



GLOBAL ENVIRONMENT FACILITY
EVALUATION OFFICE

OPS4

PROGRESS TOWARD IMPACT



FOURTH OVERALL PERFORMANCE STUDY OF THE GEF

APPROACH TO STAKEHOLDER CONSULTATIONS

METHODOLOGICAL PAPER #13

Fourth Overall Performance Study (OPS4) of the GEF



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Approach to Stakeholder Consultations during OPS4

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Introduction

1. The Global Environment Facility (GEF) is a mechanism for international cooperation to provide new and additional funding to meet the agreed incremental costs of securing global environmental benefits, working in partnership with GEF Implementing Agencies (UNEP, UNDP, and the World Bank), seven Executing Agencies, national governments, and civil society. More information can be found at its website: www.thegef.org.
2. The GEF was originally established in 1991 as a pilot program in the World Bank to assist in the protection of the global environment and to promote environmentally sound and sustainable development. In 1994 the GEF was restructured partly in response to the action plan of the 1992 United Nations Conference on Environmental Development. Three entities became GEF Implementing Agencies: the World Bank, the United Nations Development Programme (UNDP), and the United Nations Environment Programme (UNEP). In 2002 the second GEF Assembly amended the GEF Instrument, adding two new focal areas (land degradation and persistent organic pollutants) to the four existing ones (biodiversity, climate change, international waters, and ozone layer depletion). Seven other agencies have meanwhile gained direct access to GEF funding: the four regional development banks, as well as the International Fund for Agricultural Development (IFAD), The Food and Agriculture Organisation (FAO), and the United Nations Industrial Development Organization (UNIDO). Since 1991, the GEF has provided \$7.6 billion in grants for more than 2,000 projects in over 165 countries.
3. The GEF underwent an independent evaluation of its Pilot Phase in 1993. Three Overall Performance Studies of the restructured GEF were completed in 1998, 2002, and 2005. All of these evaluations provided a basis for and supported the decision-making process of the GEF Replenishment and Assembly. The three Overall Performance Studies were prepared by independent teams of evaluators, with substantial support of the Monitoring and Evaluation Unit and later the GEF Monitoring and Evaluation Office (now the GEF Evaluation Office).

4. The GEF is replenished by donors every four years. The Third Overall Performance Study was presented to the replenishment process in June 2005 and was an official document of the Third Assembly of the GEF in Cape Town, South Africa, in August 2006. The Assembly requested the Council at that occasion to ensure the preparation of a fourth overall performance study (OPS4) of the GEF for submission to the next assembly meeting. The GEF Council decided that OPS4 will be implemented by the GEF Evaluation Office, with the exception of areas where the Office would have a conflict of interest.
5. The Fourth Overall Performance Study will ensure a broad and representative perspective on the achievements and challenges in the Global Environment Facility. An approach paper was prepared to facilitate a first interaction with stakeholders on the key questions and methodology for OPS4. This paper was published and widely distributed on May 7 2008. Reactions, suggestions and comments were received from 18 parties. These comments and suggestions were taken into account in a first draft of the terms of reference of the Fourth Overall Performance Study. These were sent to the GEF Council for comments and suggestions on June 17, 2008. Comments and suggestions were received from five Council Members. They were incorporated in the final version of the Terms of Reference that were presented to Council for approval on July 17. The final version is available on the website of the GEF Evaluation Office.
6. The findings, conclusions, and recommendations of the Fourth Overall Performance Study will be incorporated into the discussions and negotiations of the fifth replenishment of the GEF. The replenishment process is scheduled to begin with a formal meeting in November 2008. Two or three meetings are planned in 2009 with a possibility of one more early 2010. An interim report of the Fourth Overall Performance Study will be presented to the replenishment meeting in April 2009. The final Fourth Overall Performance Study report will be presented mid-year 2009.
7. The terms of reference indicate that extensive stakeholder consultation will be conducted to ensure that stakeholder opinions will be gathered on all aspects of the GEF, ensuring that this will reach out to civil society, non-governmental organizations and the private sector, as far as possible. The present approach paper provides a guide on how the consultations will take place, who are the GEF stakeholders that will be consulted and who would be responsible for different components of the consultation. In particular, the OPS4 TORs put emphasis on preventing conflict of interest that the GEF Evaluation Office would have in collecting opinions from stakeholders to be used to assess certain questions. There are four areas of conflict of interest: the GEF Evaluation Office should not assess the GEF M&E policy, the governance of the GEF (especially the Council's performance), the performance of the GEF focal points and the GEF Trustee. These four areas

of conflict of interest have consequences for the way that the stakeholders' consultations are organized.

8. A second consideration is that the stakeholder consultations cannot be completely separated out from the other on-going work for OPS4. Country, agency and field visits will necessarily combine elements of data gathering from stakeholders for the various clusters of OPS4. This means that part of the stakeholders consultations will be done by staff of the GEF Evaluation Office and/or consultants hired by the Office for cluster work. In the case of areas where there is conflict for the GEF EO, independent evaluators will be hired to conduct those assessments and collect stakeholders opinions independently from other stakeholder consultations. These consultants will need to develop instruments of data collection that are independent from the others used by OPS4 to ensure that concerns regarding conflicts of interest are fully met. However, at the same time comparability of data needs to be preserved. Special care will be taken that interactions between these consultants and the regular OPS4 team preserve the integrity of the data and the analysis.

A Brief Overview of OPS4

9. The overall objective of the Fourth Overall Performance Study is:

To assess the extent to which the GEF is achieving its objectives and to identify potential improvements

10. OPS4 will be based on the GEF objectives as laid down in the GEF Instrument and in reviews by the Assembly, and as developed and adopted by the GEF Council in operational policies and programs for GEF-financed activities. There are five clusters of questions on which the study will focus.
11. The **first cluster** will assess the role and added value of the GEF. This section will aim to assess the relevance of the GEF for the international architecture for tackling global environmental problems, of which the various multilateral environmental agreements are important building blocks. This international architecture is changing, also to address emerging issues and to ensure harmonization of international support. Furthermore, there is growing recognition that sustainable development can only be achieved if dynamic changes in natural resources management are adequately addressed. The GEF is not the only actor and depends on collaboration, often through co-funding, with other partners to achieve its objectives as a financial instrument of several multilateral environmental agreements. The principle of additionality has promoted the partnership mode of the GEF. Furthermore, the Paris and Rome declarations of aid effectiveness and harmonization will be taken into account. The role and added value of the GEF will be looked at from the perspective of its current mandate. This cluster will also be described as the **role cluster**.

12. The results of the GEF constitute the **second cluster** for assessment. OPS4 will respond to questions regarding the concrete, measurable and verifiable results (outcomes and impacts) of the GEF in its six focal areas, and in multi-focal area efforts and how these achievements relate to the intended results of interventions and to the problems that they were targeted at. Furthermore, the results will be reported on different levels: global, regional, national and local. The balance between local and global benefits will be assessed as well as changes in the behavior of societies which ensure sustainability of benefits. The issue of the sustainability of results will be further explored through an in-depth look at the impacts of the GEF in its focal areas, global, regional, national and local. OPS4 will also relate the achievements to groups of countries, such as Small Island Development States (SIDS) and the Least Developed Countries (LDCs). This cluster will also be described as the **results cluster**.
13. The **third cluster** consists of the relevance of the GEF to the conventions and to recipient countries. First and foremost OPS4 will report to what extent the guidance of the conventions has been followed by the GEF. In international waters, the extent to which the GEF has been able to promote and support international collaboration will be taken as a measure for relevance. Second, the relevance of the GEF for national environmental and sustainable development policies will be assessed. Another question tackled in this cluster is the extent to which the GEF has been able to support national sustainable development policies, and to what extent it has been able to integrate the concern for global environmental benefits into these policies, based on the needs and priorities of the countries concerned. This cluster will also be identified as the **relevance cluster**.
14. Performance issues affecting results of the GEF will be assessed as the **fourth cluster** to investigate whether the performance is up to the best international standards or whether improvements are needed. OPS4 will look at the governance system of the GEF and assess to what extent it is adequate and manages the GEF well. It will look at the extent to which the policy recommendations of the Fourth Replenishment were implemented. The Mid-Term Review of the Resource Allocation Framework (RAF) will be updated to a final assessment of the extent to which the RAF promotes global environmental benefits. The cost-effectiveness of GEF operations and interventions will be assessed. The roles of the components of the GEF will be looked at in this section. A series of questions will be directed at monitoring and evaluation, science and technology and knowledge sharing: activities that focus on enhancing the quality of interventions through lessons learned and infusion of the highest available technical expertise. OPS4 will assess the extent to which the GEF is a learning organization and achieves levels of best international practice on these issues. This cluster will also be known as the **performance cluster**.

15. Resource mobilization and financial management on the level of the Facility itself is the **fifth cluster** that OPS4 will tackle. A series of questions will assess the replenishment process and financing of the GEF throughout its history, and the management of the GEF Trust Fund. Furthermore, the GEF's fiduciary standards, accountability and transparency on general financial issues will be reported on. This cluster will build on OPS3 and identify additional work that would need to be done, mainly through data and portfolio analysis, desk reviews and expert involvement in analysis and reporting. This cluster will also be described as the **resource cluster**.

GEF Stakeholders

16. The following groups of GEF stakeholders have been identified and will be requested to participate in OPS4:

- a. Stakeholders in GEF eligible recipient countries:
 - GEF Focal Points (Political and Operational);
 - Technical staff working with GEF projects (preparation, execution of projects);
 - Policy and decision making representatives;
 - Focal points from relevant Multilateral Environmental Agreements and conventions (ie, CBD, UNFCCC, UNCDD, etc.);
 - Local governments representatives participating in GEF projects (preparation, execution, beneficiaries of GEF projects);
 - National NGOs participating in the preparation, execution, beneficiaries of GEF projects;
 - Community based organizations (preparation, execution, beneficiaries of GEF projects);
 - Indigenous groups (preparation, execution, beneficiaries of GEF projects);
 - Science and technology institutions and experts;
 - Private sector.
- b. Stakeholders in donor countries:
 - GEF focal points;
 - Focal points from relevant Multilateral Environmental Agreements and conventions (ie, CBD, UNFCCC, UNCDD, etc.);
 - Finance ministries;
 - NGOs;

- Private sector;
 - Science and technology institutions and experts.
 - c. STAP:
 - STAP members;
 - Former STAP members and advisors (formerly the STAP roster).
 - d. International NGOs
 - e. GEF NGO network representatives
 - f. GEF Agencies (UNDP, UNEP, World Bank, regional banks, FAO, UNIDO, IFAD)
 - Operations
 - Evaluation Offices
 - g. Executing and implementing agencies of GEF projects and programs
 - h. The GEF Trustee
 - i. The GEF Secretariat
 - j. Secretariats from Multilateral Environmental Agreement and Conventions
 - k. Council members
 - l. GEF Evaluation Office
17. The GEF stakeholders have perceptions and opinions on almost all issue within the GEF. Their perspective needs to be taken into account and their voice needs to be heard. In previous Overall Performance Studies special consultations with stakeholders took place to ensure that the study would reflect stakeholder opinions as well. For OPS4, the Terms of Reference again highlight the importance of stakeholder opinions. On some issues these opinions are crucial – on others they will provide an additional perspective to the facts and data analysis that will take place in OPS4.

Key Questions of Stakeholder Consultations

18. This section presents the relevant key questions in the five clusters, reformulated to focus on stakeholder opinions and perceptions. Many of these questions require several sub-questions to allow for an informed answer in OPS4. The sub-questions have been incorporated in the first version of the evaluation matrix, which has been included as annex to the terms of reference – as a “work in progress”. The relevance of these sub-questions to

each group of stakeholders will need to be checked and where necessary be reformulated.

First Cluster: Role and Added Value of the GEF

1. What is the perception of the role and added value of the GEF in tackling the major global environmental and sustainable development problems?

Second Cluster: Results of the GEF

2. Which results have been achieved by the GEF in the six focal areas, in multi-focal area activities, and in supporting national and local priorities for sustainable development, according to the perceptions of stakeholders?
3. To what extent has the GEF achieved sustainable impact on global environmental problems, according to the perceptions of stakeholders?

Third Cluster: Relevance of the GEF

4. To what extent has the GEF followed the guidance of the conventions for which it is a financial instrument?
5. To what extent has the GEF been able to promote international cooperation in environmental areas that have not previously been covered by agreements?
6. To what extent has the GEF been relevant to national policies on environment and sustainable development?

Fourth Cluster: Performance Issues Affecting Results of the GEF

7. Is the governance system of the GEF adequate and up to international standards?
8. To what extent has the RAF succeeded in allocating funding to ensure a maximization of global environmental benefits, according to the perceptions of stakeholders?
9. To what extent has the GEF been efficient in achieving results in each focal area?
10. To what extent are the GEF's composition, structure and division of roles and responsibilities meeting its mandate, operations and partnerships?
11. Are the GEF Monitoring and Evaluation Policy and its implementation up to international standards?

12. How successful has the GEF been as a learning organization, including state of the art science and technology?

Fifth Cluster: Resource Mobilization and Financial Management

13. How effective has the GEF been in mobilizing resources for tackling global environmental and sustainable development problems?

14. How have human, financial and administrative resources been managed throughout the GEF, according to the perception of stakeholders?

Scope and Methodology

19. The general scope of the Stakeholder Consultations for OPS4 should be in line with the scope of the overall study. Furthermore, the scope as regards the range of stakeholders that can be consulted should be defined as clearly as possible in early stage of the Stakeholder Consultation process. A variety of instruments and methods need to be employed to ensure that a maximum coverage of stakeholders and ranges of opinions is captured.

20. The representativeness of the Stakeholder Consultations will differ per instrument used. All stakeholders will be invited to send in any observation they feel merits attention through **a general email** address. Different **surveys** will be prepared targeting different types of stakeholders to ensure that a high sample of representatives per category allows their opinions to be known on specific issues of interest for OPS4. **Group meetings** will be organized with several stakeholders group to ensure that there is systematic input into the study. More **in-depth interviews** and **face-to-face meetings** will take place with selected Stakeholders through visits to different institutions and countries.

21. In collecting and analyzing data and drawing conclusions and recommendations OPS4 will be based on a wide variety of sources of information, methods of analyzing them and appropriate meta-evaluation techniques to ensure that OPS4 will be a valid, credible and legitimate report. The Evaluation Office will follow a “mixed methods” and “theory based” approach to ensure that questions are properly understood and presented, underlying assumptions have been analyzed and the resulting data gathering and analysis deliver aggregate and synthetic qualitative and quantitative judgments on the basis of diverse material, from desk studies, interviews, surveys, portfolio analysis, field visits and verification to stakeholder consultations. For this purpose, qualitative material will be further analyzed through specialized software.

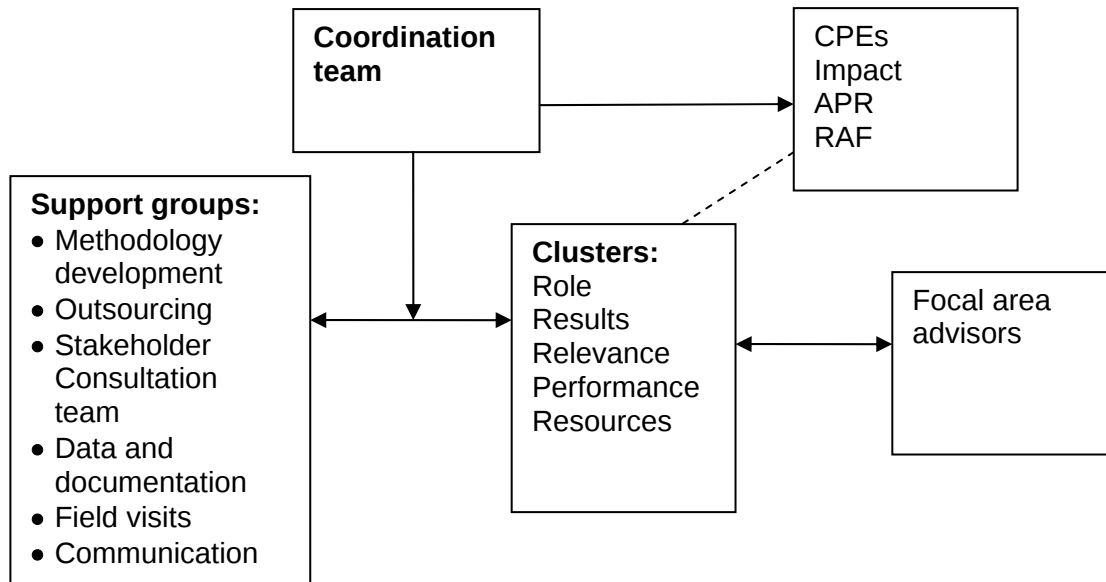
22. A special effort will be made to ensure that stakeholder opinions will be captured using the same methods as employed for other information sources of OPS4. This means that specific protocols will be developed for the various

interactions, as well as on the ways that data will be gathered, saved and analyzed. Gender aspects will be taken into account in these protocols where appropriate and relevant.

23. The terminology to be used in OPS4 will be defined in a consistent manner and relate to international usage of the terms concerned. The Stakeholder Consultations will make these terms available to stakeholders in order to ensure clarity in communication.

Process and Timetable

24. **Overall responsibility** for the implementation of OPS4 remains with the Director of the GEF Evaluation Office. A team within the Office will coordinate all work for OPS4, including the specific work on stakeholders' consultations, the Stakeholder Consultation Team. Furthermore, the Evaluation Operations Officer will be responsible for coordinating this process, providing logistically and administratively support where needed with the assistance from support staff. The stakeholder consultation team will provide assistance to OPS4 with evaluation instruments, such as surveys and protocols. In addition, this team will manage the OPS4 email (to ensure confidentiality) and data gathering concerning the four items of conflict of interest identified earlier.
25. As identified earlier, most of the stakeholder consultations will be conducted by members of the OPS4 team from the EO or from consultants working in different clusters. Also as identified earlier, a series of independent consultants will be hired to assess the areas identified as having conflict of interest for the EO and they will conduct their own stakeholder consultations to maintain independence and confidentiality.
26. The Stakeholders Consultation Team and the OPS4 coordination team will develop a division of labor deciding on a case by case basis taking into account two major factors: cost-efficiency in deciding which member will attend which meeting and preventing conflict of interest issues. The next section and Annex 1 provide a first attempt at this division of labor.
27. The internal organization within the GEF Evaluation Office to implement OPS4 is shown in the following organization chart:



28. The OPS4 Coordination team will prepare protocols for data gathering and data storage and analysis with inputs from other groups, specially methodology development and clusters. The stakeholder consultation team will finalize these protocols. It will collaborate with all of the clusters, support groups and other regular activities of the Evaluation Office to ensure that all OPS4 questions for stakeholders are included in all of these activities. In this way, there will be a maximization of data collection. Furthermore, the number of consultations with each group of GEF stakeholders will be reduced as much as possible, although some methods for consultation may partially overlap (surveys and group meetings, for example). Furthermore, full attempt will be made to coordinate with other activities and meetings already taken place where consultations could be done in a cost-effective manner.

29. The GEF Country Support Programme conducts sub-regional meetings of GEF Focal Points across the globe. The Programme is planning to organize meetings in 5 out of the 8 GEF regions during the September 2008 – April 2009 period, to gather GEF focal points from: South and Central America; Pacific countries, Eastern/Southern Africa, Eastern Europe and Middle-East and Northern Africa. The OPS4 team, together with the Stakeholder Consultation Team, will organize meetings in the other 3 regions: Caribbean, West Africa and Asia. In parallel with these meetings, the OPS4 team will organize meetings of NGOs representatives (at least one representative per country). In addition, interviews with other stakeholders based in the cities/countries/regions of these workshops will be conducted. Other activities already planned for this period of data gathering will be used such as the IUCN World Congress (Oct 6-10, 2008, Barcelona, Spain), and COP14 of the UN Framework Convention for Climate Change in Poznan, Poland, early December 2008.

30. The timetable for the stakeholder consultation will be connected to the implementation of the various components and clusters of OPS4. Most of the consultations will have to be completed by March 2009 to be able to include the information and its analysis in the first draft report to be presented in April 2009.

Division of Labor

31. This section and annex I describe the **division of labor** between the stakeholder consultation team, independent evaluators working on conflict of interest areas, the DAC/UNEG Peer Review and the core team of OPS4 to ensure that all meetings, country and agency visits and other opportunities for consultations are coordinated and fine-tuned where possible. This will lead to the identification of instruments and methods and will be implemented by: 1) the EO staff and consultants working on clusters; 2) EO OPS4 team members only; and 3) only by the independent evaluators working on conflict of interest areas.
32. For the purpose of independently gathering data and analyzing these data on issues which have been identified as raising conflicts of interest, the independent evaluators will have specific terms of reference which will guide their contract. Furthermore, this independence will be integrated into the protocols that will be developed for each meeting, interview or survey.
33. The stakeholder consultation team will be responsible that all stakeholders are consulted according to the plan proposed in **annex I** and their feedback is available for other members of the OPS4 team. Furthermore, the team will ensure that tools developed to implement OPS4 such as the protocols for conducting interviews, terms of reference for the Country Case Studies, protocols for sub-regional consultations, etcetera, include necessary questions to collect perceptions and opinions from stakeholders. The team will develop report formats for the sub-regional workshops so all reports are comparable. In addition, the team will provide support for the implementation of the sub-regional workshops.
34. The stakeholder consultation team will also interact with the other independent exercises within OPS4: the peer review of the GEF's evaluation function, the evaluation of the GEF's governance, the assessment of the GEF focal point system and the review of the GEF Trustee.

