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**Global Environment Facility
Evaluation Office**

GEF Annual Performance Report 2010

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1818 H Street, NW
Washington, DC 20433
Internet: www.gefeo.org
Email: gefevaluation@thegef.org

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Credits

Director of the GEF Evaluation Office: Robert D. van den Berg

Team Leader and Task Manager: Baljit Wadhwa, Senior Evaluation Officer, GEF Evaluation Office

Editing and design: Nita Congress

Cover photo: Lake Balaton at Siofok, Hungary, by Baljit Wadhwa

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Foreword

The Evaluation Office of the Global Environment Facility (GEF) is pleased to present its seventh annual performance report (APR) documenting the performance of the GEF portfolio. The conclusions of this evaluation are based on information collected through the monitoring and evaluation systems of the GEF Agencies.

The report presents independent assessments of topics highly relevant to the success of GEF efforts: project outcomes and sustainability, factors affecting attainment of project results, and quality of monitoring and evaluation arrangements.

The preliminary findings of this report were shared with the Secretariat and the Agencies in an interagency meeting held in Washington, D.C., in April 2011. The feedback received during this meeting was used to further refine the findings and conclusions. Draft versions of this report were also shared with the Secretariat and the Agencies, and their comments were addressed in the draft presented to the GEF Council.

The findings and conclusions of this annual performance report were discussed by the GEF

Council during its meeting in May 2011. Taking into account the report's findings, conclusions, and recommendations, along with the management response to the report, the Council asked that the GEF Evaluation Office strengthen its collaboration with the independent evaluation offices of the GEF Agencies in reviewing terminal evaluations. This collaboration will ensure a more streamlined process, reduce delays in the submission of terminal evaluations, and improve information concerning project status. During the next fiscal year, the Office will follow up on the Council decision and will report back to the Council on the progress made.

I would like to thank all of those involved for their support and criticism. The Evaluation Office remains fully responsible for the contents of this report.



Rob van den Berg
Director, Evaluation Office

Acknowledgments

The annual performance report is a joint effort of a number of GEF Evaluation Office staff members and consultants. Serving as the team leader for general supervision, coordination among the team members, and development of the report was Baljit Wadhwa, Senior Evaluation Officer in the GEF Evaluation Office. The report was prepared for publication with Neeraj Negi, Evaluation Officer, as the task team leader.

Appreciation is also due to those team members who reviewed the terminal evaluations and drafted sections of the report. Consultants Oreste Maia Andrade Jr. and Pallavi Nuka were the primary terminal evaluation reviewers.

The Evaluation Office thanks the staff of the GEF Secretariat and GEF Agencies for their valuable comments and contributions to this evaluation.

Abbreviations

APR	annual performance report	MSP	medium-size project
FSP	full-size project	OPS5	Fifth Overall Performance Study
FY	fiscal year	PMIS	Project Management Information System
GEF	Global Environment Facility	SGP	Small Grants Programme
IEG	Independent Evaluation Group	UNDP	United Nations Development Programme
M&E	monitoring and evaluation	UNEP	United Nations Environment Programme
MAR	management action record		

1. Background and Main Conclusions

1.1 Background

This document is the seventh annual performance report (APR) presented by the Evaluation Office of the Global Environment Facility (GEF). It includes a detailed account of some aspects of project results, of processes that may affect these results, and of monitoring and evaluation (M&E) arrangements in completed GEF projects. For the fourth time, a performance matrix summarizing the performance of the GEF Agencies on various parameters tracked by the Office is presented.

The APR 2010 continues the annual presentation of assessment of project outcomes, project sustainability, project completion delays, materialization of cofinancing, and quality of monitoring in completed projects.

In total, 386 project terminal evaluations, which represent \$1.74 billion in GEF funding, have been submitted to the GEF Evaluation Office since fiscal year (FY) 2002.¹ These include terminal evaluations for 46 projects submitted to the Office in FY 2010 that account for \$158.6 million in GEF funding.

For the **assessment of project outcomes, sustainability of outcomes, and delays in project completion**, 311 projects for which terminal evaluation reports were submitted by the GEF Agencies to the Evaluation Office since FY 2005 were considered.

For reporting on **materialization of cofinancing**, 386 projects for which terminal evaluation reports have been submitted since FY 2002 were considered. Information on materialization of cofinancing was provided for 305 of these projects (79 percent). The GEF has invested a total of \$1.34 billion in these 305 projects; the Agencies reported that cofinancing of \$4.03 billion materialized during implementation. Actual cofinancing amounts are reported for 40 projects in the FY 2010 cohort, representing total cofinancing of \$439.4 million (based on terminal evaluation and Agency reports).

This year's **management action record (MAR)** tracks the level of adoption of 35 Council decisions based on 16 evaluation reports. The Evaluation Office was able to verify all 35 decisions. Nine achieved high adoption ratings, and 16 are no longer relevant. These 25 decisions that have a high adoption rating or are no longer relevant will not be tracked in the next MAR.

The **performance matrix** provides a summary of the performance of the GEF Agencies and the GEF

¹ The GEF fiscal year runs from July 1 to June 30.

Secretariat on relevant parameters. The matrix is limited to the three main GEF Agencies—the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), and the World Bank—and the GEF Secretariat because the number of completed projects from the other GEF Agencies is still not significant. Most of the parameters included in the matrix are assessed on an annual basis by the Evaluation Office; others are tracked after two to three years. This year, ratings have been updated on six parameters.

The APR primarily involves review of evidence presented in the terminal evaluation reports, with verification of performance ratings largely based on desk reviews. The evaluation offices of several Agencies have been conducting similar reviews for the past couple of years. Since FY 2007, UNEP's Evaluation Office has been providing performance ratings for all completed GEF projects. Similarly, the World Bank's Independent Evaluation Group (IEG) conducts desk reviews of all terminal evaluation reports produced by management for full-size projects (FSPs) and conducts more intensive field verifications for a sample of these projects. In FY 2009, UNDP's Evaluation Office began to review terminal evaluations for the first time; it did so again in FY 2010.

The GEF Evaluation Office has tracked the ratings provided by the Agency evaluation offices and has found that these match its own ratings quite well. In contrast, the ratings provided in the terminal evaluations themselves, when compared to those provided by the GEF Evaluation Office, tend to be more optimistic.

To reduce duplication of effort, the GEF Evaluation Office started accepting the ratings provided by the Agency evaluation offices. Consistency between the GEF Evaluation Office ratings and

those of the Agencies has been established. Consequently, this year, ratings from the three Agencies were accepted for 21 projects. To ensure compatibility, the Office will continue to review a sample of terminal evaluations from all Agencies.

In the past, the GEF Evaluation Office has received terminal evaluation reviews from the Agencies in a batch. UNDP was not able to comply with this procedure due to an extensive workload. The GEF Evaluation Office expected 26 UNDP terminal evaluations and reviews, but received only 17. The delays were discussed with UNDP bilaterally as well as at the interagency meeting on preliminary findings of the APR 2010 in April 2011. An agreement was reached to receive the terminal evaluation reviews from the Agencies on a rolling basis rather than in batches.

1.2 Findings and Conclusions

Results

Conclusion 1: Outcome achievements of 91 percent of completed projects reviewed for FY 2010 were rated in the satisfactory range.

The Evaluation Office rated the achievement of **project outcomes** on criteria of relevance, effectiveness, and efficiency. The key findings of this assessment are as follows:

- Of the 46 projects in the FY 2010 cohort, 42, or 91 percent, were rated moderately satisfactory or above (table 1.1). This is the same as the FY 2009 figure of 91 percent.
- The long-term average of projects with an outcome rating of moderately satisfactory or above is 84 percent. The factors contributing to the higher than average rating of outcomes over the past two years are not clear. Given that the number and type of terminal evaluation reports submitted vary from year to year, the jump in

Table 1.1**Summary of Project Outcome and Sustainability Ratings**

	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010
Number of terminal evaluation reports submitted	41	66	41	62	55	46
Number of projects with outcome ratings	39	64	40	62	55	46
% rated moderately satisfactory or above in outcome ratings	82	84	73	81	91	91
Number of projects with sustainability of outcome ratings	39	54	39	60	55	46
% rated moderately likely or above in sustainability of outcome ratings	49	65	59	57	71	63
Number of projects rated on both outcomes and sustainability of outcomes	39	54	39	60	55	46
% of rated projects rated moderately satisfactory or above on outcomes and moderately likely or above on sustainability of outcomes	44	61	51	55	67	63

outcome achievements over the past two years should not be interpreted as a trend.

- Of the total \$158.6 million GEF investment in the rated projects of the FY 2010 cohort, 88 percent, or \$138.9 million, was allocated to projects that were rated moderately satisfactory or above.

Considering the FY 2005–10 cohorts, 306 projects have so far been rated on outcome achievements. Of these, outcome achievements of 84 percent have been rated moderately satisfactory or above. Of the total GEF investment in rated projects, 82 percent is invested in projects that were rated moderately satisfactory or above.

Within the FY 2010 cohort alone, all UNEP- and UNDP-implemented projects received outcome ratings of moderately satisfactory or above. Of the 20 World Bank–implemented projects, 80 percent (16 projects) were rated moderately satisfactory or above.

Sustainability of project outcomes are rated based on an assessment of the level of risks to the sustainability of outcomes along four dimensions: financial, sociopolitical, institutional and governance, and environmental. All of the 46 projects

from the FY 2010 cohort were rated on overall sustainability of outcomes. The key findings of this assessment are as follows:

- Sixty-three percent (29 projects) were rated moderately likely or above for overall sustainability of outcomes (table 1.1).
- For the FY 2010 cohort, of the four risk dimensions, financial risks and environmental risks were more frequently found to pose a threat to outcome sustainability. Of the 42 projects assessed on the financial risk dimension, 24 percent (10 projects) were rated moderately unlikely or below on overall sustainability.
- Three-quarters of the total GEF investment in FY 2010 (\$119.7 million out of a total \$158.6 million) went to 29 projects rated moderately likely or above in terms of the sustainability of their outcomes. This percentage is considerably higher than the FY 2009 level of 66 percent and the six-year average (2005–10) of 63 percent.

The Evaluation Office assessed the extent to which projects that were rated moderately satisfactory or above in achievement of outcomes were also rated moderately likely or above in sustainability of outcomes. It found the following:

- Of the 46 rated projects, 29, or 63 percent, were rated both moderately satisfactory or above in outcomes and moderately likely or above in sustainability.
- In terms of the GEF investment, 75 percent was invested in projects that were rated both moderately satisfactory or above in outcomes and moderately likely or above in sustainability.

Conclusion 2: Materialization of cofinancing reported by the GEF Agencies is, on average, higher than that expected at project approval.

The GEF Council views cofinancing to be an indicator of a project's sustainability (GEF 1999), country ownership (GEF 2003b), and mainstreaming (GEF 1997) of GEF activities in the activities of its partner institutions, and a way to mobilize additional resources for the global environment (GEF 2002b). As stated in last year's APR, the Council has shown continued preference for a higher overall cofinancing ratio for the GEF project portfolio. GEF Secretariat publications also portray cofinancing as an indicator of the effectiveness of the GEF in mobilizing additional resources for the generation of global environmental benefits. A few documents clearly state that the high cofinancing ratio achieved is an indicator of the GEF's multiplier effect in generating additional resources for global environmental benefits (GEF 2000, 2002a, 2005).

For the FY 2010 cohort, the overall ratio of promised cofinancing to the GEF grant amount at approval is 2.2. The overall percentage of actual cofinancing to promised cofinancing was 138 percent. This percentage was similar to the FY 2009 cohort's level of 132 percent and higher than the 93 percent calculated for the period FY 2005–08.

A detailed discussion of cofinancing was presented in APR 2009. The analysis reported that although the quality of reporting on cofinancing

both in project proposals and terminal evaluations is improving, reporting on cofinancing by Agencies and in terminal evaluation reports is not always consistent with the agreed definition of cofinancing.² Further, use of the cofinancing-to-grant ratio as an indicator of the adequacy of cofinancing for the GEF portfolio has its pitfalls, as this ratio is prone to be skewed by outliers. For example, of the 386 projects for which terminal evaluations have been submitted since FY 2002, Agencies have reported data on materialized cofinancing for 305. The top 14 projects out of these 305 accounted for approximately 30 percent of the total reported materialized cofinancing. A detailed analysis of cofinancing was not undertaken in APR 2010.

Project Completion Delays

The Evaluation Office began tracking project completion delays (expected completion date and actual completion date) in FY 2005. Of the 291 projects for which these data are available, 21 percent were completed after a delay of two years or more, and 10 percent after a delay of three years or more.

Of the 46 projects in the FY 2010 cohort, data on completion delays were available for 40. Thirteen percent of these 40 projects were completed after a delay of two years or more; another 10 percent were completed after a delay of three or more years. In comparison to the long-term distribution, the majority of projects of the FY 2010 cohort tended to experience shorter delays in completion.

² The agreed definition (GEF 2003a) points out several key conditions for a contribution to be considered cofinancing: (1) a contribution should be managed with the GEF allocation, (2) it should be part of the initial financial package, and (3) it should be essential to achievement of GEF objectives.

Project Monitoring and Evaluation

Conclusion 3: Quality of M&E implementation was rated moderately satisfactory or above for 57 percent of the projects of the FY 2010 cohort.

Among the projects of the FY 2010 cohort, 57 percent (24 of 42 rated projects) were rated moderately satisfactory or above in terms of monitoring during implementation. This is comparable to the 2009 level of 62 percent, but a decrease from 70 percent in FY 2008. The long-term average, including the FY 2010 cohort, is 65 percent.

In terms of quality of M&E at entry, 70 percent of the projects in the FY 2010 cohort were rated in the satisfactory range. This percentage is slightly higher than the long-term average (for cohorts from FY 2006 to 2010) of 69 percent.

Consistent with previous years, there is a strong correlation between quality of M&E arrangements at entry and actual quality of monitoring during implementation. Of the 42 completed projects from the FY 2010 cohort that were rated both on quality of monitoring during implementation and quality of M&E at entry, only 14 percent of those rated in the unsatisfactory range at entry were rated in the satisfactory range during implementation. In contrast, of those rated in the satisfactory range at entry, 75 percent were also rated in the satisfactory range during implementation. These results are consistent with the findings for the earlier cohorts.

Conclusion 4: The quality of 83 percent of the terminal evaluations submitted during FY 2010 was rated moderately satisfactory or above.

Since 2004, when the Evaluation Office first started rating the quality of terminal evaluation reports, 353 terminal evaluations have been submitted and 350 rated. The quality of 87 percent of the rated

reports has been assessed as moderately satisfactory or above. Fifty-five percent of the reports achieved a higher rating of satisfactory or above. The corresponding figures for the FY 2010 cohort are 84 percent and 53 percent, respectively—a decline from last year’s cohort, in which 96 percent of the terminal evaluation reports were rated moderately satisfactory and 72 percent as satisfactory or above. The primary reason for the drop is that World Bank medium-size projects (MSPs) accounted for over a quarter of all projects in the FY 2010 cohort. As the World Bank does not prepare independent terminal evaluation reports for MSPs, the quality ratings for the terminal evaluation documents provided for these projects tend to be low. In FY 2009, terminal evaluation reports from World Bank MSPs accounted for less than 4 percent of the cohort.

Conclusion 5: No improvement can be reported on the long time lags between terminal evaluation report completion and submission to the GEF Evaluation Office.

The GEF Agencies are required to submit terminal evaluation reports within 12 months of project completion. As specified in the terminal evaluation guidelines, the GEF Evaluation Office allows for an additional two months after the report is complete for it to be submitted to the Office.

The Evaluation Office began collecting data on the time lags between project closure and terminal evaluation report submission in FY 2008. In APR 2009, the Office concluded that long time lags continued to be a concern, as did uncertainty regarding project status. For the FY 2010 cohort, data were available on the time lags between project closure and terminal evaluation report submission for 41 projects. Fifteen percent of these reports were submitted within 12 months of project closure. The majority, 59 percent, were sub-

mitted between 13 and 24 months after project closure. In the FY 2009 and 2008 cohorts, slightly over 50 percent of reports were submitted within 12 months of project closure. The sharp decline in this year's cohort is most likely due to the fact that for those instances in which the exact date of submission was unknown, the analysis imputed a date of August 2010.

Regarding the lag between report completion and submission, 9 percent of the FY 2010 cohort of terminal evaluation reports was submitted within two months of completion. For 39 percent, this lag was between two months and one year. For 52 percent, the lag exceeded a year. In comparison with previous years, particularly FY 2009, this represents a sharp decline.

Management Action Record

The MAR keeps track of the level of adoption of Council decisions on the basis of evaluation findings and recommendations. This year's MAR tracks the level of adoption of 35 Council decisions, which were based on 16 GEF Evaluation Office documents, by presenting ratings from GEF management and verification of these ratings by the Evaluation Office. The Office was able to verify progress on the adoption of all 35 decisions.

Adoption was rated as high for 9 of the 35 decisions; 5 of these pertain to the Joint Evaluation of the Small Grants Programme (SGP). Sixteen decisions were assessed as no longer relevant. The decisions for which either the level of adoption was assessed to be high or that were found to be no longer relevant have been graduated, and will not be tracked in future. Of the remaining 10 decisions, adoption was rated to be substantial for 3, medium for 4, and negligible for 3.

Since its inception, the MAR has tracked the level of adoption for 98 GEF Council decisions based on 27 evaluations. To date, 88 have been graduated: 37 percent because their adoption was rated as high, and the remainder because they ceased to be relevant. In most instances, this loss of relevance is due to changes in broader GEF policy.

Performance Matrix

The performance matrix provides a summary of the performance of the GEF Agencies and overall GEF performance on 12 parameters. One of these—quality of learning—has since been dropped, as feedback received from the GEF partnership noted that the indicators presently used do not adequately track the learning that is taking place within the partnership. Of the 12 parameters on which performance has been reported, the figures for six have been updated in APR 2010. For the remaining six parameters, the figures are not updated as the underlying analysis for these is conducted after a gap of more than one year.

Of the projects for which terminal evaluations have been submitted since FY 2007, the Evaluation Office rated outcome achievements (parameter 1) of 84 percent to be moderately satisfactory or above. The outcome achievements of 95 percent of UNEP projects, 83 percent of World Bank projects, and 80 percent of UNDP projects have been rated in the satisfactory range.

1.3 Recommendation

The GEF Evaluation Office and the independent evaluation offices of the GEF Agencies should strengthen their collaboration on the review of terminal evaluations to ensure a more streamlined process; this will lead to a reduction of delays in

submitting terminal evaluations to the GEF Evaluation Office and improved information concerning project status.

1.4 Issues for the Future

The GEF Evaluation Office will assess the reporting systems of new Agencies that enter the GEF

partnership and closely support their terminal evaluation review process.

The Office will seek ways to improve the use of data on completed projects to find innovative, new, and potentially interesting correlations and perspectives.

2. Scope and Methodology

2.1 Scope

Each year in the APR, the Evaluation Office presents an assessment of the results of completed GEF projects, an analysis of the processes that affect accomplishment of results, and the findings of its oversight of project monitoring and evaluation activities across the portfolio. Through the APR, the Evaluation Office provides feedback to the GEF Council, other GEF institutions, and stakeholders to help improve the performance of GEF projects. Some issues are addressed in the APR annually, some biennially; others whenever a need is felt.

The APR 2010 includes the following:

- **An overview of the extent to which GEF projects are achieving their objectives (chapter 3).** This overview consists of an assessment of the extent to which the completed projects for which terminal evaluation reports were submitted from FY 2005 to 2010 achieved expected outcomes and the risks to sustainability of the achieved outcomes. These issues are covered in the APR annually.
- **Presentation of assessments on some of the factors that affect attainment of project results (chapter 4).** This chapter reports on the extent to which cofinancing promised at the point of project endorsement has materialized and on delays in project completion. The assessment on materialization of cofinancing is based on figures reported by the respective GEF Agencies and covers completed projects for which terminal evaluations were submitted from FY 2002 onwards.
- **An assessment of quality of project monitoring in completed projects (chapter 5).** This chapter presents an assessment of quality of project monitoring in completed projects for which terminal evaluation reports have been submitted to the Office since FY 2006.
- **An assessment of the quality of terminal evaluation reports submitted by the GEF Agencies to the Evaluation Office (chapter 6).** This chapter provides information on the quality of terminal evaluation reports by Agency and an assessment of trends. This assessment covers projects for which terminal evaluations have been submitted from FY 2004 onwards.
- **A presentation of findings on management action records (chapter 7).** As part of this annual assessment, the Evaluation Office reviews and follows up on the implementation status of evaluation recommendations that have been accepted by management and/or the GEF Council.
- **A presentation of the performance matrix (chapter 8).** This assessment was first pre-

sented in APR 2007. Some of the indicators previously reported on have been fine-tuned so as to focus on key performance parameters.

2.2 Methodology

Terminal Evaluation Reviews

Reviews Included

Chapters 3, 4, 5, and 6 of this report are based on the reviews of the terminal evaluations for completed GEF projects submitted to the Evaluation Office. The reviews cover all the completed FSPs and MSPs, canceled projects for which more than \$0.5 million had been utilized at the point of cancellation, and enabling activities with a GEF investment of more than \$0.5 million. Given the small number of enabling activity projects covered, these are reported as FSPs or MSPs based on the level of GEF investment. The reviews are conducted by the GEF Evaluation Office or by the independent evaluation offices of the respective Implementing Agencies or both.

The evaluation offices of some of the Agencies have been reviewing the terminal evaluations for completed GEF projects and providing performance ratings based on these reviews. For example, the World Bank's IEG reviews the terminal evaluations for FSPs, and UNEP's Evaluation Office does so for both FSPs and MSPs. The GEF Evaluation Office has compared its ratings with those provided by the evaluation offices of these Agencies and has found that generally these tend to be in agreement (GEF EO 2009). Since APR 2009, the GEF Evaluation Office has accepted the ratings given by the UNEP Evaluation Office and the IEG, based on desk reviews. The Office still undertakes reviews for a sample of terminal evaluations. It may also undertake reviews where the independent evaluation offices of the Agencies do not intend to conduct a review, or in cases where the

Agency evaluation office has used an approach that is inconsistent with its own in assessing outcome achievements, or where there is an insufficient track record to indicate congruence between the ratings provided by the GEF Evaluation Office and the Agency evaluation office. Of the 46 projects in the FY 2010 cohort, the GEF Evaluation Office undertook terminal evaluation reviews for 27 (59 percent). For the remainder, it adopted the ratings provided by the respective Agency evaluation office.

Wherever the Agency evaluation offices had adopted an approach consistent with that of the GEF Evaluation Office in providing ratings on other performance parameters such as sustainability, quality of M&E, and quality of terminal evaluation report, these ratings were also adopted.

Ensuring Reliability and Timeliness of Terminal Evaluation Reports

The project terminal evaluation reports submitted by the GEF Agencies to the Evaluation Office form the core information source for much of the APR. Ensuring the reliability of these reports is therefore critical. The Evaluation Office seeks to assess and strengthen this reliability in several ways, as described below.

The Evaluation Office reviews terminal evaluation reports to determine the extent to which they address the objectives and outcomes set forth in the project document, to evaluate their internal consistency, and to verify that ratings are properly substantiated.

The reports are reviewed by Evaluation Office staff using a set of detailed guidelines to ensure that uniform criteria are applied (see annex A for these guidelines). When deemed appropriate, a reviewer may propose to upgrade or downgrade

the project ratings presented in a terminal evaluation report.

A draft terminal evaluation review report is also examined by a peer reviewer with substantial experience in assessing terminal evaluations. The peer reviewer provides feedback on the report, which is incorporated by the primary reviewer in subsequent versions.

When projects are downgraded below moderately satisfactory (for outcomes), a senior evaluation officer in the GEF Evaluation Office also examines the review to ensure that the proposed ratings are justified. The reviews are then shared with the Agencies, and, after their feedback is taken into consideration, the reviews are finalized.

If a terminal evaluation report provides insufficient information to make an assessment or to verify the Agency ratings on outcomes, sustainability, or quality of project M&E systems, the Evaluation Office classifies the corresponding project as unable to assess and excludes it from any further analysis on the respective dimension.

The GEF Evaluation Office works with the GEF Agencies to more fully engage their evaluation offices in the process and, when necessary, to strengthen their independence. Presently, the World Bank's terminal evaluation process for FSPs meets most of the concerns of the GEF Evaluation Office. The Bank's IEG conducts desk reviews of all the terminal evaluation reports produced by the management for FSPs and conducts field verification for a sample of these reports. When available, these field verifications are accepted by the Evaluation Office. The terminal evaluations for the World Bank–implemented MSPs are not reviewed by the IEG.

Of the 20 World Bank–implemented projects in the FY 2010 cohort, 12 were MSPs. Since the IEG does not review terminal evaluation reports for MSPs, the GEF Evaluation Office did so. It also reviewed four of the eight World Bank–implemented FSPs in the FY 2010 cohort.

In FY 2006, the UNEP Evaluation Office started providing ratings and commentary on the quality of the terminal evaluation reports for the completed GEF projects implemented by UNEP. During FY 2007, it increased the scope of its commentaries by assessing project outcomes, sustainability of outcomes, and implementation of M&E based on the evidence provided in the terminal evaluation reports. The ratings provided by the UNEP Evaluation Office have been found to be consistent with those provided by the GEF Evaluation Office. Of the 10 UNEP projects in the FY 2010 cohort, the ratings provided by the UNEP Evaluation Office have been adopted for 5. The remaining five projects were reviewed by the GEF Evaluation Office for oversight purposes.

During FY 2007 the UNDP Evaluation Office began to assess the quality of terminal evaluations for some of its completed GEF projects. Since FY 2009, the UNDP Evaluation Office has increased the scope of its reviews and has started reviewing project performance in terms of outcomes, sustainability of outcomes, and implementation of M&E, and has begun to provide ratings on these parameters. Of the 16 UNDP projects in the FY 2010 cohort, the GEF Evaluation Office adopted the outcome ratings provided by the UNDP Evaluation Office for 10. Six terminal evaluations were reviewed by the GEF Evaluation Office.

Data Limitations

Despite a general trend of improvement in the overall quality of information provided in terminal evaluation reports, information on financial issues, including materialization of cofinancing, and on M&E-related issues remains below expectations. When sufficient information on a performance parameter for a project has not been provided in its terminal evaluation report, that project has not been included in the portfolio-level assessment for that parameter.

Ratings based on terminal evaluation reviews reflect performance of actions that are now long distant, limiting the extent to which information gathered from analysis of these data are useful in making real-time corrections in operations. Notwithstanding this limitation, this assessment provides a long-term perspective on the extent to which GEF projects are performing vis-à-vis expectations.

Outcome achievements are generally assessed through comparison of actual achievements with the commitments made at inception. While this allows an assessment of the extent to which a project meets the ex ante expectations, it does not facilitate direct comparison across projects and over time because the deliverables promised for projects that are otherwise comparable may be different.

Management Action Records Assessment

Management action records facilitate review and follow-up on the implementation status of evaluation recommendations that have been accepted by management (i.e., the GEF Secretariat and/or the GEF Agencies). For each MAR, the Evalua-

tion Office completes the columns pertaining to recommendations, management responses, and Council decisions. Management is then invited to provide a self-rating of the level of adoption of Council decisions and add any comments as necessary. After management's response is included in a MAR, the Evaluation Office verifies actual adoption and provides its own ratings, with comments, in time for presentation to the Council.

Performance Matrix

The performance matrix, which was presented for the first time in APR 2007, provides a summary of the performance of the three main GEF Agencies and the GEF Secretariat on relevant parameters. Performance on most of these parameters—such as project outcomes, implementation completion delays, materialization of cofinancing, quality of M&E during project implementation, and quality of project terminal evaluations—is already being assessed annually by the GEF Evaluation Office. Performance on other parameters—such as quality of supervision and adaptive management, realism of risk assessment, and quality of project M&E arrangements at entry—is assessed every two or three years through special appraisals. This year, Agency performance on six of the parameters has been updated and is reported on here.

Review of Findings

The preliminary findings of this report were presented to and discussed with the GEF Secretariat and GEF Agencies during an interagency meeting held in Washington, D.C., in April 2011. A draft of this document was shared with the Secretariat and Agencies, and their comments and suggestions have been addressed in this report.

3. Outcomes and Sustainability

This chapter discusses verified ratings on outcomes and sustainability for 311 projects for which terminal evaluation reports were submitted from FY 2005 to 2010. These include 166 FSPs and 145 MSPs. Given the small number of enabling activities for which terminal evaluations are required, they are reported as either FSPs or MSPs based on the level of GEF funding. Altogether, the GEF has invested approximately \$1.355 billion in these 311 projects.

Terminal evaluations were submitted during FY 2010 for 46 projects—21 FSPs and 25 MSPs. The GEF has invested a total of \$158.6 million in these 46 projects.

3.1 Rating Approach

Of the 46 projects for which terminal evaluations were submitted during FY 2010, the GEF Evaluation Office accepted the outcome ratings provided by the evaluation offices of the respective Agencies for 19 projects. For the remaining 27 projects, the Office rated project outcomes based on level of achievement of project objectives and expected outcomes in terms of **relevance** on a two-point scale and **effectiveness** and **efficiency** on a six-point scale. The rating approach followed is identical to that followed for the 2009 APR and is described in annex A.

The assessment on relevance primarily focused on determining whether the anticipated outcomes are relevant to the GEF mandate for generating global environmental benefits. Only **satisfactory** or **unsatisfactory** ratings were provided on relevance. Relevance ratings are considered critical; if the relevance of outcomes rating is unsatisfactory, the overall outcome rating cannot be higher than unsatisfactory. Among the other criteria, **effectiveness** is critical; the overall rating on achievement of outcomes cannot be higher than the rating on effectiveness.

During project implementation, the results framework of some projects was modified. This poses a challenge because assessing actual outcomes for all projects based on original outcome expectations may discourage adaptive management. To address this challenge, for projects where modifications and improvements were made in project objectives, outcomes, and outputs without scaling down their overall scope, the Office assessed outcome achievements based on the revised results framework. In instances where the scope of the project was down-scaled, the expected outcomes and/or original objectives of the project were used as a yardstick for performance assessment.

Among the 311 terminal evaluation reports reviewed in the period FY 2005–10, 5 did not pro-

vide sufficient information to allow the Evaluation Office to rate outcome achievements.

The GEF Evaluation Office rates sustainability of outcomes based on an assessment of four key risk dimensions: financial, sociopolitical, institutional framework and governance, and environmental. Based on the evidence presented in the terminal evaluation reports, **risks to the sustainability of outcomes** were assessed on each of these dimensions. All risk dimensions were regarded as critical; overall ratings cannot be higher than the lowest rated dimension.

3.2 Outcomes

Ninety-one percent of the projects of the FY 2010 cohort have been rated moderately satisfactory or above in terms of their outcome achievements. This percentage is higher than the long-term average of 84 percent (table 3.1). However, since the percentage of projects with outcomes rated in the satisfactory range differs considerably from year to year, this improved performance does not indicate a trend.

The GEF has invested \$1.355 billion in projects that have received ratings on their outcome achievements. Of this total, 82 percent is invested in projects whose outcome achievements were rated moderately satisfactory or above. Of the total GEF investment in the FY 2010 cohort (\$158.6 million), 88 percent, or \$138.9 million, was invested in projects whose outcome achievements were rated moderately satisfactory or above (table 3.2).

Table 3.3 provides information on the outcome ratings of different categories of GEF projects based on GEF Implementing Agency, executing agency type, focal area, size, geographic scope and region, and country grouping for all projects rated since FY 2005. Outcomes of 81 percent of the FSPs and 87 percent of the MSPs were rated moderately satisfactory or above. A lower percentage of national projects implemented in African countries have been rated moderately satisfactory or above compared to national projects in the other geographical regions.

Figure 3.1 shows the breakdown of projects by ratings in the satisfactory range for each Agency

Table 3.1

Distribution of GEF Projects by Outcome Rating

Outcome rating	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	Avg/total
	Percentage distribution						
Highly satisfactory	3	6	3	5	4	9	5
Satisfactory	54	44	35	52	56	28	45
Moderately satisfactory	26	34	35	24	31	54	34
Moderately satisfactory or above	82	84	73	81	91	91	84
Moderately unsatisfactory	10	14	8	13	9	4	10
Unsatisfactory	8	2	18	5	0	4	5
Highly unsatisfactory	0	0	3	2	0	0	1
Moderately unsatisfactory or below	18	16	27	19	9	9	16
Factor	Number						
Terminal evaluation reports submitted	41	66	41	62	55	46	311
Projects rated on outcomes	39	64	40	62	55	46	306

Table 3.2

Distribution of GEF Investment by Project Outcome Rating

	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	Avg/total
Outcome rating	Percentage distribution						
Highly satisfactory	0	6	5	8	3	2	4
Satisfactory	64	30	18	48	56	44	45
Moderately satisfactory	20	53	46	12	33	41	34
Moderately satisfactory or above	84	88	69	74	92	88	82
Moderately unsatisfactory	15	11	14	13	8	9	12
Unsatisfactory	1	1	12	10	0	4	5
Highly unsatisfactory	0	0	5	3	0	0	1
Moderately unsatisfactory or below	16	12	31	26	8	10	18
Investment	Million \$						
Total GEF investment in reviewed projects	258.3	255.8	199.3	275.3	207.8	158.6	1,355.1
Total GEF investment in rated projects	255.3	254.3	198.3	275.3	207.8	158.6	1,349.6

Table 3.3

Outcome Performance, by Project Category, FY 2005–10

Category	Number reviewed	Number rated	% rated moderately satisfactory or above
All projects	311	306	84
GEF Agency			
UNDP	123	121	82
UNEP	55	54	85
World Bank	132	130	85
Other ^a	1	1	100
Executing agency			
Government or parastatal agency	159	157	83
Nongovernmental organization or foundation	68	67	85
Bilateral or multilateral agency	63	61	84
Other, including private sector organization	21	21	90
Focal area			
Biodiversity	161	160	84
Climate change	80	78	83
International waters	37	37	86
Other	33	31	84
Size			
FSP	166	164	81
MSP	145	142	87
Scope			
National (single-country project)	221	218	84
Regional or global	90	88	83
Region			
Africa	72	71	77
Asia	75	73	85
Europe and Central Asia	60	60	83
Middle East and North Africa	15	15	93
Latin America and the Caribbean	75	74	88
Global	29	28	89

a. United Nations Industrial Development Organization.

from 2008 onwards. In the FY 2010 cohort, all UNDP- and UNEP-implemented projects received outcome ratings of moderately satisfactory or above. Of the World Bank–implemented projects, 80 percent were rated moderately satisfactory or above. Due to the differences in the relative mix of MSPs and FSPs and the small size of each Agency’s portfolio, these differences are not indicative of a trend.

3.3 Sustainability of Project Outcomes

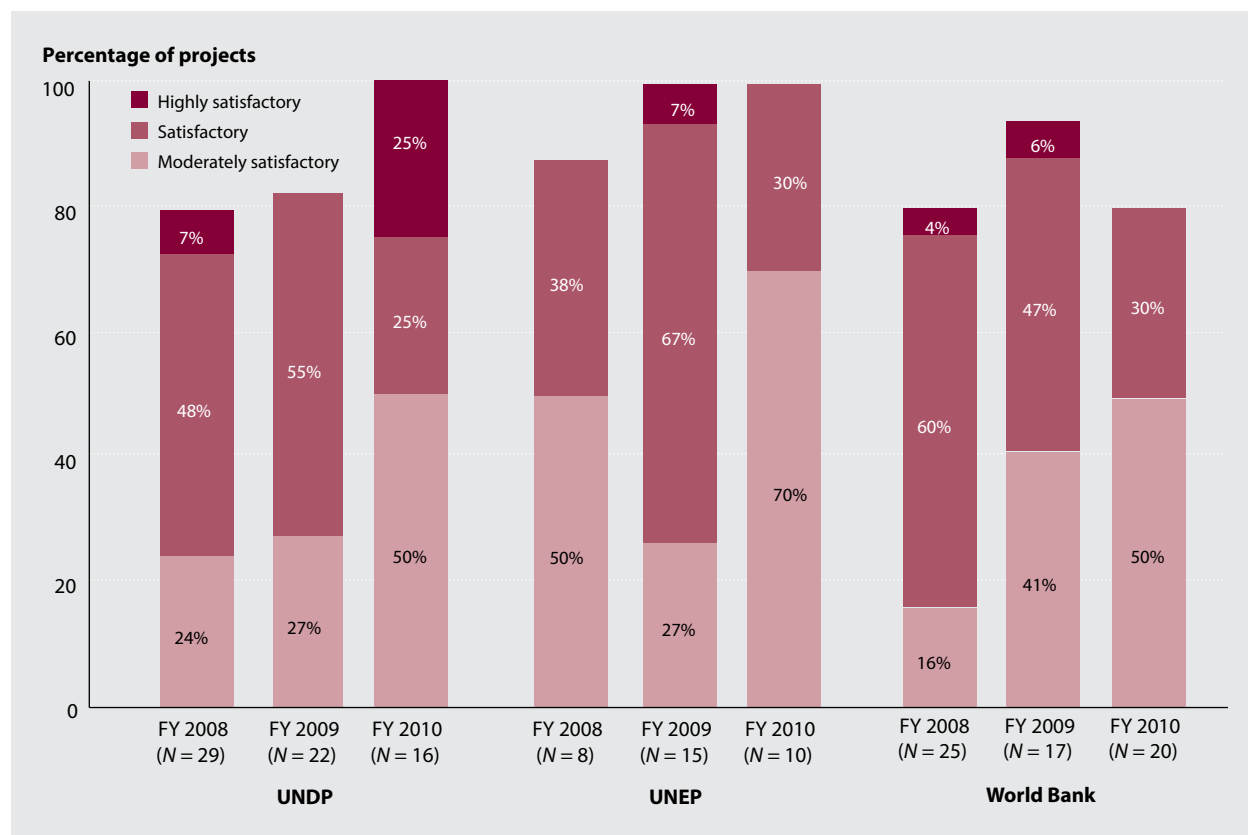
For the 311 terminal evaluation reports submitted during FY 2005–10, ratings on sustainability of outcomes have been provided for 293 (94 percent) of the projects. The outcome sustainability

of 179 projects (61 percent) was rated moderately likely or above. Of the FY 2010 cohort of 46 projects, 29 (63 percent) were rated as moderately likely or above in terms of the overall sustainability of their outcomes. Environmental and financial risks were identified as more significant in limiting the sustainability of outcome achievements.

The GEF has invested \$1.27 billion in 293 projects rated on sustainability of outcomes. Of this amount, \$800.5 million (63 percent) was invested in 179 projects whose outcome sustainability was rated moderately likely or above. Of the GEF funding of \$158.6 million for the 46 projects comprising the FY 2010 cohort, \$119.7 million (75 percent) was invested in 30 projects whose sustainability of outcomes was rated as moderately likely or above.

Figure 3.1

Percentage of Projects with Outcome Ratings in the Satisfactory Range, by Agency



When both the outcome and the sustainability ratings are taken into account, 169 (58 percent) of the 293 projects rated on both factors since FY 2005 were rated moderately satisfactory or above on outcomes and moderately likely or above on sustainability (table 3.4). Of the FY 2010 cohort, 29 projects (63 percent) were so rated.

In terms of the GEF investment of \$1.27 bil-

lion, \$753.5 million (59 percent) was invested in 169 projects that were rated both moderately satisfactory or above in terms of outcome achievements and moderately likely or above in terms of sustainability. For the FY 2010 cohort, \$119.7 million out of \$158.6 million (75 percent) went to 29 projects rated moderately satisfactory or above for outcomes and moderately likely or above for sustainability.

Table 3.4

Sustainability of Outcome Achievements

Factor	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	Average
Percentage of projects							
Sustainability of outcomes rated moderately likely or above	49	65	59	57	71	63	61
Outcomes rated moderately satisfactory or above and sustainability of outcomes rated moderately likely or above	44	61	51	55	67	63	57
Percentage of GEF investment							
Sustainability of outcomes rated moderately likely or above	65	60	55	58	66	75	63
Outcomes rated moderately satisfactory or above and sustainability of outcomes rated moderately likely or above	60	56	44	56	65	75	58

4. Factors Affecting Attainment of Project Results

Project outcomes may be affected by factors such as project design, quality of project implementation and execution, the operational context in which projects are implemented and executed, and exogenous factors beyond the control of project management. Given the wide range of variables that may affect project outcomes and their interactions, it is difficult to isolate variables and determine their specific effects on a project's results. However, associations among variables and results can be determined. The Evaluation Office has been reporting on some of these variables such as cofinancing and delays in project completion annually. This chapter includes a brief discussion on materialization of cofinancing reported by the main GEF Agencies (UNDP, UNEP, and the World Bank) and on implementation delays.

4.1 Materialization of Cofinancing

The Office reports on materialization of cofinancing in completed projects every year based on the information presented in the terminal evaluation reports and communicated by the Agencies through other project reports. However, issues such as the level of global environmental benefits that accrue from cofinancing, the processes through which these benefits accrue, and the costs incurred by the GEF partnership in mobilizing cofinancing are not assessed in this APR.

The figures reported by the Office in this section are based on the actual cofinancing amounts reported by the Agencies. The level of cofinancing differs considerably from project to project. In this APR, as in APR 2009, the Office continues to report the average figures for the portfolio along with the frequency distribution of the levels of materialization of cofinancing. Inclusion of frequency distribution in reporting mitigates the risk of the portfolio-level findings being skewed by outliers. The analysis presented here is based on the information available on 386 completed projects for which terminal evaluations were submitted since FY 2002. Of these, information on the amount of actual cofinancing has been reported by the Agencies for 305 projects.

Figure 4.1 shows the distribution of projects based on the ratios of cofinancing promised at project appraisal and the amount of cofinancing reported to have materialized per dollar of approved GEF grant. For 72 percent of the projects, less than \$2 of cofinancing was promised per dollar of GEF grant. Cofinancing of \$5 or more per GEF dollar was promised for 8 percent of the projects. The distribution of projects based on the ratio of materialized cofinancing vis-à-vis approved GEF grant shows a similar pattern. Agencies reported that for 70 percent of projects the ratio of materialized cofinancing to the GEF grant was less than 2:1; for 14 percent, it was 5:1 or more.

Figure 4.1

Distribution of Projects by Cofinancing Ratio, FY 2002–10

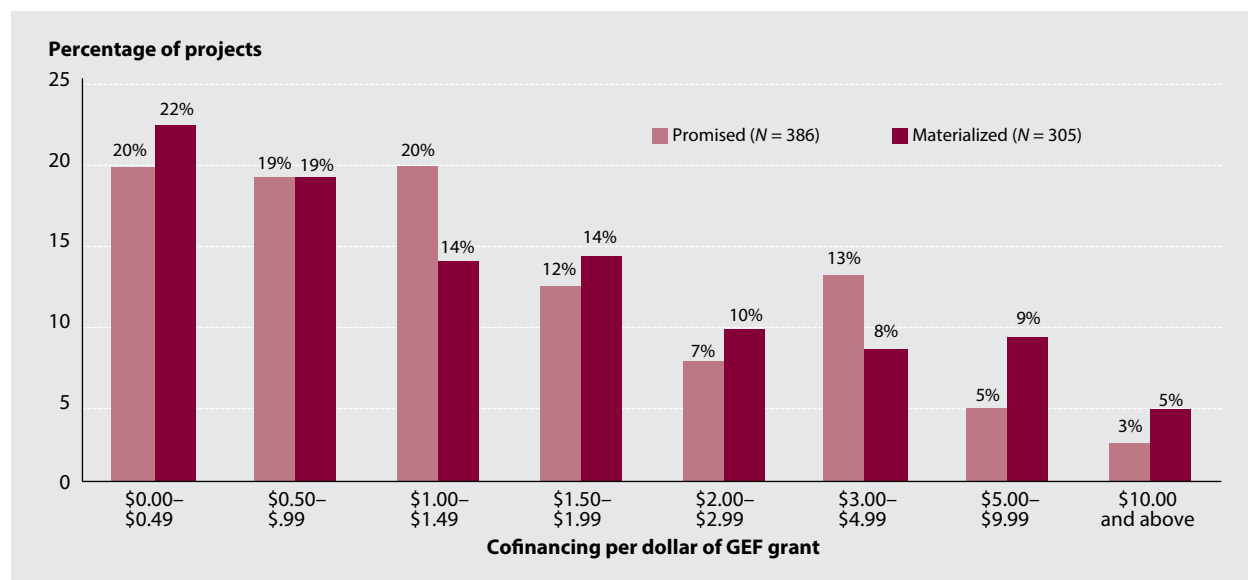
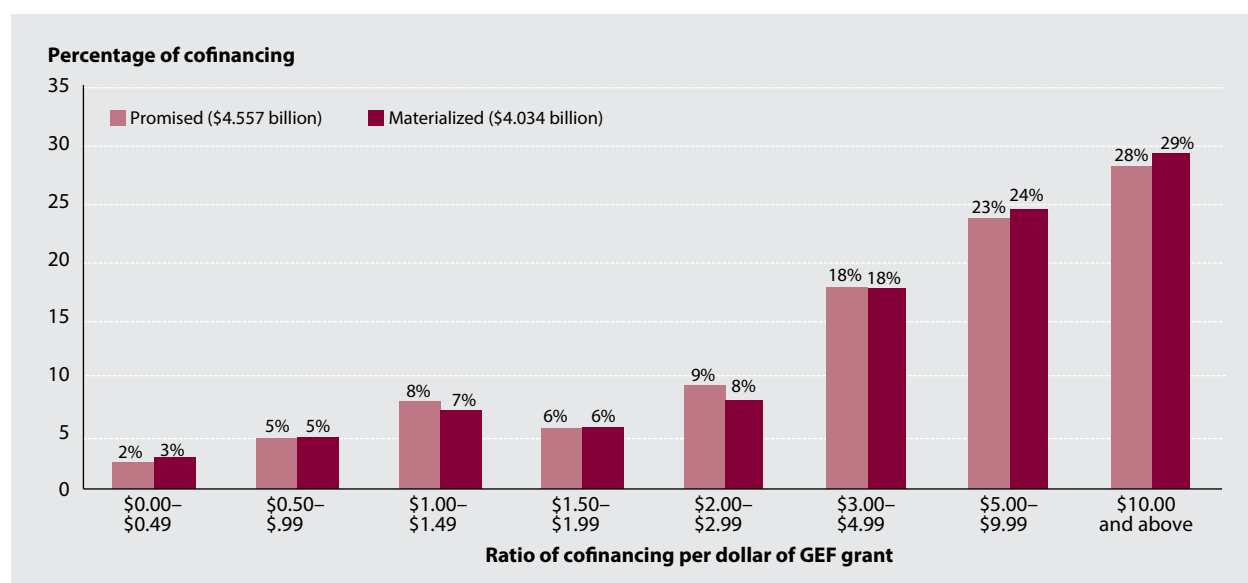


Figure 4.2 is based on the same projects as figure 4.1, but it presents the percentage of cofinancing dollars in each of the ratio categories. Together, figures 4.1 and 4.2 clearly show

that even though projects with cofinancing ratios of 5:1 or more are relatively few in number, they account for over 50 percent of total actual cofinancing dollars.

Figure 4.2

Distribution of Cofinancing Dollars by Cofinancing Ratio, FY 2002–10



The realization of cofinancing indicates whether the amount of cofinancing promised at project inception materialized during project implementation. It is the ratio of actual cofinancing reported by the Agencies to the cofinancing amount promised at project appraisal. Figure 4.3 shows how the realization of cofinancing in the FY 2010 cohort compares with the long-term average. Of the 265 projects from the FY 2002–09 cohorts for which data are available, 28 percent were reported to have realized less than 75 percent of the promised amount of cofinancing. For the FY 2010 cohort, this figure was 16 percent. The percentage of projects meeting or exceeding the expected level of cofinancing is 55 percent for the FY 2002–09 cohorts. A higher percentage of the FY 2010 projects, 71 percent, was reported to have met or exceeded the amount of promised cofinancing.

Table 4.1 presents key statistics on materialization of cofinancing by Agency during different terminal evaluation submission periods. The projects

of the FY 2009 and 2010 cohorts in general had a greater level of materialization of cofinancing than other cohorts. For FY 2010 on average, the projects implemented by UNDP and UNEP are reported to have achieved a considerably higher than expected level of cofinancing.

4.2 Delays in Project Completion

The Evaluation Office tracks the difference between the expected completion date at project start and the actual operational completion of the project to determine the extent to which projects supported by the GEF are completed in a timely manner. Data on this indicator are available for projects that have been submitted since FY 2005. Important causes of delay were reported in detail in APR 2007 and are therefore not discussed in this APR.

As in APR 2009, this APR also reports on frequency distributions to facilitate easy assessment

Figure 4.3

Distribution of Cofinancing Based on Level of Realization, FY 2002–09 and 2010

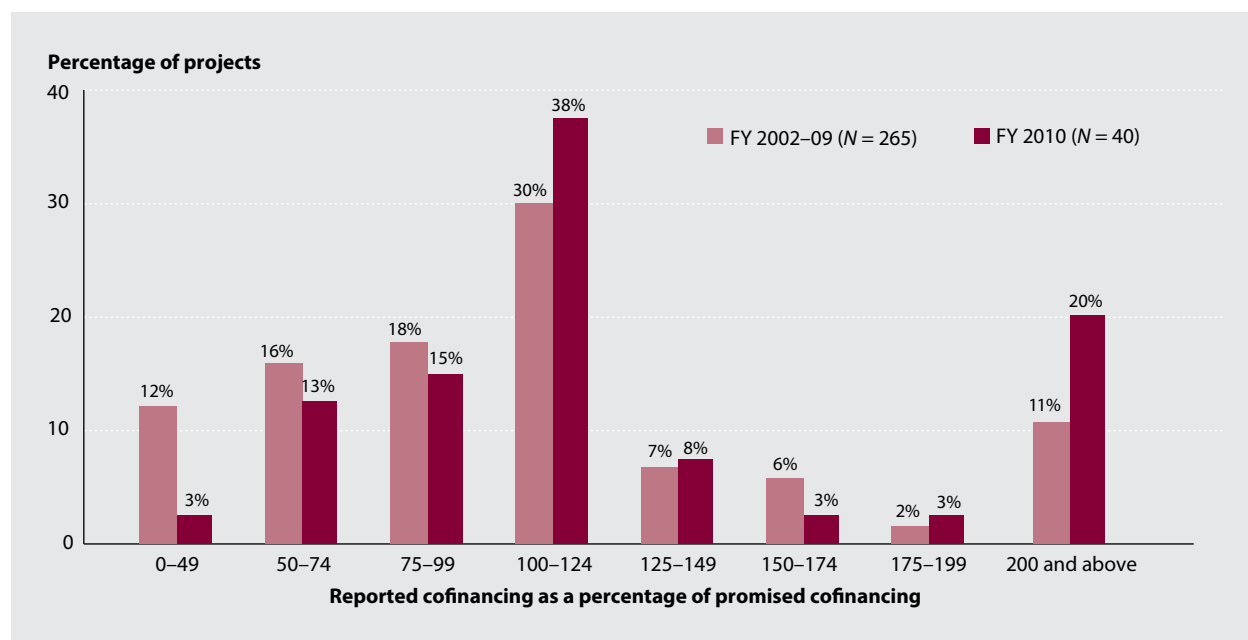


Table 4.1**Materialization of Cofinancing by Agency**

FY of report submission	Factor	UNDP	UNEP	World Bank	All Agencies
Pre-OPS4 period FY 2002–04	Number of projects with cofinancing data available	11	6	31	48
	Promised cofinancing per \$1 of approved GEF grant (\$)	3.5	1.1	6.5	5.9
	Reported materialized cofinancing per \$1 of approved GEF grant (\$)	2.8	1.0	6.0	5.4
	Materialized cofinancing per \$1 of promised cofinancing (%)	80	87	93	92
OPS4 period FY 2005–08	Number of projects with cofinancing data available	59	23	80	162
	Promised cofinancing per \$1 of approved GEF grant (\$)	1.6	1.5	2.5	2.2
	Reported materialized cofinancing per \$1 of approved GEF grant (\$)	1.6	1.5	2.3	2.0
	Materialized cofinancing per \$1 of promised cofinancing (%)	100	100	91	93
FY 2009	Number of projects with cofinancing data available	22	15	17	55 ^a
	Promised cofinancing per \$1 of approved GEF grant (\$)	2.9	0.9	2.3	2.3
	Reported materialized cofinancing per \$1 of approved GEF grant (\$)	4.8	1.3	2.3	3.0
	Materialized cofinancing per \$1 of promised cofinancing (%)	163	141	101	132
FY 2010	Number of projects with cofinancing data available	16	7	17	40
	Promised cofinancing per \$1 of approved GEF grant (\$)	4.2	1.0	2.0	2.2
	Reported materialized cofinancing per \$1 of approved GEF grant (\$)	7.0	2.0	2.1	3.0
	Materialized cofinancing per \$1 of promised cofinancing (%)	167	203	103	138

Note: OPS4 = Fourth Overall Performance Study. Joint projects have been attributed to the lead GEF Agency.

a. This includes a project implemented by the United Nations Industrial Development Organization.

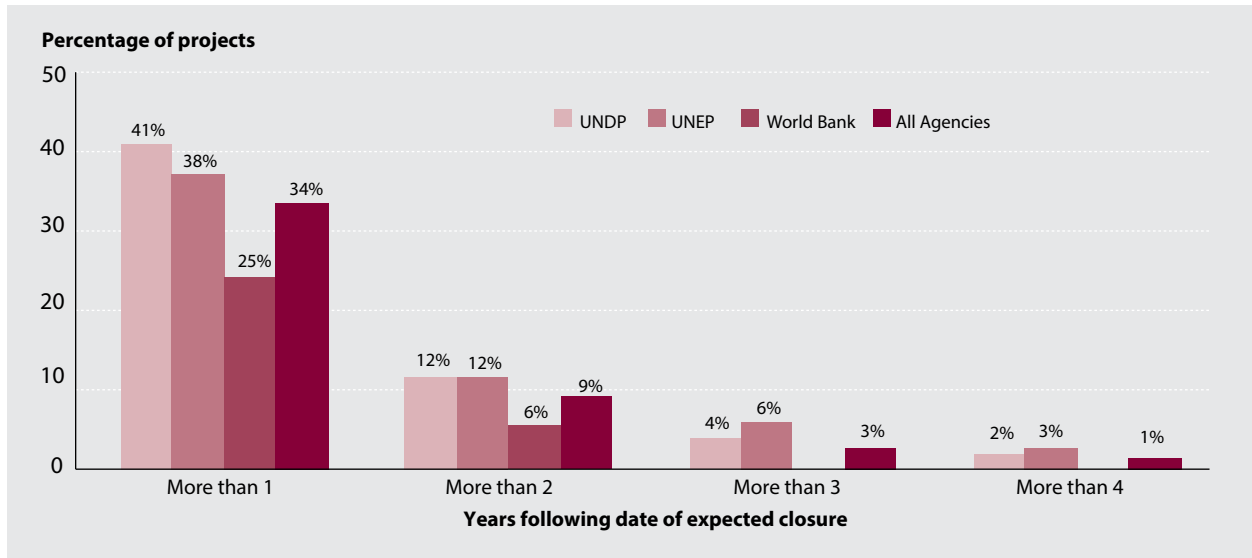
of the extent of the delays. Figure 4.4 presents a distribution of MSPs by time milestone categories. It shows that implementation of 34 percent of MSPs was completed after a delay of more than a year and of 9 percent after a delay of more than two years.

Figure 4.5 presents the distribution of FSPs in terms of completion delays. Thirty-one percent (48 out of 154) of FSPs were completed with a

delay of more than two years. Overall, a larger percentage of FSPs are completed with delays and experience longer delays, since FSPs are typically under implementation for a longer period of time and are more complex in terms of their project design. UNDP accounts for a relatively higher proportion of the projects that experienced delays of two years or more. The World Bank and UNEP, on the other hand, tend to complete projects in a more timely manner.

Figure 4.4

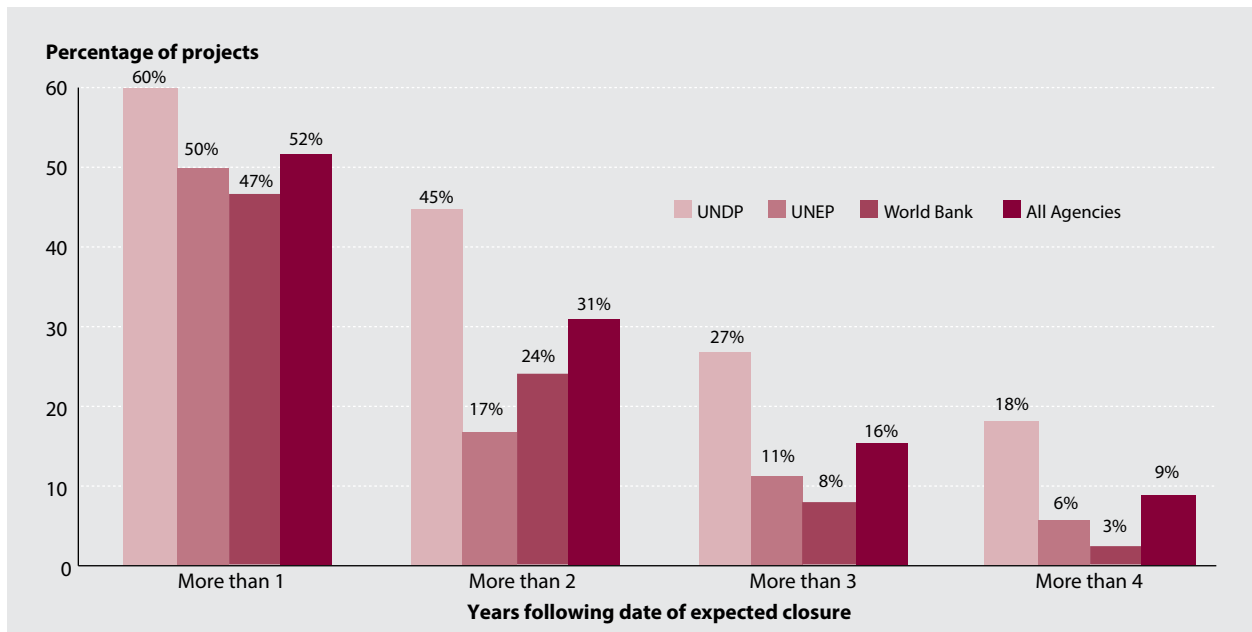
Percentage of Medium-Size Projects Not Yet Completed at Various Points in Time



Note: N = 137.

Figure 4.5

Percentage of Full-Size Projects Not Yet Completed at Various Points in Time



Note: N = 154.

5. Quality of Project Monitoring

A project's M&E system provides information early on about progress toward achievement of intended results. It also helps in identification of issues that warrant corrective measures to facilitate progress. The Evaluation Office reports on quality of project monitoring in completed projects annually.

5.1 Rating Approach

Quality of project monitoring in completed projects was assessed on a six-point scale. All the 353 projects for which terminal evaluation reports were submitted since FY 2004 were considered. For 271 of these projects, the Evaluation Office has provided or adopted ratings on quality of monitoring during implementation. To rate quality of monitoring in completed projects, it was assessed whether

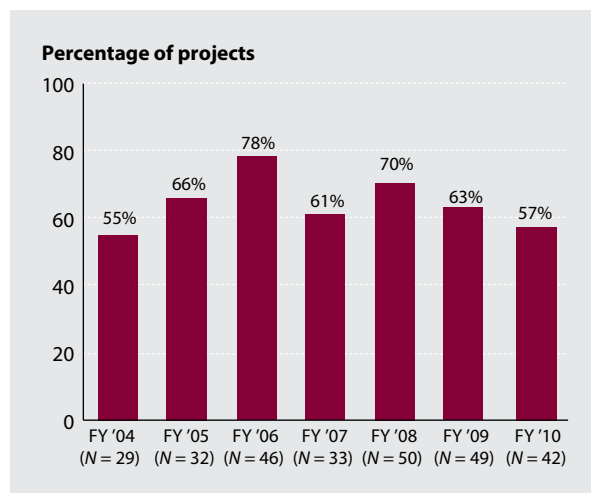
- an M&E system was in place and facilitated timely tracking of results and progress toward project objectives by collecting information on chosen indicators continually throughout the project implementation period;
- annual project reports were complete and accurate, with well-justified ratings;
- the information provided by the M&E system was used for project management; and
- the parties responsible for M&E activities were properly trained to ensure that correct procedures were followed and quality was maintained in data collection.

5.2 Quality of Monitoring and Evaluation

Out of 271 projects rated on M&E since FY 2004, 65 percent (176 projects) were assessed moderately satisfactory or above. Out of 42 projects rated on M&E in the FY 2010 cohort, 57 percent (24 projects) were assessed moderately satisfactory or above. The result for FY 2010 is lower than the long-term average of 65 percent. The reasons for this decrease are not well understood. Figure 5.1 depicts the percentage of projects rated in the satisfactory range (i.e., moderately satisfactory or above) for different cohorts of completed projects.

Figure 5.1

Percentage of Projects with M&E Quality Rated as Moderately Satisfactory or Above



The Office has been assessing quality at entry (i.e., at the point of start of project implementation) of M&E arrangements since FY 2006, and has thus far assessed 249 completed projects. Of these,

69 percent (171) have been rated moderately satisfactory or above. For the FY 2010 cohort, of the 46 rated projects, 70 percent (32 projects) were rated moderately satisfactory.

6. Quality of Terminal Evaluations

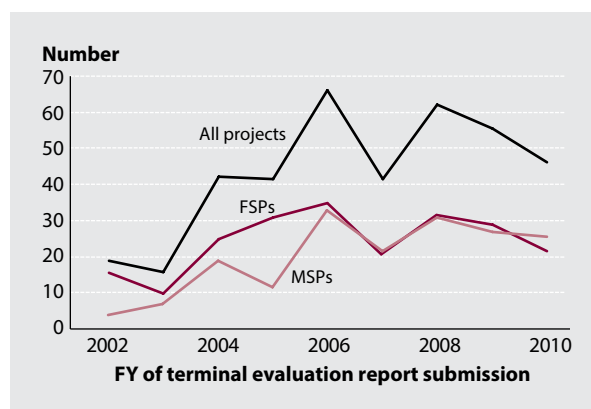
Terminal evaluations provide an assessment of project accomplishments and shortcomings. They are the building blocks for portfolio-level reporting on the performance of completed projects in the APRs. Their effectiveness as a learning tool for the GEF partnership may be compromised if the information they provide is inaccurate, incomplete, or biased. The Evaluation Office reviews terminal evaluations to provide verified ratings on project performance and on the quality of terminal evaluation reports. By assessing the quality of the reports, the Office identifies areas in which they could be improved.

To date, 386 terminal evaluation reports have been submitted to the GEF Evaluation Office (figure 6.1). This is the seventh year the Office has rated the quality of these reports; 350 have been rated thus far.

During the annual review cycle for APR 2007, the Evaluation Office initiated field verification of terminal evaluations to confirm the achievements and results of completed projects. So far, 14 verifications have been conducted; these have tended to confirm the findings of the terminal evaluation reviews. The Office is now reducing its emphasis on the field verification approach. While field verification does provide additional information on the reliability of terminal evaluation reviews, it was felt that since they have tended to confirm

Figure 6.1

Number of Terminal Evaluation Reports Submitted to the GEF Evaluation Office



review findings, it would be more cost-effective to use the resources to address other performance-related issues.

6.1 Rating Approach

The approach adopted by the Evaluation Office to assess the quality of terminal evaluation reports submitted from FY 2005 to 2010 has remained the same. The reports submitted since FY 2005 have been assessed based on the following criteria:

- Did the report present an assessment of relevant outcomes and achievement of project objectives in the context of the focal area program indicators, if applicable?

- Was the report consistent, was the evidence complete and convincing, and were the ratings substantiated when used?
- Did the report present a sound assessment of sustainability of outcomes?
- Were the lessons and recommendations supported by the evidence presented?
- Did the report include the actual project costs (total and per activity) and actual cofinancing used?
- Did the report include an assessment of the quality of the project M&E system and its use in project management?

Performance on each of these criteria is rated on a six-point scale. The overall rating is a weighted average of these ratings: the first two criteria are given a weight of 0.3 each, and the remainder a weight of 0.1 each.

The Evaluation Office also tracks consistency between its own verified project outcome ratings and those provided by (1) the last project implementation report (PIR) that was submitted to the GEF Secretariat, (2) the terminal evaluation report, and (3) the independent evaluation offices of the GEF Agencies. Because not all ratings have been provided on the six-point scale used by the Office, ratings are converted to a binary scale to make comparisons possible.

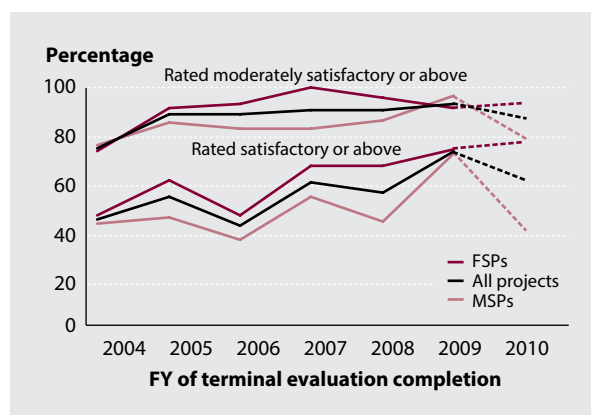
6.2 Findings

Of the 43 terminal evaluation reports submitted during FY 2010 and rated on quality, the Evaluation Office rated the quality of 84 percent (36 reports) moderately satisfactory or above.

Figure 6.2 presents trends in terminal evaluation report quality ratings based on the year in which

Figure 6.2

Trends in Quality of Terminal Evaluations: Percentage of Terminal Evaluation Reports with Satisfactory or Above Quality Rating



Note: The dotted lines indicate that a significant percentage of the terminal evaluations completed in FY 2010 have not yet been submitted.

the terminal evaluation reports were completed (instead of the year of submission). Overall, the quality of fewer terminal evaluations completed in 2010 was rated as moderately satisfactory or above. The trend is similar when the more stringent yardstick of a quality rating of satisfactory or above is applied.

Not all of the reports completed in recent years have been submitted to the Evaluation Office as of this writing; thus, their ratings are not yet known. This circumstance makes the projections for 2009 and 2010 less reliable and more likely to change when all of the terminal evaluation reports completed in these years are submitted to the Office.

The data in tables 6.1 and 6.2 are based on the year of submission of terminal evaluation reports. Among the three Agencies, a higher percentage of terminal evaluations submitted by UNDP in FY 2010 were rated as moderately satisfactory or above (table 6.1). Given the small number of terminal evaluations submitted by the Agencies in any given year and differences in the project mix,

Table 6.1**Terminal Evaluation Reports Submitted in FY 2010 Rated Moderately Satisfactory or Above, by Project Size and Agency**

Agency	FSPs		MSPs		All projects	
	Number	Percent	Number	Percent	Number	Percent
UNDP	7	71	9	100	16	88
UNEP	4	100	3	167	7	86
World Bank	8	88	12	75	20	80
All Agencies^a	19	84	24	83	43	84

a. Includes one full-size Asian Development Bank project.

Table 6.2**Percentage of Terminal Evaluation Reports Rated Moderately Satisfactory or Above, by Year of Submission and Agency**

Agency	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	All years
UNDP	54	91	87	94	93	95	88	88
UNEP	67	50	67	100	100	100	86	84
World Bank	80	100	86	94	88	94	80	88
All Agencies	69	88	83	95	92	96	84	87

the aggregate performance of the Agencies is similar (table 6.2).

6.3 Performance by Quality Dimension

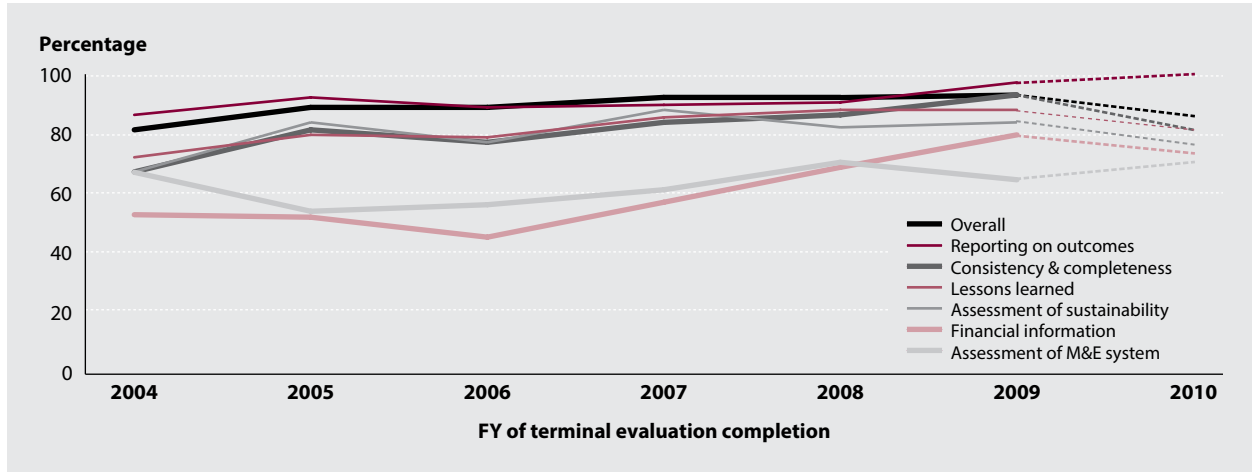
The Evaluation Office rates the quality of a terminal evaluation report on six dimensions. Figure 6.3 shows trends in the percentage of terminal evaluation reports rated moderately satisfactory or above on individual quality dimensions. Fig-

ure 6.4 shows trends on the same quality dimensions using a more stringent yardstick—terminal evaluation reports rated satisfactory or above.

Figures 6.3 and 6.4 show that ratings on financial information and assessment of M&E remain lower than those for other dimensions. They also show that in recent years there has been some improvement in the quality of reporting on financial issues. Almost all terminal evaluations give a comprehensive account of project outcomes.

Figure 6.3

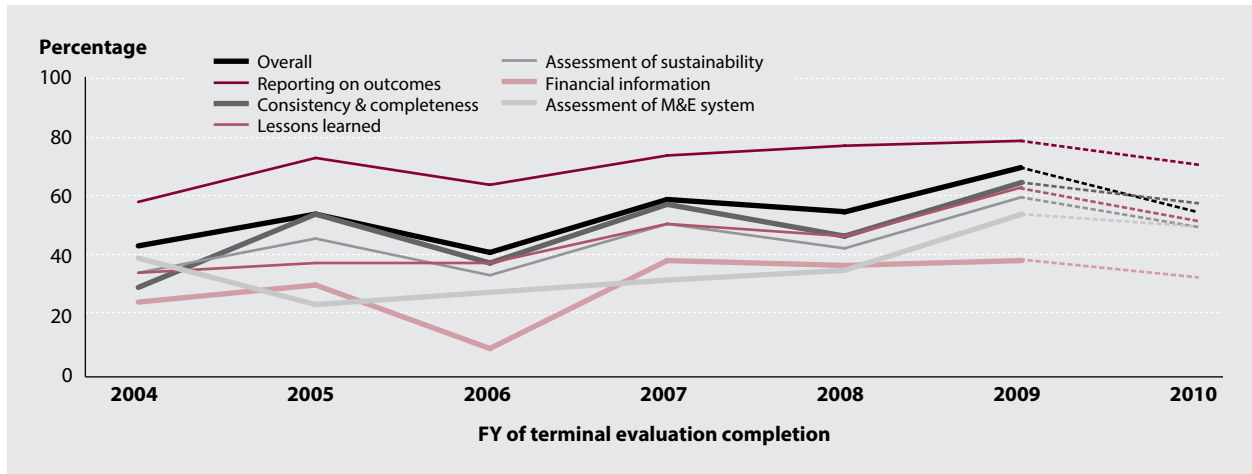
Percentage of Terminal Evaluation Reports Rated Moderately Satisfactory or Above on Each Quality Dimension



Note: N = 328. The dotted lines indicate that the cohorts for those years are not yet complete.

Figure 6.4

Percentage of Terminal Evaluation Reports Rated Satisfactory or Above on Each Quality Dimension



Note: N = 328. The dotted lines indicate that the cohorts for those years are not yet complete.

7. Management Action Record

The GEF management action records track the level of adoption of GEF Council decisions that are based on the findings and recommendations of evaluations presented by the GEF Evaluation Office. The MARs seek to increase GEF management accountability regarding Council decisions on monitoring and evaluation issues. The GEF Council approved the format and procedures for the MAR at its November 2005 meeting and requested the GEF Evaluation Office prepare an updated MAR to be presented to the Council for review and follow-up on an annual basis.

7.1 Rating Approach

The rating categories for the progress of adoption of Council decisions were agreed upon in a consultative process of the Evaluation Office, the GEF Secretariat, and the GEF Agencies and are as follows:

- **High**—fully adopted and fully incorporated into policy, strategy, or operations
- **Substantial**—largely adopted but not fully incorporated into policy, strategy, or operations as yet
- **Medium**—adopted in some operational and policy work, but not to a significant degree in key areas
- **Negligible**—no evidence or plan for adoption, or plan and actions for adoption are in a very preliminary stage
- **N.A.**—not applicable
- **Not possible to verify yet**—verification will have to wait until more data are available or proposals have been further developed
- **No longer relevant**—a decision has been superseded by a subsequent programmatic or strategy change or policy report

The MAR presents ratings of GEF management and the verification of these ratings by the GEF Evaluation Office. The ratings track management actions on Council decisions based on 16 GEF Evaluation Office documents, including these 12 presented in last year's MAR:

- APR 2006 (GEF/ME/C.31/1, May 2007)
- Joint Evaluation of the Small Grants Programme—Executive Version (GEF/ME/C.32/2, October 2007)
- Annual Report on Impact 2007—Executive Version (GEF/ME/C.32/4, October 2007)
- Annual Country Portfolio Evaluation Report 2009 (GEF/ME/C.35/1, June 2009)
- GEF Annual Report on Impact 2009 (GEF/ME/C.36/2, November 2009)
- Role of Local Benefits in Global Environmental Programs Part One: Nature and Conclusions of the Study (GEF/ME/C.27/4, October 2005)

- Evaluation of Incremental Cost Assessment (GEF/ME/C.30/2, November 2006)
- Evaluation of the GEF Activity Cycle and Modalities (GEF/ME/C.30/6, November 2006)
- Evaluation of the GEF Support to Biosafety (GEF/ME/C.28/Inf.1, May 2006)
- GEF APR 2005 (GEF/ME/C.28/2/Rev.1, May 2006)
- Annual Country Portfolio Evaluation Report 2008 (GEF/ME/C.33/4, March 2008)
- Mid-term Review of the Resource Allocation Framework (GEF/ME/C.34/2, October 2008)

The remaining four documents are new evaluations presented to the GEF Council in 2010:

- Annual Country Portfolio Evaluation Report 2010 (GEF/ME/C.38/2, June 2010)
- GEF APR 2009 (GEF/ME/C.38/4, June 2010)
- Review of the Earth Fund (GEF/ME/C.39/2 and GEF/ME/C.39/1, October 2010)
- Evaluation of the Strategic Priority for Adaptation (GEF/ME/C.39/4, October 2010)

7.2 Findings

This year's MAR tracks management actions on 35 Council decisions. The GEF Evaluation Office was able to verify all 35 decisions. Twenty-five have been graduated either because they have achieved a high adoption rating (9) or are considered no longer relevant (16); in both cases, they will not be tracked in the next MAR.

Decisions with Adoption Rated at a Substantial or High Level

More than a third (34 percent) of the 35 Council decisions tracked were found by the Evalua-

tion Office to have either a high (9 decisions) or substantial (3 decisions) rate of adoption. For the MAR prepared for APR 2009, the level of adoption was so rated for almost two-thirds (65 percent) of decisions. This lower level of adoption ratings does not automatically indicate that management has become less responsive in adopting Council decisions. Rather, much of the decline is attributable to the 16 decisions (accounting for 46 percent of the cohort of 35 decisions) that were considered no longer relevant. Also, on average, management had a longer time frame within which to adopt decisions for this year's MAR as compared to those tracked in previous years.

Adoption of nine decisions was **upgraded** to high—five from substantial, three from medium, and one from negligible in the previous assessment—for these issues have continued to improve during the past year. Notably, five Council decisions have been significantly addressed regarding the Small Grants Programme; the SGP Steering Committee has acted on the following:

- Propose a level of management costs on the basis of services rendered and cost-efficiency rather than on the basis of a stated percentage
- Start a process to change the SGP's central management system suitable for the new phase of growth and to address the risks of growing complexity
- Further strengthen M&E
- Propose a revision of the current criteria for access to SGP resources to maintain cost-efficiency
- Further develop a graduation policy for SGP country programs that takes into account the identified risks to GEF achievements and cost-effectiveness, especially in small island developing states and least developed countries

Four other Council decisions were also graduated on the basis of a high level of adoption:

- As per a Council decision stemming from the 2006 APR, UNEP has followed up on developing a systemic approach to supervision of its GEF portfolio.
- The GEF Secretariat has, as per a Council decision related to the Annual Report on Impact 2007, incorporated its recommendations into its project preparation and appraisal process and taken action to ensure adequate monitoring of progress with the aim of institutional continuity across the project cycle; the effectiveness of these mechanisms will be assessed by the GEF Evaluation Office in future evaluations.
- A decision emanating from the Annual Country Portfolio Evaluation Report 2009 advised the GEF partnership to explore modalities to address the significant gap of available resources for combating land degradation to support key challenges facing countries such as Cameroon, Egypt, and Syria; the new System for Transparent Allocation of Resources (STAR) makes resources available for land degradation.
- As per the decision stemming from the Annual Report on Impact 2009, the GEF-5 strategy proposals prepared by the GEF Secretariat include further funding for investments in countries with economies in transition to support their ability to meet reporting obligations under the Montreal Protocol.

Decisions That Have Shown No Change in Rating

Only one of the Council decisions included in the previous MAR had an unimproved level of adoption rating. This indicates that most issues have been either addressed in the past year and progress on the ground has taken place, or that the

issues have lost relevance. The decision with the unchanged rating derived from the 2006 APR—that all GEF Agencies should ensure that terminal evaluation reports include adequate information on sustainability of outcomes, quality of M&E systems, and reporting on cofinancing. The rating was maintained as substantial. Agencies have made progress by putting in place systems to review and provide feedback on the quality of terminal evaluations; the extent of terminal evaluation improvement on the specific aspects indicated in this decision will be reported on in future APRs.

Comparison between Evaluation Office and Management Ratings

This year, GEF management and the GEF Evaluation Office agree on the ratings for the level of adoption of 14 out of 21¹ (66 percent) Council decisions (table 7.1), as compared to 56 percent in the preceding year. The differences in the ratings can be attributed to the bias inherent in self-rating of performance and differing interpretations of Council decisions.

Interestingly, where the 2009 APR found much of the disparity in the two sets of ratings as due to management's being more conservative in rating level of adoption, the situation this year is reversed. Management ratings for level of adoption are higher than the Evaluation Office's for four of the seven decisions on which management and Office ratings diverged. The GEF Evaluation Office considered two other decisions as no longer relevant because new programming priorities have taken precedence. Only one of

¹ This total does not include 14 decisions for which the GEF Evaluation Office did not seek management comment because the Office found that GEF-5 policies rendered the decisions no longer relevant.

Table 7.1

Ratings of GEF Progress in Adopting Council Decisions

Management rating	GEF Evaluation Office rating						Sum of management ratings
	High	Substantial	Medium	Negligible	Not possible to verify yet	No longer relevant	
High	9	1	1	1	0	1	13
Substantial	0	1	0	0	0	0	1
Medium	0	1	3	1	0	1	6
Negligible	0	0	0	1	0	0	1
Not possible to verify yet	0	0	0	0	0	0	0
No longer relevant	0	0	0	0	0	0	0
Sum of Office ratings	9	3	4	3	0	2	21^a

Note: Highlighted fields show agreement between the ratings of management and the GEF Evaluation Office; fields to the right of the diagonal represent higher ratings by management than by the Evaluation Office (except in the case of not possible to verify yet).

a. The GEF Evaluation Office did not seek management comment on an additional 14 Council decisions deemed no longer relevant because they were superseded by GEF-5 policies.

the seven decisions was upgraded by the Evaluation Office. This was for a decision stemming from the Review of the Earth Fund. Management rated adoption as medium, but the Office rated it as substantial, noting that preparation of a new private sector strategy was under way by the Secretariat, with a paper to be presented to the Council.

For the four decisions for which management ratings of adoption were higher than the Evaluation Office’s, the divergence was largely due to differences in interpretation regarding the measures taken in response to the individual decision.

- The Office downgraded the SGP’s efforts for strengthening country program oversight from high to substantial, noting that “it is not clear how effective [these measures] will be.”
- The Office downgraded from high to negligible the response to a decision stemming from the 2009 Annual Country Portfolio Evaluation to conduct a survey of countries, like Syria, in exceptional situations concerning limited access to GEF partner international financial

institutions because “the issue goes beyond availability of resources for countries like Syria.”

- The Office downgraded from high to medium the response to a decision deriving from the 2009 GEF Annual Report on Impact to incorporate the positive lessons from the ozone layer depletion focal area into efforts to engage the private sector, where possible and as appropriate, in other focal areas; the Office maintains that a new strategic document is a first step whose effects it needs to assess in the future.
- The Office downgraded from medium to negligible progress in responding to a decision stemming from the 2009 APR that the GEF Evaluation Office, the GEF Secretariat, and the GEF Agencies work together to improve the quality of information available through the Project Management Information System (PMIS) on the status of projects throughout the project cycle, including Agency compliance with deadlines for terminal evaluations. The Office, which was asked to report on the progress of this initiative in the 2010 APR, found that, despite significant improvements in the PMIS, the quality

of information on project completion status remains weak. Project status is not updated in a regular and systematic manner, and as a result, it is difficult to determine whether a project has been completed. The GEF Trustee is completing an independent review of GEF systems which was to be submitted to the GEF Council in November 2011. Based on the findings of the review, the Secretariat—in consultation with the Trustee, the Evaluation Office, and the GEF Agencies—will chart a way forward to upgrade the PMIS.

The Office considered two decisions to have lost relevance.

- GEF management had rated progress high on the decision stemming from the 2006 APR that UNDP and UNEP should involve social and institutional expertise in project supervision where appropriate. In the last MAR, the Evaluation Office had rated adoption as substantial; this year, it considers the recommendation to be superseded by GEF-5 program documents specifying that the GEF Secretariat will develop a gender and social policy.
- GEF management rated adoption substantial for the decision that GEF Agencies should systematically involve operational focal points in M&E activities by sharing information with them in a timely manner (2010 Annual Country Portfolio Evaluation Report). The Office considers the decision no longer relevant because the revised GEF M&E Policy now sets a minimum requirement to this effect. The Office will review implementation of the policy during GEF-5 for the Fifth Overall Performance Study (OPS5); continuous review is occurring through the country portfolio evaluation work program.

Graduated Decisions

The MARs have, to date, followed the adoption of 98 GEF Council decisions based on the recommendations of 27 evaluations. In general, the GEF has been very responsive to Council decisions, which has led to an ongoing reform process. As noted, the GEF Evaluation Office graduates decisions either for which a high adoption rating has been achieved or that are considered no longer relevant. A total of 88 Council decisions (90 percent), including 9 that attained a high rating this year, have been graduated since the first MAR was presented in the 2005 APR (table 7.2).

This year, a total of 16 Council decisions were considered to have lost relevance—and were therefore graduated—because a programmatic or strategy change or a policy report contained in the GEF’s replenishment documents has taken precedence. Graduation of decisions that are no longer relevant allows the GEF partnership to focus on issues that are more reflective of the present concerns of the Council.

Of the 16 decisions that were considered to have lost relevance, 2 were so deemed after the GEF Evaluation Office assessed the ratings provided by GEF management; these are discussed in the previous subsection. The 14 other Council decisions graduated this year by the Evaluation Office as no longer relevant relate to the following evaluations:

- Four were related to the recommendations of the Role of Local Benefits in Global Environmental Programs Part One: Nature and Conclusions of the Study.
- Two decisions were related to the Evaluation of Incremental Cost Assessment.

Table 7.2**Summary of Council Decisions Graduated from the MAR**

MAR	Fully adopted		No longer relevant				Total
	High	Substantial	Medium	Negligible	Not possible to verify yet	Not applicable	
2005	5	15	7	3	—	—	30
2006	5	1	—	—	—	—	6
2007	7	8	—	—	2	—	17
2008	5	—	—	—	—	—	5
2009	5	—	—	—	—	—	5
2010	9	3	4	3	—	2	21
Total	36	27	11	6	2	2	84

- Three decisions were related to the Evaluation of the GEF Activity Cycle and Modalities.
- One was related to the Evaluation of the GEF Support to Biosafety.
- Two were related to the Annual Country Portfolio Evaluation Report 2008.
- One was related to GEF APR 2005.
- One was related to the Mid-term Review of the Resource Allocation Framework.

Although these decisions are deemed no longer relevant due to a superseding policy, levels of adoption will be assessed in the context of a review of the GEF-5 program and policy in OPS5. Progress on development, implementation, and reporting, including the use of tracking tools, GEF-5 strategies, and additional follow-up on levels of adoption, will all be assessed in the context of OPS5.

A complete version of the 2010 MAR is available at the GEF Evaluation Office website (www.gefeo.org).

8. Performance Matrix

The performance matrix provides a summary of the performance of the GEF Agencies and GEF Secretariat on 12 parameters. Because several of these parameters are assessed by the Evaluation Office on an annual basis, the values presented in the matrix are running averages of two to four years, depending on the parameter. This practice mitigates fluctuations in performance ratings stemming from differences in project mix or other idiosyncratic factors.

The 2009 APR reported on 13 parameters of performance. One of these—quality of learning—has since been dropped, as feedback received from the GEF partnership noted that the indicators presently used do not adequately track the learning that is taking place within the partnership. The figures have not changed for six parameters, as the underlying analysis for these is conducted after a gap of more than one year. The six parameters for which figures have been updated are presented in the performance matrix (table 8.1).

8.1 Rating Approach

The reporting methodology for the performance matrix varies by parameter. Four performance parameters—project outcomes, implementation completion delays, materialization of cofinancing (per dollar of approved GEF financing and as a

percentage of promised cofinancing), and quality of M&E during project implementation—are reported as four-year running averages, as systemic changes in performance on these parameters are expected to be gradual.

The figures for the two other parameters reported on here—quality assurance of project M&E arrangements at entry and quality of project terminal evaluations—are two-year running averages, as meaningful changes can be attained in the short run.

8.2 Findings

As noted above, information has been provided on six parameters included in the performance matrix. (See annex C for methodological notes for the performance matrix data reported for this APR.) The findings on outcome achievements are discussed here. Based on the review of terminal evaluation reports submitted to the GEF Evaluation Office from FY 2006 to 2010, the Office rated outcomes (parameter 1) in 84 percent of the projects to be moderately satisfactory and above. Among the GEF Agencies, the outcomes of 80 percent of UNDP-, 95 percent of UNEP-, and 83 percent of World Bank–implemented projects were rated in the satisfactory range.

Table 8.1**GEF Agencies and Entities Performance Matrix***Percentages*

Parameter	UNDP	UNEP	World Bank	GEF Secretariat	Overall GEF performance
Results					
1. Project outcomes: percentage of completed projects with outcomes rated moderately satisfactory or above	80	95	83	—	84
Efficiency					
2. Implementation completion delays: average delay in completion of projects in months	18	15	13	—	15
3. Materialization of cofinancing					
a. Reported materialization of cofinancing per dollar of approved GEF financing	3.3	1.7	2.3	—	2.5
b. Reported materialization of cofinancing as percentage of promised cofinancing	138	153	88	—	110
Quality of M&E					
4. Quality assurance of project M&E arrangements at entry	72	63	83	—	73
5. Quality of project M&E during implementation	66	57	63	—	63
6. Quality of project terminal evaluations	92	95	86	—	91

Note: See annex C for detailed information on the rating methodology for each of the parameters included in this table.

Annex A. Terminal Evaluation Report Review Guidelines

The assessments in the terminal evaluation reviews will be based largely on the information presented in the terminal evaluation report. If insufficient information is presented in a terminal evaluation report to assess a specific issue such as, for example, quality of the project’s monitoring and evaluation system or a specific aspect of sustainability, then the preparer of the terminal evaluation reviews will briefly indicate so in that section and elaborate more if appropriate in the section of the review that addresses quality of report. If the review’s preparer possesses other first-hand information such as, for example, from a field visit to the project, and this information is relevant to the terminal evaluation reviews, then it should be included in the reviews only under the heading “Additional independent information available to the reviewer.” The preparer of the terminal evaluation review will take into account all the independent relevant information when verifying ratings.

A.1 Criteria for Outcome Ratings

Based on the information provided in the terminal evaluation report, the terminal evaluation review will make an assessment of the extent to which the project’s major relevant objectives were achieved or are expected to be achieved,¹ relevance of the

¹ *Objectives* are the intended physical, financial, institutional, social, environmental, or other develop-

ment results, and the project’s cost-effectiveness. The ratings on the outcomes of the project will be based on performance on the following criteria:²

- a. **Relevance.** Were project outcomes consistent with the focal area/operational program strategies and country priorities? Explain.
- b. **Effectiveness.** Are project outcomes commensurate with the expected outcomes (as described in the project document) and the problems the project was intended to address (the original or modified project objectives)?
- c. **Efficiency.** Include an assessment of outcomes and impacts in relation to inputs, costs, and implementation times based on the following questions: Was the project cost-effective? How does the project’s cost/time versus outcomes equation compare to that of similar projects? Was the project implementation delayed due

ment results to which a project or program is expected to contribute (OECD DAC 2002).

² *Outcomes* are the likely or achieved short-term and medium-term effects of an intervention’s outputs. Outputs are the products, capital goods, and services that result from a development intervention; these may also include changes resulting from the intervention that are relevant to the achievement of outcomes (OECD DAC 2002). For the GEF, environmental outcomes are the main focus.

to any bureaucratic, administrative, or political problems and did that affect cost-effectiveness?

An overall rating will be provided according to the achievement and shortcomings in the three criteria ranging from highly satisfactory, satisfactory, moderately satisfactory, moderately unsatisfactory, unsatisfactory, highly unsatisfactory, and unable to assess.

The reviewer of the terminal evaluation will provide a rating under each of the three criteria (relevance, effectiveness, and efficiency). Relevance of outcomes will be rated on a binary scale: a satisfactory or an unsatisfactory rating will be provided. If an unsatisfactory rating has been provided on this criterion, the overall outcome achievement rating may not be higher than unsatisfactory. Effectiveness and efficiency will be rated as follows:

- **Highly satisfactory.** The project had no shortcomings.
- **Satisfactory.** The project had minor shortcomings.
- **Moderately satisfactory.** The project had moderate shortcomings.
- **Moderately unsatisfactory.** The project had significant shortcomings.
- **Unsatisfactory.** The project had major shortcomings.
- **Highly unsatisfactory.** The project had severe shortcomings.
- **Unable to assess.** The reviewer was unable to assess outcomes on this dimension.

The calculation of the overall outcomes score of projects will consider all three criteria, of which the relevance criterion will be applied first: the overall outcome achievement rating may not be higher than unsatisfactory. The second constraint applied is that the overall outcome achievement

rating may not be higher than the effectiveness rating. The third constraint applied is that the overall rating may not be higher than the average score of effectiveness and efficiency criteria calculated using the following formula:

$$\text{Outcomes} = (b + c) \div 2$$

In case the average score is lower than that obtained after application of the first two constraints, then the average score will be the overall score. The score will then be converted into an overall rating with midvalues rounded upward.

A.2 Criteria for Sustainability Ratings

Sustainability will be understood as the likelihood of continuation of project benefits after completion of project implementation (GEF 2000). To assess sustainability, the terminal evaluation reviewer will identify and assess the key risks that could undermine continuation of benefits at the time of the evaluation. Some of these risks might include the absence of or inadequate financial resources, an enabling legal framework, commitment from key stakeholders, and enabling economy. The following four types of risk factors will be assessed by the terminal evaluation reviewer to rate the likelihood of sustainability of project outcomes: financial, sociopolitical, institutional framework and governance, and environmental.

The following questions provide guidance to assess if the factors are met:

- a. **Financial resources.** What is the likelihood that financial resources will be available to continue the activities that result in the continuation of benefits (income-generating activities and trends that may indicate that it is likely

that in future there will be adequate financial resources for sustaining project outcomes)?

- b. **Sociopolitical.** Are there any social or political risks that can undermine the longevity of project outcomes? What is the risk that the level of stakeholder ownership is insufficient to allow for project outcomes/benefits to be sustained? Do the various key stakeholders see it as in their interest that the project benefits continue to flow? Is there sufficient public/stakeholder awareness in support of the long-term objectives of the project?
- c. **Institutional framework and governance.** Do the legal frameworks, policies, and governance structures and processes pose any threat to the continuation of project benefits? While assessing this parameter, consider if the required systems for accountability and transparency, and the required technical know-how, are in place.
- d. **Environmental.** Are there any environmental risks that can undermine the future flow of project environmental benefits? The terminal evaluation should assess whether certain activities in the project area will pose a threat to the sustainability of project outcomes. For example, construction of a dam in a protected area could inundate a sizable area and thereby neutralize the biodiversity-related gains made by the project.

The reviewer will provide a rating under each of the four criteria (financial resources, sociopolitical, institutional, and environmental) as follows:

- **Likely.** There are no risks affecting sustainability of outcomes.
- **Moderately likely.** There are moderate risks to sustainability of outcomes.
- **Moderately unlikely.** There are significant risks to sustainability of outcomes.

- **Unlikely.** There are severe risks to sustainability of outcomes.
- **Unable to assess.** Unable to assess risks on this dimension.
- **Not applicable.** Risks on this dimension are not applicable to the project.

A number rating of 1–4 will be provided in each category according to the achievement and shortcomings, with likely = 4, moderately likely = 3, moderately unlikely = 2, unlikely = 1, and not applicable = N.A. A rating of unable to assess will be used if the reviewer is unable to assess any aspect of sustainability. In such instances, it may not be possible to assess the overall sustainability.

All the risk dimensions of sustainability are critical. Therefore, the overall rating will not be higher than the rating of the dimension with the lowest rating. For example, if the project has an unlikely rating in either of the dimensions, then its overall rating cannot be higher than unlikely, regardless of whether higher ratings in other dimensions of sustainability produce a higher average.

A.3 Criteria for Assessment of Quality of Project M&E Systems

GEF projects are required to develop M&E plans by the time of work program inclusion, to appropriately budget M&E plans, and to fully carry out the M&E plans during implementation. Project managers are also expected to use the information generated by the M&E system during project implementation to improve and adapt the project to changing situations. Given the long-term nature of many GEF projects, projects are also encouraged to include long-term monitoring plans that measure results (such as environmental results) after project completion. Terminal evalu-

ation reviews will include an assessment of the achievement and shortcomings of M&E systems.

a. **M&E design.** Projects should have a sound M&E plan to monitor results and track progress in achieving project objectives. An M&E plan should include a baseline (including data, methodology, and so on), appropriate indicators and data analysis systems, and evaluation studies at specific times to assess results. The time frame for various M&E activities and standards for outputs should have been specified. The questions to guide this assessment include: In retrospect, was the M&E plan at entry practicable and sufficient (sufficient and practical indicators identified; timely baseline; targets created; effective use of data collection; analysis systems including studies and reports; practical organization and logistics in terms of what, who, and when for M&E activities)?

b. **M&E plan implementation.** The M&E system was in place and allowed the timely tracking of results and progress toward project objectives throughout the project. Annual project reports were complete, accurate, and with well-justified ratings. The information provided by the M&E system was used to improve and adapt project performance. An M&E system should be in place with proper training for parties responsible for M&E activities to ensure that data will continue to be collected and used after project closure. The questions to guide this assessment include: Did the project M&E system operate throughout the project? How was M&E information used during the project? Did it allow for tracking of progress toward project objectives? Did the project provide proper training for parties responsible for M&E activities to ensure data will continue to be collected and used after project closure

c. **Other questions.** These include questions on funding and whether the M&E system was a good practice.

- Was sufficient funding provided for M&E in the budget included in the project document?
- Was sufficient and timely funding provided for M&E during project implementation?
- Can the project M&E system be considered a good practice?

A number rating of 1–6 will be provided for each criterion according to the achievement and shortcomings, with highly satisfactory = 6, satisfactory = 5, moderately satisfactory = 4, moderately unsatisfactory = 3, unsatisfactory = 2, highly unsatisfactory = 1, and unable to assess = UA. The reviewer of the terminal evaluation will provide a rating under each of these criteria (M&E design and M&E plan implementation) as follows:

- **Highly satisfactory.** There were no shortcomings in that criterion of the project M&E system.
- **Satisfactory.** There were minor shortcomings in that criterion of the project M&E system.
- **Moderately satisfactory.** There were moderate shortcomings in that criterion of the project M&E system.
- **Moderately unsatisfactory.** There were significant shortcomings in that criterion of the project M&E system.
- **Unsatisfactory.** There were major shortcomings in that criterion of the project M&E system.
- **Highly unsatisfactory.** There was no project M&E system.

The rating for M&E during implementation will be the overall rating of the M&E system:

**Rating on the Quality of the Project
M&E System = b**

A.4 Criteria for Assessment of Quality of Terminal Evaluation Reports

The ratings on quality of terminal evaluation reports will be assessed using the following criteria:

- a. The report presents an assessment of all relevant outcomes and achievement of project objectives in the context of the focal area program indicators if applicable.
- b. The report was consistent, the evidence presented was complete and convincing, and ratings were well substantiated.
- c. The report presented a sound assessment of sustainability of outcomes.
- d. The lessons and recommendations are supported by the evidence presented and are relevant to the portfolio and future projects.
- e. The report included the actual project costs (totals, per activity, and per source) and actual cofinancing used.
- f. The report included an assessment of the quality of the M&E plan at entry, the M&E system used during implementation, and whether the information generated by the M&E system was used for project management.

A number rating of 1–6 will be provided for each criterion, with highly satisfactory = 6, satisfactory = 5, moderately satisfactory = 4, moderately unsatisfactory = 3, unsatisfactory = 2, highly unsatisfactory = 1, and unable to assess = UA. Each criterion to assess the quality of the terminal evaluation report will be rated as follows:

- **Highly satisfactory.** There were no shortcomings in the terminal evaluation on this criterion.
- **Satisfactory.** There were minor shortcomings in the terminal evaluation on this criterion.
- **Moderately satisfactory.** There were moderate shortcomings in the terminal evaluation on this criterion.
- **Moderately unsatisfactory.** There were significant shortcomings in the terminal evaluation on this criterion.
- **Unsatisfactory.** There were major shortcomings in the terminal evaluation on this criterion.
- **Highly unsatisfactory.** There were severe shortcomings in the terminal evaluation on this criterion.

The first two criteria (of all relevant outcomes and achievement of project objectives and report consistency and substantiation of claims with proper evidence) are more important and have therefore been assigned a greater weight. The quality of the terminal evaluation reports will be calculated by the following formula:

$$\text{Quality of the Terminal Evaluation Report} = 0.3 \times (a + b) + 0.1 \times (c + d + e + f)$$

The total number will be rounded and converted to the scale of highly satisfactory to highly unsatisfactory.

A.5 Assessment of Processes Affecting Attainment of Project Outcomes and Sustainability

This section of the terminal evaluation review will summarize the factors or processes related to implementation delays and cofinancing that may have affected attainment of project results. This

section will summarize the description in the terminal evaluation on key causal linkages of these factors:

- **Cofinancing and project outcomes and sustainability.** If there was a difference in the level of expected cofinancing and actual cofinancing, what were the reasons for it? To what extent did materialization of cofinancing affect project outcomes and/or sustainability? What were the causal linkages of these effects?
- **Delays and project outcomes and sustainability.** If there were delays, what were the reasons for them? To what extent did the delay affect project outcomes and/or sustainability? What were the causal linkages of these effects?
- **Country ownership and sustainability.** Assess the extent to which country ownership has affected project outcomes and sustainability. Describe the ways in which it affected outcomes and sustainability highlighting the causal links.

Annex B. Terminal Evaluations Submitted in FY 2010

This annex lists the projects for which terminal evaluation reviews were conducted in FY 2010. Corresponding lists for previous reports are found

in APR 2004, annex D; APR 2005, annex F; APR 2006, annex B; APR 2007, annex B; APR 2008, annex B; and APR 2009, annex B.

GEF ID	Name	Country	Focal area	Size	Agency
325	Coal Bed Methane Capture and Commercial Utilization	India	CC	FSP	UNDP
444	Energy and Water Sector Reform and Development	Cape Verde	CC	FSP	WB
464	Global Environmental Citizenship (GEC)	Regional	MF	FSP	UNDP-UNEP
646	Market Development for Solar Water Heaters	Morocco	CC	FSP	UNDP
771	Amazon Region Protected Areas Program (ARPA)	Brazil	BD	FSP	WB
777	Northern Savanna Biodiversity Conservation (NSBC) Project	Ghana	BD	FSP	WB
885	Reversing Environmental Degradation Trends in the South China Sea and Gulf of Thailand	Regional	IW	FSP	UNEP
948	Vilnius Heat Demand Management Project	Lithuania	CC	FSP	WB
974	Environmental Protection and Sustainable Integrated Management of the Guarani Aquifer	Regional	IW	FSP	WB
977	Conservation and Sustainable Use of Traditional Medicinal Plants	Zimbabwe	BD	MSP	UNDP
1031	Biodiversity Conservation and Sustainable Use of the Marine Resources at Con Dao National Park	Vietnam	BD	MSP	UNDP
1034	Strengthening Romania's Protected Area System by Demonstrating Best Practices for Management of Small Protected Areas in Macin Mountains National Park	Romania	BD	MSP	UNDP
1045	Biodiversity Protection in North Vidzeme Biosphere Reserve	Latvia	BD	FSP	UNDP
1079	Off-grid Rural Electrification for Development (PERZA)	Nicaragua	CC	FSP	UNDP-WB
1084	Caribbean: Mainstreaming Adaptation to Climate Change	Regional	CC	FSP	WB
1096	Energy Management and Performance Related Energy Savings Scheme (EMPRESS)	Regional	CC	FSP	UNEP
1098	Conservation of Globally Significant Wetlands	Republic of Korea	BD	FSP	UNDP
1109	Senegal River Basin Water and Environmental Management Program	Regional	IW	FSP	WB-UNDP
1155	Introduction of Climate Friendly Measures in Transport	Mexico	CC	FSP	WB
1196	Transformation of the Rural Photovoltaics (PV) Market	Tanzania	CC	FSP	UNDP
1216	Building Scientific and Technical Capacity for Effective Management and Sustainable Use of Dryland Biodiversity in West African Biosphere Reserves	Regional	BD	FSP	UNEP

GEF ID	Name	Country	Focal area	Size	Agency
1265	Polish Energy Efficiency Motors Programme	Poland	CC	FSP	UNDP
1296	The Green Corridor	Vietnam	BD	MSP	WB
1330	Sustainable Land Management in the Zambian Miombo Woodland Ecosystem	Zambia	MF	MSP	WB
1471	Improving Management of NGO and Privately Owned Nature Reserves and High Biodiversity Islands in Seychelles	Seychelles	BD	MSP	WB
1527	Conservation and Restoration of the Globally Significant Biodiversity of the Tisza River Floodplain through Integrated Floodplain Management	Hungary	BD	MSP	UNDP
1591	Regional Program of Action and Demonstration of Sustainable Alternatives to DDT for Malaria Vector Control in Mexico and Central America	Regional	IW	FSP	UNEP
1666	Development and Implementation of a Sustainable Resource Management Plan for Marsabit Mountain and its associated Watersheds	Kenya	LD	MSP	UNEP
1679	Strengthening Romania's Protected Area System by Demonstrating Government-NGO Partnership in Romania's Maramures Nature Park	Romania	BD	MSP	UNDP
1705	Conservation of Biological Diversity of Carpathian Mountain Grasslands in the Czech Republic through Targeted Application of New EU Funding Mechanisms	Czech Republic	BD	MSP	UNDP
1769	Integrated Management of Peatlands for Biodiversity and Climate Change: The Potential of Managing Peatlands for Carbon Accumulation While Protecting Biodiversity	Global	MF	MSP	UNEP
1782	Richtersveld Community Biodiversity Conservation Project	South Africa	BD	MSP	WB
1859	Conservation of the Eg-Uur Watershed	Mongolia	BD	MSP	WB-IFC
1876	Naya Biological Corridor in the Munchique-Pinche Sector	Colombia	BD	MSP	WB
1929	Participatory Community-based Conservation in the Anjozorobe Forest Corridor	Madagascar	BD	MSP	UNDP
2077	Lambusango Forest Conservation, Sulawesi	Indonesia	BD	MSP	WB
2118/ 3185	Total Sector Methyl Bromide Phase Out in Countries with Economies in Transition	Regional	OD	FSP	UNEP-UNDP
2151	Novel Forms of Livestock & Wildlife Integration Adjacent to Protected Areas in Africa	Tanzania	BD	MSP	WB
2183	Community-based Integrated Natural Resources Management Project in Okyeman	Ghana	MF	MSP	WB
2490	Renewable Energy from Agricultural Wastes	Moldova	CC	MSP	WB
2594	Dhekuana Nonoodo: Sustainable Use and Conservation of Biodiversity Resources of Dhekuana Indigenous Lands	Venezuela	BD	MSP	WB
2630	Lake Balaton Integrated Vulnerability Assessment, Early Warning and Adaptation Strategies	Hungary	CC	MSP	UNDP
2665	Southern Cone Development Marketplace (Environment Window)	Regional	MF	MSP	WB
2667	Community Micro Hydro for Sustainable Livelihood	Bhutan	CC	MSP	UNDP
2856	Knowledge Base for Lessons Learned and Best Practices in the Management of Coral Reefs	Global	BD	MSP	UNEP

Note: BD = biodiversity; CC = climate change; IW = international waters; MF = multifocal; OD = ozone depletion; IFC = International Finance Corporation; WB = World Bank.

Annex C. Methodological Notes on the Performance Matrix

This annex briefly describes the considerations taken into account for each of the performance matrix's six parameters.

C.1 Project Outcomes

The figures on project outcomes are four-year moving averages based on the terminal evaluation reports submitted in the preceding years, including the fiscal year for which the APR is being presented; the figures presented in this year's APR are based on the terminal evaluation reports submitted during FY 2007–10. The aggregate figures are weighted averages, with each project considered to have equal weight.

C.2 Project Implementation Completion Delays

The information presented in the terminal evaluation reports is the primary source for this parameter. The figures for implementation completion delays are four-year averages and are based on the information provided in the terminal evaluation reports. The figures presented in this year's APR are based on the terminal evaluation reports submitted during FY 2007–10.

C.3 Materialization of Cofinancing

The figures presented are averages based on the

projects for which terminal evaluation reports were submitted during FY 2007–10. This is the aggregate ratio of actual cofinancing to GEF grants for all projects in this time period. The analysis is based on information provided by the Agencies in the terminal evaluation reports or through other communications. The reported cofinancing amounts have not been verified.

C.4 Quality Assurance of Project M&E Arrangements at Entry

An assessment of quality assurance of project M&E arrangements at entry was carried out in the 2005 APR. It was based on a review of the M&E plans of the project appraisal documents that were endorsed by the GEF Chief Executive Officer in that fiscal year. In FY 2008, the Evaluation Office updated the ratings on this parameter based on the findings of a follow-up assessment.

C.5 Quality of Project M&E during Implementation

Figures on quality of project M&E during implementation are based on review of the terminal evaluation reports submitted to the Evaluation Office. The figures are four-year running averages of the percentage of projects rated moderately satisfactory or above in M&E during implementation. The figures reported in the matrix are

a weighted average, with each project having an equal weight, of the data from the review of the reports submitted during FY 2007–10.

C.6 Quality of Project Terminal Evaluation

Figures on quality of terminal evaluation reports are based on the ratings provided by the Evaluation Office after their review. For this parameter, two-year running averages are used, with each project having an equal weight. The figures presented in the matrix pertain to FY 2009 and 2010.

Annex D. 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/Inf.2. Minor editorial corrections have been made.

The Secretariat welcomes the seventh *GEF Annual Performance Report 2010* prepared by the GEF Evaluation Office. The report provides a series of useful insights that can contribute to portfolio management at the GEF. The performance matrix, which summarizes the performance of the GEF Agencies and the GEF Secretariat on various parameters tracked by the Evaluation Office, is a useful guide for tracking progress toward Evaluation Office recommendations.

The Secretariat notes the report's conclusion that the outcome achievements of 92 percent of completed projects reviewed for FY 2010 were rated in the satisfactory range, similar to the FY 2009 figure of 91 percent. While this is higher than the long-term average of 84 percent, as noted in the report, the consecutive increase cannot be seen as a trend. The terminal evaluation reports from which these figures are derived are not for temporally consecutive projects, and the quantity of terminal evaluation reports varies from year to year.

The Secretariat is particularly encouraged with the improved reporting by GEF Agencies on the materialization of cofinancing, which shows a

higher than expected average at project approval compared to past years. While the Secretariat keeps close track of planned cofinancing, it is not until a project has completed a terminal evaluation that an accurate figure of materialized cofinancing is known.

The Secretariat welcomes the finding that the quality of monitoring and evaluation arrangements has improved over the 2009 level. As noted in the report, the Secretariat expects continuous improvement in ratings along this dimension as future cohorts increasingly include projects designed after the 2006 M&E Policy was adopted.

The Secretariat acknowledges that the quality of terminal evaluations submitted during FY 2010 represented a drop from FY 2009; however, it meets the average since 2004. In FY 2010, terminal evaluations submitted by the World Bank included a relatively high number of medium-size projects, accounting for over a quarter of all evaluations in the FY 2010 cohort (13 of 17 World Bank projects reviewed by the Evaluation Office were MSPs). Since the World Bank terminal evaluation reports for MSPs are not independently reviewed by the World Bank's Independent Evaluation Group, and the amounts involved are limited, the quality ratings for the terminal evaluation documents provided for these projects tended to be lower. The finding should also reflect the fact that

MSPs are not representative of the World Bank's overall portfolio, as they include only 8 percent of the 225 projects currently under implementation.

The Secretariat also welcomes the findings that the quality of the Project Management Information System has improved significantly. Over the course of the past couple of years, the Secretariat has developed a system for systematically updating project status information based on annual reporting by the Agencies. The Secretariat does,

however, acknowledge that the quality of information on project completion status needs to be improved to enable the GEF Evaluation Office to report on the time lags between project closure, terminal evaluation completion, and submission to the Evaluation Office. The Secretariat will work closely with the Evaluation Office to improve the quality of information available through the PMIS on the status of projects through the project cycle, including Agency compliance with deadlines for terminal evaluations.

References

The GEF publications and Council documents (the latter indicated with the designation “GEF.C.xx”) cited here are available on the GEF website, www.thegef.org, under the Documents & Publications tab. GEF Evaluation Office documents can be found on the GEF Evaluation Office website, www.gefeo.org, under Evaluations & Studies and in the online documents database ASK ME.

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GEF Evaluation Office Publications

Number	Title	Year
Evaluation Reports		
64	GEF Annual Country Portfolio Evaluation Report 2011	2011
63	GEF Annual Impact Report 2010	2011
62	Review of the Global Environment Facility 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
Evaluation Documents		
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



Global Environment Facility
Evaluation Office
1818 H Street, NW
Washington, DC 20433
USA

www.gefeo.org