

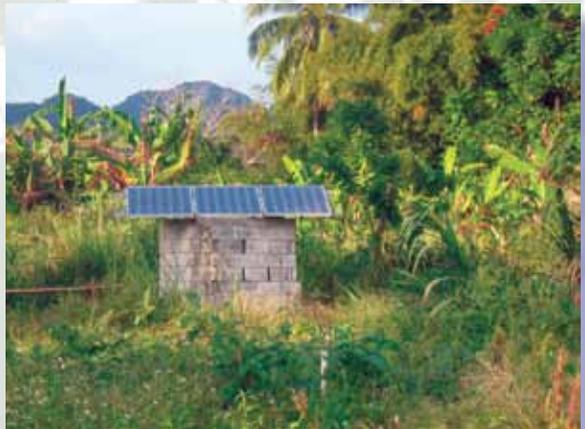
# GEF Annual Country Portfolio Evaluation Report 2011

DECEMBER 2011

EL SALVADOR



JAMAICA



GLOBAL ENVIRONMENT FACILITY  
EVALUATION OFFICE



**Global Environment Facility  
Evaluation Office**

# **GEF Annual Country Portfolio Evaluation Report 2011**

**December 2011**

*(The main findings and recommendations of this evaluation were presented to the GEF Council in May 2011.)*

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# Contents

<b>Foreword</b> .....	<b>v</b>
<b>Acknowledgments</b> .....	<b>vii</b>
<b>Abbreviations</b> .....	<b>viii</b>
<b>1. Introduction</b> .....	<b>1</b>
<b>2. GEF-5 Multiannual Cycle of Country-Level Evaluations</b> .....	<b>2</b>
2.1 Country Selection Process.....	2
2.2 Methods, Tools, and Processes .....	3
2.3 Progress to Date .....	4
<b>3. Country Portfolio Studies in El Salvador and Jamaica</b> .....	<b>5</b>
3.1 Objectives, Scope, and Methodology .....	5
3.2 Limitations and Challenges.....	8
3.3 Conclusions.....	8
3.4 Lessons .....	11
3.5 Recommendation .....	12
<b>Annexes</b>	
A. Conclusions and Lessons from the El Salvador and Jamaica Country Portfolio Studies .....	13
B. Management Response .....	15
<b>References</b> .....	<b>17</b>
<b>Tables</b>	
3.1 Main Distinctions between Country Portfolio Evaluations and Country Portfolio Studies .....	6
3.2 Project Coverage of Each Country Portfolio Study .....	7



The fourth *Annual Country Portfolio Evaluation Report* was presented to and discussed with the Global Environment Facility (GEF) Council at its May 2011 session. The report reflects the progress of ongoing country portfolio evaluations in the Eastern Caribbean region, Nicaragua, and Brazil up to a month before the Council session, and provides a synthesis of the main conclusions emerging from the two country portfolio studies (CPSs) finalized this year in El Salvador and Jamaica. The report reflects on the CPS as a new modality for country-level evaluation work, in terms of its potential contribution to the country-level evaluative knowledge produced by the Office. Country-level evaluations are conducted fully and independently by the Evaluation Office and, when possible, in partnership with other evaluation offices of GEF Agencies, governments, and nongovernmental organizations.

The El Salvador and Jamaica CPSs were conducted in collaboration with parallel country evaluations conducted by the Evaluation Office of the United Nations Development Programme (UNDP). The advantage of this approach for the GEF was that, in both countries, UNDP is the main GEF Agency. This collaboration between the two offices enabled more informed evaluation reporting, a lower evaluation burden to the countries, and cost savings for the evaluation effort. In the section dedicated to the synthesis of those two studies, the report provides feedback in three key

areas: (1) the results and sustainability of GEF support to the two countries, (2) the relevance of such support to the GEF mandate and national sustainable development policies and priorities, and (3) the efficiency of GEF support. Both CPSs were presented to national stakeholders at final workshops together with the respective UNDP country evaluations conducted in parallel (El Salvador in February 2011, and Jamaica in April 2011).

Both countries achieved good results in terms of the positive contribution of GEF support to global environmental benefits in all GEF focal areas; however, prospects for sustainability as well as for scaling up the initial benefits achieved are mixed. GEF support contributed significantly to developing capacity in the two countries. GEF support also has been relevant to national environmental goals and priorities, as well as to the countries' efforts to fulfill their obligations under the international agreements to which they are signatories. Finally, efficiency of project preparation has improved recently in the two countries, even though GEF projects tend to experience delays during implementation.

The two CPSs showed that, when the portfolios under analysis largely coincide, joint and/or coordinated evaluation work with the independent evaluation offices of GEF Agencies increases the relevance of the evaluation to the countries, as it provides deeper insights than would otherwise

be possible. The GEF Council concurred, and has asked the Evaluation Office to continue developing and implementing such joint initiatives with GEF Agencies and with independent national institutions with recognized expertise in both evaluation and the environment.

The GEF Evaluation Office is grateful for the positive engagement of country stakeholders with

these evaluations and for their comments, suggestions, and insights. The Office remains fully responsible for the content of this report.

A handwritten signature in black ink, appearing to read 'Rob van den Berg', with a stylized flourish extending to the right.

Rob van den Berg  
Director, Evaluation Office

## Acknowledgments

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This report was prepared by Carlo Carugi, Senior Evaluation Officer and Country Portfolio Evaluation Team Leader in the GEF Evaluation Office; he also managed the Jamaica study. Anna Viggh, Senior Evaluation Officer, managed the El Salvador study. Marina Cracco provided substantive and language support to the El Salvador study, and Maria Soledad Mackinnon served as research assistant to both studies. The evaluation teams

included the following consultants: David Todd (lead consultant) and David Lee for Jamaica, and Clemencia Vela for El Salvador.

Government officials in both countries were very supportive and provided full cooperation to these evaluation efforts. The teams are also grateful for the advice and logistical support provided by the GEF Agencies.

## Abbreviations

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ADR assessment of development results

CPE country portfolio evaluation

CPS country portfolio study

GEF Global Environment Facility

IEG Independent Evaluation Group

OPS overall performance study

ROtI review of outcomes to impacts

SIDS small island developing state

STAR System for Transparent Allocation of Resources

UNDP United Nations Development Programme

# 1. Introduction

*Annual Country Portfolio Evaluation Report 2011* is the fourth in the series. It introduces and describes a new multiannual cycle of country-level evaluations for the GEF-5 replenishment period (2010–14); reports on progress to date of ongoing country portfolio evaluations (CPEs) in the Eastern Caribbean region, Nicaragua, and Brazil as well as the ongoing meta-evaluation of CPEs conducted to date; and provides a synthesis of the main findings and conclusions that emerged from two country portfolio studies (CPSs) conducted in coordination with the assessments of development results (ADRs) in El Salvador and Jamaica performed by the Evaluation Office of the United Nations Development Programme (UNDP).<sup>1</sup> The CPS was introduced to the GEF Council by the GEF Evaluation Office Director in November

2010 as a new modality that would increase country-level evaluation coverage through joint work between the Office and the independent evaluation offices of GEF Agencies where feasible (GEF EO 2010a).

Two CPSs have been finalized this year. The Office has prepared a separate report for each: *Estudio de la cartera de proyectos del FMAM en El Salvador (1994–2010)* and *GEF Country Portfolio Study: Jamaica (1994–2010)*; the full reports are available on the GEF Evaluation Office website.<sup>2</sup> This report discusses the CPS as a new instrument for country-level evaluation work, in terms of its potential contribution to the country-level evaluative knowledge produced by the Office.

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<sup>1</sup> “Assessment of development results” is the term used by the UNDP Evaluation Office to describe its country-level evaluations, the acronym “ADR” is used throughout this report when referring to the UNDP country-level evaluations in El Salvador and Jamaica.

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<sup>2</sup> [www.gefeo.org](http://www.gefeo.org). Note that the first chapter of the El Salvador CPS (which contains the study’s conclusions and recommendations) is available in both English and Spanish; the full report is available in Spanish only.

## 2. GEF-5 Multiannual Cycle of Country-Level Evaluations

At its June 2010 meeting, the GEF Council decided that, for GEF-5, the Evaluation Office will have a multiannual budget for its evaluation work program. This budget structure enables the Office to conduct multiannual planning for its country-level evaluations, meaning that every three to five months, a CPE and/or a CPS will be launched.

The new multiannual cycle began this fiscal year with the launching of three evaluations in the Latin America and the Caribbean region:<sup>1</sup> one in September 2010 in Nicaragua, one in January 2011 in a cluster of member countries of the Organization of Eastern Caribbean States, and one in May 2011 in Brazil. Additionally, two CPSs have been conducted in, respectively, El Salvador and Jamaica. These CPEs and CPSs will be followed by at least 14 more in the next four years, covering all geographical regions. The aim is to provide country-level evaluative evidence to feed into the GEF's Fifth Overall Performance Study (OPS5).

The two CPEs conducted in fiscal year 2010 in Moldova and Turkey entailed significantly more fieldwork by local consultants than had previous CPEs. Specifically, the consultants conducted two review of outcomes to impacts (ROtI) studies of completed projects in each country. This

increased fieldwork made for a corresponding increase in the budgetary allocation for consultants in that fiscal year's CPE budget as compared to that of previous years. CPE funding also increased in 2010 as a result of closer examination of regional and global projects.

In Moldova and Turkey, these larger budgets allowed for adequate analysis of the respective portfolios, given their size and composition. However, future CPEs might focus on portfolios that are larger, smaller, or more technically diverse than those analyzed thus far. As a consequence, the Office has adopted a budgeting approach in which the size, diversity, and maturity of the GEF portfolio under analysis are taken into account when determining the funding of a given portfolio to be analyzed through a CPE or CPS. This approach was applied for the five CPEs and CPSs launched in fiscal year 2011; the approach is also reflected in the multiannual budget proposal included in the Office's work plan and budget for GEF-5 (GEF EO 2011).

### 2.1 Country Selection Process

The selection procedure for CPEs developed by the Office in 2006 has been updated and is available on the Office website (GEF EO 2010b). Countries are selected based on **quantitative criteria**, such as the diversity, monetary value, and maturity of the portfolio; least developing country

<sup>1</sup> The GEF fiscal year runs from July 1 through June 30.

(LDC) and/or small island developing state (SIDS) status; and coverage in previous evaluations conducted by the Office. **Qualitative selection criteria** include evaluability and synergies with evaluations conducted by the independent evaluation offices of GEF Agencies as well as with thematic subjects on the GEF Council agenda, among others. The standard terms of reference for the CPEs have also been updated (GEF EO 2010c).

The new country selection process presumes a new multiannual CPE cycle consisting of CPEs in 15 countries sequenced as follows: four CPEs each in the Latin America and the Caribbean, Asia and the Pacific, and Sub-Saharan Africa regions, followed by one CPE in the Middle East and North Africa region and two in the Europe and Central Asia region.

Countries in each geographical region were divided into four groups (A through D) according to their System for Transparent Allocation of Resources (STAR) allocation. After performing the quantitative steps of the new selection process, the following four countries in Latin America and the Caribbean emerged as first choices in each of the four STAR groups:

- **Group A**—Brazil (second choice Colombia, third choice Argentina)
- **Group B**—Cuba (second choice Jamaica, third choice Bolivia and Guatemala)
- **Group C**—Haiti (second choice Nicaragua, third choice Guyana)
- **Group D**—El Salvador (second/third choice Antigua and Barbuda, and Barbados).

After applying the qualitative criteria, Brazil and Cuba were retained as CPE candidates, while Haiti and El Salvador were not. Nicaragua was substituted for Haiti in Group C, as it was considered neither appropriate nor feasible to conduct

a country-level evaluation covering 16 years of project work while Haiti struggles to recover from its recent earthquake. It was decided, however, to cover the latter through a CPS by piggybacking on a just-launched UNDP ADR. A similar opportunity existed with regard to Jamaica, a second-choice Group B candidate.

The remaining Group D countries are SIDS. While their national portfolios are rather small for full-fledged CPE analysis, they are all involved in a sizable number of important regional projects. A cluster approach was therefore proposed, in which six member countries of the Organization of Eastern Caribbean States (Antigua and Barbuda, Dominica, Grenada, St. Lucia, St. Kitts and Nevis, and St. Vincent and the Grenadines) would undergo a consolidated CPE. This was considered an excellent opportunity to look at countries in which regional projects are predominant and assess the real impact of that particular GEF modality at the country level.

## 2.2 Methods, Tools, and Processes

The year's CPEs will be conducted drawing on the experience gained by the Office since 2006 and using the established CPE methods and tools, which are constantly being updated and refined. Methodological guidelines on how to conduct triangulation analysis have been prepared for use by consultants. A major improvement over previous CPE work consists of establishing a CPE peer review mechanism as a quality check on the evaluation methods and tools used. The Office is exploring the application arrangements and modalities of such a peer review mechanism with the U.K. Institute of Development Studies, with which a memorandum of understanding was established in late 2010. The Office has also developed specific terms of reference for the CPSs (GEF EO 2010d).

## 2.3 Progress to Date

As of this writing, the Nicaragua CPE is being finalized. The final stakeholder consultation workshop is expected to be held in Managua on May 10, 2011. The Office will provide an update on the results of the workshop at the May 2011 Council meeting. Completion is foreseen by the end of June 2011. The Organization of Eastern Caribbean States cluster CPE is in its evaluation analysis phase, with the final stakeholder workshop projected for May 31, 2011, in St. Lucia. Completion of this CPE is foreseen by the end of August 2011. Both CPEs will be summarized in the 2012 annual CPE report, which will be presented to the Council in June 2012, with the respective first chapters of the country reports submitted as information documents at the same Council meeting.

In the first week of May a pre-evaluation mission will take place in Brasilia, to explore with Brazilian counterparts how the CPE could be implemented through joint work with an established Brazilian institution, with recognized competencies in evaluation and the environment, as well as knowledge of government policies. Such an arrangement would increase the credibility and independence of the evaluation findings, conclusions, and rec-

ommendations, while enhancing ownership by GEF Brazilian stakeholders in evaluation follow-up action. The last CPE in the Latin America and the Caribbean region will be in Cuba, which will be launched in fiscal year 2012.

The meta-evaluation of the 11 CPEs completed during GEF-4 (2006–10) is ongoing. It will also include the nine country case studies conducted by the Office during the Fourth Overall Performance Study (OPS4). This meta-evaluation will provide important inputs into the CPEs and CPSs that will take place in the coming years. The meta-evaluation's main objectives are to

- share synthesized knowledge of common lessons and findings of country-level evaluations with the GEF Council and among the GEF partnership,
- improve the process and tools of country-level evaluations,
- review and follow up on country-level evaluations in the relevant countries and within the GEF partnership, and
- provide insight on how to integrate country-level evaluations into other GEF Evaluation Office evaluation streams for OPS5.

### 3. Country Portfolio Studies in El Salvador and Jamaica

The El Salvador and Jamaica CPSs were conducted in collaboration with the UNDP ADRs in the two countries. The rationale behind this approach was that, in both countries, UNDP is the main GEF Agency and the GEF is one of the main UNDP funders. Furthermore, the timing of the two initiatives initially looked as if they would coincide.<sup>1</sup> The collaboration between the two offices enabled

- more informed evaluation reporting,
- lower evaluation burden to the countries, and
- cost savings for the evaluation effort.

Coordinated evaluation work was mainly performed by sharing the same consultants in the two countries, as well as in the performance of key steps in the ADR/CPS evaluation processes, including fieldwork and the final stakeholder workshop. In El Salvador, the team member responsible for covering the UNDP environment and energy portfolio was also the consultant conducting the CPS for the GEF; in Jamaica, the ADR

team leader was also the CPS team leader. He was assisted in the CPS by the national consultant responsible for covering the UNDP energy and environment portfolio in the ADR.

The El Salvador and Jamaica CPSs were conducted in accordance with the standard CPS terms of reference developed by the Evaluation Office in November 2010 (GEF EO 2010d). These terms of reference are specifically designed to conduct studies that complement country-level evaluations conducted by the independent evaluation offices of GEF Agencies, as they are expected to be conducted in collaboration with such evaluations. In both El Salvador and Jamaica, the evaluation work was conducted from October 2010 to April 2011.

#### 3.1 Objectives, Scope, and Methodology

CPSs provide coverage of country portfolios, but have a reduced focus and scope as compared with CPEs. CPSs are considered evaluations designed to provide additional evaluative coverage to CPEs in all geographical regions. Table 3.1 summarizes the main differences between CPEs and CPSs.

Like CPEs, CPSs aim to provide the GEF Council with an assessment of how GEF support is implemented at the country level, to report on results from projects, and to assess how these projects

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<sup>1</sup> In both Jamaica and El Salvador, the Office joined forces with the UNDP Evaluation Office when the respective ADR had already begun. In Jamaica, the ADR was at an early stage, and it was possible to synchronize the CPS with the UNDP evaluation. In El Salvador, the different timings of the UNDP and GEF studies challenged the organization of the final workshop. This was known from the outset, however, and in the end it did not hinder achievement of a satisfactory outcome.

**Table 3.1**

**Main Distinctions between Country Portfolio Evaluations and Country Portfolio Studies**

<b>Evaluation component</b>	<b>CPE</b>	<b>CPS</b>
Objectives	Same as for CPSs.	Same as for CPEs.
Scope	All GEF-supported activities in the country at different stages (ongoing and completed) and implemented by all GEF Agencies in all focal areas. Scoping is performed through a mission to the country. Country-specific terms of reference are produced after the scoping mission.	Same scope as for CPEs, to be covered with less detail in line with the extent of the CPS evaluation effort. No scoping mission is performed in the country and the standard CPS terms of reference are used in the evaluation.
Key evaluation questions	Twenty-two key questions divided by results, relevance, and efficiency.	Same questions as for CPEs. Each CPS will report only on questions for which sufficient information could be found, in line with the extent of the CPS evaluation effort.
Desk and literature review	Project- and country-related documentation.	Same as for CPEs, with cost efficiencies derived from the parallel desk and literature review performed by the other evaluation with which the CPS is conducted.
Portfolio analysis	National portfolio by Agency, project status and type, and focal area; GEF project cycle dates and project preparation cost analyses.	Same as for CPEs.
Country environmental legal framework analysis	Historical perspective of the context in which the GEF projects have been developed and implemented, accompanied by a timeline analysis relating GEF support to development of national environmental legislation and policies, as well as to the international agreements signed by the country.	Same as for CPEs, with less detail in line with the extent of the CPS evaluation effort.
Global environmental benefits assessment	Description of the country's contribution to the GEF mandate of achieving global environmental benefits in its focal areas.	Same as for CPEs, with less detail in line with the extent of the CPS evaluation effort.
Fieldwork	Comprises 25% of the overall evaluation effort, including at least two field studies, including a field ROTI and/or field verification of a project terminal evaluation.	Limited fieldwork as compared with a CPE, but including at least one field study (ROTI or field verification of a terminal evaluation).
Interviews	Interviews with a wide range of GEF national stakeholders.	Reduced number of interviews than for CPEs.
National consultation workshop	Conducted in the country with participation from all the people and institutions met with during the course of the CPE.	Organized in collaboration with the relevant GEF Agency evaluation unit with which the CPS has been conducted.
Evaluation results	Findings, conclusions, and recommendations are provided.	Findings and conclusions are provided. Lessons are provided instead of recommendations.
Follow-up to the evaluation	A management response is requested from the GEF Secretariat. Countries are invited to provide a response to the evaluation which is annexed to the final CPE report.	Neither a management response nor a country response is requested.

are linked to national environmental and sustainable development agendas as well as to the GEF mandate of generating global environmental benefits within its focal areas. The studies have the following objectives:

- Independently evaluate the **relevance and efficiency** of GEF support in a country from several points of view: national environmental frameworks and decision-making processes, the GEF mandate and the achievement of global environmental benefits, and GEF policies and procedures
- Assess the **effectiveness and results** of completed projects aggregated at the focal area
- Provide **feedback and knowledge sharing** to (1) the GEF Council in its decision-making process to allocate resources and develop policies and strategies; (2) the country on its participation in, or collaboration with the GEF; and (3) the different Agencies and organizations involved in the preparation and implementation of GEF-funded projects and activities.

The main focus of the CPSs conducted in El Salvador and Jamaica is on the projects supported by the GEF at all project stages (preparation, implementation, completion, or cancellation) within the national boundaries. The Small Grants Programme was assessed against the respective national strategy and not on the basis of each individual grant. Project ideas from either the respective government or GEF Agencies included

in the respective pipelines were not considered in the analysis. In addition to national projects, the GEF portfolios assessed included a selection of regional and global projects chosen based on a set of criteria that included

- the presence in the country of a project coordination unit and/or project sites,
- the importance of the project focal area to the country, and
- the existence of a clear connection to national projects.

Table 3.2 summarizes the portfolios of projects covered in the El Salvador and Jamaica CPSs.

The methodology used in El Salvador and Jamaica entailed a mix of qualitative and quantitative data-gathering methods and standardized analytical tools. Various information sources were consulted to capture data and inputs at the following levels:

- **Project** level (project documents, implementation reports, terminal evaluations)
- **Country** level (documents relevant to the broad national sustainable development and environmental agenda, priorities, and strategies; strategies and action plans relevant to focal areas; GEF-supported strategies and action plans relevant to the global conventions; national environmental indicators)
- **GEF Agency** level (country strategies and their evaluations and reviews).

**Table 3.2**

**Project Coverage of Each Country Portfolio Study**

Country	GEF funding (million \$)	Number of projects included in CPS				
		National full-size and medium-size projects	Small Grants Programme	Enabling activities	Regional/global	National completed
El Salvador	11.41	5	Yes	6	20	6
Jamaica	11.86	6	Yes	6	15	7

Statistical data and scientific sources were consulted, particularly with regard to national environmental indicators. Interviews were conducted with representatives of all GEF stakeholders, and a limited number of field visits were made. As noted earlier, each CPS included a national consultation workshop jointly conducted with the UNDP Evaluation Office to discuss and receive feedback on the respective preliminary conclusions and lessons. The quantitative analysis used indicators to assess the efficiency of GEF support using projects as the unit of analysis (for example, analyzing project preparation and implementation duration and costs).

As with the CPEs undertaken in fiscal year 2010, field ROTI studies were conducted in both El Salvador and Jamaica. El Salvador's field ROTI study involved a medium-size project; that in Jamaica was conducted on a full-size project.

### 3.2 Limitations and Challenges

The CPSs faced the following limitations:

- Less effort can be expended than in a full-scale CPE, particularly with regard to the time and resources available to conduct fieldwork.
- The GEF lacks a country or portfolio strategy specifying expected achievements in terms of programmatic objectives, indicators, and targets against which to evaluate the portfolio.<sup>2</sup>
- Like CPEs, CPSs do not attempt to provide direct attribution of development and even environmental results to the GEF, but rather to assess the contribution of GEF support to over-

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<sup>2</sup> Voluntary national portfolio formulation exercises have been introduced in GEF-5. CPEs and CPSs that will be conducted in countries that have elected to perform such an exercise will use it as a basis for assessing the aggregate results, efficiency, and relevance of the GEF country portfolio.

all achievements; this is the well-known attribution/contribution dilemma of evaluations.

- Many projects, especially the oldest ones, do not clearly or appropriately specify the expected impacts and sometimes even the outcomes of projects. This was partially addressed by reporting results that emerged from triangulation of various sources, including meta-evaluation analysis and original evaluative research conducted through interviews, fieldwork, and field ROTI studies.
- Establishing a clear and reliable set of data on projects and project documentation, given inconsistencies, gaps, and discrepancies contained in the initial available data, is a challenge in CPSs as well as in many other evaluations conducted by the Office.

### 3.3 Conclusions

Common elements emerged from the El Salvador and Jamaica CPSs. These are summarized below; the individual CPS reports for the two countries present more specific conclusions and lessons.<sup>3</sup>

#### Results

Results are presented in terms of the outcomes and impacts of the various GEF-supported projects. Achievements are presented in terms of the GEF contribution toward addressing global and national environmental issues as well as national-level priorities, including raising awareness and building national institutions and capacities. The use of the ROTI methodology on one project in each country allowed a review of progress toward impact, including impact drivers and external assumptions.

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<sup>3</sup> Because CPSs are limited in scope compared to CPEs, they are not designed to provide recommendations. Instead, lessons are provided.

**Conclusion 1: GEF support to El Salvador and Jamaica in all focal areas has positively contributed to global environmental benefits. Prospects for sustainability as well as for scaling up the initial benefits achieved are mixed.**

The results of individual GEF projects have made a cumulative contribution toward broader environmental benefits. However, the global benefits achieved by GEF projects are still modest or uncertain, and the challenge ahead lies in the need to sustain and scale up the results achieved thus far.

In **biodiversity**, GEF projects have been broadly successful in delivering their intended results, most of which have enabled the two countries to meet their obligations to global environmental conventions as well as develop national strategies. Jamaica's participation in the many international conventions and agreements to which it is a signatory would have been significantly delayed without GEF assistance. In El Salvador, GEF support has helped ongoing efforts by the national environmental authority in land planning, integrated ecosystem management, and biodiversity conservation. However, recent progress in those areas has been weak. Several projects have been executed, but the global environmental benefits cannot be determined as yet. An important contribution was provided by the GEF in strengthening the legal framework in El Salvador.

**International waters** projects have developed capacity, enhanced regional collaboration, and completed successful pilot/demonstration activities in the marine environment and in watershed management. Prospects for the sustainability of benefits vary in the two countries. In Jamaica, the high cost of investments proposed in the Kingston Harbour project exceeded national resources. Also, the community-based environmental management processes demonstrated by the Integrating Watershed and Coastal Area Management in

the Small Island Developing States of the Caribbean (GEF ID 1254) have already encountered sustainability issues, in the absence of continued benefit flows to communities. On the other hand, achievement of important global benefits can be seen in El Salvador, resulting specifically from the completed regional project on sustainable alternatives to DDT for malaria vector control.

In the **climate change** area, some measurable environmental benefits have been attained through the large-scale adoption of compact fluorescent light bulbs in Jamaica,<sup>4</sup> with limited additional gains from energy efficiency measures taken by the government. In El Salvador, climate change mitigation has gained importance in the last few years. Although El Salvador has several relevant projects under implementation, only one has been completed thus far, meaning that information is lacking to determine achieved global benefits. Less progress has been made in El Salvador in the area of adaptation to climate change.

Sustainability and scale-up of the results achieved has yet to occur. The two countries lack the resources to scale up these initial benefits, and synergies with other international development partners active in the environmental sector have not yet been sufficiently pursued.

**Conclusion 2: GEF support has contributed to capacity development in the two countries.**

Most GEF support provided in the two countries has been of an enabling, capacity development or pilot/demonstration nature. In El Salvador, the GEF has made a significant contribution to capacity building in environmental management

<sup>4</sup> More information can be found in the ROI study of the Jamaica Demand Side Management Project (volume 2 of the Jamaica CPS report) available on the GEF Evaluation Office website ([www.gefeo.org](http://www.gefeo.org)).

within the Ministry of Environment and Natural Resources. These capacities have been created around compilation and systematization of environmental information, application of established methodologies, and the design of guidelines and tools. GEF support has helped Jamaica substantially increase its capacity in such fields as renewable energy, energy efficiency, adaptation, and energy sector planning and management. In particular, the adaptation activities have enhanced capacity to understand and track the effects of climate change and to plan responses to them. The sustainability concerns raised in Conclusion 1 also apply to the results achieved in capacity development.

### Relevance

The relevance of GEF support was assessed against each country's national development and environmental agenda, the GEF mandate, and the country's responsibilities and obligations regarding the global conventions.

**Conclusion 3: GEF support has been relevant to national environmental goals and priorities, as well as to the countries' efforts to fulfill their obligations under the international agreements to which they are signatories.**

In both El Salvador and Jamaica, GEF support was found to align with national sustainable development needs and challenges, and to environmental priorities of the countries reviewed; this is in line with the findings of previous CPEs. GEF projects have supported national frameworks for developing environmental laws and policies regarding biodiversity, biosafety and climate change, and persistent organic pollutants. GEF support in fulfilling countries' reporting obligations to international environmental conventions has been relevant as well.

Differences exist between the two countries. In Jamaica, the GEF has engaged in activities cov-

ering the full range of its focal areas for which the country is eligible, either through national projects or through the national components of regional projects. In El Salvador, some deficiencies in support have been found—notably, no support was provided for international waters, climate change adaptation, and land degradation. The strategy of the present government is to introduce a multifocal area project proposal to be funded under its STAR allocation in order to address such deficiencies.

### Efficiency

Efficiency of GEF support was assessed in terms of the time, effort, and financial resources needed to prepare and implement GEF projects; the roles and responsibilities of the various GEF stakeholders (national, international, and local) and the synergies between projects and these stakeholders; and the role and functioning of the national GEF focal point mechanism.

**Conclusion 4: Overall, efficiency of project preparation has improved recently in the two countries. GEF projects experience delays during implementation.**

There was no clear trend of delays in Jamaica regarding those aspects of the GEF activity cycle managed directly by the GEF, but there were substantial differences across projects. In El Salvador, project preparation time improved from GEF-3 to GEF-4, while efficiency of implementation varied from project to project.

All three of the primary GEF Agencies in Jamaica—UNDP, the United Nations Environment Programme, and the World Bank—have experienced the same problems affecting project implementation efficiency. These are clustered around issues of recruitment, procurement, and the capacity of the institutions designated to house project personnel. Jamaica faces a range of challenges associ-

ated with SIDS operating in inflexible institutional systems designed for larger countries and portfolios. These systems require competitive processes, which cannot be met in countries and regions with limited specialist environmental personnel and suppliers.

In Jamaica, despite limited available resources, the focal point mechanism has been helpful in developing proposals through the GEF Support Group established in 2004. In El Salvador, the focal point mechanism has been less effective. There, high staff turnover within the Ministry of Environment and Natural Resources and the limited availability of the operational focal point, usually holding a high-ranking position, hindered efficiency. The ministry, which is where the GEF is housed, is considering establishing a projects directorate that would, among other duties, deal with GEF projects.

Cofinancing is considered a major challenge to project proposal development in Jamaica, and issues regarding baselines and incremental costs have also posed many difficulties. In El Salvador, the conditions on cofinancing exerted through loans may divert attention away from GEF requirements and national identified priorities.

### 3.4 Lessons

The El Salvador and Jamaica CPSs provided lessons that are specific to the two countries; these are presented, along with the respective CPE conclusions, in annex A. This section discusses the experience of the Evaluation Office with this new country-level evaluation modality and its relevance to the Office's country-level evaluation work.

In 2009 the Office collaborated with the Independent Evaluation Group (IEG) of the World Bank in a country-level evaluation in Peru. The IEG

focused on evaluating the outcomes of World Bank Group support to Peru, and the GEF Evaluation Office conducted an impact evaluation of five completed biodiversity projects. The findings from this impact evaluation were integrated into the IEG's report and reported to the GEF Council in the 2010 annual report on impact at the June 2009 meeting. On the basis of this limited but positive experience, it was decided to explore further collaborative possibilities. The El Salvador and Jamaica experiences now add to the Peruvian experience. Given the positive results of these two more recent studies, the Office should explore similar opportunities in other regions and with other independent evaluation offices in the GEF Agencies.

**Lesson: When the portfolios under analysis largely coincide, joint and/or coordinated evaluation work with the independent evaluation offices of GEF Agencies increases its relevance to countries, as it provides deeper insights than would otherwise be possible.**

The CPSs were appreciated by national partners, who welcomed the reduction in the “evaluation burden”—exemplified by not being interviewed twice for the same project. One reason that made this coordinated evaluation relevant to national stakeholders in Jamaica was the fact that 60 percent of the project funding managed by the UNDP Country Office comes from the GEF, and 10 of the 12 GEF-funded national projects are implemented through UNDP. In El Salvador, more than 90 percent of the project funding managed by the UNDP Country Office was provided by the GEF, and 8 of 11 national projects are or were implemented through UNDP.

The arrangement established by the UNDP Evaluation Office and the GEF Evaluation Office to coordinate their evaluation work in the two countries provided advantages for both resulting

studies. For the CPS, the UNDP GEF portfolio was studied in greater detail than would otherwise have been possible. For the ADR, the environment and energy portfolio benefited from a more in-depth perspective and analysis. Substantive issues, such as the overlap between GEF and Agency project cycles, were also clarified. Overall, in both countries, the studies confirm and reinforce each other's findings and conclusions.

### 3.5 Recommendation

The findings and conclusions emerging from the CPSs conducted in Jamaica and El Salvador constituted solid evaluative evidence in all respects. This evidence will add to that that will emerge from the four CPEs in Latin America and the Caribbean, thus permitting wider regional coverage in a cost-effective way. The Office is exploring

possibilities to shift CPEs to include more joint work with GEF member countries.

**Recommendation: Joint and or coordinated country-level evaluation work with either GEF Agencies' independent evaluation offices or with independent national institutions with recognized expertise in both evaluation and the environment should be pursued during GEF-5.**

The Office intends to pursue collaborations with the independent evaluation offices of GEF Agencies wherever possible during GEF-5. Similarly, the Office will pursue jointly managed country-level evaluation work—partnering with national independent, recognized institutions with expertise in both the environment and evaluation—in big GEF recipient countries such as Brazil as well as any other countries where such arrangements would be feasible.

## Annex A. Conclusions and Lessons from the El Salvador and Jamaica Country Portfolio Studies

Conclusions			Lessons
Results	Relevance	Efficiency	
El Salvador			
<ul style="list-style-type: none"> <li>• The GEF has played an important role in supporting the country in meeting its obligations under the Convention on Biological Diversity, the United Nations Framework Convention on Climate Change, and the Stockholm Convention and in the development of national strategies, but has made a minor contribution in strengthening the legal framework.</li> <li>• The GEF has made a significant contribution to capacity building within the Ministry of Environment and Natural Resources in environmental management.</li> <li>• The global benefits achieved by GEF projects are still modest or uncertain.</li> </ul>	<ul style="list-style-type: none"> <li>• The GEF's contribution has been relevant to the environmental priorities of the country, the mandate of international conventions, and the GEF's mandate, with the exception of combating land degradation.</li> </ul>	<ul style="list-style-type: none"> <li>• Efficiency in the preparation of proposals has improved, but weaknesses still exist, while the efficiency of project implementation is variable.</li> </ul>	<ul style="list-style-type: none"> <li>• The perception communities have of the national environmental authority as either an ally or an obstacle would positively or negatively affect the design and implementation of environmental interventions.</li> <li>• The effectiveness and efficiency (cost-benefit) of projects to generate global environmental benefits is related to the technical quality of project interventions.</li> <li>• The lack of procedures to systematize and communicate successful interventions can lead to positive or negative results when replicated in other contexts and for other interventions.</li> <li>• Conditions of cofinancing through loans may prevent attention to GEF requirements and national identified priorities.</li> <li>• Lack of an integrated approach reduces the ability to obtain national and global environmental benefits.</li> <li>• Increased connectivity between existing protected areas and environmentally friendly coffee-growing areas would decrease inbreeding in isolated and low-mobility populations and therefore strengthen the value of coffee certification as a biodiversity conservation tool.</li> </ul>

Conclusions			Lessons
Results	Relevance	Efficiency	
<b>Jamaica</b>			
<ul style="list-style-type: none"> <li>• GEF support in all focal areas has helped Jamaica develop good capacity in environmental management and link to international best practices. However, the country lacks the resources to scale up from these initial benefits, and the GEF portfolio is not sufficiently well known among Jamaica's other international development partners to maximize collaboration and follow-up.</li> <li>• The process of developing and managing the GEF portfolio has strengthened networking among national agencies engaged in environmental management.</li> <li>• It would be more appropriate to talk of national "adoption" than of national "ownership" of the GEF portfolio.</li> </ul>	<ul style="list-style-type: none"> <li>• GEF support in Jamaica has been relevant to its national environmental goals and priorities, as well as to the country's efforts to fulfill its obligations under the international agreements to which it is a signatory.</li> </ul>	<ul style="list-style-type: none"> <li>• All three GEF Agencies active in Jamaica—UNDP, the United Nations Environment Programme, and the World Bank—have experienced problems in keeping projects within their intended time limits.</li> </ul>	<ul style="list-style-type: none"> <li>• The Jamaica portfolio gives cause for concern about the possibilities for sustainable progress in environmental management.</li> <li>• Many Agency procedures are not appropriate for small countries in regions with limited resources. This is seriously hampering the efficiency of GEF implementation.</li> <li>• Some possible procedural improvements have been suggested by evaluations and reviews of GEF activities by its Agencies.</li> </ul>

## Annex B. Management Response

*This annex presents the management response to this report, which was presented to the GEF Council in May 2011 as GEF/ME/C.40/03. Minor editorial corrections have been made.*

The Secretariat welcomes the fourth Annual Country Portfolio Evaluation Report 2011, prepared by the GEF Evaluation Office. The report introduces and describes the new multiannual cycle of country-level evaluations for GEF-5, informs on progress to date of ongoing country portfolio evaluations in the Eastern Caribbean region as well as in Nicaragua and in Brazil, and synthesizes the main conclusions emerging out of two country portfolio studies that were finalized this year in El Salvador and Jamaica.

The Secretariat also welcomes the collaboration with UNDP's independent evaluation office and supports the recommendation that joint and/or coordinated country-level evaluation work, either with GEF Agencies' independent evaluation offices or with independent national institutions with recognized expertise in both evaluation and the environment, should be pursued during GEF-5.

The Secretariat is pleased that, in terms of results, the evaluation concluded that GEF support to El Salvador and Jamaica in all focal areas has positively contributed to global environmental benefits. The Secretariat also notes that

prospects for sustainability as well as for scaling up the initial benefits achieved are mixed. Further analysis exploring the issue of sustainability in greater depth would be useful to better understand the root causes of why results from particular projects may or may not be achieved and/or scaled up.

The Secretariat welcomes the conclusions that GEF support has contributed to the development of capacity in these two countries and that it has been relevant to the national environmental goals and priorities, as well as to the countries' efforts to fulfill their obligations under the international agreements to which they are signatories. The Secretariat also notes that one of the limitations of CPSs cited by the Evaluation Office is a lack of a GEF country or portfolio strategy that specifies expected achievement through programmatic objectives, indicators, and targets. The Secretariat agrees that the National Portfolio Formulation Exercise introduced through the GEF-5 policy recommendations is one tool that can potentially reduce this limitation in the future.

The Secretariat also welcomes the conclusion that, overall, efficiency of project preparation has improved recently in these two countries. This finding is consistent with the increased efficiency for project preparation across the GEF portfolio from GEF-3 to GEF-4.

The Secretariat notes that GEF projects did experience delays during implementation. The Secretariat also acknowledges the finding that many Agency procedures may not be appropriate for small countries in regions with limited resources, which could be an indication

that greater flexibility in Agency procedures is needed. While this is an issue of concern, the Secretariat is encouraged that some possible procedural improvements have already been suggested by Agency evaluations and reviews of GEF activities.

## References

*Following are the publications and documentation cited in the body of this report. GEF Council publications are available at [www.thegef.org/gef/gef](http://www.thegef.org/gef/gef) Documents Publications. All Web links cited here were accessed November 2011, unless otherwise indicated.*

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## GEF Evaluation Office Publications

Number	Title	Year
<b>Evaluation Reports</b>		
63	GEF Annual Impact Report 2010	2011
62	Review of the GEF Earth Fund	2011
61	Evaluation of the GEF Strategic Priority for Adaptation	2011
60	GEF Country Portfolio Evaluation: Turkey (1992–2009), Volumes 1 and 2	2010
59	GEF Country Portfolio Evaluation: Moldova (1994–2009), Volumes 1 and 2	2010
58	GEF Annual Country Portfolio Evaluation Report 2010	2010
57	GEF Annual Performance Report 2009	2010
56	GEF Impact Evaluation of the Phaseout of Ozone-Depleting Substances in Countries with Economies in Transition, Volumes 1 and 2	2010
55	GEF Annual Impact Report 2009	2010
54	OPS4: Progress Toward Impact—Fourth Overall Performance Study of the GEF, Full Report	2010
53	OPS4: Progress Toward Impact—Fourth Overall Performance Study of the GEF, Executive Version	2010
52	GEF Country Portfolio Evaluation: Syria (1994–2008)	2009
51	GEF Country Portfolio Evaluation: Egypt (1991–2008)	2009
50	GEF Annual Country Portfolio Evaluation Report 2009	2009
49	GEF Annual Performance Report 2008	2009
48	GEF Annual Impact Report 2008	2009
47	Midterm Review of the Resource Allocation Framework	2009
46	GEF Annual Report on Impact 2007	2009
45	GEF Country Portfolio Evaluation: Cameroon (1992–2007)	2009
44	GEF Annual Country Portfolio Evaluation Report 2008	2008
43	GEF Country Portfolio Evaluation: South Africa (1994–2007)	2008
42	GEF Country Portfolio Evaluation: Madagascar (1994–2007)	2008
41	GEF Country Portfolio Evaluation: Benin (1991–2007)	2008
40	GEF Annual Performance Report 2007	2008
39	Joint Evaluation of the GEF Small Grants Programme	2008
38	GEF Annual Performance Report 2006	2008
37	GEF Country Portfolio Evaluation: Samoa (1992–2007)	2008
36	GEF Country Portfolio Evaluation: The Philippines (1992–2007)	2008
35	Evaluation of the Experience of Executing Agencies under Expanded Opportunities in the GEF	2007
34	Evaluation of Incremental Cost Assessment	2007
33	Joint Evaluation of the GEF Activity Cycle and Modalities	2007
32	GEF Country Portfolio Evaluation: Costa Rica (1992–2005)	2007
31	GEF Annual Performance Report 2005	2006
30	The Role of Local Benefits in Global Environmental Programs	2006
29	GEF Annual Performance Report 2004	2005
28	Evaluation of GEF Support for Biosafety	2006
	Third Overall Performance Study	2005
	GEF Integrated Ecosystem Management Program Study	2005
	Biodiversity Program Study	2004
	Climate Change Program Study	2004
	International Waters Program Study	2004
<b>Evaluation Documents</b>		
ED-4	The GEF Monitoring and Evaluation Policy 2010	2011
ED-3	Guidelines for GEF Agencies in Conducting Terminal Evaluations	2008
ED-2	GEF Evaluation Office Ethical Guidelines	2008
ED-1	The GEF Evaluation and Monitoring Policy	2006





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