Any barriers to my effe...ctivities have been addressed by the project team

53 respostas



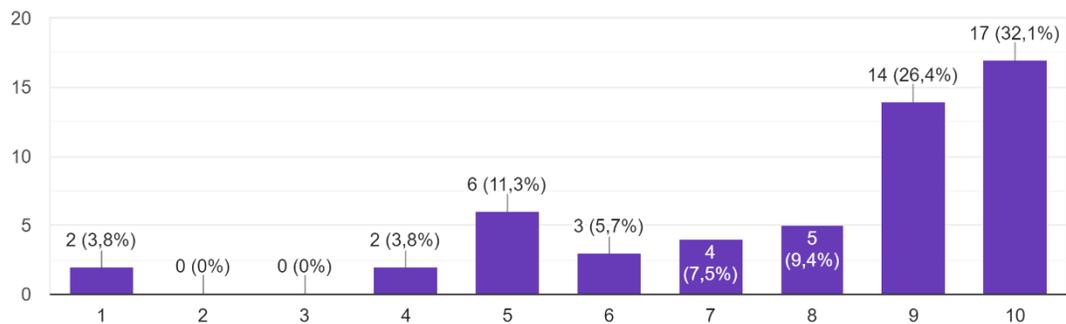
Prepreke da efektivno učestvujem u projektnim aktivnostima su pravilno otklonjene tokom projekta od strane projektnog tima / Any barriers to my effective activities have been addressed by the project team

53 respuestas



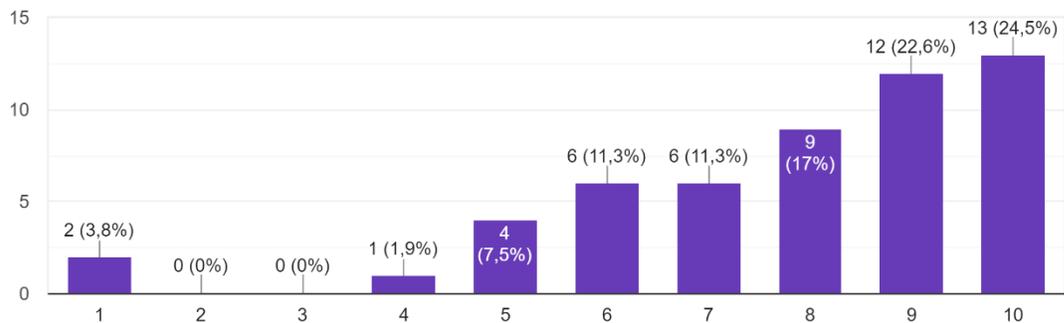
Projektne aktivnosti su uvećale moj kapacitet da radim na pitanjima vezanim za međunarodne sporazume iz oblasti zaštite životne sredine (stud...nmental project preparation and implementation...)

53 respuestas



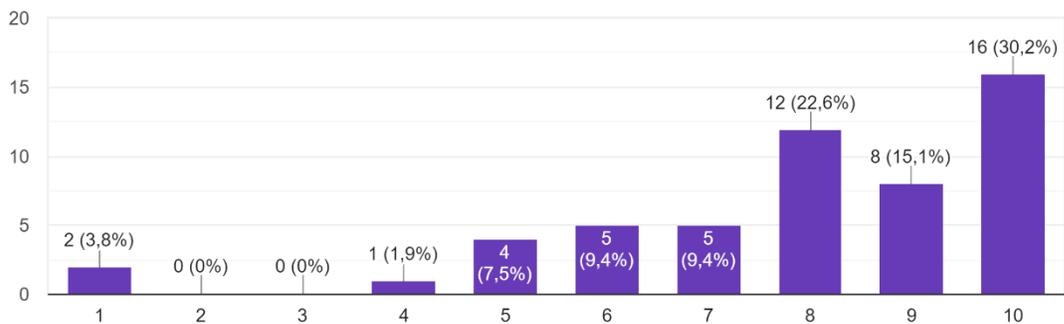
Zahvaljujući projektnim aktivnostima, verujem da će moj kapacitet da radim na pitanjima vezanim za međunarodne sporazume iz oblasti zaštite život...mental project preparation and implementation...)

53 respostas



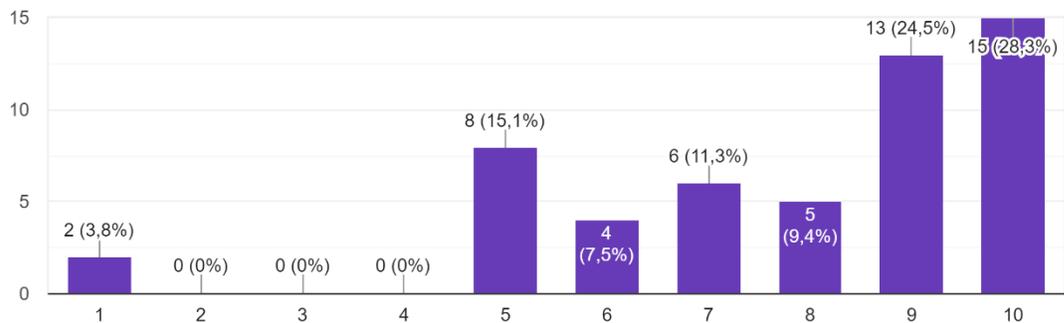
Projekat je promovisao uspostavljanje radnih odnosa između mene / moje institucije i drugih ljudi / drugih institucija The project has promoted the crea... institutions and other people / other institutions

53 respostas



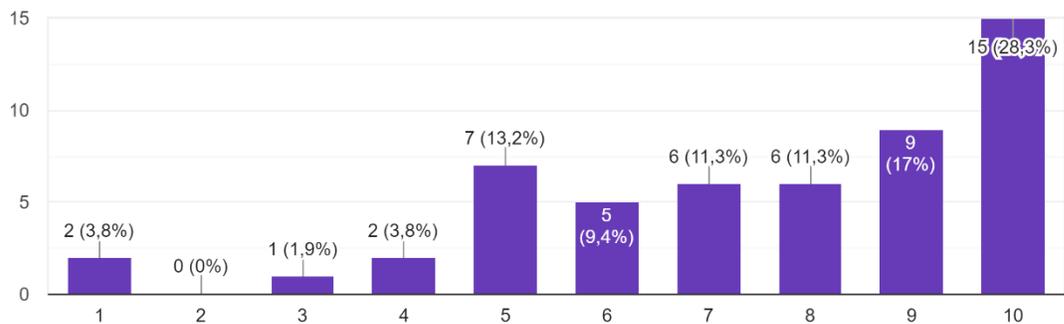
Projekat je promovisao uključivanje rodni pitanja u politiku zaštite životne sredine / The project has promoted the integration of gender issues into environmental policy

53 respostas



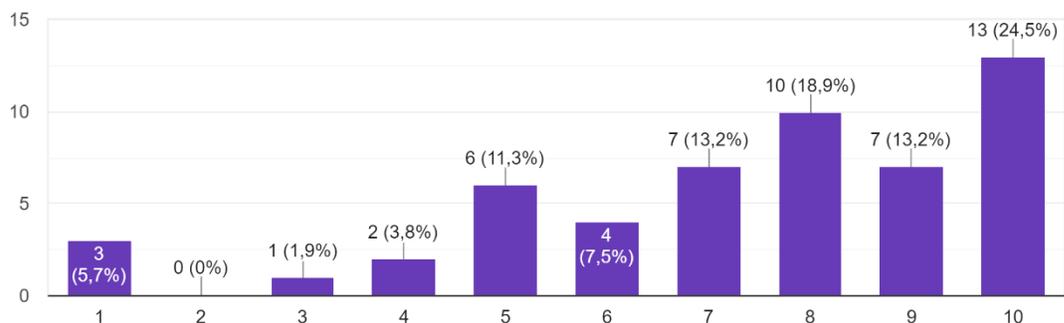
Projekat je doprineo rodnoj jednakosti i osnaživanju žena / The project has contributed to gender equality and women empowerment

53 respostas



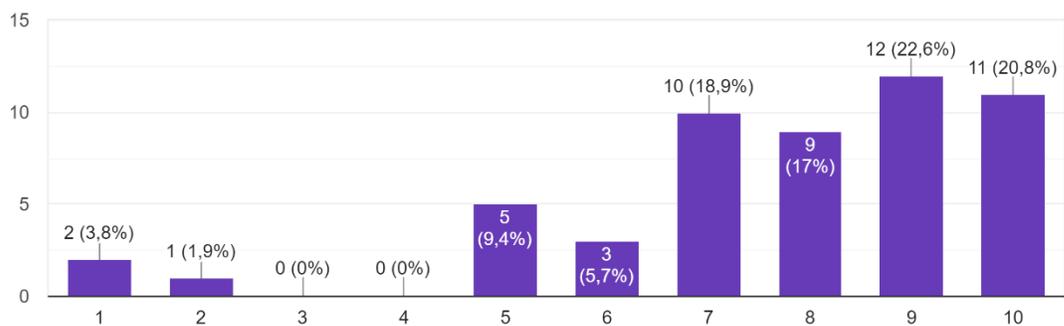
Projekat je uzeo u obzir posebne okolnosti i uloge ruralnih zajednica i manjina u pogledu implementacije međunarodnih sporazuma iz oblasti ...orities in relation to the implementation of MEAs

53 respostas

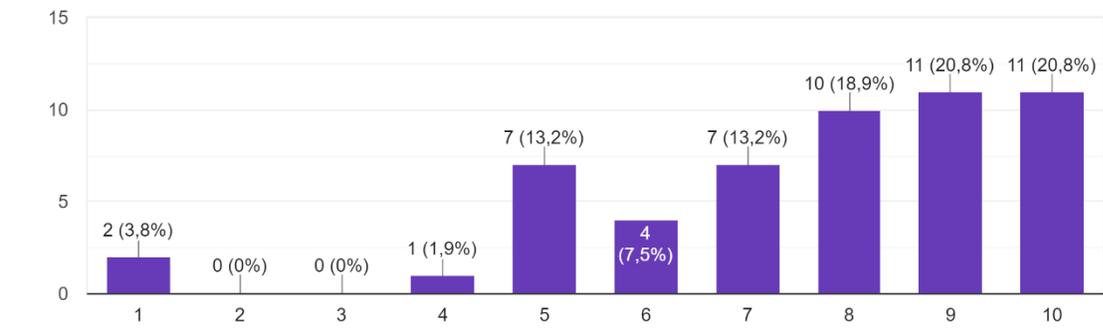


Sprovođenje međunarodnih sporazuma iz oblasti zaštite životne sredine u Srbiji putem jačanja konsultativnog procesa i integrisanja odredaba me...ams at national and municipal levels has improved

53 respostas



Sprovođenje međunarodnih sporazuma iz oblasti zaštite životne sredine u Srbiji putem jačanja konsultativnog procesa i integrisanja odredaba međunarodnih sporazuma u nacionalne zakone i pravne akte. The implementation of international agreements in the field of environmental protection in Serbia through strengthening the consultative process and integration of provisions of international agreements into national laws and regulations is likely to improve in the near future



## 12. Annex H: TE Rating scales

### Ratings Scale for:

- Monitoring & Evaluation
- Implementation/Oversight and Execution Outcome
- Relevance, Effectiveness, Efficiency

Rating	Description
6 = Highly Satisfactory (HS)	There were no shortcomings; quality of M&E design/implementation exceeded expectations
5 = Satisfactory (S)	There were minor shortcomings; quality of M&E design/implementation met expectations
4 = Moderately Satisfactory (MS)	There were moderate shortcomings; quality of M&E design/implementation more or less met expectations
3 = Moderately Unsatisfactory (MU)	There were significant shortcomings; quality of M&E design/implementation was somewhat lower than expected
2 = Unsatisfactory (U)	There were major shortcomings; quality of M&E design/implementation was substantially lower than expected
1 = Highly Unsatisfactory (HU)	There were severe shortcomings in M&E design/implementation
Unable to Assess (UA)	The available information does not allow an assessment of the quality of M&E design/implementation.

### Sustainability Ratings Scale

Rating	Description
4 = Likely (L)	There are little or no risks to sustainability
3 = Moderately Likely (ML)	There are moderate risks to sustainability
2 = Moderately Unlikely (MU)	There are significant risks to sustainability
1 = Unlikely (U)	There are severe risks to sustainability
Unable to Assess (UA)	Unable to assess the expected incidence and magnitude of risks to sustainability

## 13. Annex J: Signed UNEG Code of Conduct form

### Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

### Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Gonçalo Cavalheiro

Name of Consultancy Organisation (where relevant): \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Queluz, July 8<sup>th</sup>, 2021



### Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

### Agreement to abide by the Code of Conduct for Evaluation in the UN System

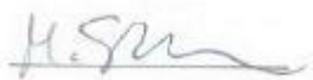
Name of Consultant: Mirjana Strugar

Name of Consultancy Organisation (where relevant): MIRAS PR

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date) Belgrade, July 1 2021

Signature:



# 14. Annex K: Signed TE Report Clearance form

Terminal Evaluation Report for "Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs)", Reviewed and Cleared By:

**Commissioning Unit (M&E Focal Point)**

Name: Daniel Varga

Signature: Daniel Varga Date: 21-Oct-2021

**Regional Technical Advisor (Nature, Climate and Energy)**

Name: Tom Twining-ward

Signature: Tom Twining-Ward Date: 21-Oct-2021

## 15. Annex L: Capacity development scorecard

Project/Programme Name: Capacity Development for Improved Implementation of Multilateral Environmental Agreements (MEAs) updated for the purpose of the Terminal Evaluation (updates are show in *italics*).

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
<b>CR 1: Capacities for engagement</b>						
Indicator 1 – Degree of legitimacy/mandate of lead environmental organizations	Institutional responsibilities for environmental management are not clearly defined	0	2-3	Authority and legitimacy of lead organizations responsible for environmental management are identified and recognized in some areas of activity, but not in others.	Increase visibility of global environmental issues  Increase capacity of Parliament to oversee environmental management	Outcome 1
	Institutional responsibilities for environmental management are identified	1				
	Authority and legitimacy of all lead organizations responsible for environmental management are partially recognized by stakeholders	2				
	Authority and legitimacy of all lead organizations responsible for environmental management recognized by stakeholders	3				
Indicator 2 – Existence of operational co-	No co-management mechanisms are in place	0	2	Some co-management mechanisms are formally established, although this depends	Formalize data sharing on EIAs and SEAs between the Ministry of Agriculture and	Outcome 2
	Some co-management mechanisms are in place and operational	1				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
management mechanisms	Some co-management mechanisms are formally established through agreements, MOUs, etc.	2		on the government organization. Ad hoc cooperation is less stable.	Environmental Protection and local self-governing units	
	Comprehensive co-management mechanisms are formally established and are operational/functional	3		<i>Update: Data sharing on EIAs and SEAs between the Ministry and local self-governing units is still expected: EIA/SEA portal has been developed and transferred to the Ministry, it will become fully operational after adoption of new EIA/SEA law (expected by end-2021).</i>		
Indicator 3 – Existence of cooperation with stakeholder	Identification of stakeholders and their participation/involvement in decision-making is poor	0	2	Stakeholders in some areas of environmental management are identified, and mechanisms for their participation exist, but targeted efforts to support consultations on international environmental issues (and consultations in this area) are not established.  <i>Update: After assisted consultations, the Ministry has established a system of direct (unassisted) consultations with stakeholders regarding new policies and regulations (e.g. new Air Quality Program with Action Plan, Draft Law on Climate Change, Draft Law on Noise Protection and Draft Law on Amendments to the Law on Nature Protection,)</i>	Establish regular stakeholder consultations in the areas covered by MEAs	Outcome 1
	Stakeholders are identified but their participation in decision-making is limited	1				
	Stakeholders are identified and regular consultations mechanisms are established	2				
	Stakeholders are identified and they actively contribute to established participative decision-making processes	3				
<b>CR 2: Capacities to generate, access and use information and knowledge</b>						

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
Indicator 4 – Degree of environmental awareness of stakeholders	Stakeholders are not aware about global environmental issues and their related possible solutions (MEAs)	0	2-3	Stakeholders are aware of climate change issues, but they are not aware of other global environmental issues and the associated MEAs.  <i>Update: Series of trainings raised MEA-related capacity on local level (on EIA/SEA covering all environmental aspects of any development project/program, including biodiversity aspect, water/air quality etc), among relevant national institutions *trainings on Nagoya protocol) and among research institutions (trainings on Horizon 2020 and Horizon Europe).</i>	Establish trainings that cover all Rio Conventions and other MEAs for Parliament  Increase opportunities to study MEA-related issues and to conduct research in areas related to the global environment.	Outcome 3
	Stakeholders are aware about global environmental issues but not about the possible solutions (MEAs)	1				Outcome 1 & 3
	Stakeholders are aware about global environmental issues and the possible solutions but do not know how to participate	2				
	Stakeholders are aware about global environmental issues and are actively participating in the implementation of related solutions	3				
Indicator 5 – Access and sharing of environmental information by stakeholders	The environmental information needs are not identified and the information management infrastructure is inadequate	0	2-3	<i>While environmental information is partially available to stakeholders and the public, stakeholders have voiced concerns about the quality and accuracy of some of the information that generated.</i>  <i>Update: Support was provided to local self-governing units and companies on the preparation of EIAs and SEAs. EIA/SEA online training is being developed by SCTM and will be widely available.</i>	Support for local self-governing units and companies on the preparation of EIAs and SEAs  Assessment of quality of EIAs and SEAs produced at the local level	Outcome 2
	The environmental information needs are identified but the information management infrastructure is inadequate	1				Outcome 2
	The environmental information is partially available and shared among stakeholders but is not covering all focal areas and/or the information management infrastructure to manage and give information access to the public is limited	2				Outcome 2

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
	Comprehensive environmental information is available and shared through an adequate information management infrastructure	3		<p><i>Assessment of quality of EIAs and SEAs produced at the local level depends on EIA/SEA data base that will become fully operational only after the adoption of new EIA/SEA law.</i></p> <p><i>Progress has been made with open-data environmental information (shared through SEPA's website).</i></p>	Local Adaptation Plans that integrate global environmental concerns	
Indicator 6 – Existence of environmental education programmes	No environmental education programmes are in place	0	2-3	<p><i>At the youth level, grants have been given for environmental education projects, but the grants have not focused on MEA-related environmental issues. However, primary and secondary level environmental education programmes are not in place.</i></p> <p><i>At the undergraduate and graduate level, there are now a variety of courses that address environmental issues indirectly and directly in faculties as diverse as Biology, Law, Political Science, and Occupational Safety. However, global environmental issues are not generally covered.</i></p> <p><i>Update: In cooperation with National Academy for Public Administration and Secretariat for Public Policy, MEAs project has developed online environmental training with 20 lessons, covering environmental and climate topics (air,</i></p>	Provide support to organizations developing environmental education projects for youth focusing on MEA-related issues.	Outcome 3
	Environmental education programmes are partially developed and partially delivered	1				
	Environmental education programmes are fully developed but partially delivered	2				
	Comprehensive environmental education programmes exist and are being delivered	3				Outcome 3

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
				<i>water, waste, climate change, EIA/SEA, etc). In addition, Belgrade based Singidunum University introduced an accredited interdisciplinary PhD and Master's programs in the field of Environment and Sustainable Development, in 2019; while Universities of Nis, Belgrade and Novi Sad have created a new joint master's academic program - Soil Erosion and Flood Prevention that starts in September 2021.</i>		
Indicator 7 – Extent of the linkage between environmental research/science and policy development	No linkage exist between environmental policy development and science/research strategies and programmes	0	2	There is currently no linkage between environmental policy development and science / research strategies and programmes.  <i>Update: MEAs created a link by involving young legal experts (Environmental Legal Clinic, Faculty of Law) into policy analysis and development, and in direct support to the work of the Ministry; as well as by engaging the Faculty of Forestry.  Representatives of environmental research institutions were trained on development of project proposals for international calls (EU Horizon 2020 Programme for environmental</i>	Support the development of a call for proposals that encourage targeted research in areas related to global environmental issues.	Outcome 1
	Research needs for environmental policy development are identified but are not translated into relevant research strategies and programmes	1				
	Relevant research strategies and programmes for environmental policy development exist but the research information is not responding fully to the policy research needs	2				
	Relevant research results are available for environmental policy development	3				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
				<p>researchers) in 2017 and 2018. In 2021, new series of training were conducted on newly launched Horizon Europe programme.</p> <p>Apart from the annual open calls by the Ministry of Environmental Protection, Innovation Fund of the Republic of Serbia and Science fund of the Republic of Serbia has established annual open calls for research and innovation projects.</p>		
Indicator 8 – Extent of inclusion/use of traditional knowledge in environmental decision-making	Traditional knowledge is ignored and not taken into account into relevant participative decision-making processes	0	0	Traditional practices are not recognized as important or taken into account in participatory decision-making processes.	Acknowledge traditional knowledge when preparing local climate change adaptation plans.	Component 2
	Traditional knowledge is identified and recognized as important but is not collected and used in relevant participative decision-making processes	1				
	Traditional knowledge is collected but is not used systematically into relevant participative decision-making processes	2				
	Traditional knowledge is collected, used and shared for effective participative decision-making processes	3				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
<b>CR 3: Capacities for strategy, policy and legislation development</b>						
Indicator 9 – Extent of the environmental planning and strategy development process	The environmental planning and strategy development process is not coordinated and does not produce adequate environmental plans and strategies	0	2	<p>Planning and strategy depends heavily on the environmental subject matter, but multiple stakeholders have identified issues with coordination and implementation.</p> <p><i>Update: Local Adaptation Plan for the Municipality of Becej was developed in 2018. Three additional Local Adaptation Plans, for Zrenjanin, Ub and Kraljevo were developed in 2020, while adoption was postponed by the Covid19 pandemic and is now expected by the end of 2021 or in early 2022.</i></p> <p><i>35 Members of parliament from various political parties, members of the Green Parliamentary Group have been trained on MEA commitments, compliance, and issues in partnership with the CSO BFPE since July 2017 until June 2021.</i></p>	<p>Support pilot LAP plans</p> <p>Support training for parliamentarians on environmental policies and strategies.</p>	<p>Outcome 2</p> <p>Outcome 3</p>
	The environmental planning and strategy development process does produce adequate environmental plans and strategies but there are not implemented/used	1				
	Adequate environmental plans and strategies are produced but there are only partially implemented because of funding constraints and/or other problems	2				
	The environmental planning and strategy development process is well coordinated by the lead environmental organizations and produces the required environmental plans and strategies; which are being implemented	3				
Indicator 10 – Existence of an adequate	The environmental policy and regulatory frameworks are insufficient; they do not provide an enabling environment	0	2	Adequate environmental policy and legislation frameworks exist but there are		

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
environmental policy and regulatory frameworks	Some relevant environmental policies and laws exist but few are implemented and enforced	1		<p>problems in implementing and enforcing them.</p> <p><i>Update: Parliamentarians – members of GPG were trained on key environmental policies and strategies, and they have provided their amendments to the laws. Law on Climate Change was adopted in April 2021. Further work is needed in order to ensure compliance and enforcement, in particular in cooperation with inspection services.</i></p>	Support training for parliamentarians on environmental policies and strategies.	Outcome 3
	Adequate environmental policy and legislation frameworks exist but there are problems in implementing and enforcing them	2				
	Adequate policy and legislation frameworks are implemented and provide an adequate enabling environment; a compliance and enforcement mechanism is established and functions	3				
Indicator 11 – Adequacy of the environmental information available for decision-making	The availability of environmental information for decision-making is lacking	0	1-2	<p>While some environmental information exists, there are substantial information gaps when dealing with the economic analysis of environmental issues and policies and with local-level environmental information.</p> <p><i>Update: EIA/SEA training were conducted in 2017 and 2020/2021 for the representatives of local self-government and representatives of private companies dealing with EIA. In addition, online EIA/SEA and SESPS trainings is currently being developed. Online data base for EIA/SEA was developed.</i></p> <p><i>EIA/SEA database will become operational upon adoption of EIA/SEA laws.</i></p>	<p>Support training for local governments on EIAs and SEAs</p> <p>Support targeted research for the Green Chair of the Parliament.</p>	Outcome 2
	Some environmental information exists but it is not sufficient to support environmental decision-making processes	1				
	Relevant environmental information is made available to environmental decision-makers but the process to update this information is not functioning properly	2				
	Political and administrative decision-makers obtain and use updated environmental information to make environmental decisions	3				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
<b>CR 4: Capacities for management and implementation</b>						
Indicator 12 – Existence and mobilization of resources	The environmental organizations don't have adequate resources for their programmes and projects and the requirements have not been assessed	0	2	Resource mobilization has been negatively affected by the re-design of designated Environmental Funds, which are now organized as a budgetary line item rather than an extra-budgetary, fee-based fund.  <i>Update: As assessed by the Resource mobilisation Roadmap: "Still insufficiently operational Green Fund, abolition of the earmarked nature of the funds collected on the basis of environmental fees (based on the revision of the Budget System Law of Serbia from 2015) and insufficient allocation of funds from the budget of Serbia. Unfortunately, the enacted Law on Fees for the Use of Public Goods (2018), which also includes fees for environmental protection, confirmed the abolition of the earmarked nature of these funds and enabled the funds from the collection of environmental fees to be used for other purposes"... "It is necessary for the competent ministry(s) to make all the necessary preparations for the transformation of Serbia's Green Fund from a budget fund into an independent and autonomous fund with a legal entity status. The Government of Serbia should make the necessary draft law(s) and submits it (them)</i>	Assess possible measures to address the shortcoming (by Q18 of the project) and to identify other sources of financing for the activities of lead environmental organizations.	Outcome 2
	The resource requirements are known but are not being addressed	1				
	The funding sources for these resource requirements are partially identified and the resource requirements are partially addressed	2				
	Adequate resources are mobilized and available for the functioning of the lead environmental organizations	3				

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
				<p><i>to the National Assembly for adoption, including amendments to the Budget System Law, which would restore the earmarked nature of the funds raised on the basis of environmental protection fees.”</i></p> <p><i>On other hand, Ministry of Finance works actively on introducing Green Bonds. Finally, Green Agenda for the Western Balkans and its Investment Plan represent significant opportunity for investing into environment.</i></p>		
Indicator 13 – Availability of required technical skills and technology transfer	The necessary required skills and technology are not available and the needs are not identified	0	0	<p><i>Update: Methodology for local planning of adaptation to climate change has been developed under MEAs and is available to local self-governments. EIA/SEA and SESPS online training are in preparation, apart from all trainings conducted in 2017 and 2020/2021. After development of EIA/SEA online database, an IT serves was provided to the MEP in order to provide smooth operation of the base.</i></p>	Work with companies and local self-governing units to assess required skills and technology needed for local adaptation planning and for assessing environmental impacts.	Outcome 2
	The required skills and technologies needs are identified as well as their sources	1				
	The required skills and technologies are obtained but their access depend on foreign sources	2				
	The required skills and technologies are available and there is a national-based mechanism for updating the required skills and for upgrading the technologies	3				
<b>CR 5: Capacities to monitor and evaluate</b>						
Indicator 14 – Adequacy of the	Irregular project monitoring is being done without an adequate monitoring framework	0			Cross-cutting Annual Report on MEA implementation	Outcome 1

Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
project/programme monitoring process	detailing what and how to monitor the particular project or programme		1-2	<p>Outputs and results of environmental projects and programmes are generally not monitored or assessed.</p> <p><i>Update: in Addition to Annual Reports on MEA implementation, the project supported development of "Assessment of the efficiency of support to environmental research" aiming to evaluate relative effectiveness of support for MEAs related research and alignment of research with policy needs.</i></p> <p><i>Assessment of EIA/SEA reports will be possible upon the data-base becomes fully operational (it is expected after the adoption of new EIA/SEA laws in the end of 2021).</i></p>	Creation of database and assessment of local-level SEAs and EIAs	Outcome 2
	An adequate resourced monitoring framework is in place but project monitoring is irregularly conducted	1				
	Regular participative monitoring of results in being conducted but this information is only partially used by the project/programme implementation team	2				
	Monitoring information is produced timely and accurately and is used by the implementation team to learn and possibly to change the course of action	3				
Indicator 15 – Adequacy of the project/programme monitoring and evaluation process	None or ineffective evaluations are being conducted without an adequate evaluation plan; including the necessary resources	0	1-2	<p>Government environmental programs do not include evaluations.</p> <p><i>Update: Government environmental programmes financed through vertical funds are regularly evaluated as per evaluation plans.</i></p>	For evaluating of adequacy of project/programme monitoring, the progress reports will be prepared periodically. In addition, an independent terminal evaluation report will be prepared for the proposed project.	Cross-cutting
	An adequate evaluation plan is in place but evaluation activities are irregularly conducted	1				
	Evaluations are being conducted as per an adequate evaluation plan but the evaluation results are only partially used by the project/programme implementation team	2				

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Capacity Result / Indicator	Staged Indicators	Rating	Score	Comments	Next Steps	Contribution to which Outcome
	Effective evaluations are conducted timely and accurately and are used by the implementation team and the Agencies and GEF Staff to correct the course of action if needed and to learn for further planning activities	3				

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Annexed in a separate file: TE Audit Trail

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<sup>i</sup> <https://www.gefio.org/sites/default/files/documents/reports/additionality-framework.pdf>