

Terminal Evaluation Validation form, GEF Independent Evaluation Office

1. Project Data

Summary project data			
GEF project ID		9807	
GEF Agency project ID		170041	
GEF Replenishment Phase		GEF-6	
Lead GEF Agency (include all for joint projects)		United Nations Industrial Development Organization	
Project name		Global Deployment of the Industrial Energy Efficiency Accelerator	
Country/Countries		Brazil, China, Indonesia, Mexico, Morocco	
Region		Global	
Focal area		Climate Change	
Operational Program or Strategic Priorities/Objectives		CCM 1 – Programme 1 - Outcome A. Accelerated adoption of innovative technologies and management practices for GHG emission reduction and carbon sequestration Outcome B. Policy, planning and regulatory frameworks foster accelerated low GHG development and emissions mitigation	
Stand alone or under a programmatic framework		Standalone	
If applicable, parent program name and GEF ID		N/A	
Executing agencies involved		Carbon Trust UK	
NGOs/CBOs involvement		NGOs: secondary executing agencies	
Private sector involvement (including micro, small and medium enterprises) ¹		Energy Working Group of the Clean Energy Ministerial, the International Partnership for Energy Efficiency Cooperation (IPEEC), and the Carbon Disclosure Programme (CDP) and others: partners Industry: beneficiaries	
CEO Endorsement (FSP) /Approval (MSP) date		3/27/2017	
Effectiveness date / project start date		6/12/2017	
Expected date of project completion (at start)		6/12/2019	
Actual date of project completion		8/31/2020 (TE, p. 23); 12/09/2020 (Final PIR 2021, p. 1)	
Project Financing			
		At Endorsement (US \$M)	At Completion (US \$M)
Project Preparation Grant	GEF funding	0	0
	Co-financing		
GEF Project Grant		2	
Co-financing	IA own	0.41	
	Government	3	
	Other multi- /bi-laterals	0.25 ²	
	Private sector	3.15	
	NGOs/CBOs		
Other			
Total GEF funding		2	--
Total Co-financing		6.81	--
Total project funding		8.81	

¹ Defined as all micro, small, and medium-scale profit-oriented entities, including individuals and informal entities, that earn income through the sale of goods and services rather than a salary. ([GEF IEO 2022](#))

² This includes a grant of USD 50,000 and in-kind contribution of USD 150,000 from Carbon Trust, and an in-kind contribution of USD 50,000 from the Copenhagen Center for Energy Efficiency.

(GEF grant(s) + co-financing)		
Terminal evaluation validation information		
TE completion date	12/1/2020	
Author of TE	Leonardo Beltran	
TER completion date	12/13/2022	
TER prepared by	Emanuele Bigagli	
TER peer review by (if GEF IEO review)	Jeneen R. Garcia	

Access the form to summarize key project features here: <https://www.research.net/r/APR2023>.

2. Summary of Project Ratings

Criteria	Final PIR	IA Terminal Evaluation	IA Evaluation Office Review	GEF IEO Review
Project Outcomes	S	[See note] ³		MS
Sustainability of Outcomes		S ⁴		L
M&E Design		S		S
M&E Implementation		S ⁵		S
Quality of Implementation		S		S
Quality of Execution		S		UA
Quality of the Terminal Evaluation Report				S

3. Project Objectives and theory of change

3.1 Global Environmental Objectives of the project:

The objective of this project is to secure public commitment from governments, industrial corporations and associations, and utilities to drive the adoption of Energy Management Systems (EnMS), best practices and innovation in industry (TE, p. 23), in order to impact in the long term by unlocking significant public and private sector investment in energy efficiency; driving tangible near and long-term emissions reductions; improving competitiveness benefits; and aligning with the Sustainable Development Goals (TE, p. 8).

3.2 Development Objectives of the project:

The TE does not specify any development objective as different from the global environmental objective.

3.3 Were there any **changes** in the Global Environmental Objectives, Development Objectives, or project activities during implementation? What are the reasons given for the change(s)?

The TE (p. 32) notes no changes in project design or expected results after start of implementation.

3.4 Briefly summarize project's theory of change – describe the inputs and causal relationships through which the project will achieve its long-term impacts, key links, and key assumptions.

- **Problem:** the industrial sector produced an estimated 29% of global GHG emissions in 2014, and its demand for energy use is projected to increase at faster rate than other sectors. Investments are needed to improve energy efficiency in the industrial sectors of priority countries.
- **Root causes:** Inadequate information, skills, and methods to assess the costs and benefits of industrial energy efficiency policies and measures; Limited institutional capacity for policy design, development and Implementation; Inappropriate tariff structures; Distorted market incentives. Inadequate regulatory or legal frameworks to support energy service companies.

³ The TE rates "Progress to Impact" as "Moderately Likely", relevance and effectiveness as "Satisfactory", and efficiency as "Highly Satisfactory".

⁴ The TE rates Sustainability as "Satisfactory (5/6)".

⁵ The TE rates overall M&E as "Satisfactory", without separating design from implementation.

- **Barriers:** low awareness of companies of all energy efficiency best practice options available; low technical understanding of companies of how to deploy solutions; companies perceive risks to production from changes in process or deployment of new equipment; companies struggle to access capital to finance energy efficiency measures, and financial institutions often lack understanding of this problem.
- **Strategy:** (1) Maximizing the impact of the Accelerator through multi-country private sector engagement, political commitment and creating a more detailed roadmap of interventions across the first 5 high impact countries; (2) Unlocking industrial energy efficiency opportunities in 5 countries by leveraging 4 pillars (policy, skills and capacity building, project pipeline development and financing); (3) Leveraging learnings from first five countries to scale-up to an additional 10 countries, producing very high level plans for these 10 additional countries.
- **Impacts:** (i) unlock significant public and private sector investment in energy efficiency; (ii) drive tangible near and long-term emissions reductions; (iii) improve competitiveness.; (iv) align with the Sustainable Development Goals.

4. GEF IEO assessment of Outcomes and Sustainability

Please refer to the GEF Terminal Evaluation Review Guidelines for detail on the criteria for ratings.

The outcome ratings (relevance, effectiveness, efficiency, and overall outcome rating) are on a six-point scale: Highly Satisfactory to Highly Unsatisfactory. The sustainability rating is on a four-point scale: Likely to Unlikely.

Please justify the ratings in the space below each box.

4.1 Relevance and Coherence	MS
<p>The TE rates relevance as Satisfactory, and this review rates it as Moderately Satisfactory. The project was fully aligned with GEF, UNIDO, and national plans and priorities; the design was overall valid and relevant; however, there were important shortcomings in the assumptions of the project on private sector engagement, which did not meet the expectations.</p> <p>The project was fully aligned with the priorities of the donor and of the countries (TE, p. 34). It was consistent with GEF priorities and policies and with UNIDO's Inclusive and Sustainable Industrial Development (TE, p. 31).</p> <p>The approach was sound and appropriate, while the design included was valid and relevant (TE, p. 32), including a robust methodology, although it was difficult to implement (TE, p. 35). The design included a diagnostic tool that was adequate to assess and deliver the outputs (TE, p. 31). The TE (p. 33) notes that the expected results were not fully realistic, due to the fact that the assumptions were not directly connected to the outcomes ad impact, and did not take into account the institutional capacity and varying level of participation of local authorities (TE, p. 33). Moreover, because of shortcoming in the assumptions of the project and limitations in institutional capacity and budget, the project did not meet the expectations in terms of recruitment of private sector partners (TE, p. 42). In fact, although the Project Document (MSP, p. 29) stated that the project would recruit private sector companies in each country to set the vision for transforming industrial energy efficiency and act as leaders to drive the change, as well</p>	

as work collaboratively with local decision makers in government and industry in each country, leveraging international and local experts, the TE (p. 37) notes that in the design stage, policy and technical counterparts and private sector representatives should have been included in co-designing the intervention, so as to develop ownership of the intervention, facilitate implementation, and target appropriate groups. Also, the project should have engaged the educational sector in the capacity building pillar, and trade associations for the pipeline development and financial mechanisms pillars.

4.2 Effectiveness	S
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The TE rates effectiveness as Satisfactory, and this review concurs. The project achieved the majority of the set targets and made the expected contribution to the achievement of the long-term objectives.

The majority of the outputs (6) have been completed, while 2 have been partially completed⁶, and 2 have been initiated⁷ (TE, p. 35). The TE (p. 35) identifies three main reasons for this partial result: the initial assumption of a complete commitment from stakeholders, implying the needed regulatory or institutional change; the limited engagement of the private sector, as the project was designed to engage only public sector entities; and the choice of activities (e.g., training) that do not translate directly into emissions reductions.

For Outcome 1.1 *“Global engagement on industrial energy efficiency improved and in-country assessments in 5 countries completed”*, the partnership coalitions with governments, private sector, development finance institutions, and local finance institutions across several high-impact countries were initiated (Output 1.1.1) was only initiated (target: formed). Output 1.1.2 (*“Deeper engagement in the 5 countries”*) was reported as completed; and Output 1.1.3 on conducting a high-level diagnostic of energy efficiency opportunities in the industrial sectors and linking it with nationally determined contributions was partially completed. It is important to note that two indicators were set to measure the achievement of this Outcome, namely CO₂ emission reduction and Private sector engagement, which were not met or collected, with the exception of Morocco where legislation was passed to make it mandatory for industry to conduct energy audits, which effectively translated in the need to build capacity in the private sector (TE, p. 30). This was because these indicators were not appropriate (the former is not related to capacity building activities, which is the focus of the project; and the latter measured private sector, while the project was designed explicitly to target public sector).

For Outcome 2. 1. *“Design of interventions to help unlock industrial energy efficiency opportunities in 5 countries”* by leveraging 4 pillars (policy, skills and capacity building, pipeline development, and financing), the national-level policies recommendations were generated (Output 2.1.1), and the energy management

⁶ These two outputs are: Output 1.1.3 *“High-level diagnostic of energy efficiency opportunities in the industrial sectors conducted and linked with countries’ Intended Nationally Determined Contributions (INDCs) in five countries”*, related to Outcome 1; and Output 3.1.3 *“Basic assessments of interventions in 10 new countries completed”*, related to Outcome 3.

⁷ These two outputs are: Output 1.1.1 *“Partnership coalitions with Governments, Private sector, Development Finance Institutions (DFIs) and local finance institutions formed across several high impact countries”*, related to Outcome 1; and Output 2.1.3 *“Programmes that generate a pipeline of investible projects created”*, related to Outcome 2.

Commented [JRG1]: Not involving key stakeholders in design seems like a major flaw. Did it really not affect the effectiveness of project design and implementation (which is the same as relevance to stakeholder needs)? If so, this would be MS

Commented [A2R1]: Thanks for noting this. I reviewed again the project document and the TE, and revised the text to further clarify this aspect, changing the rating to MS and revising the related text.

skills programs were designed (Output 2.1.2). As for Output 2.1.3, the TE (p. 35) reports that the programs generating a pipeline of investible projects were initiated, although the pipeline development was not requested and, therefore, it is unlikely or moderately unlikely that the project will unlock industrial energy efficiency opportunities (TE, p. 30). Finally, Output 2.1.4 on the design of suitable financing instruments was completed.

For Outcome 3.1 (*Engagement scaled up in 10 additional countries*), Outputs 3.1.1 (Draft of global best practices synthesis report), 3.1.2 (Tools, materials package compiled and disseminated) were completed, and Output 3.1.3 (basic assessment of interventions in 10 countries) was partially completed (TE, p. 36), as discussions initiated in 7 countries, namely Egypt, India, Malaysia, Myanmar, Palestine, South Africa and Ukraine (TE, p. 30). The PIR 2020 (p. 9) notes that this happened mainly because the establishment of relations and engaging with the first 5 high impact countries and implementing in-country activities took more time and resources than were initially envisaged.

4.3 Efficiency	S
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The TE rates efficiency as Highly Satisfactory, and this review rates it as Satisfactory. The project was cost-effective, as almost all targets were delivered with a limited budget, and was completed timely, with only minor delays.

The project was cost-efficient and made a very productive use of inputs and activities to deliver the outputs and outcomes (TE, p. 38), despite the limited budget (TE, p. 35, 46). There were minor delays due to political elections in Brazil and Mexico, where the change in some staff led to slight adjustments in the interventions, and to the COVID-19 pandemic, which entailed a reprogramming of the delivery of certain activities, without impacts on their completion (TE, p. 38).

4.4 Outcome	MS
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Summarize key outcomes related to environment, human well-being, and enabling conditions (Policy, Legal & Institutional Development; Individual & Institutional Capacity-Building; Knowledge Exchange & Learning; Multistakeholder Interactions), as applicable. Include any unintended outcomes (not originally targeted by the project), whether positive or negative, affecting either ecological or social aspects.

Where applicable, note how both intended and unintended outcomes have positively and/or negatively affected marginalized populations (e.g., women, indigenous groups, youth, persons with disabilities), and where some stakeholder groups have benefited more/ less than others.

The TE does not rate explicitly the project outcome; it rates “Progress to Impact” as “Moderately Likely”. This review rates outcome as Moderately Satisfactory. The project was relevant, although with some flaws in project design related to the lack of full private sector engagement; it was cost-effective and timely, and achieved almost all the ex-ante targets.

Environmental. The project included an indicator to measure the CO₂ emission reductions generated by the project, with a target of 4,312,000 tCO₂ equivalent mitigated (MSP submission, p. 4). This target was reported as both “not met” (TE, p. 32) and “partially fulfilled” (TE, p. 34), while no PIRs report any data to

Commented [JRG3]: Re-evaluate if ratings above change

Commented [A4R3]: I changed the rating from S to MS, based on the change of rating for relevance, given the importance of the identified flaw in project design.

be able to triangulate this information. Moreover, given that the TE (p. 12) considered this indicator as not appropriate, because it is not directly related to the project activities (which focused on capacity building and provision of financial & policy advice), the project cannot be evaluated for this target.

Socioeconomic. The project had a positive effect in terms of economic performance and social inclusiveness (TE, p. 48), contributing to changes in costs savings of some companies, and to changes in training of some individuals and companies (TE, p. 30). The adoption of the “Green technology list” and of the “Belt and Road Energy Efficiency Technology Mechanism” in China, of the financial mechanism in Indonesia, and of the Energy Management System in Mexico, increase the chances that these are replicated in other places (TE, p. 30). Also, 7 countries have initiated their industrial energy efficiency diagnostics, namely Egypt, India, Malaysia, Myanmar, Palestine, South Africa and Ukraine (TE, p. 34).

Enabling conditions. The project has built capacity in some government institutions (TE, p. 30).

Unintended outcomes. The TE reports no unintended outcomes.

4.5 Sustainability	L
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Note any progress made to sustain or expand environmental benefits beyond project closure, using stakeholder (rather than project) resources, e.g. through replication, mainstreaming or scaling-up of GEF-supported initiatives. Examples would be farmers adopting practices using own funds, follow-on replication projects, development of plans for scaling, inclusion in local or national legislation, and allocation of government budgets or private sector investments for institutional adoption.

The TE rates sustainability as “Satisfactory (5/6)”, and this review rates it as Likely. Although there are some risks, the magnitude of their effect is overall small, and it is likely that the project benefits will continue in the future.

The TE (pp. 38-39) notes that the project results and benefits are likely to be sustained after the end of the project, thanks to three factors: 1) some outputs, such as the technology catalogue and the Energy Management Systems Handbook, are permanent, although to ensure sustainability, these will have to be actually used by stakeholders; 2) some follow-on funding has been secured to continue with some activities in Brazil, China, Indonesia and Morocco; and 3) UNIDO is evaluating the possibility of creating some synergies with other projects and institutions like the Green Climate Fund and the Inter-American Development Bank. In general, the intervention allowed countries to develop tools and knowledge to support the continuation of benefits in the future.

Financial. Some funding has been already secured for follow-on activities; moreover, there are conversations with other institutions to continue with the project (TE, p. 39)

Sociopolitical. A risk to project sustainability may come from the very limited engagement from the private sector, despite the increase in the level of awareness among stakeholders thanks to the implementation of the communication strategy (TE, p. 39).

Commented [JRG5]: Were there ANY activities that directly reduced CO2 emissions? Maybe you can explain here as you have below that the project activities themselves cannot be expected to reduce CO2 emissions, and so the project cannot be evaluated for this target?

Commented [A6R5]: Thanks for noting this. I revised the text to better explain the 2 issues of (i) inconsistent reporting on achievement of this target, and (ii) lack of appropriateness of this indicator.

Commented [JRG7]: These are outputs, not outcomes. For the benefits to continue, these outputs have to be used by stakeholders

Commented [A8R7]: Thanks for spotting this. I revised the text accordingly.

Institutional frameworks and governance. In some project areas, the very limited institutional infrastructure and/or budget prevent authorities from further engaging and supporting the continuation of the project benefits (TE, p. 39).

Environmental. The TE identifies no environmental risks that may impact the sustainability of project outcomes (TE, p. 39).

5. Processes and factors affecting attainment of project outcomes

Before describing the factors, you may choose to summarize reported outcomes and sustainability here:

<https://www.research.net/r/APR2023>.

5.1 Co-financing. To what extent was the reported co-financing essential to the achievement of GEF objectives? If there was a difference in the level of expected co-financing and actual co-financing, what were the reasons for it? Did the extent of materialization of co-financing affect project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

The TE does not report on the amount of materialized co-financing at project completion. The only information on co-financing relates to the following amounts of additional financing mobilized (Final PIR 2021, p. 11):

- **Brazil:** Unlocking EUR 2,000,000 from Transformative Investments for Industrial Energy Efficiency (TI4E) to provide technical assistance, awareness, de-risking for industrial energy efficiency of which, EUR 250,000 will be used to support industrial energy efficiency policy development with the Ministry of Energy and Mines (Carbon Trust);
- **China:** Securing EUR 75,000 from the European Bank of Reconstruction and Development to deliver support for “the global expansion of the [bank’s] green technology transfer platform to accelerate climate action by financial institutions” (Carbon Trust);
- **Indonesia:** Unlocking GBP 173,000 of funding from UK FCO, which will be used to progress additional activities needed to continue developing the EE loan product and product pipeline, which has potential to catalyze EE projects across Indonesia (Carbon Trust);
- **Morocco:** Secured EUR 1,000,000 -2,000,000 from GIZ to upscale the implementation of ISO 50001 Energy Management System to additional 75 industrial companies (UNIDO);
- **Ghana:** Secured USD 500,000 from the Green Climate Fund under its Readiness Support Program to develop a framework for industrial energy efficiency investment (UNIDO);
- **Communications Platform:** Secured USD 220,000 from various UNIDO industrial energy efficiency projects to support knowledge sharing and communication efforts on importance of industrial energy efficiency (UNIDO).

Commented [JRG9]: Inability to mainstream into the government's regular processes is a major barrier to sustainability. I thought this was one of the project's outcomes? Depending on how widespread this was, this would make the rating ML rather than L.

Commented [A10R9]: Thanks for raising this point. Actually, the second part of this paragraph related to one of the project outcomes and not to future sustainability of project benefits; I removed it.

The TE does not specify which project areas are affected by this limited institutional infrastructure. I assumed this was limited to specific areas and not widespread to the 5 project countries. But please advise otherwise.

5.2 Project extensions and/or delays. If there were delays in project implementation and completion, then what were the reasons for it? Did the delay affect the project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

There were minor delays during implementation due to the political elections in Brazil and Mexico, leading to slight adjustments of interventions because of change of staff, and to COVID-19, which resulted in reprogramming the delivery of some activities due to the restrictions put in place (TE; p. 38).

5.3 Stakeholder ownership. Assess the extent to which stakeholder ownership has affected project outcomes and sustainability. Describe the ways in which it affected outcomes and sustainability, highlighting the causal links.

The sense of ownership to the project varied across geographical areas, resulting in different levels of support and internal coordination of executing agencies (TE, p. 44). Even though countries formally confirmed their interest, this did not translate directly in the full commitment or an active participation from the authorities (TE, p. 30).

5.4 Other factors: In case the terminal evaluation discusses other key factors that affected project outcomes, discuss those factors and outline how they affected outcomes, whether positively or negatively. Include factors that may have led to unintended outcomes.

The outbreak of COVID-19 entailed minor delays and reprogramming of delivery of some activities, which did not impact on their completion (TE, p. 38); in China and Mexico, the final scheduled in-person workshops were finally conducted in an on-line format (PIR 2020, p. 6).

6. Assessment of project's Monitoring and Evaluation system

Ratings are assessed on a six point scale: Highly Satisfactory to Highly Unsatisfactory.

Please justify ratings in the space below each box.

6.1 M&E Design at entry	S
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The TE rates overall M&E design and implementation as Satisfactory, and this review concurs. The project M&E plan was robust and complete, and aligned with the project theory of change, specifying indicators with clear baselines and targets, although the alignment of two indicators with the corresponding output was not optimal.

The M&E design was practical and sufficient, and was assigned an adequate budget; the indicators included described and specified the expected results in terms of quantity, quality, and time, and allowed cross-checking of information (TE, p. 33). The means of verification of the status of indicators were cost-effective and reliable. The M&E specifies also clear responsibilities in relation to all M&E items.

The TE (p. 33) notes that the indicators were necessary, although not sufficient to assess the intended outcomes and impact; in fact, two indicators, namely CO₂ emission reduction and private sector engagement, were not appropriate because not directly related to the activities (TE, p. 41).

Commented [JRG11]: Again, was this not a key targeted outcome of the project that is necessary for sustainability?

Commented [A12R11]: Yes; the part related to changes in regulation, to my understanding, relates to one of the project outcomes; this text, taken from the TE, was confusing. I removed this to clarify that the commitment and participation of authorities was not in line with the interest that they had confirmed; I hope now this is clear.

6.2 M&E Implementation	S
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The TE rates overall M&E design and implementation as Satisfactory, and this review concurs. The implementation of the M&E plan followed expectations, and activities were conducted properly and timely, with data gathered being used for improving project implementation.

The data gathered through the M&E plan were used to adjust project implementation; the results framework was used to monitor progress towards achievement of outcomes, and reporting was complete and accurate. However, two mitigation measures, which were not included in the project activities/outputs, were not monitored under the M&E plan, namely: a major sector engagement campaign for industrial companies that do not show interest to deploy energy efficiency projects; and focusing on the equipment suppliers and technology providers that do not come forward to offer solutions (TE, p. 41).

7. Assessment of project implementation and execution

Quality of Implementation rating is based on the assessment of the performance of GEF Agency(s). Quality of Execution rating is based on performance of the executing agency(s). In both instances, the focus is upon factors that are largely within the control of the respective implementing and executing agency(s). A six-point rating scale is used (Highly Satisfactory to Highly Unsatisfactory), or Unable to Assess.

Please justify ratings in the space below each box.

7.1 Quality of Project Implementation	S
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The TE rates the quality of project implementation as Satisfactory, and this review concurs. The performance of the implementing agency met the expectations, without salient weaknesses, demonstrating capacity to adapt to changing circumstances, although some of the minor delays could have been prevented with additional communication and coordination.

As per Project Document (MSP submission, p. 27), UNIDO was responsible for the general management and monitoring of the project, and reporting on the project performance to the GEF. It would manage, supervise and monitor the work of the international teams and ensure that deliverables were technically sound and consistent with the requirements of the project. UNIDO would provide execution support for procurement level, and would be responsible for governance of the Accelerator, including the governing principles of the project. It will play a dominant role in coordination, oversight and performance tracking, knowledge and best practice share, and capacity building through carrying out tasks such as the final evaluation. Finally, UNIDO would be mainly responsible for capacity building in the five countries.

The performance of the implementing agency was efficient, timely, and effective. The responsibilities and reporting lines were clear, and decision-making was transparent and timely. UNIDO mobilized adequate technical expertise and ensured the inclusion of country authorities in project design; moreover, it recruited staff in a timely manner and used funds for procurement and contracting efficiently. It modified

Commented [JRG13]: Change to conditional past tense

Commented [A14R13]: I revised this part accordingly.

the project to adapt to circumstances, implementation bottlenecks, and to the feedback of the MTR. Also, UNIDO coordinated the project effectively (TE, p. 43).

However, with more coordination between implementing and executing agencies, some of the minor delays could have been prevented (TE, p. 42). Also, with more staff and with further field visits, the private sector could have been engaged more appropriately (TE, p. 42).

7.2 Quality of Project Execution	UA
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The TE rates quality of project execution as Satisfactory, and this review rates it as Unable to Assess. Neither the TE nor the PIRs rate the performance of the executing agency, nor provide any element that could be used to clearly support the assignment of a rating..

The executing agency of the project was Carbon Trust UK, which was entrusted with the following duties and tasks (MSP submission, p. 28): to provide cutting-edge policy advice and insights on the development and implementation of industrial energy efficiency policies and regulatory frameworks; share its expertise and experience in designing and delivering national and international-scale energy efficiency programs, as well as its understanding of the environmental impact of industry and how to reduce it; to be responsible for the day-to-day execution of the project activities in accordance with the agreed annual project work plan; carry out the majority of country engagement; and be primarily responsible for three of the four main pillars of the project: policy support, pipeline development, and financing mechanisms, as well as scoping out countries to work with.

The TE does not rate or mention any aspect that could be used to assess the performance of Carbon Trust UK. It provides only a limited assessment of the performance of national counterparts, stating that : (i) it was affected by the varying sense of ownership across country partners in terms of support and internal coordination; and that (ii) they had an adequate level of engagement and communication with the implementing agency, although private sector engagement was limited (TE, p. 44).

8. Lessons and recommendations

8.1 Briefly describe the key lessons, good practices, or approaches mentioned in the terminal evaluation report, including how they could have application for other GEF projects. Lessons must be based on project experience.

The TE (p. 10) proposes the following lessons:

- In the proposal stage one of the assumptions was not fully assessed, i.e., commitment and participation by the authorities, because even though there was a formal commitment in each of the countries, the institutional capacity in country predetermined the level of support that the institution could lend to the project, and therefore the ability of the project to deliver on outputs and outcomes to drive the intended impact. Therefore, it would be useful to state the specific inputs required from the national governments for the success of the intervention, e.g., the adoption of energy management systems into the Nationally Determined Contributions.

Commented [JRG15]: Is it fair to rate this as S if not a lot of information was provided and stakeholder engagement was lacking

Commented [A16R15]: I reviewed again the TE and the PIRs, and could not find any evidence to support any rating for the Executing Agency.

In fact, the TE did not evaluate at all the performance of CarbonTrust UK, limiting to very succinctly evaluate only that of the "National Counterparts" in terms of ownership, communication with UNIDO, and private sector engagement.

Therefore, I revised this part as "unable to assess", and modified the supporting text accordingly.

- In the proposal stage the project selected a couple of indicators that were not directly related to the activities of the platform, e.g., CO₂ emission reduction was not directly related to capacity building activities, which made it difficult to the programme manager to track progress. Therefore, the ability to assess progress and/or of the need to adjust the project was limited. Thus, selecting an instrument directly related to the intervention would ease tracking, allowing for the possibility to adjust as needed, e.g., a capacity building intervention can use an indicator based upon certifications, that ensure knowledge attained and the expertise required to perform the function.
- In the implementation stage the project did not include private sector participants to design the interventions. This resulted in limited engagement from industry, because of the lack of ownership and little awareness of the benefits, in spite of being direct recipients of the results of the project and reducing the probability of achieving the intended impact. Consequently, an intervention could be potentially more effective if from the design stage all the relevant stakeholders are involved.

8.2 Briefly describe the recommendations given in the terminal evaluation.

The TE (p. 10) proposes the following recommendations:

1. **Private sector involvement.** At the design stage UNIDO can set up a national steering committee with involvement at strategic and technical levels from both national authorities (including education, energy, environment and finance) and local industry (energy users, technology providers and service companies) to ensure participation, ownership, and potential funding.
2. **Pre-baseline survey and ex-post survey.** UNIDO can conduct a preliminary diagnostic to assess the conditions to ensure that the relevant stakeholders are included in the design stage. It would be useful to use more detailed data, including local (state/municipal) and industry group (Cement, Food, Steel, etc.) data to better identify and focus the interventions, and to rate progress against the indicators selected.
3. **Quantitative and qualitative indicators.** The pre-baseline survey would be helpful to UNIDO in assessing the assumptions and inputs to design the intervention to make sure that deliver the outputs and outcomes required to increase the likelihood of impact.

9. Quality of the Terminal Evaluation Report

Before rating the quality of the terminal evaluation, click here to summarize your observations on the sub-criteria: <https://www.research.net/r/APR2023>.

A six-point rating scale is used for each sub-criteria and overall rating of the terminal evaluation report (Highly Satisfactory to Highly Unsatisfactory)

Criteria/indicators of terminal evaluation quality	GEF IEO COMMENTS	Rating
1. Timeliness: terminal evaluation report was carried out and submitted on time?	The TE was conducted within six months from project completion, and was submitted to the GEF portal more than 12 months after project completion	S
2. General information: Provides general information on the project and evaluation as per the requirement?	The TE provides general information on the project (ID, executing agency, project milestones), and lists the evaluators, but it does not specify GEF environmental objectives	S
3. Stakeholder involvement: the report was prepared in consultation with – and with feedback from - key stakeholders?	The TE identified the key stakeholders and interviewed them, but it did not require their feedback on the draft report	MS
4. Theory of change: provides solid account of the project's theory of change?	The TE describes the theory of change, the causal links to achieve impact, and the assumptions including assessing whether they remained valid	HS
5. Methodology: Provides an informative and transparent account of the methodology?	The TE comprehensively describes the methodology, including sources, information on who was interviewed, project sites, tools and methods, and identifies limitations of the evaluation	HS
6. Outcome: Provides a clear and candid account of the achievement of project outcomes?	The TE assesses relevance to GEF, country priorities, and of project design; it reports on the performance for all outcomes, discusses factors that affected it, and on timeliness; it assesses project efficiency	HS
7. Sustainability: Presents realistic assessment of sustainability?	The TE assesses sustainability of the project, including risks, their likelihood of materialization and effects, and rates overall sustainability, although using a	HS

	different scale from that adopted by GEF	
8. M&E: Presents sound assessment of the quality of the M&E system?	The TE assesses quality of M&E design and implementation, and discusses use of information from the M&E plan for project management	HS
9. Finance: Reports on utilization of GEF funding and materialization of co-financing?	The TE provides information on types of co-financing, but it does not report on GEF resources use; it does not provide data on quantity and sources of materialized co-financing, nor it discusses reasons for variations in materialization or their contributions to project results	U
10. Implementation: Presents a candid account of project implementation and Agency performance?	The TE briefly discusses performance of the implementing agency, but does not evaluate the performance of the executing agency, and reports on factors that affected them and how challenges were addressed	MU
11. Safeguards: Provides information on application of environmental and social safeguards, and conduct and use of gender analysis?	The TE does not report on environmental and social safeguards; it describes and rates gender analysis and implementation of related actions	MS
12. Lessons and recommendations are supported by the project experience and are relevant to future programming?	The TE presents lessons based on project experience and discusses applicability; it presents clear recommendations with action taker	HS
13. Ratings: Ratings are well-substantiated by evidence, realistic and convincing?	The TE assigns ratings based on sufficient and credible evidence	S
14. Report presentation: The report was well-written, logically organized, and consistent?	The TE is written in English; it is overall quite well written and quite easy to read; it is well-organized and consistent, and makes good use of charts and tables	S
Overall quality of the report		S

Commented [JRG17]: Depending on the quality and amount of info, this could be MS

Commented [A18R17]: I agree. The TE does not actually evaluate at all the performance of the Executing Agency. I revised the text and the rating to MU.

Commented [JRG19]: Why S if it does not report on this topic? If not required to discuss, then please indicate that

Commented [A20R19]: The PIRs reported on ESS, so I inferred that also the TE should have done so. I assigned this rating based on the equal weight of the three sub-questions. However, I understand that the lack of ESS may have relatively more "weight". I revised to MS.

Commented [JRG21]: But I thought there was not enough information on some aspects? Why HS?

Commented [A22R21]: To my understanding, this question asks if the ratings that are included in the TE are supported with sufficient and credible evidence, and not if the TE addressed all the aspects that should have been covered. In fact, the TE does not cover some important aspects at all (i.e., ESS, co-financing, performance of executing agency). Is my understanding correct?

Commented [JRG23]: May need to recalculate if other ratings change

Commented [A24R23]: After recalculation, the rating of S is confirmed (total of 70/14=5)

10. Note any additional sources of information used in the preparation of the terminal evaluation report (excluding PIRs, TEs, and PADs).

ANNEX 1. GEF IEO THEORY OF CHANGE FRAMEWORK

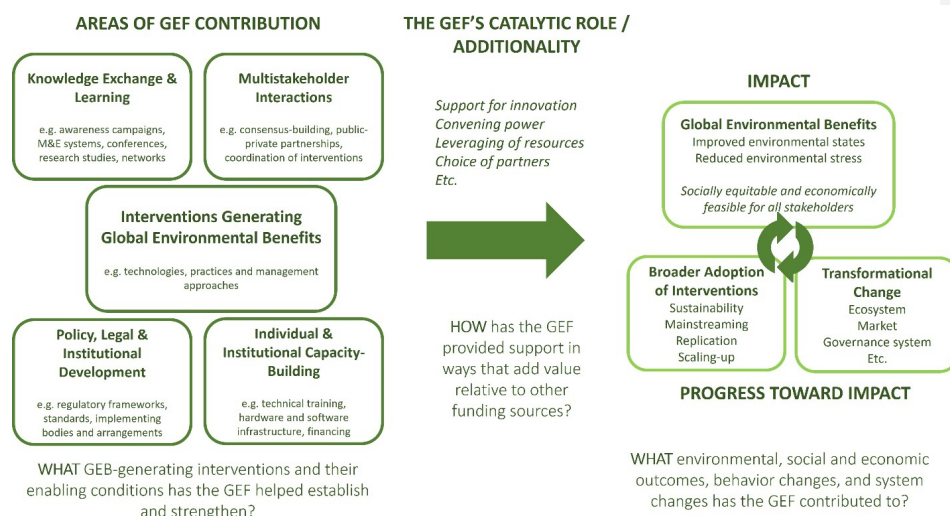


Figure 1. The GEF IEO's updated Theory of Change Framework on how the GEF achieves impact

The general framework for the GEF's theory of change (figure 1) draws on the large amount of evaluative evidence on outcomes and impact gathered over the years by the GEF Independent Evaluation Office. The framework diagram has been updated to reflect the IEO's learning since OPS5 (GEF IEO 2014, p. 47-50) about how the GEF achieves impact, as well as the evolution of the GEF's programming toward more integrated systems-focused and scaled-up initiatives.

The framework outlines the three main areas that the IEO assesses in its evaluations: a) the GEF's contributions in establishing and strengthening both the interventions that directly generate global environmental benefits, and the enabling conditions that allow these interventions to be implemented and adopted by stakeholders, b) the GEF's catalytic role or additionality in the way that the GEF provides support within the context of other funding sources and partners, and c) the environmental, social and economic outcomes that the GEF has contributed to, and the behavior and system changes that generate these outcomes during and beyond the period of GEF support.

The circular arrow between impact and progress toward impact, as before, indicates how bringing about positive environmental change is an iterative process that involves behavior change (in the form of a broader group of stakeholders adopting interventions) and/or systems change (which is a key characteristic of transformational change). These three areas of change can take place in any sequence or simultaneously in a positively reinforcing cycle, and are therefore assessed by the GEF IEO as indicators of impact.

Assessing the GEF's progress toward achieving impact allows the IEO to determine the extent to which GEF support contributes to a trajectory of large-scale, systemic change, especially in areas where changes in the environment can only be measured over longer time horizons. The updated diagram in particular expands the assessment of progress towards impact to include transformational change, which specifically takes place at the system level, and not necessarily over a long time period.

The updated diagram also more explicitly identifies the link between the GEF's mandate of generating global environmental benefits, and the GEF's safeguards to ensure that positive environmental outcomes also enhance or at the very least do not take away from the social and economic well-being of the people who depend on the environment. Thus the IEO assesses impact not only in terms of environmental outcomes, but also in terms of the synergies and trade-offs with the social and economic contexts in which these outcomes are achieved.

ANNEX 2. DEFINITION OF TERMS

Intervention	Any programmatic approach, full-sized project, medium-sized project, or enabling activity financed from any GEF-managed trust fund, as well as regional and national outreach activities. In the context of post-completion evaluation, an intervention may consist of a single project, or multiple projects (i.e. phased or parallel) with explicitly linked objectives contributing to the same specific impacts within the same specific geographical area and sector. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Activity (of an intervention)	An action undertaken over the duration of an intervention that contributes to the achievement of the intervention's objectives, i.e. an intervention is implemented through a set of activities. E.g. training, (support to) policy development, (implementation of) management approach.
Outcome	An intended or achieved short- or medium-term effect of a project or program's outputs. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Impact	The positive and negative, primary and secondary long-term effects produced by a project or program, directly or indirectly, intended or unintended. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Environmental outcomes	Changes in environmental indicators that could take the following forms: <ul style="list-style-type: none"> • Stress reduction: reduction or prevention of threats to the environment, especially those caused by human behavior (local communities, societies, economies) • Environmental state: biological, physical changes in the state of the environment http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Social and economic outcomes	Changes in indicators affecting human well-being at the individual or higher scales, e.g. income or access to capital, food security, health, safety, education, cooperation/ conflict resolution, and equity in distribution/ access to benefits, especially among marginalized groups.
Synergies	Multiple benefits achieved in more than one focal area as a result of a <i>single intervention</i> , or benefits achieved from the interaction of outcomes from at least two separate interventions in addition to those achieved, had the interventions been done independently.

	http://www.gefio.org/evaluations/evaluation-multiple-benefits-gef-support-through-its-multifocal-area-portfolio-map-2016
Trade-offs	A reduction in one benefit in the process of maximizing or increasing another benefit. http://www.gefio.org/evaluations/evaluation-multiple-benefits-gef-support-through-its-multifocal-area-portfolio-map-2016
Broader adoption	The adoption of GEF-supported interventions by governments and other stakeholders beyond the original scope and funding of a GEF-supported intervention. This may take place through sustaining, replication, mainstreaming, and scaling-up of an intervention and/or its enabling conditions (see definitions below). http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Sustainability	The continuation/ likely continuation of positive effects from the intervention after it has come to an end, and its potential for scale-up and/or replication; interventions need to be environmentally as well as institutionally, financially, politically, culturally and socially sustainable. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Replication	When a GEF intervention is reproduced at a comparable administrative or ecological scale, often in different geographical areas or regions. http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Mainstreaming	When information, lessons, or specific aspects of a GEF initiative are incorporated into a broader stakeholder initiative. This may occur not only through governments but also in development organizations and other sectors. http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Scaling-up	Increasing the magnitude of global environment benefits (GEBs), and/or expanding the geographical and sectoral areas where they are generated to cover a defined ecological, economic, or governance unit. May occur through replication, mainstreaming, and linking. http://www.gefio.org/evaluations/evaluation-gef-support-scaling-impact-2019
Transformational change	Deep, systemic, and sustainable change with large-scale impact in an area of major environmental concern. Defined by four criteria: relevance, depth of change, scale of change, and sustainability. http://www.gefio.org/evaluations/evaluation-gef-support-transformational-change-2017
Additionality	a) Changes in the attainment of direct project outcomes at project completion that can be attributed to GEF's interventions; these can be reflected in an acceleration of the adoption of reforms, the enhancement of outcomes, or the reduction of risks and greater viability of project interventions. b) Spill-over effects beyond project outcomes that may result from systemic reforms, capacity development, and socio-economic changes. c) Clearly articulated pathways to achieve broadening of the impact beyond project completion that can be associated with GEF interventions. https://www.gefio.org/sites/default/files/ieo/council-documents/files/c-55-me-inf-01.pdf