

# **United Nations Environment Programme**

## **Terminal Evaluation of the UNEP GEF Project GF/5024-02-01 (4485) “Global Environmental Citizenship (GEC)”**

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# Terminal Evaluation of the UNEP GEF Project GF/5024-02-01 (4485) “Global Environmental Citizenship (GEC)”

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## Acronyms and Abbreviations

<b>AMARC</b>	World Association of Community Radio Broadcasters (Asociación Mundial de Radios Comunitarias)
<b>AMMAC</b>	Association of Municipalities of Mexico (Asociación de Municipios de Mexico, A.C.)
<b>ALER</b>	Latin American Association of Radio Educators (Asociación Latinoamericana de Educación Radiofónica)
<b>AME</b>	Asociación de Municipalidades Ecuatorianas (Ecuadorian Association of Municipalities)
<b>CA</b>	Ciudadanía Ambiental/Environmental Citizenship
<b>CBD</b>	Convention on Biodiversity
<b>CBOs</b>	Community-Based Organizations
<b>IUCN-CEC</b>	Communications and Education Commission – International Union for the Conservation of Nature (Unión InterNacional para la Conservación de la Naturaleza - Comisión de Educación y Comunicaciones)
<b>CI</b>	Consumers International
<b>CITMA</b>	Ministry of Science, Technology and the Environment of Cuba (Ministerio de Ciencia, Tecnología y Medio Ambiente)
<b>CLAI</b>	Latin American Council of Churches (Consejo Latino Americano de Iglesias)
<b>CONAM</b>	National Council on Environment of Peru (Consejo Nacional del Ambiente)
<b>CONAMA</b>	National Commission on Environment of Chile (Comisión Nacional de Medio Ambiente)
<b>CSOs</b>	Civil Society Organizations
<b>EA</b>	Executing Agency
<b>EBRD</b>	European Bank for Reconstruction and Development
<b>EDOMEX</b>	Secretaría del Medio Ambiente del Estado de México (SEMAMEDOMEX) (Secretariat for the Environment of the State of Mexico)
<b>FCCC</b>	Framework Convention on Climate Change
<b>FLACMA</b>	Federation of Latin American Cities, Municipalities and Associations of Local Governments (La Federación Latinoamericana de Ciudades, Municipios y Asociaciones de Gobiernos Locales)
<b>FORO</b>	Forum of Ministers of Environment of LAC
<b>GEC</b>	Global Environmental Citizenship Project
<b>GEF</b>	Global Environment Facility (Fondo para el Medio Ambiente Mundial)
<b>IA</b>	Implementing Agency
<b>ICLEI</b>	International Council for Local Environmental Initiatives
<b>IULA</b>	International Union of Local Authorities (Unión InterNacional de Autoridades Locales)
<b>LAICPSD</b>	Latin American Initiative for Citizen Participation and Sustainable Development
<b>LAC</b>	Latin America and the Caribbean
<b>LFM</b>	Logical Framework Matrix
<b>MA</b>	Ministry of Environment of Ecuador (Ministerio del Ambiente)
<b>MAE</b>	Ministry of Environment and Energy of Costa Rica (Ministerio del Ambiente y Energía)
<b>MEAs</b>	Multilateral Environmental Agreements
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MINAE</b>	Ministerio del Ambiente y de Energía (Ministry for the Environment and Energy of Costa Rica)
<b>MINAM</b>	Ministerio del Ambiente (Ministry for the Environment of Ecuador)
<b>MINAM</b>	Ministerio del Ambiente (MINAM), (Ministry for the Environment), formerly Consejo Nacional del Ambiente (CONAM) (National Council for the Environment) for Peru

<b>MN</b>	Mesa Nacional (National Coordinating Committee)
<b>MM</b>	Mesa Municipal
<b>MOU</b>	Memorandum of Understanding
<b>MTE</b>	Mid-Term Evaluation
<b>NCC</b>	National Coordinating Committee
<b>NGOs</b>	Non-governmental organizations
<b>OAS</b>	Organization of American States (Organización de Estados Americanos, OEA)
<b>OPs</b>	Operational Programmes of GEF
<b>PARLATINO</b>	Latin American Parliament (Parlamento Latinoamericano)
<b>PCU</b>	Project Coordination Unit
<b>PD</b>	Project Document
<b>PDF</b>	Project Development Phase
<b>PIU</b>	Project Implementation Unit
<b>QA</b>	Qualitative Impact Assessment/Evaluation
<b>ROLAC</b>	Regional Office for Latin America and the Caribbean
<b>SA</b>	Sustainability Assessment
<b>SEMARNAT</b>	Secretaría del Medio Ambiente y Recursos Naturales (SEMARNAT), (Secretariat for the Environment and Natural Resources of Mexico)
<b>SAYDS</b>	Secretaría del Ambiente y Desarrollo Sustentable (Secretariat for Environment and Sustainable Development in Argentina)
<b>TAG</b>	Technical Advisory Group
<b>TE</b>	Terminal Evaluation
<b>TORs</b>	Terms of Reference
<b>TM</b>	Task Manager
<b>UNEP</b>	United Nations Environment Programme
<b>UNDP</b>	United Nations Development Programme

## **Executive Summary**

1. This report represents the results of an independent evaluation of the Global Environmental Facility-United Nations Environment Programme (GEF-UNEP) Global Environmental Citizenship Project carried out on behalf of UNEP from March 16, 2009 through to July 15, 2009.
2. The Global Environmental Citizenship (GEC) Project was a first regional initiative created as an innovative experiment and supported by the GEF. It was a pilot capacity building project and environmental awareness exercise whose goal was the development of a consciously pro-active citizenry capable of contributing to and influencing national decision-making and action around GEF focal areas. The aim was to get people thinking globally but acting locally. In all, seven countries and six regional networks from Latin America and the Caribbean participated, produced materials and were trained on the Conventions of Biodiversity, Climate Change, International Waters and the Ozone. The Project came at an opportune time but only succeeded in establishing a foundation for advancing project goals into the future.
3. The Project was able to accomplish a great deal for little money. It served as GEF's laboratory on how to deal with civil society in a regional context. As a long regional pilot and experimental project with civil society organizations as actual partners, the Project represented an opportunity for GEF and UNEP to expand their repertoire of partners and implementation models. There is widespread agreement that the level of involvement generated by this Project would probably not have occurred otherwise, certainly not with the level of harmonization the Project was able to provide. The Project did have an important catalytic role in introducing participatory models of decision-making and consensus building at the national and municipal levels of participating countries and selected municipalities. For most governments, it was the first organized work with Ministries of Environments engaging directly with municipalities and catalyzed new leadership for "environment." Models of participatory decision-making were crafted at the national levels and demonstration activities conducted in selected municipalities in the pilot countries. The Project also had a positive impact on the individuals involved in the first tier with the Project – the government and regional network focal points and their immediate constituencies, the Mesas Nacionales and Municipales.
4. The GEC Project however became a very complex project with expectations well beyond its available resources. Funding levels did not materialize in the amounts promised. It suffered from a lack of a clear modus operandi exacerbated by a change in focus that redirected the project two years after its start. Originally conceived as a capacity building project for the regional networks, network expectations were lessened as the debate to include governments became dominant. In the end, all stakeholders accepted to join and work together as equal partners. But this was not without many issues, protracted battles and one of the causes of staff attrition.
5. The results of the Project are mixed, although it did achieve some clear successes. Its major achievements were the participatory models of decision-making and consensus building where the Project inspired commitment and vision amongst participating countries/networks and the potential for broad-based behavioral and attitudinal change. The combined strengths of regional networks and governments made for a successful partnership in implementing activities nationally. The project also offered significant capacity building and skills development opportunities for all stakeholders. "Environment" is now firmly entrenched in the modus operandi of the networks. MEA themes have been integrated as "environment" into popular and alternative radio, the churches, consumer organizations, educators, Parliamentarians and local governments.
6. However, the Project's successes are mitigated by some significant weaknesses where UNEP as an "implementing agency," had serious governance, institutional and management issues. Despite numerous attempts to rectify the Project's institutional and governance frameworks, there was a fundamental failure in establishing a governance structure that could be held ultimately accountable and responsible to and for the Project. UNEP did not exercise its leadership in constituting the Regional Advisory Board leaving the Project rudderless and without leadership. The issues stemmed

more from a failure of governance than poor design. In the end, the vision of a regional environmental citizenship programme was compromised with lowered expectations and diminished results. The failure of the Project to strengthen regional cross-network links through planned activities also negatively affected the Project's ability to realize its ultimate goal of a regional environmental citizenship network and programme.

7. The practical experience gained through the management of this Project demonstrates that to achieve desired levels of efficiency, the strategy must integrate planning, documentation, reporting, communications, co-participation and joint accountability of the stakeholders. If the impacts of this Project are to be measured against changes in the public's awareness and the influence of government policy, a new project must begin with a baseline from which it can measure knowledge of its stakeholders and co-implementers; design and planning processes; clear methodologies; a detailed project implementation plan; a governance and accountability framework; financial management; as well as coordinated and tailored communication mechanisms for stakeholders targeting the ultimate beneficiaries. Updated technologies have to be programmed into future budgets such as web infrastructure that can accommodate, at the very least, a complete calendar of activities; a repository of all Project products and case studies; a closed user platform; the ability to conduct online surveys for baseline monitoring; and the ability to consolidate findings online.

8. Lessons learned from the Project are:

- The Convention themes have only begun to penetrate the Ministries of Environment, the focal points and the public – harmonizing regional capacity building on MEAs is still a valid goal.
- Engaging civil society to work with and for GEF themes is a practical way to translate and simplify complex thematic messages, as CSOs are the primary vehicle connected to the public.
- It is important to have a planning process where the relevant and experienced stakeholders can participate in developing a Project of common understanding and objectives.
- Civil society should be validated as equal partners with governments in the design and implementation processes so that they can bring their value, creativity, and innovation.
- Pilot countries demonstrated the viability of the models; the original design of the Project should not be lost.
- UNEP and GEF need to work with civil society to develop standards of project management that value and accept civil society rather than impose burdensome modalities.
- The implementation/execution should not be limited to UNEP in a second phase; it has to include co-management, co-design, agreed upon modalities, simplified accounting procedures and transparency.
- Honoraria for overhead should be budgeted and agreed upon for CSOs, the regional networks.
- Whether the process is country-led at the national level and regionally-led by regional networks or jointly led, should be negotiated as part of the design process.
- The role of the government focal point/coordinator should be integrated into the institutional planning of a future project to facilitate technical execution and implementation.
- The regional model, if properly implemented, could be transferable and used with other action-based research and consensus multistakeholder approaches for environmental citizenship.

### **Recommendation for planning a second phase of the GEC Project**

9. A collaborative design process with past stakeholders from various stages of the Project's implementation should develop and approve the second phase of the GEC. The design team would be selected from the creators/Project coordinators/regional network and government focal points from various periods of the Project, which spawned and implemented it. The substance of the Project would be responsive to national as well as regional priorities. The process would be interactive - facilitating a group understanding of the Project, a joint planning of the implementation process, an analysis of the strategies, the identification of opportunities for joint and cross-regional collaboration, performance

review, sharing of lessons learned and best practices, working with participatory groups and multipliers, as well as baselines for a Monitoring and Evaluation Strategy.

10. The lessons from this Project should serve as guidelines to build the second phase. Both regional networks and countries should be involved as equal partners in the planning to ensure country ownership and regional impacts.



# **Terminal Evaluation of the UNEP GEF Project GF/5024-02-01 (4485) “Global Environmental Citizenship (GEC)”**

## **Chapter One Introduction**

### **The Report**

1. This report consists of the results of an independent evaluation of the Global Environmental Facility-United Nations Environment Programme (GEF-UNEP) Global Environmental Citizenship Project carried out on behalf of UNEP from March 16, 2009 through to July 15, 2009. This report describes the evaluation approach and findings.

### **The Project**

#### Project Rationale

2. The principal long-term goal of the Project was the formation of a Latin American citizenry that is fully aware of its global environmental rights and responsibilities.

#### Description of Project

3. The Global Environmental Citizenship (GEC) Project was a first regional initiative created as an innovative experiment and supported by the GEF. It was a pilot capacity building<sup>1</sup> project and environmental awareness exercise responding to the need for developing a more informed citizenship committed to and involved in promoting the concepts of global citizenship in Latin America. Its goal was to form a consciously pro-active citizenry capable of contributing to and influencing national decision-making and action around GEF focal areas. The Project responded to the need to generate higher levels of public awareness among key social actors/multi-stakeholders and citizens who would stand to benefit from sound environmental management. The Project also promoted understanding in civil society and parliamentarians of their responsibilities in implementing key Multilateral Environmental Agreements (MEAs). The anticipated results of this project was broad-based support of MEAs through building awareness among citizens, in order to foster a greater commitment to voluntary action of the public, needed to guarantee the sustainability of GEF-funded measures. The aim was to get people thinking globally but acting locally.

4. The GEC Project represents the activities of seven countries and six regional networks from Latin America and the Caribbean who pooled their knowledge, networks and capabilities. Together, they produced materials related to the Conventions that served as manuals for the Project on the key Convention's themes of Biodiversity, Climate Change, International Waters and the Ozone. Training, demonstration and dissemination activities were essential components of the Project. Models of participatory decision-making were crafted at the national levels in the form of “Mesas Nacionales<sup>2</sup>”, the National Coordinating Committees (NCCs). The Mesas Nacionales, guided by the Ministries/Councils of Environment from the respective governments and representation of the

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<sup>1</sup> Capacity building, in the generic sense of the term, is a long-term process - a learning process that involves doing, demonstration, as well as a participatory, interdisciplinary and multi-sectoral approach to problem identification and a systemic approach toward problem resolution. It incorporates the knowledge and use of context, political, social, cultural and environmental with an understanding of the institutions that drive the system. It is inclusive and participatory and chooses to work with competing interests through mediation and consensus-building approaches, while also recognizing imperatives of decision-making and leadership in the resolution of issues. The capacity building approach, although strategic and goal-oriented, is clearly adaptive while emphasizing learning by doing. It is iterative as well as results-based. The concept is also realistic, recognizing the need for indigenous, culturally-sensitive planning that anticipates risk, manages uncertainty and understands the complexity and processes associated with attitudinal and institutional change.

<sup>2</sup> Mesas Nacionales is the Spanish nomenclature for National Coordinating Committees (NCCs) and is commonly referred to as a consensus building and decision-making Round Table tool in Latin America

regional networks through their national affiliates, successfully developed and implemented the Project at the national and municipal levels in municipal demonstration activities in all of the participating countries.

5. Designed to educate the public, the governments and civil society on four MEAs, this initiative ultimately focused on the Montreal Protocol, Agenda 21, the Conventions on Biological Diversity and Climate Change, and the Global Plan of Action on Land-based Sources of Marine Degradation<sup>3</sup>. The four focal areas of GEF became the backbone of a new form of participation by citizens aware of and concerned about the global environment. The Project also specifically targeted the following GEF Operational Programmes (OPs): 1) Arid and semi-arid zone ecosystems; 2) Coastal, marine and freshwater ecosystems; 3) Forest ecosystems; 4) Mountain ecosystems; 5) Removal of barriers to energy efficiency and energy conservation; 6) Promoting the adoption of renewable energy by removing barriers and reducing implementation costs; 9) Integrated land and water multiple focal area OP; and 10) Contaminant-based OP. Operational Programmes were later expanded to include desertification in both Argentina and Peru. Additional modifications were made at the municipal agendas in response to local environmental concerns.

6. The Project also provided a venue for harmonizing capacity building to develop the mechanisms that could encourage civil society to influence policy and legislation in these critical areas. It mobilized key constituencies in civil society through the six regional networks that were mostly active outside of the environmental community. It enabled them to make informed decisions, support policy reform and devise alternative approaches to the management of natural resources while catalyzing participatory multistakeholder decision-making processes for environmental citizenship. These regional networks of key social groups/stakeholders, regional non-governmental organizations (NGOs) and civil society organizations (CSOs) were selected for their wide political and social influence, as well as the location of their regional headquarters to facilitate the implementing leadership for this Project (Table 1).

**Table 1: Selected and de facto Regional Networks for participation in the GEC Project**

<b>Location</b>	<b>Regional Network</b>
In Brazil until 2007 and moved to Panama mid-2007	Latin American Parliament (PARLATINO )
Based in Santiago, Chile	Consumers International (CI)
Based in Quito, Ecuador	International Union of Local Authorities <sup>4</sup> (IULA)
Based in Mexico City	Asociación de Municipios de Mexico (AMMAC) <sup>5</sup> , (Association of Municipalities of Mexico)
Based in Quito Ecuador for Meso America <sup>6</sup>	Commission on Education and Communication of the International Union for the Conservation of Nature (IUCN-CEC)
Based in Buenos Aires	World Association of Community Broadcasters (AMARC) World Association of Community Radio Broadcasters (Asociación Mundial de Radios Comunitarias)
Based in Quito, Ecuador	Asociación Latinoamericana de Educación Radiofónica (ALER) Latin American Association of Radio Educators
HQ based in Quito. Coordinator based in Mexico, Honduras and Costa Rica at various times	Consejo Latino Americano de Iglesias (CLAI) (Latin American Council of Churches)

7. The governments of seven LAC countries and their respective Ministries/Councils of Environment were selected for their visible commitment toward advancing the global environmental agenda (Table

<sup>3</sup> Referred to as International Waters by the Project

<sup>4</sup> IULA, the international municipal organization of local governments was merged with the International Council of Local Governments (ICLG) early in the Project. FLACMA became the regional representative of ICLG based in Quito.

<sup>5</sup> Following on the departure of FLACMA, AMMAC, the Mexican national municipal association assumed the lead as regional network for local governments and municipalities.

<sup>6</sup> CEC-IUCN had another regional office also located in LAC which required another level of coordination.

2). All had indicated interest in developing demonstration activities aimed at establishing national strategies on environmental citizenship through their leadership in sub-regional initiatives during the Project Development Phase (1996-2002). Despite their interest in the Conventions, there was little knowledge of these issues outside of government. Further, some of the Secretariats and Councils of Environment had yet to create full-fledged and funded institutions that could advance the intent and requirements of the Conventions.

**Table 2: Selected Governments for participation in the GEC Project**

Country	Responsible Ministry
Argentina	Secretaría del Ambiente y Desarrollo Sustentable (SAyDS) (Secretariat for Environment and Sustainable Development)
Chile	Comisión Nacional del Medio Ambiente (CONAMA) (National Commission for the Environment)
Costa Rica	Ministerio del Ambiente y de Energía (MINAE) (Ministry for the Environment and Energy)
Cuba	Ministerio de Ciencia, Tecnología y Medio Ambiente (CITMA) (Ministry of Science, Technology and the Environment)
Ecuador	Ministerio del Ambiente (MINAM) (Ministry for the Environment)
Peru	Ministerio del Ambiente (MINAM), (Ministry for the Environment), formerly Consejo Nacional del Ambiente (CONAM) (National Council for the Environment)
Mexico SEMARNAT	Secretaría del Medio Ambiente y Recursos Naturales (SEMARNAT), (Secretariat for the Environment and Natural Resources)
Mexico EDOMEX	Secretaría del Medio Ambiente del Estado de México (SEMAMEDOMEX) (Secretariat for the Environment of the State of Mexico)

8. At the national level, regional networks collaborated with government focal points to duplicate the regional network participation through their national affiliates who became members of the national Mesas/National Coordinating Committees in turn attempted to develop similar models of consensual decision-making called Mesas Municipales with local governments and municipalities.

9. After a prolonged Project Development Phase (PDF) starting in 1996, funded by CIDA, Environment Canada and the International Institute for Sustainable Development, and later by GEF, the Project was finally funded and approved in 2002. Formally agreed to by the Forum of Ministers of Environment of LAC in September 1997, the Project did not officially start until August 2002. It was extended twice, in 2006 and in 2007, for an official closure in December 2008.

#### Executing and Implementation Arrangements

10. The Project was coordinated/executed/implemented by UNEP as the Project Executing Agency for the UNEP Regional Office for LAC through a Project Coordinating Office in Mexico that moved to Panama in mid-2007. A Project Director/Coordinator/Manager<sup>7</sup> and Project Coordination Unit were based at ROLAC from its inception. Initially, the Project was also implemented by the six regional networks<sup>8</sup>. Over time, incremental roles were developed for governments as clearer structures for project implementation emerged. The governance of the Project expanded to include governments into the Project Steering Committee although this came much later. In the initial phase, the Steering Committee evolved largely peopled by the Regional Networks which later was expanded to include governments. (See Annex 1 provides a *History of how the GEC Project evolved its institutional framework*). UNDP facilitated fund disbursements in certain countries<sup>9</sup>.

<sup>7</sup> All nomenclatures were used during various stages of the Project indicating confusion of the role of UNEP as co-implementer with the networks.

<sup>8</sup> Page 10 of Project Document, June 2002.

<sup>9</sup> UNDP's role was limited to the channeling of funds to the countries despite descriptions in the Project Document (June 2002 provided by current DGEF TM, Email March 17 2009) that UNDP would provide Technical Assistance in implementation with the networks. Annex A to Annex 1 provides further details.

## Organizational Strategy and Institutional Framework of the Project

11. Initially, the Project was implemented using the following strategy<sup>10</sup>:

<b>Table 3: GEC Project Organizational Strategy</b>	
The gap in the existing activities of the networks with regard to global environmental issues, and more specifically as they relate to the GEF Operational Programmes, were identified;	
1.	The activities needed to fill this gap were identified in the form of capacity-building needs, skills training, and preparation and production of "information kits" which address the global issues and the dissemination process;
2.	Through implementation of these activities, the Project strengthened strategic partnerships and mobilized networks of major groups as a means of reaching decision-makers, community leaders and other important gate-keepers with information about GEF focal issues; and
3.	The Project adopted a participatory approach, giving full consideration to the current interests, expertise and capabilities of the different members of civil society.

The Project aimed to achieve these goals through the implementation of five interrelated and mutually reinforcing activity clusters:

<b>Table 4: Activity clusters of the GEC Project</b>		<b>Approximate Timelines for implementation<sup>11</sup></b>
1.	Identification, adaptation and production of educational materials on GEF focal areas and operational programmes	2002-2006 <sup>12</sup>
2.	Training and technical assistance in building capacity to effectively use these materials	2003-2007
3.	Demonstration campaigns in seven countries to apply communication skills and tools	2004 <sup>13</sup> -2007
4.	Dissemination of lessons learned and results to sustain activities and promote replication	2007 – 2008
5.	Monitoring and evaluation of impacts and outcomes.	2005 <sup>14</sup> -2008

12. Under the direction of the ROLAC Director, the Project was re-fashioned to create a greater role for governments. This appears to have been precipitated by several factors, one of them being the inability of the regional networks to provide co-financing to the Project except in in-kind contributions.

### Budget

13. The total Project cost is estimated at US\$6,377,000, of which US\$235,000 was provided by the GEF for project preparation (PDF grant), US\$2,977,000 provided by the GEF for project implementation activities, and an additional US\$3,165,000 contributed by the participating networks and other funding agencies either in funds or in-kind.

### **The Evaluation**

14. UNEP/GEF policy requires all GEF projects are evaluated by independent evaluators. The Terminal Evaluation (TE) was conducted by Anne Fouillard from Canada who was contracted by the UNEP Evaluation and Oversight Unit (EOU). This Report is submitted to the UNEP's Director of the EOU.

<sup>10</sup> As articulated in page 14 of the Project Document.

<sup>11</sup> Timelines are approximate as many activities were occurring simultaneously and in some cases, such as in Chile most project activities were completed in 2006 as per the Project's schedule.

<sup>12</sup> MTE noted that many of these documents were being finalized in 2005.

<sup>13</sup> As per Progress Report December 2004

<sup>14</sup> MTE is conducted.

15. The Terminal Evaluation (TE) attempted to fill existing gaps and provide a critical analysis from which lessons could be drawn. These lessons are incorporated into the recommendations for a potential second phase.

#### Terms of Reference (TOR)

16. The evaluation assessed project performance and the implementation of planned project activities and planned outputs against actual results and based on the original objectives, goal and anticipated outcomes. In addition, the evaluation also reviewed the recommendations of the Mid-Term Evaluation (MTE) conducted in 2005 and the implementation of its recommendations (*Annex 2: Project Responses to the Mid-Term Review Report*). The TOR identified the following main questions:

1. Did the Project generate public awareness of global environmental problems?
2. Did the Project and technical training on GEF issues help to increase the level of understanding of global environmental problems and the objectives of the GEF Operational Programmes by the members of the six networks?
3. Did the Project outputs influence the decision-makers (Parliaments of the region) to introduce and adopt the legislation to the objectives of the GEF Operational Programmes? If so, what were the results?<sup>15</sup>
4. Did the Project increase the level of awareness of consumers of products that do and do not benefit the global environment?
5. To what extent were GEF issues included in school curricula and other teaching activities? To what extent are the objectives of the GEF Operational Programmes internalized in the programmes of the organizations and included in the regular budgets of these organizations?

17. The TOR also called for assessment of the extent to which the Project:

1. helped produce the best available information and knowledge on ecosystem goods and services;
2. used the information in policy and management decisions at global, regional, national and local levels; and
3. strengthened the capacity to undertake and to implement action-based integrated ecosystem assessments.

18. The evaluation focused mainly, but not exclusively, on the significance, implementation and impacts of the Project in participating countries and regional networks. It assessed activities conducted after the MTE, but also considered the follow up proposal of this Project as it was important for the stakeholders<sup>16</sup>. The evaluation reconstructed the Project's chronology in the absence of an institutional memory and an adequate paper trail in order to gain insights on how decisions were made (*Annex 4: GEC Evolution of the Project, Milestones and Implementation Status*). The evaluation also assessed the role of UNEP, the Regional Networks and the Mesas Nacionales in implementation. It examined governance of the Project in detail.

#### Approach and Methodology

19. The evaluator carried out the following set of activities between March and July 2009 that included:

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<sup>15</sup> This question was taken directly from the TORs as prepared by ROLAC – see page 5 of TE TORs.

<sup>16</sup> When the term stakeholder is used, it refers to Regional Network and Country Government Focal Points.

(i) A desk review of project documents and websites:

- Project Approval documents and amendments
- Memoranda of Understanding (MOUs) between UNEP and countries and Project Implementation Unit (PIU) and implementing agencies (regional networks, Mesas Nacionales)
- Project Document, Project Implementation Reports (PIRs), MTE, Sustainability Report and TNS Qualitative Assessment (QA)
- Work plans and other reports
- Log Frames for Project and regional networks
- Minutes of Steering Committee (SC) meetings where available
- List of selected documents requested (See Annex 5)

(ii) Individual meetings conducted with a wide range of stakeholders, partners and participants that included Project management, coordination and technical support staff.

- Focus groups in Chile, and Cuba and a meeting with the Technical Group in Peru<sup>17</sup>
- Representatives of each participating country and past focal points
- Representatives of each participating network and past focal points
- Current and past project staff at UNEP, including the last 3 DGEF Managers and two past Project Coordinator and Fund Management Officers (Panama and Nairobi)
- GEF Focal Points in the countries where they were available

(iii) Telephone interviews with the past Regional Director, a past DGEF and email questionnaires were also conducted. Sample email questionnaire attached as Annex 6.

(iv) An additional interview with the President of the International Council for Local Environmental Initiatives (ICLEI) to confirm events within the environmental local authorities and government circles.

(v) Visits to a participating municipality (Chile) and a school (Costa Rica).

20. Visits to government focal points, regional network focal points and beneficiaries in the seven participating countries became the primary sources. People interviewed and respondents to email questionnaires are listed in Annex 7, not including those interviewees who requested their contributions remain anonymous. A sample of questions is attached as Annex 8.

21. Table 14: UNEP ROLAC Responsiveness to the Recommendations of the MTE 2005 and onward found in Annex 2 analyses Project progress of the MTE Recommendations. In the interest of historical accuracy and appropriate interpretation of the Project's Development Objective, goals, outcomes and indicators, the Mid-Term Evaluation Report<sup>18</sup> (Hugo Navajas, En-edited version, May 2005, 66 pages) should be read as should the document "Implementation Plan of Recommendations for Evaluation"<sup>19</sup>, as both guided the analysis in this Report.

22. The Qualitative Assessment (QA) of the Impact of the GEC Project produced by TNS was a de facto evaluation and provides an overview of the activities within each country and the networks. The QA is recommended reading as a companion document to the Evaluation. It was reviewed by the Evaluator and found to be representative and balanced. A deliberate decision was made not to repeat the work of the QA but rather to draw on its findings.

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<sup>17</sup> The meeting in Peru was an inaugural meeting of the Technical Group created by the new Ministry of Environment. It was more of a show and tell rather than a focus group. Attended by more than 40 people, some were new to the process. The Minister of Environment and the Minister for Environmental Citizenship were both in attendance and participated actively and with much advice to the group.

<sup>18</sup> MTE Report supplied by current DGEF Task Manager via email March 17<sup>th</sup>, 2009.

<sup>19</sup> Implementation Plan prepared in 2006 by PCU to track recommendations of the MTE.

## Methodological Issues of the Terminal Evaluation

23. Given the broad range of players and participants, a reduced number of participants were surveyed. The time lag between the closure of the Project (December-2008) and the conduct of this Terminal Evaluation (TE), caused many stakeholders to think of the Project as a closed file. The regional networks were accessible, the governments less so. In the interest of clarity, given the numerous changes in Task Managers and Coordinators/Managers, this report contains some names to identify both period and management reign<sup>20</sup>. All in all, the evaluation faced several obstacles:

### A. Perception of Over-Evaluation

- Stakeholders stated their issues with the concept of a terminal evaluation; many of the focal points were skeptical, thinking the Project had been over-evaluated:
  - Mid-Term Evaluation (MTE) (2005)
  - Sustainability Assessment (2007)
  - Qualitative Impact Assessment (QA) (2008)
  - Terminal Evaluation (2009)
- Few understood the UNEP and GEF requirements for a Terminal Evaluation<sup>21</sup>. Despite the fact that the SA and QA consisted of studies to gauge ongoing interest in a second phase and a “monitoring tool” agreed to by the Steering Committee, many questioned this evaluation process<sup>22</sup>. In 2007, a Consultant, now the current DGEF officer responsible for this Project, was hired to conduct a Sustainability Assessment seeking input from governments for a future project. In mid-2008, the Qualitative Assessment (QA) was conducted. Many stakeholders revealed their assumption the TNS QA was the terminal evaluation, this last TE appearing superfluous.

### B. Documentation Issues

#### *1. Access to and Organization Project Documentation*

- Given the ex-Post nature of the evaluation, the many staff changes over a 12 year-period, obtaining an organized institutional record of the Project was extremely difficult. Access to documents proved to be problematic for a variety of reasons. What was requested was the decision-making record of the Project, Minutes of Meetings and Steering Committee meetings. DGEF ROLAC provided the evaluator with information available to the unit. It should be noted however that the products provided did not represent the body of work produced by the Project nor did it include the official record of decision making. Record keeping under four coordinators managing the Project during the implementation phase (2002-2008) and another three during the PDF phase resulted in less than systematic organized institutional memory with easily retrievable and organized files. During the logistical and preparation phase of the mission, there were delays accessing some of the project information. Existing relevant information was sent to the consultant by UNEP ROLAC.<sup>23</sup> As there were

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<sup>20</sup> Individuals were named because of the numerous persons involved in the project over its long development phase as well as the 6 year implementation phase, 12 years in total.

<sup>21</sup> This was evident in the PIRs with reference to the TE.

<sup>22</sup> This conclusion was reached based on the email correspondence relating to the Evaluation of the Bids to conduct this “monitoring and evaluation” as per GEF guidelines and discussions with various persons from government and regional networks.

<sup>23</sup> DOCUMENTS SENT BY TASK MANAGER:

- PRODOC
- MTE
- PIRs FY 2004/05/60/07
- Qualitative assessment TOR
- Full mission reports archive

many gaps with the information received, the evaluator requested additional information and archival materials arrived in DVDs via DHL a few days before mission departure – of these, 2 email DVDs out of 5 DVDs sent, could not be opened. What finally occurred was a deluge of information that did not satisfy the need for the official decision making record of the Project. There were no organized archives available electronically before 2005 that should have by all rights been housed on the Project website.

- UNEP's move from Mexico to Panama had also created a gap in the paper trail: hard copy and the majority electronic documents on the website were not available. The Final Report of the Project prepared by the PCU noted a list of archived and available documents in Addendum 3. A sample of these was requested several days in advance of the mission but these documents were not available, apparently still warehoused in Mexico or in transit following the consultant's request. (*See Annex 5 for list of documents that were unavailable when the consultant arrived in Panama.*)
- A great deal of time was spent requesting files that were incomplete, improperly labeled; partial (not including required Annexes) or erroneous.

## 2. Contact information of the stakeholders

- DGEF/ROLAC and the project coordinator provided the evaluator with contact information available to them updated in December 2008. Despite this, basic contact information of government focal points provided by the DGEF proved to be erroneous in at least four cases, involving both telephone numbers and email addresses. It took the better part of a month to locate the government focal points in question. When contacted several times by email and telephone, many government focal points still did not respond. The nature of this ex-Post evaluation made it difficult to find the necessary people/counterparts in their former project-related capacity. Equally, changes in government in a number of the countries compounded the difficulty in accessing some of these individuals.

## 3. Accessing and Labeling of the Official Documents of the Project

### 3.1 The Project Document

Toward the end of the mission, a folder of three different Project Documents developed during the PDF approval phase: in June 2002<sup>24</sup>, July 2002 and August 2002 was given to the evaluator. The Project Document dated June 2002 provided by UNEP was without Annex 1:

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- Minutes of Steering Committee Meetings
  - Continuity proposal (incl. Budget and TOR)

#### DOCUMENTS SENT BY PROJECT COORDINATOR:

- Audio materials created by AMARC and ALER
- Thematic manuals created through the project
- TV add created by Consumers International
- Project's logical frameworks
- Mid-term review
- Last coordinator's mission reports
- Last coordinator's progress reports
- Last coordinator's project implementation reports
- Last coordinator's final project report
- Contact details of counterpart's focal points
- TNS final report
- Various documents from the 5th meeting of the steering committee

#### DOCUMENTS COPIED ON 5 DISCS SENT VIA COURIER:

- Complete electronic archive of the project held by the Project Coordination.

<sup>24</sup> This was the Project Document used for the mission and that provided by the DGEF Task Manager in email March 17, 2009.



Workplan; Annex 3: Budget by Activity; Annex 4: Yearly Budget by Component; and Annexes 10a to 10f: Letters of Endorsement.

### 3.2 Mid-Term Evaluation

Similarly with the copy provided by the DGEF Task Manager (TM) of the MTE in PDF – although labeled as final, its cover page states “En-edited”.

### 3.3 Steering Committee Minutes

Of the Steering Committee Minutes provided, those of the Fifth and Final Steering Committee were provided in full as part of the Project Final Report. Minutes of the 4<sup>th</sup> Steering Committee were provided (Mexico – 2006) but these did not properly identify the location and dates and were misnamed as “4<sup>th</sup> Minutes Chile 9 Correction Final” in the PDF document. The review process had left these minutes with a misleading label. Some of the remaining Minutes of the Steering Committee were found one at a time and despite requests to all of the stakeholders, not all were found. Finally, the Minutes of the Third Meeting held in Quito (July 2005) were provided when the evaluator specifically asked the previous DGEF TM, still based in ROLAC. No one had a complete record of the Project’s Steering Committee meetings or the records of the multiplicity of other meetings held – hence the many gaps in the official decision making record.

### 3.4 Annexes to Documents

Further, obtaining annexes to the many meeting Minutes and Acts which did exist was difficult, an issue which should be addressed to ensure to proper official record keeping in future GEF projects. This meant that what minutes did exist did not always follow procedure and did not properly document decisions taken and actions to be taken post the Meeting. Even when the full roster of Minutes and Annexes were provided as with the Second SC Meeting in Ixtapan de la Sal, the amended record and versions of Adenda were not available.

## 4. *The Website and its lack of function*

The website was barely active, essentially a shell – most of its contents lost in ROLAC’s move to Panama (*See Annex 9: Analysis of the Project, Regional Networks and Government Websites of the GEC Project*). As early as 2004 a practice was established requiring that all of the Steering Committee minutes and amended addenda be posted on this website<sup>25</sup>. The early institutional memory of the Project was no longer available including: internal documents of the Steering Committee; Minutes of the Steering Committee, key reports and products); as well as the ability for focal points to interact on its closed user platform. (According to UNEP ROLAC, this user platform was not used by stakeholders). Most of the Project network and government websites are no longer updated at the time of the TE, and in some cases, their affiliated websites to the GEC are no longer functional. This was the major stumbling block encountered in the TE as the website was to have been the Project repository of documents.

## 5. *Sustainability Assessment Report*

The Sustainability Assessment Report dated February 2009 was the result of TORs for the Robert Erath consultancy conducted in 2007. The final product for this consultancy was due November 30, 2007 as was supposed to be “Project proposals for all five countries<sup>26</sup> ready for presentation to a range of bilateral and multilateral agencies”. The current DGEF Task Manager who conducted the consultancy explained that a second phase of the GEC was

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<sup>25</sup> As per DGEF TM (Kristin McLaughlin), page 2 of Mission Report, May 2004.

<sup>26</sup> Chile was not included which may explain some of the issues relating to the follow-up to the municipal baseline study.

deemed ineligible for funding under new GEF strategic programming, hence, the development of a proposal(s) for alternative funding. The drafts from 2007, which were the initial 2007 products<sup>27</sup> produced at the end of this consultancy were requested several times by the TE evaluator but was never received. According to the DGEF TM, these 2007 drafts were transformed into the draft document made available to the Evaluator. The **Final** Proposal (2009) was forwarded from DGEF/ROLAC to DRC/ROLAC to further explore funding options. Although this **Final** proposal (2009) was also requested more than once, it was never received by the evaluator. Numerous emails requesting clarification on these issues were also ignored. The presentation of this proposal was a final PowerPoint presented at the 5<sup>th</sup> SC in Panama (October 2008). A proposal prepared by ROLAC is currently under review with UNEP Nairobi<sup>28</sup> - a Summary of its objectives and rationale is attached as Annex 3. Stakeholders noted that they too had never seen the proposal.

### C. Logistical Complexities

- The unwieldy and complex logistical arrangements required to meet with so many in so little time were challenging.
- The Project's Coordinator not being on location in Panama in the early portion of the TE consultancy was an issue. In the early pre-mission departure, access to the Project Coordinator was curtailed as "Ruben is no longer coordinator and supporting this process as a courtesy,"<sup>29</sup> despite the fact that the last Project Coordinator was a contract employee of ROLAC based in both Mexico and Panama. Later, access to the Project Coordinator was resolved when persistent requests for documentation continued.
- Meeting certain key regional network focal points was impossible. In many countries and Regional Networks, the Project had been delegated to an administrative staff for closure. Ex-focal points who had been substantively involved in the Project were contacted, but could not be found within the available time frame.
- After postponing mission dates for ten days to ensure meetings with government focal points in Mexico (SEMARNAT and EDOMEX), this proved fruitless. Similarly, with the GEF Operational Focal Points, in Mexico, it was impossible to meet with this individual and most of the others with the exception of the staffer from Peru. The GEF Operational Focal Points had had relatively little connection with the Project. Those who were available knew little about it and offered little in the way of insights.
- Some of the national network focal points in Mexico were too distant to access in person and their contact information were provided too late. In Argentina, the government and GEF operational focal point was no longer in her dual role and could not be found. The Costa Rica government focal point agreed to meet but then did not fulfill his commitment to do so.
- Reconstruction of the Project in the absence of a solid paper trail and an organized official record of Project decision-making posed a major challenge.
- Ex-Post terminal evaluations are difficult especially in a Project of this longevity.

<sup>27</sup> As outlined in the supplementary data to the contract and TOR:

**Ultimate result of services:**

- Project proposals for all five countries ready for presentation to a range of bilateral and multilateral agencies. The default presentation format will follow that of the updated GEF MSP. Adjustments to the document may be required from the consultant in order to fit with presentation formats used by other agencies.
- The documentation will also include any information and/or proposed financing negotiation results and/or arrangements achieved during the missions or ensuing communication.
- The consultant will include in the project documents any other outstanding issues that the UNEP/DGEF Regional Coordinator may find during the execution of this consultancy assignment.

<sup>28</sup> During the course of the consultancy in reference, the continuity of GEC was found to be not eligible under new GEF strategic programming and thus no longer to be crafted as a DGEF proposal. Hence the initial draft from 2007 underwent a transformation to take the shape of an ongoing program, which lasted well into 2008 and was done without further cost. From DGEF/ROLAC it was forwarded to DRC/ROLAC, for them to further explore funding options. This development was clearly explained to the evaluator. The proposal was sent by email and is also part of the full electronic archive provided to the evaluator. The statement "was requested more than once and never received" should be removed.

<sup>29</sup> Email correspondence with the DGEF.

## Chapter Two

### The Evaluation

24. The report follows the spirit and approach recommended in the TOR (Attached as Annex 10). An overall rating of the Project as prescribed is included in Chapter 3. Supporting documentation and required annexes are available in Annexes 1 to 16.

### I. Attainment of objectives and planned results

#### Relevance of the Project

25. The Project was imminently relevant, if ambitious. As a country focal point articulated: the Project was “tailor made for Latin America”. Much of the institutionalization seen in both countries and networks would not have occurred without the Project. Despite all of its difficulties, it became a confidence building exercise facilitating government/network and NGO relationships and the Project positively influenced and harmonized an approach to environmental management and the Conventions that would not have occurred without its interventions. This is especially true for individuals involved in the first tier of the Project – the government and regional network focal points – their immediate constituencies, the Mesas Nacionales and Municipales who were provided a great training ground. The Project was as much about processes as it was about generating products and executing activities.

26. The following is an analysis based on the goals articulated in the Project Document’s Logical Framework Analysis (LFM):

**Table 5: Global Environmental Citizenship Project – Attainment of Objectives and Planned Results<sup>30</sup>**

Summary	Objectively Verifiable Indicators	Evaluation Findings
The development objective of the Project was to contribute to the formation of a Latin American citizenship aware of its global environmental rights and responsibilities. The Project was to target, through six regional networks, some of the key social actors in order to enable them to internalize global environmental priorities by removing information barriers and facilitating sound environmental	The membership of the participating key social groups, willing to work jointly on the GEF themes: AMARC/390 radio stations; CI/34 national organizations; IUCN-CEC/131 members, both governmental and non-governmental; CLAI/2.8 million members in the region; PARLATINO/924 parliamentarians organized in 22 commissions; IULA/205 local authorities members.	The GEC Project has made a positive contribution to the concept of environmental citizenship in Latin America although it has not necessarily achieved its goal of a regional environmental citizenship at the level of the public. It failed in the municipal component where the AMMAC network left the Project in late 2006, at a time when demonstration activities were launched. This compromised the building of a regional network between leaders of municipal governments and had a serious impact on potential dissemination of best practices both nationally and regionally.
	Increased awareness and information developed by the social groups to apply effective environmental management instruments (such as legislation and municipal guidelines).	The Project achieved the capacity building objective of training the regional networks, broadly influencing how decisions are being made in environmental citizenship in the participating countries, both at the levels of parliamentarians, in the Mesas Nacionales and in the selected groups of municipalities in which the Project worked. Knowledge of environmental laws with parliamentarians was enhanced. Whether this has had

<sup>30</sup> Columns 1 and 2 are from the Logical Framework Matrix, Project Document 2002.

Summary	Objectively Verifiable Indicators	Evaluation Findings
decision-making at the national level.		<p>significant impact on the creation of new laws was not surveyed. There was no evidence that the Project had been responsible for the issuance of new environment laws. In countries such as Cuba, the Project provided an opportunity to educate parliamentarians, local government mayors, “diputados” and lawyers in environmental frameworks.</p> <p>At the municipal level, certain targeted municipalities were exposed to new decision-making frameworks, processes and environmental management concepts not known before the Project. Those who adopted Local Agenda 21 frameworks learned to address issues of environment in a consensual decision-making environment.</p> <p>For most national governments, this was a first foray into working with municipalities, bringing environmental concerns down to the local community and municipal levels.</p>
	Contributions of the social groups <sup>31</sup> to local products in the medium and long term on these issues.	The manuals prepared by the regional networks and the four thematic manuals will have a reasonably long life and use within the respective constituencies and countries, although some are of the opinion that these manuals currently need updating.
	Increased governmental, private and social budgets or inputs related to global environmental topics.	As an indicator, this was a lofty goal and hardly within the confines of this Project. Attribution in this case is difficult to confirm in the absence of adequate surveys and baselines. Further, the many converging forces of information technologies and the democratization of information could also have influence on policy and attitudinal changes in the participating countries. Given the lack of baselines in almost every country and within each network, one can only rely on anecdotal information described in the QA. True measurements of results remain elusive.
	A regional programme of environmental citizenship which allows for the incorporation of new entities, such as industry, youth, women, etc.	The Project’s influence remained mostly at the policy and political level in the national sphere with lesser impacts in participating municipalities. Individuals who participated in the demonstration and information dissemination activities may have been significantly influenced. But, there are few cases where results are measurable. The regional programme of environmental citizenship failed to be developed. Was it encouraged? Or was it too costly in view of the many Project extensions. By 2005, most of the original guard advocating of a largely regional network led project was gone and the notion of “getting through the project” prevailed. Besides, there was little funding left to direct to regional environmental citizenship. Monies were spent to keep the program going for an additional 3.5 years of implementation from an initial projected end of project in May 2005 to that of the project’s end in December 2008. (See Table 6 on Achievement of Outcomes)

<sup>31</sup> These are the primary stakeholders of the Project, the regional network and government focal points

27. As articulated in the Project Document, the anticipated End of Project Situation states: “In a period of three years, the GEC Project will strengthen the response capacity of six selected key regional social groups to four global environmental priority themes of GEF for the region. The Project will also carry out medium term activities between the groups and their sub-regional and national partners, with the focus of contributing to solution of global problems as manifested locally, at least in seven countries of the region”. There were no verifiable indicators associated with the stated outcomes of the LFM in Table 6.

**Table 6: Global Environmental Citizenship Project – Achievement of Outcomes**

<b>Outcomes<sup>32</sup></b>	<b>Evaluation Findings</b>
Six implementing networks (social groups) organized and ready to participate, on a consensual and shared basis, in the undertaking of activities for a global citizenship.	For unclear reasons, the Project did not strongly encourage the transversal and multistakeholder approach at the regional level, especially after the MTE. The approach focused on the national level, probably for ease of administration. This allowed less opportunity for difficulties and dissensions after GEC’s lackluster beginnings.
Environmental information tool-kits for the networks, which will reflect the optimum design, and the requirements of each network, their members and partners. Additionally, they will have an assortment of global environmental material, adapted to the specific needs of the six networks, as well as a web page developed for each one, to be disseminated among their users.	The tool kits were well developed and as evidenced throughout the participating countries, well used. Different methods were used in different countries. Unfortunately, in the case of the most obvious technology, that of the websites, most of the stakeholders had failed to maintain these a few months after the closure of the Project. The Project’s website was useless for the purposes of this evaluation as even the manuals were not available and many of the links to the networks were broken. Furthermore, the closed user platform was decimated in the move from Mexico to Panama, leaving a shell of a website in the transfer: <a href="http://www.pnuma.org/ciudadania">www.pnuma.org/ciudadania</a> (Annex 9 provides a detailed overview of what remained of this website as well as other project-related websites). According to DGEF ROLAC, the closed user platform was not used by governments and networks with the intensity expected, and was discontinued by ROLAC in the terminal stages of the project.
An inventory of existing technical information in the four GEF focal areas. Applied models of regional legislation on biological diversity, ozone layer protection, climate change and sustainable management of international waters, all within an appropriate legal framework. Models and information on the experiences of municipal environmental plans and their legislation on these topics will be examined.	The PARLATINO documents: the Environmental Laws and Guidelines Manual and the Primer prepared on the Project provided an overview of 20 MEAs as well as the results of a study conducted by the Project on various environmental laws of the participating countries. As well, PARLATINO was able to conduct a feasibility study on the creation of the Latin American Court for Environment. The applied models of regional legislation on the GEF focal areas however did not occur. This was probably too ambitious for the time frame. At the level of municipalities, two manuals were developed and the Project had the benefit and experience, as well as the body of knowledge of the Earth Council. Costa Rica’s experience with Local Agenda 21s proved to be useful as was ICLEI’s document on Agenda 21s; both assisted municipalities in demonstration activities. Had there been a strong regional municipal network, harmonized tools could have further advanced the agenda at the local level. However, these were not produced with a regional focus in support of the regional objective. As it was, the lead was taken by the PCU who did not have strong experience in local governments. For most national governments, this was the first time where they were actively involved in implementing activities with local government. The departures of the municipal networks from the Project, FLACMA 2004 and AMMAC in 2006 were major losses, especially the latter at the time when dissemination levels of the Project’s products, tools and decision-making and participatory frameworks. The PCU who assumed

<sup>32</sup> The outcomes are from the Logical Framework Matrix from Project Document June 2002.

Outcomes <sup>32</sup>	Evaluation Findings
	responsibility for this dossier did not have the knowledge or capacity to fully undertake this portion of the Project.
The establishment of the capacity to produce monthly supplements for consumers on the global environmental impacts of products and services. The supplements will be published electronically, printed, and broadcast on the radio. Practical guides for teachers of primary levels will be prepared. There will also be practical guides to develop community-focused radio programmes on the four global environmental themes. Environmental liturgical guides and tool-kits for ecclesiastical leaders will be prepared.	Although there was a great deal of activity in the production of radio spots and information for consumers, monthly activity varied across the board. Furthermore, there was no tracking of this requirement for monthly supplements and radio broadcasts. Within the context of teachers, IUCN produced a very high quality training programme on DVD for teachers toward the end of the Project. At the time of the evaluation, not all countries had received copies. The CLAI, the churches' network, had great success with their liturgical guides and the expansion of their networks. Their infrastructure facilitated easy access to their constituencies and an ability to move agendas broadly through their LAC infrastructure. They were able to do so frequently and successfully through their liturgical calendars.
An increase in the membership of the six networks willing to work on resolution of global environmental problems. The capacity of the networks to obtain local outputs on those themes in the medium term will be established.	The Project did not track whether membership levels within the networks increased during the life of the Project. Some of the networks were able to generate local outputs as each regional network assigned activities nationally that were then translated at the municipal level. How strong an impact these had at both national and municipal levels is difficult to measure without the baseline and the follow-up studies.
The incorporation of the experiences and lessons learned from other, similar initiatives that have been undertaken in the region and complement this Project (e.g., UNEP/OAS/GEF Project).	It was not evident that there were effective linkages made between the UNEP/OAS/GEF Project.  The Project in its initial phase worked with the Earth Council on Local Agenda 21s. The strongest ongoing linkage with the Project was with the Earth Council through the GEC Project's creator, as well the two other Project coordinators who had worked there. The Earth Council was founded in preparation for the Earth Summit to integrate broad, grassroots efforts to achieve the Earth Summit's goals through the mobilization and support of a network of citizen groups, NGOs and other organizations to build a more secure, equitable, and sustainable future. The GEC Project was an effort to extend these goals throughout Latin America. From 1992 to 1998, the Earth Council had set up more than 80 National Councils for Sustainable Development in developing countries to build the principles of sustainability into national development plans, including monitoring government compliance with commitments made to international agreements and to facilitate partnerships for creative solutions to Agenda 21 issues. It was this knowledge of the Conventions and the many networks in the region that contributed the initial body of knowledge that reinforced the Project's approach and organizational strategy. The Project was not created in a vacuum, but in a context rich with promise for the building of a regional environmental citizenship programme.
The adaptation of agendas, priorities and outputs of the six key groups and their members towards a civic responsibility incorporating the global environmental themes of GEF.	The regional networks and countries absorbed the lessons of the Project and many integrated "environment" and the GEF themes into their agendas. In several countries, desertification was added as a thematic area. The OPs were the best way to educate given the GEF's global focus through the MEAs. They simplified the message of the four Global Conventions and provided a vehicle for grounding the information and allowing the regional networks and participating countries to integrate the objectives of the Project into the manuals. The OPs were consciously

Outcomes <sup>32</sup>	Evaluation Findings
	<p>integrated into all of the Convention and network manuals through the guidance of the Technical Advisory Group (TAG). These thematic manuals were then adapted to national and local contexts. In all cases, regional networks adopted environment as a key focus of their activities. The Project, at one level did help to a point, producing valuable information and knowledge on ecosystem goods and services (Chile's Solmaforo and sustainable consumption guidance provided through CI). How much of this information was used in policy and management decisions at the national and local levels was difficult to track and attribute in most of the countries. But many people were trained by the Project to assume increasingly more responsible positions. Progress was made in education, consumerism, the churches, PARLATINO and at the grassroots through radio and the municipal demonstration activities. The capacity to undertake and to implement action-based activities on environmental knowledge was increased, but whether it encompassed integrated ecosystem assessments was difficult to evaluate in the absence of baselines. (See Table 7 for quantification of Project reach).</p>
<p>Mechanisms to link national organizations such as the National Councils of Citizen Participation or similar entities through collaboration activities with the Earth Council.</p>	<p>The "Mesa Nacional" or as it has been referred to the "National Coordinating Committee" is a true result and success of the Project. Similarly, this model was also adapted at the municipal levels. Unfortunately, beyond the initial meeting of mayors from the region at Ciudad de Valle, Mexico in 2004, there appeared to be little or no linking between Mesa Nacionales with each other or with other similar activities thereafter. There was no evidence that these Mesas Nacionales were linked to the National Councils of Citizens' Participation. Each country evolved its own models mirrored on the regional network model through Mesas Nacionales, which were expressly created for and by the Project. When the PCU lost its affiliations with the Earth Council, this aspect of the Project was abandoned.<sup>33</sup></p>
<p>The consolidation of mechanisms for dialogue and interaction of the networks with the governmental authorities of the region through the citizen forums and through their participation in the Forums of the Ministers of the Environment of Latin America and the Caribbean.</p>	<p>This occurred on a punctual basis but it was not consolidated as a whole Project effort. When the Forum met, the PCU would select certain individuals to attend on the Project's behalf. In the PDF and earlier implementation phases of the Project, the Regional Networks attended but later, this was not the case. Where this could have been ensured and institutionalized would have been through the GEC Regional Advisory Board, which was never constituted. The strategic opportunities that such an approach would have offered were not created. The leadership was not there.</p>
<p>A regional programme of environmental citizenship, which allows the incorporation of new entities, such as industry, youth, women, etc.</p>	<p>There are national networks that are more established in certain countries than others. There exist very strong links between the regional networks, which have forged an important development in civil society history in the region. However, these links remain personal and limited to the networks at hand. The constituencies were expanded in a few select contexts such as the Peruvian Ministry of Environment Technical Group/Grupo Tecnico, which is now an advisory group to the Minister. All of the members of the Mesa Nacional and an expanded group that includes the private sector, indigenous and many other stakeholders are now advisors to the Ministry of Environment and the Ministry for Citizenship Participation.</p> <p>From a regional perspective, after the MTE and the changes adopted under the new Task Manager in 2005, the revised implementation strategy did not include a regionally cohesive and planned programme of environmental citizenship. There are no records that indicate why this</p>

<sup>33</sup> The last Coordinator of the PCU, although a good manager, did not know the milieu and had little experience managing projects of this scope, nor was he trained in environment. His knowledge of the context in which the Project was created was limited. He was not guided to integrate the goal of a regional environmental citizenship programme which encouraged cross network linkages and programming on a regional basis.

Outcomes <sup>32</sup>	Evaluation Findings
	approach changed – the results were nationally focused initiatives with little reference or relationship to a concept of a regional programme for environmental citizenship.

28. Although attempts were made through regional network Log Frames to articulate verifiable indicators, these were abandoned along with the Project Document Logical Framework Matrix after the 3<sup>rd</sup> SC (Quito). After July 2005, the activities described in these documents were modified along with the modalities for implementation. This is discussed in the Implementation Approach.

### Effectiveness of the Project

29. It is difficult to tell how successful the Project might have been had it had the right start up with sustained leadership and management. The question is - to what extent did the participating countries and networks truly internalize Project goals? Responding to the key questions of the evaluation:

1. The Project did generate public awareness of global environmental problems in LAC. The Project's impact is most visible at the level of people trained directly by the Project as indicated by the Regional Networks that remained who internalized "environment" into their agendas. (See Table 7 for additional impacts).
2. The Project did provide technical training on GEF issues and helped to increase the level of understanding of global environmental problems and the objectives of the GEF Operational Programmes by the members of the six networks. The extent of this understanding and knowledge is not known although it can be assumed that exposure to 'environmental' issues did penetrate those who were directly linked with the Project.
3. Project outputs did influence the decision-makers and Parliaments of the region in introducing the concepts and knowledge of existing environmental legislation and GEF OPs. Again, the extent of this influence cannot be measured within the confines of the TE.
4. The Project increased the level of awareness of consumers and products that benefit and do not benefit the global environment within the participating countries and municipalities. Its impact may have been extended throughout the region with the work currently being conducted in sustainable consumption. However, this is not measurable.
5. GEF issues were included in school curricula and other teaching activities to quite an extent. The inclusion of GEF Operational Programmes originally into the thematic and regional manuals ensured their internalization into educational materials produced by the Project. However, budget designations in the educational sector as a result of the Project are not measurable indicators.
6. The impact on municipalities, given the evaluation time and resources, could not be assessed. Municipalities were dispersed in almost all countries: Ecuador, Chile, Mexico, Argentina, and Costa Rica. Chile was the only country to have conducted a baseline of its municipalities and had planned to further assess the impact with municipalities based on the initial survey conducted prior to demonstration activities.



## II. Achievement of outputs and activities

### Capacity Building

30. At the country and municipal levels, the learning was successful with the immediate targets at both the government and community levels where the Project had a direct impact on individuals. In all cases, people were trained throughout the participating countries and the regional networks. The Mesas Municipales and Nacionales were the Project's vehicles for on-the-ground participation and multistakeholder decision-making. These participatory decision-making models introduced citizenship applications and processes never seen before at the national and municipal levels. From this standpoint, these models for environmental citizenship participation were among the best results produced by the Project at the height of its implementation. The Project also conducted demonstration activities at the municipal and local levels in its second phase (2005-2008) in the seven countries – this became the second tier of Project beneficiary. Communicating best practices and dissemination of materials occurred in various ways.

### Training Materials

31. The Project developed four regional thematic manuals and specific targeted manuals for each of the regional networks to be adapted and used at each country level for training. The training materials were difficult to produce; the process was long but the quality was closely monitored and tested over time. The quality of the manuals did speak for themselves and these were harmonized throughout all of the participating countries. They are still in use although some are of the opinion these are ready for updating. The Project also supported a complete and thorough review of the national legislation dealing with GEF's focal issues through PARLATINO.

32. The key GEC outputs are:

- **The four thematic manuals:**
  - Manual on Climate Change
  - Manual on International Waters
  - Manual on Biodiversity
  - Manual on the Ozone Cap
- **The Regional Network Manuals:**
  - AMARC's Environmental Manual
  - CLAI's Manuals on 12 Environmental Themes
  - Consumers International Sustainable Consumption Manual
  - IUCN's Environmental Education Manual
  - IUCN's Manual on Global Environmental Citizenship for Primary Education Teachers of LAC
  - FLACMA's Councilor's Manual for the Protection of the Environment (translated from a Habitat Document)
  - FLACMA's Guide for Local Sustainable Strategic Planning (Local Agenda 21)
  - PARLATINO's Environmental Laws and Guidelines Manual – a thorough review of national legislation focusing on GEF issues.
  - PARLATINO's Primer on Global Environmental Citizenship
  - PARLATINO's Feasibility Study on a Latin American Court for Environment.
- Costa Rica's National Brochures for Global Environmental Citizenship
- The Multimedia Package developed by Cuba
- The Training Programme for Teachers on DVD developed by IUCN
- The radio spots adapted to all of the participating countries and translated into indigenous languages throughout the participating countries (AMARC/ALER).

- CI's innovative approaches to education tailored for every country's needs various national associations developed specific manuals on consumer issues: (i.e.) Manual on Biodiversity and Consumption, The Power of Labels – A Diagnostic on Labeling in Mexico.
- The package of Training Materials prepared by CLAI and disseminated to more than 180 groups linked to other inter-religious networks in LAC
- The Agenda 21 Guidelines for a New Governance (for municipalities and towns).
- The various Network, Country and UNEP websites dedicated to the Project

### **Demonstration and Dissemination Activities - Best Practices - Their Reach and Impact**

33. The Project did influence the systematization and institutionalization of models generated in several countries. This is well covered in the Qualitative Assessment of Impact conducted by TNS. However, the full body of Project products developed was difficult to find. It became apparent that the collection of best practices became a last minute scramble as witnessed reading one network's files. No central repository of the work conducted under the Project was in place; they had not retained an organized archive of the work produced with the Project.

34. The lack of baseline and performance indicators also made the selection and definition process of best practices even more difficult. Without a clear definition of what was a best practice, the PCU resorted to best practices identification by stakeholders without pre-established criteria. In the PIR, "an acceptable level of efficiency....in terms of completion of activities, was considered as best practice by most networks". For all intents and purposes, AMARC/ALER, CLAI, CI, IUCN and PARLATINO all opted for dissemination of their best practices via the Internet. The websites' analysis (Annex 9) indicates that if this worked for a period, it was no longer effective. Table 7 provides an encapsulated view of Best Practices, their reach and impact.

**Table 7: Best Practices<sup>34</sup>, Reach and Impact<sup>35</sup>**

<b>Stakeholders</b>	<b>Best Practices<sup>36</sup></b>	<b>Reach and Impact Evaluation Findings</b>
<b>Project Best Practices</b>	The Mesas Municipales and Nacionales were the Project's vehicles for on-the-ground participation and multistakeholder decision-making. These participatory decision-making models introduced citizenship applications never seen before at the national and municipal levels. From this standpoint, these models for environmental citizenship participation were the best results produced by the Project at its height of implementation.	National and Municipal During the Project, the activities generated by these models were dynamic, productive and cost efficient. Its reach spanned the participating countries and selected municipalities. The sustainability of Mesas is questionable in light of the evaluations findings. See Analysis on both Mesas Nacionales and Municipales below.
<b>AMARC/ALER</b>	Alliance between AMARC and ALER for project implementation, resulting in efficient collaboration and an important number of outputs created, including 43 educational radio spots around GEF focal areas, distributed throughout the region.	Regional AMARC/ALER developed a Best Practices bulletin entitled "Las Mejores Practicas" diffused to all 18 LAC members of AMARC virtually through PULSAR at <a href="http://www.agenciapulsar.org/nota.php?id=10350">http://www.agenciapulsar.org/nota.php?id=10350</a> The radio spots are profiled at: <a href="http://ambiental.agenciapulsar.org/">http://ambiental.agenciapulsar.org/</a> in a variety of indigenous languages throughout the participating countries (AMARC/ALER). The reach was wide as:

<sup>34</sup> Many of the best practices were identified by governments and networks themselves. Others were findings of the evaluation.

<sup>35</sup> Mexico SEMARNAT and Mexico EDOMEX were not met and not included in this analysis.

Stakeholders	Best Practices <sup>36</sup>	Reach and Impact Evaluation Findings
		<ul style="list-style-type: none"> <li>AMARC LAC links with 400 direct associations and more than 1500 radios through national networks.</li> <li>ALER's breadth is continental with 188 LAC radio affiliates and 300 radios linked at local, national and regional levels.</li> </ul> <p>Given AMARC and ALER's different ideological approaches and the nature of the work was dependent upon national affiliates, a broader spectrum of coverage was possible.</p>
CI	Consumer Labeling in Mexico and Biodiversity and Consumerism.	Regional At the municipal level, there had been previously little involvement and CI sought to find ways to advance the agenda in municipal activities as they did in Cuba.
	Successful implementation of activities underpinned by a thorough research of project partners at local levels and convening power to call for local stakeholders and other networks to participate.	Argentina (Municipality of Barranqueras)
	Successful collaboration with government authorities to promote environmental issues focusing on Climate Change and other sustainable consumption topics. Development of promotional materials, including TV spots.	Costa Rica
	Successful collaboration with federal and local/regional authorities providing technical support in developing training materials and workshops.	Mexico, State of Mexico.
	Development of a methodology for the promotion of environmental issues around GEF focal areas, addressing consumer needs and replicability through Consumer Fairs.	Peru
CLAI	Development of activities with major impact at local level, focusing on a local/transboundary environmental conflict between Argentinean and Uruguayan municipalities, with great media coverage.	Argentina (Municipality of Gualeguaychu)
	Development of inter-religious forums and other ecumenical activities, on the environment and GEF focal areas, major impact at local levels, with some media coverage. Extension of Project's benefits to other religious groups, including the Catholic Church and other faiths.	Costa Rica, Chile, Cuba
	CLAI has five regions in LAC each headed by a coordinator. Its 180 ecclesiastical organizations and 15 million members facilitated the training of 6000 religious leaders on the 4 GEF Conventions and faith linkages.	Regional Activities: <ul style="list-style-type: none"> <li>5 Inter-religious Fora on Environment and Active Faith</li> <li>25 activities for faith communities in municipalities participating in the Project</li> <li>Production of a Liturgical Manual for the faith</li> </ul>

Stakeholders	Best Practices <sup>36</sup>	Reach and Impact Evaluation Findings
		<p>communities</p> <ul style="list-style-type: none"> <li>• Workshop for writers of faith-based materials on the Project themes</li> <li>• Regional Forum on Ecology- Economy- Theology.</li> <li>• Internal Evaluation of the Project</li> </ul>
<b>IUCN</b>	Development of training course for educators focusing on GEF focal areas, available for replication in region.	<p>Regional</p> <p>See Table 8 for full breadth of IUCN activities. IUCN successfully disseminated its best practices through its website: <a href="http://www.educarparaparaconservar.org">www.educarparaparaconservar.org</a>. The site is useful and updated.</p>
	Successful dissemination of products and models at the IUCN World Congress. GEC Project is considered as one of the best 60 environmental practices developed in the last year.	Regional
	Study of educational curricula to include environmental topics in educational programmes. Certification programme in environmental education for teachers.	Chile
	Successful collaboration with national government in developing training materials and fostering links with other ministries and municipal authorities for Project inception. 120 hour DVD course for teachers focusing on the 4 Conventions.	Ecuador
<b>PARLATINO</b>	Successful dissemination of results; agreement to promote future collaboration with the European Parliament.	<p>Regional</p> <ul style="list-style-type: none"> <li>• PARLATINO trained 600 out of the 4000 parliamentarians in 22 countries of LAC on the issues of the four Global Conventions.</li> <li>• Each parliamentarian is reinforced in his/her responsibility to apply their learning in their legislative capacities</li> <li>• The creation of the Inter-American Court for Environment reveals how PARLATINO sees its role in the long-term.</li> </ul> <p>However, there were varied levels of commitment with an uneven representation throughout the countries and no participation in Ecuador.</p>
	Regional agreement for Project continuity.	Regional
	Strong collaboration with Mesa Nacional.	Argentina, Cuba, Mexico, and Peru,
<b>Argentina SAyDS</b>		<ul style="list-style-type: none"> <li>• National collaboration and dissemination with IUCN effected through the National Labour Union of Teachers.</li> <li>• Long-term dedication and collaboration of the Argentinean Federation of Municipalities and its research arm made for effective implementation at the municipal levels.</li> <li>• Strong government commitment with GEF Operational Focal points for municipal demonstration activities.</li> <li>• Strong government linkages with the regional</li> </ul>

Stakeholders	Best Practices <sup>36</sup>	Reach and Impact Evaluation Findings
		<p>networks – CI, PARLATINO, and CLAI.</p> <p>Municipal highlights included:</p> <ul style="list-style-type: none"> <li>• General Cabrera developed an environmental unit in its municipality.</li> <li>• San Martin de los Andes was able to stop a large urbanization Project through the tools and technical assistance of the Project.</li> </ul>
<b>Cuba CITMA</b>	Consistent approach to Project implementation, superior coordination system.	<ul style="list-style-type: none"> <li>• The Institute for Radio and Television was able to cover 95% of the country through 92 radio stations.</li> <li>• Consensus models were developed and tested with discussion of new issues- the language of the Project is being used (i.e. New Environmental Education Strategy for Cuba is called Ciudadania.</li> <li>• Parliamentarians and diputados played a big role along with the major players at the municipal level.</li> <li>• The Project was able to compensate for a lack of manuals in Cubes providing an opportunity to develop multimedia materials on DVDs for greater training opportunities. Multi-media products included:             <ol style="list-style-type: none"> <li>1. Medio Ambiente Cubano (The Cuban Environment) of the whole country: 15 provinces and the special municipality of youth developed their own multimedia packages adapted to each area, guided by CITMA.</li> <li>2. Environmental Law Library 2005 was developed including Urban Environmental Law distributed to train all diputados in environment.</li> <li>3. Training of Lawyers, specialists and conservationists in environment</li> <li>4. Adaptation of materials for public dissemination in television.</li> </ol> </li> <li>• CITMA's lead in Cuba permitted access to all municipalities, radios, TV and state institutions throughout Cuba.</li> <li>• CLAI conducted 12 workshops in the seven municipalities, five more than anticipated, including an Inter-religious Forum in Havana Vieja.</li> </ul>
<b>Chile CONAMA</b>	Consistent approach to Project implementation, superior coordination system.	<ul style="list-style-type: none"> <li>• Chile established the first Mesa Nacional in 2002</li> <li>• Many of the activities of the Project stimulated the activities in CONAMA. The Project successfully accelerated the government process incorporating the environmental citizenship theme into its agenda</li> <li>• Project furthered the relationships between municipal, regional, local governments with the national government.</li> <li>• Chile finished most of its programming on time possibly because of its government's financing when the Project could not.</li> <li>• They conducted a baseline survey of the 12</li> </ul>

Stakeholders	Best Practices <sup>36</sup>	Reach and Impact Evaluation Findings
		<p>municipalities who participated in the demonstration activities.</p> <ul style="list-style-type: none"> <li>• The role of PARLATINO in Chile was strong due to the participation of Senator Horvath.</li> <li>• Consumers International's role was also strong because its regional offices were based in Santiago.</li> <li>• The Mesa Nacional developed the <i>Solmáforo</i> early in the Project. This was a preventive instrument modeled on a traffic light as an alert to the population of UV radiation levels. Approved by the Senate approved, the <i>solmáforo</i> and units were installed in pilot municipalities of the Project.</li> </ul>
<b>Ecuador MINAM</b>	Consistent approach to Project implementation, excellent collaboration with other counterparts and ministries.	<ul style="list-style-type: none"> <li>• The Ministry of Environment signed an Agreement with the Ministry of Education on the National Education Plan which was incorporated into law. Eight manuals are being developed, four of which focus on the four Convention themes of the Project. This agreement extended to the municipal level.</li> <li>• Ministry of Environment and Mesa Nacional conducted a baseline survey of municipalities</li> <li>• There was success with municipalities uniting the Mesa Nacional's work with defined roles. A work methodology for extension to other local governments has been prepared (Proposal sent to PCU)</li> <li>• New actors were involved – children and adolescents became radio programmers in Ecuador Children's programming by and for them on the Convention themes.</li> </ul>
<b>Peru MINAM</b>	National Board scheme legally upgraded to become a key component of the environmental ministry's structure.	<p>The Project added value to Peru's mission:</p> <ul style="list-style-type: none"> <li>• The Project trained many people, providing accreditation of competencies facilitating the creation of the new Ministry through its various stakeholders.</li> <li>• Many of the network people were affiliated with the government and had been involved in CSOs building toward the creation of the Ministry.</li> <li>• The Technical Group was created by the Ministry, modeled on the Mesa Nacional to advise the Ministers of Environment and Citizenship Participation.</li> </ul>
<b>Costa Rica MINAE</b>		<ul style="list-style-type: none"> <li>• Costa Rica lacked obedience to the GEC methodology but it did evolve a very effective national strategy with a clear modus operandi, established guidelines, weekly meetings and a parliamentary assistant who took minutes.</li> <li>• All programmes and products were subject to discussion and agreements reached by consensus. Contrary to the Project's general rule, this Mesa paid honoraria to people who executed and developed activities.</li> </ul>

35. IUCN's work is profiled below in Table 8, as a network with extended experience in global and regional activities and a primary focus and its *raison d'être*: environmental education. Unlike the other Regional Networks, IUCN came to the project with a knowledge base of "environment". IUCN works with a solid group of volunteers, and with dissemination potential facilitated by a long-term global communications network. Given the substantial efforts to achieve the following results, an honorarium was negotiated for this regional network focal point. See Table 8 illustrating IUCN's efforts:

**Table 8: Sample Results of IUCN-CEC<sup>37</sup>**

Activity	Expected Results	Actual Results
Activity 2.2 Seven training workshops for educators, teachers and community leaders on materials development.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Training 160 educators, teachers and community leaders of 131 organizations.</li> <li><input type="checkbox"/> Level of attendance and results derived from the workshops organized at the regional and subregional levels:</li> <li><input type="checkbox"/> Pre- and post-test scores of knowledge or skills gained.</li> </ul>	<p>Four-hundred and fifteen teachers participated in the seven countries with 132 community leaders in 97 schools and 14 municipalities. The series of videoconferences convened the participation of 500 teachers in six countries.</p> <p>The evaluation of the basic educational curricula in the region demonstrated that the educational systems of the seven countries did not account for any information on the four International Conventions.</p> <p>The training and materials developed brought knowledge and strategies forward to integrate the curricula into the classroom.</p>
Activity 3.2 School curricula and teaching methods project.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Positive results of an assessment on school curricula in seven selected countries.</li> <li><input type="checkbox"/> Production of four sets with practical methods to facilitate new approaches in the teaching of the four global issues of GEF.</li> <li><input type="checkbox"/> Number of posters and essay contests.</li> <li><input type="checkbox"/> School-guides and proposals to use a thematic approach to integrate issues of the global environment into different parts of the school curricula in seven target countries.</li> </ul>	<p>In the seven countries, the IUCN-CEC educational materials were appreciated and relevant for the teachers.</p> <p>A Teachers' Manual was produced for the region and seven national brochures; Ecuador designed the 120 hour course for teachers; Mexico integrated the curricula evaluation into an editing of the school texts by the Secretary of Public Education. And in all countries, materials were produced to support local training in schools.</p> <p>Chile and Ecuador produced guides for curricular micro-planning.</p>
Activity 4.2 Compilation and distribution of best practices	<ul style="list-style-type: none"> <li><input type="checkbox"/> Use of the websites as well as distribution of inserts posted on the periodical bulletins of the six networks.</li> <li><input type="checkbox"/> Citizens' charter for the networks containing the responsibilities that everyone has towards the environment on the four global issues.</li> </ul>	<p>The seven countries produced essays and articles that were published in different publications. Peru systematized and published the evaluation of the Mesa Nacional. Ecuador produced two videos that synthesized the results of the Mesa Nacional. IUCN conducted an internal regional evaluation of the Project. The experience was selected as an example of one of the 60 best in the world and published in the review 60<sup>th</sup> Anniversary of the World Conservation and presented at the 2008 IUCN World Conservation Congress in Barcelona.</p> <p>A website which was re-designed in 2007:</p>

<sup>37</sup> This Table was completed by Cecilia Amaluís and translated by the evaluator.

Activity	Expected Results	Actual Results
		<a href="http://www.educarparaconservar.org">www.educarparaconservar.org</a>
Additional information required: An increase in the membership of the six networks willing to work on resolution of global environmental problems. The capacity of the networks to obtain local outputs on those themes in the medium term will be established	Was this ever tracked?	<p>IUCN-CEC followed up on the achievements of programmed activities and the quality of its processes and results. The intention was not to increase the professional members of the CEC but to seek the institutionalization of the contributions of the Project to the educational systems of the seven countries. The institutionalization occurred in Cuba, Ecuador and Peru. In Argentina, it was possible through the Labor Union of Teachers; in Mexico, its focus was integrated and the contents of the materials edited and published by the National Secretary for Public Education.</p> <p>In the municipalities, the influence of the Project was not focused precisely on the contents of the four International Conventions, but rather on the necessity to develop local frameworks for citizens' participation by stimulating workplans around the four themes as well as other issues of local interest.</p>

### III. Catalytic Role, Impact, and Replication

#### Expectations

*“The Project was an innovation for UNEP - it was a process lead by civil society facilitated by the citizenship networks and a strengthening of the public awareness specifically focused on the themes. Although it may not have satisfied expectations, in each case, network or country, and/or network and country, everyone was able to make significant advances in attaining elements of the Project’s objective/goal.” (Government focal point)*

36. The innovative and ambitious nature of the GEC Project created undue expectations with all stakeholders, especially the regional networks. The concept of global citizenship was the prime motivator as was the integration of “environment” into the non-environmental organizations of the regional networks. The project development phase had held out much promise for the networks and with the long approval process of six years, it had created even more interest. However, the Project fell short of meeting most expectations. Much was expected in terms of funding levels – these funds did not materialize in the amounts promised. Originally conceived as a capacity building project for the regional networks, network expectations were lessened as the debate to include governments became dominant. One network left. In the end, all stakeholders accepted to join and work together as equal partners. But this was not without many issues, protracted battles and one of the causes of staff attrition during the implementation phase between 2002 and 2005.

37. The Project did have an important catalytic role in introducing participatory models of decision-making and consensus building at the national and municipal levels of participating countries and selected municipalities. For most governments, it was the first organized work with Ministries of Environments engaging directly with municipalities and catalyzed new leadership for “environment”. All stakeholders and volunteers were trained in the MEA themes and OPs but they were also learning how to work together with consensus and participatory decision-making. How deep the learning was is difficult to ascertain. At the level of demonstration activities, the ongoing integration of the four thematic experts in biodiversity, climate change, international waters continued albeit with lesser emphasis on the ozone. With respect to the Montreal Protocol and the Ozone, by 2006, this theme had disappeared deemed too complex for the public. But Chile did not think so having been able to



translate the ozone at the level of health and engaging the public in recognizing the concepts and repercussions of over-exposure with the Solmaforo. Similarly with the concept of international waters - this too was perceived beyond the scope of participating governments and the networks. When the issue of international waters was probed with a government focal point, this person could not explain how it could be translated to the public. When asked about the concept of transboundary watersheds, it was explained that this too was a new concept within the institution indicating that now that it is emerging in environmental ministries, this theme should not be abandoned. From the evaluation's vantage, the concepts of the ozone and international waters still require further simplification and translation for all: governments, networks and the public.

38. In the Mesas Nacionales, participants realized together they could achieve goals that would be impossible on their own. They realized they could be trained to act responsibly and live by ideals to which they had only previously aspired. There was a realization that now was the time to make it happen – and the first point of departure was the Mesa Nacional where competing agendas were left behind to work together. Members of the Mesas Nacionales, although challenged by what they perceived as poor implementation and delayed disbursements, found a sense of camaraderie in the Project. A collective vision of the goals of GEC took over and prevailed over previous concerns of missing and late disbursements. Individuals began to work together developing their models for citizenship building at the national and municipal levels. Participants were proud of their accomplishments. In countries where Mesas Nacionales had greater impact, leadership was visible.

#### Attribution and Impact

39. There were no baselines; therefore there could be no indicators upon which to measure progress. Impact measurements and successes varied from country to country. The Project's implementation which coincided with the most dynamic period in technological history, when the world started connecting online, had an important effect on the democratization of information and signaled a major shift in communication absorption at all levels of society. This made attribution difficult given the way policy evolved in the pilot countries.

40. There is anecdotal evidence of the Project's impact in a few instances. Peru was a special case in point. Where all four government focal points were lawyers - a unique policy environment was fertile ground for the Project. However, it would be presumptuous to assume that Peru's success was uniquely related to the Project. But, the model of the Mesa Nacional, in the form of the Technical Group, is now entrenched in the law that created the New Ministry of Environment where the environmental citizenship component is ensured. In a country where a solid enclave of environmentally trained individuals had worked for decades to build a Ministry of Environment, the Project was able to train, benefit and influence the process at a critical time.

41. The potential for replication created by the Project exists but it requires ongoing leadership, guidance and support to further refine the approaches, methodologies and participatory citizenship models.

### **IV. Preparation and Readiness**

#### **Institutional and Governance Issues<sup>38</sup> and how these affected the Project's Implementation**

42. This Project lacked an adequate institutional and governance framework which affected the management and implementation of the Project. This lack of preparedness was caused by the several factors:

- Lack of a governance and accountability framework.
- Confusion as to who would lead: regional networks versus governments

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<sup>38</sup> Annex 1: History of how the GEC Project evolved its institutional framework.

- Lack of clear roles and responsibilities.
- Lack of preparation to work as a team (at the regional network level initially).
- Lack of preparedness to manage a complex regional project on the part of UNEP, GEF, Regional Networks, country governments and DGEF ROLAC – it was an experiment<sup>39</sup>.
- Fragmented and poor management due to staff attrition and micro-management of the Regional Director.

43. This lack of institutional preparedness is described in detail in Annex 1. A review of the MTE recommendations indicates the GEC Project's difficult beginnings did not end after the MTE. Annex 2 describes how recommendations were handled and the impact of these actions on the Project. From the very start, staff tried valiantly through several efforts to find administrative and management modalities for the Project, the PCU, the participating governments and the regional networks. Each of the five coordinators brought their own experience to bear. But it was not so simple. This Project was also fraught with tensions around leadership. Initially conceived by and for civil society for the Regional Networks to be managed by them, the Project lead became the ROLAC Regional Director who advocated a strong inclusive role for governments. The added dimension of governments was not part of the original plan nor was it discussed in the Project Document. Not everyone agreed with the Regional Director and this was the source of a protracted long and somewhat ideological battle which was officially settled after the previous DGEF Team Manager took over. It was the civil society project versus the government project, a debate that continued throughout the project although it did calm down somewhat toward the end.

#### The Regional Advisory Board

44. UNEP and/or the PCU did not convene the relevant Ministers of the Forum and UNDP to establish a Regional Advisory Board<sup>40</sup>. The Project's Governance Framework was not established resulting in complex negotiations and acrimony for lack of established rules and guidelines. It is unclear what happened. No one seemed to be able to respond to this question and it was asked of many including the previous DGEF who could not provide a reason. It is unknown why this gap was not initially addressed and later ignored when noted by the MTE<sup>41</sup>. A fundamental tenet of organizational development – the establishment of a governance framework – was disregarded. That there was no governance framework meant that serious problems were not addressed by a "Board of Directors" in a timely fashion. This gap was at the core of many management issues and affected the Project's ability to achieve many of its goals.

45. The multiplicity of actors and products also made for a complex reporting and accountability framework. The MTE stated that "deliverables encompassing 23 outputs and more than 770 activities, many of whose aggregate workshops, sub-activities and 56 reporting agents" would be difficult to achieve and manage after the Project's problematic beginnings. After the revised implementation

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<sup>39</sup> In its approach, the project outlines a series of partnerships with regional citizens' networks involved in environmental education, consumer rights, social communication, community radio broadcasting and local government administration. The resulting institutional arrangements and implementation strategy are a conceptual departure from the traditional model of GEF and UNEP projects which have been largely governmental and sectorbased (MTE, Paragraph, page 6.)

<sup>40</sup> The Regional Advisory Board's function as described in the PD was to review and approve project policies and strategies, the annual work plan, budget and the annual reports; to maintain the project's focus by providing guidance and recommendations, as appropriate; and to ensure inter-agency and intergovernmental co-ordination. The Project Coordinator of the PCU was to report to a Regional Advisory Board that was to consist of UNEP, UNDP and the Forum of Ministers of Environment of LAC, namely representatives of participating pilot countries and the participating regional networks. In reality, he/she reported to the DGEF Manager and the Regional Director. Additionally, the regional focal points were to substantively participate with the Regional Advisory Board. The GEC Regional Advisory Board was to ensure linkage of the work of the six participating networks to the priorities identified by the Forum of Ministers of Environment of LAC. It was to be comprised of participating country Ministers of the Forum of Ministers of Environment of LAC.

<sup>41</sup> The GEC Advisory Board was never constituted, and the exclusion of government representation from the PSC (a decision intended to strengthen network ownership of the project and avoid political interference) became a controversial issue that was strongly contested by the UNEP/ROLAC Director and several government focal points; opinions remain divided to this day. (MTE, Paragraph 13, page 10).

approach (3<sup>rd</sup> SC, 2005), during the last three years, seven regional networks and six government focal points reported to the PCU. Each stakeholder reported to the PCU based on the latest MOU agreed upon with UNEP.

## **V. Country Ownership**

### The Steering Committee

46. Some believed the national interest had not been fully incorporated into the regional approach due to the lack of clear definition in implementation arrangements. This contributed to the competing agendas of delivering the Project's regional environmental citizenship goals versus that of responding to national and local environmental priorities.

47. What existed to govern the Project was a Steering Committee with neither the credibility nor the clout to move networks and governments toward the goals and vision of the Project. After 2003, governments were included in the Project but without equal status as members of the Steering Committee. The changes made to include governments came after a long ideological discussion since the beginning of the project as to who was the project to serve: the regional networks – the original Project Document and Concept or a combination of Regional Networks and Governments. It was not until 2005 (3<sup>rd</sup> SC, Quito), that the official appearance of governments became a documented fact. Some stakeholders contend that after a long night of discussion at Ixtapan, governments were implicitly allowed as members of the SC at the 2<sup>nd</sup> SC in Ixtapan. The rationale for these changes was:

- The need for counterpart funding/co-financing was not within the confines of the limited resources of regional networks, many of which subsist on a project-to-project basis.
- The belief that governments would be able to ensure a coordination factor that could provide additional cohesion to the implementation of the projects at the national level. This proved to be true as the governments became an integral part of the implementation of the Project, especially in the second phase when demonstration activities were implemented through selected municipalities (mid 2005-2008).
- The convening power of the governments, at both national and municipal levels, was also advantageous for implementing demonstration activities.

48. Once the countries and the focal points became equal members of the Steering Committee (July 2006 3<sup>rd</sup> SC, Quito), country ownership increased. Not only did governments bring convening power, they had resources not necessarily available to the networks such as the ability to mobilize project concepts and activities in local governments and communities using their government's muscle and linkages.

## **VI. Implementation Approach**

### UNEP as Executing and Implementing Agency<sup>42</sup>

49. The GEC Project had a prolonged and difficult gestation period. The reasonably detailed implementation arrangements of a collaborative execution between UNDP and UNEP were considerably watered down in the final document when UNEP was established as the only implementing execution. What occurred during the long PDF would be impossible to reconstruct after such a long period, the multiplicity of players and the poor official record of decision-making. Suffice it to say, the tensions encountered during the PDF followed through to the end of the Project. There

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<sup>42</sup> "The Project Executing Agency will be the United Nations Environment Programme, the Regional Office for Latin America and the Caribbean (UNEP/ROLAC), with assistance from the United Nations Development Programme, Regional Bureau for Latin America and the Caribbean (UNDP/RBLAC). The project will be implemented by the six regional NGO networks in each of the participating countries. A Project Co-ordination Unit (PCU) will be established at the UNEP Regional Office in Mexico City, under the responsibility of a Project Co-coordinator (task manager), who will oversee implementation of project activities". (Project Document, June 2002 paragraph 26, page 10).

was widespread agreement that prevailing tensions dominated around funding and disbursements. An attempt to put order where no established structure had been clearly defined exacerbated these tensions in 2004. Stakeholder concerns were focused on how the work would get done, when the work would get done, how the money would be spent, and in the first two years on whether the countries would become lead executors along with the regional networks.

50. The implementation approach changed after the MTE. When the previous DGEF Task Manager assumed the DGEF position in 2005, he set out to address issues of “design, capacity of the regional networks and the remaining time frames for implementation”. He sought to lighten and simplify the administrative requirements and project execution. UNEP’s strategy was to hunker down. The PCU<sup>43</sup> adopted a more flexible management approach and appointed a manager who understood how to account for disbursements. Civility between UNEP and the stakeholders was restored. The approach was expedient and involved negotiating with regional networks and country focal points in management by MOUs. These MOUs became the primary references guiding the Project’s implementation, leaving behind the Log Frames and the Project Document as the documented guides of the Project. Each MOU was negotiated on a case-by-case basis. New modalities were integrated and in certain cases, MOUs were signed directly with the national representatives of the Regional Networks (i.e. Consumers International).

51. During the whole implementation process, regional networks were relatively powerless as negotiators with UNEP and the GEF. They were not in a position of strength with respect to the PCU and had little to invest but their knowledge and their labor. As explained by one of the stakeholders, “Those who have the money play the music.” The regional networks hung on to the hope of a Project during the long development phase. When the Project was finally viable, they continued to hope that their goals would be achieved within the Project.

52. The consolidated communications strategy as a long-term post-project tool for the Project was also compromised. The Communications Strategy’s role was to ensure that communications and documentation activities were (i) consistent with the broader M&E strategy; (ii) reflected the needs of the networks and their constituencies as well as those of UNEP and GEF; and (iii) applied the format, language and ‘codes’ needed to reach the different target audiences”. This was not realized as originally envisioned. Tierra America’s website did not bring up articles related to the Project. Assistance provided by the Communications Strategy consisted of a logo and an image for the Project. Ultimately, a Communications Strategy was not used to finally disseminate the Project’s products and best practices. It was the Project and focal points’ websites. As with the M&E Strategy, both were set aside for alternative arrangements.

53. After the long discussion on the hiring of the “monitoring” consulting firm, as the end of implementation neared, stakeholders mollified their attitude toward UNEP. Despite these changes, UNEP’s reputation as a poor manager lasted through to the end of the Project. One focal point’s view of the Project encapsulates that of many: “If one is seeking an example of a mismanaged project, this is one.” Another noted that in his experience of working with more than 20 international projects, this was the “worst, in terms of relations, management, financial disbursements. It was catastrophic.”

54. An efficient PCU with strong sustained management and leadership could have had greater effectiveness and accomplished certain economies of scale. Even with all of the good intentions that followed on the MTE, the Project could not recover from its lack of governance and the years of late and failed disbursements. There was no way to catch up or rehabilitate a project that had lost so much time and good will. This was largely the responsibility of UNEP as the lead agency.

55. An analysis of the Project Implementation Reports revealed that the PCU lacked self-criticism in its evaluation of progress on implementation of the Project. As with the Implementation Plan post

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<sup>43</sup> The nomenclatures of director/manager/coordinator kept changing. The Project Implementation Unit (PIU) became the Project Coordination Unit (PCU) revealing a shift in how the role of the Project Coordination Unit was viewed.

MTE, the PIRs mostly reflected all was well, despite signs to the contrary. The most visible of examples, that of the monitoring and evaluation as well as the creation of a regional environmental citizenship programme were not executed as designed. Numbers 2 to 5 of the description indicators would indicate that there was an overly generous view of the project's ratings as moderately satisfactory in the Project's last year. See the following Table 9:

**Table 9: Progress as reported in the Project Implementation Reports 2004-2008**

Project objective and Outcomes	Description Indicator	Project Rating 2004-2005	Progress rating 2005-2006	Progress rating 2006-2007	Project Rating 2007-2008
<b>OVERALL PROJECT RATING</b>		U <sup>44</sup> or MS <sup>45</sup>	MS	MU	MS
<b>Objective<sup>46</sup></b> To contribute to the formation of a Latin American citizenship that is aware of its global environmental rights and responsibilities. The project will target key social actors in order to enable them to internalize global environmental priorities by removing information barriers and facilitating sound environmental decision-making at the national level.	1. The key social groups are willing to work jointly on the GEF themes.	MS	MS	MU	MU
	2. Increased awareness and information developed by the social groups to apply effective environmental management instruments (such as legislation and municipal guidelines)	MS	S	S	MS
	3. Contributions of the social groups to local products in the medium and long term on these issues	MS	MS	MU	MS
	4. Increased governmental, private and social budgets or inputs related to global environmental topics.	MS	MS	MS	MS
	5. A regional programme of environmental citizenship which allows for the incorporation of new entities, such as industry, youth, women, etc.	MS	MS	MU	MS

The discrepancy between FY5 and FY6 also raises questions.

## VII. UNEP Supervision and Backstopping

56. In the case of the GEC, UNEP was more than a supervisor and backstopper. It was both the implementing agency and the co-executing agency with 13 stakeholders as co-implementers. And, it was the "Board of Directors". UNEP ROLAC, as the executing agency (EA), was "internally" executing a UNEP "implemented" project as the Implementing Agency (IA) of a GEF Project. This arrangement may have been the source of many of the Project's management issues. According to a source in GEF, clearer guidelines are now in place to prevent some of the difficulties encountered in

<sup>44</sup> This was the rating provided for FY 2005 in PIR FY 06

<sup>45</sup> This was the rating provided for FY 2005 in PIR FY 05

the management of projects. “Firewalls” were established to delineate responsibilities of a respective Executing Agency and the role of the Implementing Agency when both are within UNEP. The following itemizes the range of issues encountered by UNEP and the gaps in its supervisory role:

- Once the countries were involved, they were able to facilitate and assist through their systems and structures and the Mesa Nacional. Even within this framework, UNEP still had difficulty with disbursements.
- UNEP’s *modus operandi* was affected by its own lack of familiarity with GEF administrative guidelines. Regional networks on the other hand were perplexed by both GEF and UNEP administrative modalities that were not necessarily synchronized with each other. These issues took time to resolve and when they were, the Project’s good will had been spent.
- Administrative and reporting requirements were lightened considerably through the management skills of the last PCU coordinator. Despite the detailed prescriptions provided by the PCU at the 3<sup>rd</sup> SC (2005), few heeded these directives. Regional networks continued to find UNEP reporting requirements overly cumbersome. UNEP contends that the capacities of regional networks to implement were poor.
- Although GEF Operational Focal Points were in place in each of the countries, there was no indication of active and advisory linkages between them and the government focal point leading the Mesa Nacional, individuals who both worked for the same government institution. Why this link was not in place, no one could answer.
- A Technical Advisor was never hired to ensure quality control and maintenance of the Project’s vision in the absence of a substantive Project Coordinator. The TAG was disbanded after the MTE with attendance of one previous TAG advisor to the 3<sup>rd</sup> and 4<sup>th</sup> SCs. Without the appointment of a Technical Advisor as recommended in the MTE, the Project lost sight of its regional goals. The PCU’s rationale for not hiring a Technical Advisor was that funding was no longer available and that an assistant could backstop for such needs.
- The Steering Committee was left to develop/approve operational guidelines, frameworks and governance, with all of the assorted coordinators.
- The overall goal of a regional environmental citizenship programme was not pursued.

## Conclusion

57. UNEP did not exercise its leadership in constituting the Regional Advisory Board, nor was there any indication of an attempt to create one. The nature of the “civil society” and its newness as a partner for both GEF and UNEP may have been a contributing factor in this *laissez-faire* mode of governance. The Regional Advisory Board was never constituted, leaving the Project, its Coordinators, its various regional network and government focal points, rudderless and without leadership. Despite numerous attempts to rectify the Project’s institutional framework and governance, there was a fundamental failure in establishing a governance structure that was accountable and responsible to and for the Project.

58. The lack of a Regional Advisory Board was also a lost opportunity to establish a regional governance model that could have advocated for a regional environmental citizenship programme throughout LAC. The Project does not appear to have suffered so much from design issues as it did from a lack of a governance structure and leadership with a consistent vision that could have more efficiently managed and implemented the Project for broader impact.

## VIII. Stakeholders Involvement

### Regional Networks as Stakeholders and Co-Implementers in the Project

59. Regional Networks were designated as the “implementers in each country” with UNEP as the Executing Agency, assisted by UNDP – the original design being “regional”. They were especially interested in the broader goal of regional environmental citizenship – thereby the link to regional networks. Through the national focal affiliates of the regional networks, these regional networks were responsible for the implementation, systematization and dissemination of good practices among their

constituencies. Many assumptions were made about the role of civil society in the Project and the roles of these organizations per se as co-implementers. Some of these assumptions were:

- Civil society is a homogeneous entity that lacks diversity.
- CBOs/regional networks and civil society would easily adapt to UNEP and GEF management modalities.
- All networks would be represented at both national and municipal levels<sup>47</sup>
- There would be a natural coordination between the networks at the national and regional level.
- All of these separate organizations would fall into step without clear guidelines, clear roles and responsibilities.
- Distribution of funding at the national and municipal levels with respect to network affiliates would be easily executed.

60. Superimposing the administrative and reporting requirements of both GEF and UNEP without prior training was a major error of omission for this unprepared group. The approach taken did not consider that these regional networks already had their own established systems. The UNEP and GEF systems of management and accountability were overly burdensome. Despite the long PDF phase, the regional networks had not been prepared to work as a regional team. Networks management skills and systems differed – making synchronized regional implementation complicated. Moreover, the regional networks were hesitant to take direction late in the game after so much investment early on for so little return. This omission set the tone: leadership from UNEP was perfunctory, often lacking in follow-up. The networks were also used to consensus and shared decision-making. They resisted management approaches that seemed more mindful of UNEP’s administrative needs than problem solving for the Project as a whole.

## Conclusion

61. In future regional civil society projects of this nature, a series of planning and training workshops for Regional Networks, government and GEF Operational Focal Points, organized by the funders and implementing/executing agencies early on, should precede any implementation to establish of the “rules of the game” in order to avert the series of management mishaps encountered in the GEC Project.

## The Governments as stakeholders in the Project

62. The Governments assumed their roles as leads in the Mesas Nacionales and as government focal points/coordinators/conveners/facilitators at the municipal levels of government. The Mesas Nacionales were mirror images of the Regional networks at the national level. In each Mesa Nacional, a government focal point was appointed by the Ministry/Council of Environment of the country to lead at the national level. Each of the regional networks nominated its own national affiliate in each country, who then became the member of the Mesa Nacional responsible for the execution of municipal demonstration activities. Together, the government focal point with the national representatives of each of the regional networks evolved a national implementation strategy and a work plan for the country’s activities. The Mesa Nacional was responsible to both the governmental focal point and to the regional network focal points of the six regional networks. It was complicated.

63. The government focal points provided national cohesion, policy and strategic advice working with the regional networks in establishing the Mesas Nacionales in the image of the regional networks. Mostly they brought their bureaucratic skills to the table - bringing their cash inputs, easing the financial burden for UNEP and meeting GEF requirements of co-financing from other sources - ably managing reports to UNEP for the countries.

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<sup>47</sup> This was not the case with CI in Cuba at the national level and with many of the municipal and local governments with respect to the range of networks.

*“The role of the focal point was both innovative and complex, a sharing of responsibilities through the Mesa Nacional, generating initiatives guided by civil society, combining the interests of the various regional networks, treating everyone’s proposals and needs equally, and using consensus as the basis for decision-making. By involving and seeking input from everyone, we were able to channel more financial resources toward the objective of the proposed goals.” (Quote from a government focal point)*

64. Implementation was both complex and difficult due to the constraints of the “GEC methodology” that required full network representation at the national and municipal levels. The Project did not allow other civil society groups into the process even though one of the Project Document outcomes identified “the incorporation of new entities, such as industry, youth, women, etc.” as one of the goals/indicators for a Regional Environmental Citizenship Programme. The Mesas Nacionales recognized the lack of flexibility in the model but agreed to work with it. Where it became more problematic was in municipalities, which often, they did not have the requisite membership to accommodate the model (i.e. no consumers’ organizations or community radio stations). This was only discovered at the time when municipal demonstration activities were being organized after 2006. Solutions were found - for example:

- Despite long distances from Mexico City and the Mesa Nacional, network national focal points developed ways of working together.
- In Argentina, at the municipal level, some of the networks could not be found in the municipalities selected to participate in demonstration activities. Again, they found ways - both at the municipal and educational levels.
- In Cuba, there was no consumer network – hence the selection of the Antonio Nunez Foundation for Nature and Man, in lieu of a consumer organization.
- CI found different approaches to fill the gap where national/local consumer organizations did not exist.

#### Mesas Municipales as Stakeholders

65. At the municipal level, the opportunity was created to link the Convention themes and integrate these into local agendas, promoting environmentally sound behaviors and, in a few cases, promoting new programming approaches within local government structures. The degree to which Mesas Municipales were sustained varied significantly. The Project Document’s original goal was to focus on one demonstration in one municipality per country. By 2004, 48 municipalities had been selected for demonstration activities. In 2005, these communities totaled 47 as opposed to the final 51 listed in Table 9 below. The Project succeeded in implementing demonstration activities and creating Mesas Municipales in some of the participating municipalities in Argentina and Ecuador. There were varying degrees of success. Some examples are described in the TNS Qualitative Impact Assessment. There was little evidence of private sector involvement at any level, although there was interest expressed in pursuing these linkages in future programming.

**Table 10: Participating Municipalities by Country**

Countries	Participating Municipalities	Evaluation Findings
<b>Argentina</b>	Barranqueras General Cabrera Maipú San Martín de los Andes Villa la Angostura	Five municipalities participated and had the usual issues of not having all of the networks in the Mesas Municipales. There were issues with geography and proximity of municipalities to each other and Buenos Aires. This caused problems with meetings and the implementation of activities.
<b>Chile</b>	Coquimbo, Pudahuel, Quilicura, Ñuñoa, María	Twelve communities finally participated in the municipal demonstration activities.



Countries	Participating Municipalities	Evaluation Findings
	Pinto, Maipú, La Granja, Chillán Viejo, San José de la Mariquina, Ancud, Puerto Montt y Coyhaique	
<b>Costa Rica</b>	Corredores, Golfito, Guatuso, Las Juntas de Abangares, Los Chiles, Osa and Upala	Started with six and ended with three.
<b>Cuba</b>	Baracoa, Cienfuegos, Habana Vieja, Isla de la Juventud, Las Tunas, Sancti Spiritus, Sandino	Started with six and implemented in seven communities
<b>Ecuador</b>	Riobamba, Sucre	These two communities created Mesas Municipales and cantonal environmental councils.
<b>Mexico</b>	Acapulco de Juárez, Amecameca, Ciudad Valles, Ecatepec, El Oro, Guasave, Ixtapan de la Sal, La Paz, Miahuatlán de Porfirio Díaz, Naucalpan, Nicolás Romero, Querétaro, San Miguel de Allende, Toluca, Uruapan, Valle de Bravo	Sixteen communities participated in the municipal demonstration activities component. AMMAC continued to be involved.
<b>Peru</b>	Callao, Huancayo	With only two municipalities, the demonstration activities were well planned and successfully executed.

66. In 2006, the loss of AMMAC, the municipal network stakeholder, affected the Project's ability to penetrate its message into municipalities throughout the pilot countries. This was considered a major setback as it occurred as the demonstration activities were being developed in the municipalities. The PCU assumed this implementing role for municipalities. An overview of AMMAC's participation and reasons for its departure are attached as Annex 11.

## IX. Sustainability

67. Continuity throughout the Project and at all levels was a challenge that affected overall sustainability.

### Sociopolitical sustainability

68. Although there appears to be ongoing interest, the models of consensus building and multistakeholder decision-making, the Mesas, will not withstand the test of time without leadership and funding. Follow-up work was spearheaded by the PCU at the final meeting of the Steering Committee (October 2008) where it was agreed that long term plans for activities would be developed with each regional network and country to carry out during 2009. Meanwhile, ROLAC would focus in promoting the continuity of the mechanisms that allowed government counterparts to implement activities, and search of sponsorship and further funding. In November 2008, ROLAC sent letters to the participating governments, encouraging them to keep the current structures within the ministries to allow for further coordination of activities.

69. By December 2008, Chile had responded with a plan and a request to follow up on the initial baseline study on municipalities, too late for action in the context of the termination of the Project. Ecuador produced a Project proposal on "Building Global Environmental Citizenship in the Sectional/Regional Governments of Ecuador". This proposal was not responded to by the PCU. Cuba had planned a workshop to review local environmental legislation for which they did not receive

funds. No other responses were received illustrating that most countries and networks did not want to invest more time into the Project unless a funded project was in place.

### Institutional and Governance Sustainability

70. UNEP's inability to retain Project staff seriously affected management of the Project's implementation. The Project suffered from high levels of staff attrition and changes: a revolving door of DGEFs, Project coordinators, regional and governmental focal points. The Project had seven coordinators: three in the Project Development Phase (PDF): Alicia Barcena, Miriam Ursuba and Alejandro Spriz; and four coordinators in the implementation phase: Miriam Ursuba<sup>48</sup>, Lorena San Roman, Doro Cobos<sup>49</sup> and Ruben Marquez<sup>50</sup>. This last Project Coordinator took over after a period where previous coordinators, all of them women, had tensions with the Regional Director for ROLAC. In the future, UNEP should take into account the detailed policies advanced by the Office of the Special Adviser on Gender Issues and the Advancement of Women<sup>51</sup> of the United Nations.

71. Not only was the PCU affected by changing staff, governments were subject to the same vagaries. Changes at the political level in many government ministries/councils of environment, primarily Argentina, Costa Rica, Ecuador and Peru, negatively affected the Project's institutional memory. Frequent elections often changed country focal points. (Only Mexico, Ecuador and Cuba experienced no change in government focal points). In Argentina and Peru, this resulted in four coordinators in four years. PARLATINO's membership and municipal leadership were also affected by regular elections. The regional networks were not exempt either with only CLAI and PARLATINO retaining their original leadership.

72. At the regional level, the lack of a Regional Advisory Board affected regional sustainability. In the absence of a governance framework and regional leadership, the Regional Director assumed a proprietary and micro-managing role. There was no leadership outside of UNEP that could provide accountability for the Project's sustainability. At this stage, Project continuity is vulnerable as demonstrated by the status of Mesas Nacionales (11).

**Table 11: Status of the Mesas Nacionales and National Levels of Commitment in May 2009**

Country	Activity of the Mesa Nacional	Government Focal Point
Mexico	The Mesa has been largely inactive for the past two years.	The focal point has been there since the Project's inception in 2002. Despite this, the project's vision and potential is challenged.
Argentina	The Mesa only met about five times.	In Argentina, the requisite leadership to take up where the Project left off is not there. There is no one assigned to the Project, except a GEF Operational Point who has now been moved to another position.
Chile	The Mesa is inactive.	The current person is new although he was involved with the Chilean Association of Municipalities during the Project's tenure and is now government focal point.
Peru	The Technical Group modeled on an expansion of the Mesa Nacional has met for the first time, a year after its	This Mesa had four previous government focal points. The person charged with it now was the government representative responsible for a

<sup>48</sup> She returned to work as Project Coordinator.

<sup>49</sup> She came from AMMAC to work on the Project.

<sup>50</sup> Names are retained for purposes of clarification.

<sup>51</sup> See most recent report "Report of the Expert Group Meeting on Measures to accelerate the improvement in the status of women in the United Nations system" November 14-16, 2007 (86 pages) <http://www.un.org/womenwatch/osagi/fpegr.htm> Another more recent report (2008), "Improvement of the status of women in the United Nations system - Report of the Secretary-General" can be found at:

<http://daccessdds.un.org/doc/UNDOC/GEN/N08/510/93/PDF/N0851093.pdf?OpenElement>

	creation.	successful municipal demonstration activity in Huancayo. In Peru, the Grupo Tecnico is advising the Minister of Environment – based on the model evolved by the Mesa Nacional during the Project. The chances of sustainability may be greater in this instance.
Ecuador	The Mesa is surviving with IUCN and CORAPE.	The government focal point that has been there since the beginning was reassigned to another position. Where the process of decision-making (Mesas Nacionales and Municipales) have entrenched themselves (the cantonal councils in Sucre and Rio Bamba in Ecuador), there is potential.
Costa Rica	This Mesa has been inactive since 2007 after a change of government.	Those committed to the Project have continued in similar activities, although there is no government ministry promoting citizenship participation.
Cuba	The Mesa has not met since the Project's closure.	The government focal point is committed and with the structure in place, he can mobilize a renewal. In Cuba, the Project was more easily implemented than in other countries for reasons of central government directives. (In Cuba, if a directive for implementation is prescribed, it is implemented.)

### Financial sustainability

73. The virtual strategy proposed by the PCU to continue the GEC Project into 2009 with remaining resources (5<sup>th</sup> SC in Panama (October 2008) was not apparent during the TE. At the country level, responses were chequered indicating that most countries and networks did not want to invest more time into the Project unless a funded project was in place – an issue related to the institutional and governance sustainability issues of the past. Previous experiences with UNEP in this Project made country governments and regional networks wary of investing more time into project proposals – the discussion had been ongoing since 2007 when the Sustainability consultant visited the countries, with the exception of Chile to assist in the development of proposals for future funding. This consultancy (2007) created many expectations among the stakeholders, with many claiming to not have seen the proposals or the products of this consultancy. They were loath to further invest in the process without committed funds.

74. DGEF ROLAC was informed by the GEF that a second phase of this Project would be ineligible for funding. Unless other alternative sources are quickly identified to promptly kick-start a new project, whatever momentum remains may be lost. As proven in the past, institutional memory tends to be lost unless there is a consistent discipline to maintain relationships, connections and technology to further Project goals. As indicated by DGEF ROLAC, the current Phase 2 proposal for funding is now being circulated in UNEP Nairobi. Whether this funding will come from multiple sources, private, public or multilateral is not known to the evaluator.

75. Although there appears to be ongoing interest, the models of consensus building and multistakeholder decision-making, the Mesas, will not withstand the test of time without leadership and funding. The Project's sustainability will be tested unless there is a prompt, consolidated effort to develop a regional Project adequately funded that will allow the time needed for real behavioral and attitudinal change. This will require long-term commitments from the funding parties, as well as from the stakeholders. Without further financial support, little will occur jeopardizing the project's legacy in the short and medium term as well.

### Conclusions on Sustainability

76. What was put in place by GEC resides in the collective memory of those who committed to the Mesa Nacional. With respect to the Regional Networks, CLAI, IUCN, Consumers International and

PARLATINO appear to have the strongest history and commitment; all retain a strong interest in pursuing a second Phase.

77. The Sustainability Proposal prepared by UNEP was not well received by the stakeholders. Many concerns were expressed that the proposed organizational strategy of the existing UNEP Proposal would encourage competition rather than the collegial collaborative approach of the past. Both government and regional network focal points found that their experience was not adequately validated in this proposal, especially the role of the “stakeholder”. The general stakeholders’ perceptions were, when UNEP leads, it imposes.

78. The Project was able to accomplish a great deal for little money. However, its legacy will survive not on good will alone. What the GEC started is still embryonic in the world of attitudinal and behavioral change. Ongoing programming support and institutional framework at all levels must be reinforced and strengthened as the work has only just started. In most countries, the Mesas Nacionales and Mesas Municipales will continue only if financially supported and public awareness will only be sustained with continuous environmental messaging. Unless there is a prompt and consolidated regional effort to develop a sustained Project in the region, the sustainability of the Project will be tested. Long-term commitments from the funders as well as from the stakeholders are required for future activity. Stakeholders will only manifest their interest in a second phase when funding is secured.

## **X. Financial Planning**

### Reorganization of Budget and line items

79. The overall GEC expenditures are broken down in the TOR (*Annex 12: Project Budget*) indicating the \$6,377,000 as the total budget for the Project, with a GEF investment of 2,977,000, 50.4% of the total Project Budget. The additional US\$3,165,000 was provided by the participating networks mostly in-kind. (*Annex 13: Co-financing and leveraged resources*). Other funding agencies also contributed some in cash and some in-kind. Of this \$530,000 came from other organizations such as the IDB, the University of Cordoba, which invested equal amounts in-kind and in cash (\$200,000 total) and the International Development Institute<sup>52</sup>.

- The final budget as per Annex 1 was \$2,875,443.90 with a remaining \$102,556.01 in unspent funds. (See *Annex 14: Original vs. final budget*).
- It is difficult to assess all of these costs, as the original budgets in the Project document were not included.
- As for co-financing, all of the PDF costs as indicated in the Canadian PDF financing were not reflected in the documents provided. After 2004, co-financing tracking was abandoned. The GEF PDF phase investment of \$235,000 was apparently supplemented by other sources who estimated that total funds for PDF may have been as high as \$400,000.
- The sub-contract component was highly detailed in the original budget and reorganized when the previous DGEF Task Manager, assumed responsibility in 2005. This sub-contracting component was budgeted at \$437,210. But with a reorganization of activities, the final expenditures totalled \$1,692,817, approximately four times the original amount. For the training component the budget was \$1,011,640, but its final expenditure was \$116,925.43. In this case, the Sub-Contract component (2100, 2200, 2300)<sup>53</sup> and the Training Component which included Group Training, Meetings and Conferences (3200 and 3300) were merged. The original budget had designated \$923,210 (2999), but its total was ultimately \$1,670,055.93 with \$22,761.17 unspent (2399). This covered all activities relating to Project implementation by countries and regional networks, including manual preparation, training

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<sup>52</sup> These organizations were lost from site and no visible connection existed at the time of the TE.

<sup>53</sup> Budget lines

- and dissemination activities, municipal and local demonstration activities as well as associated costs related to the printing of reports and documents.
- Project personnel, consultants, administrative support and staff of the PCU totalled \$906,744.71 as opposed to the original budget of \$949,950, a significant 31.5% of the original GEF budget of \$2,977,000. For the 5000 series, UNEP would have charged \$13,329.44 (Equipment and Premises Component).
  - Budget reorganization and subsequent Project extensions took away from the projected budgets of stakeholders as the funds were directed to operations. Overhead costs for the PCU under 4000 and 5199 were initially budgeted at \$10,000 and \$5000 respectively for a total of \$15,000. But at the closure of the project, these were reflected as \$41,750.08 (4000) and \$13,329.44 (5199) for a total of \$65,079.52, four times higher than the original budget.
  - The Evaluation Component (5500) was budgeted at \$82,200 for the MTE (\$60,000) and the Terminal Evaluation (42,366) for a total of \$102,366. The Project Sustainability Consultant (2007 – Robert Erath) was shifted to line 1225 at \$34,750. Therefore this component ultimately should reflect \$136,116 in total. There was another shift within the M&E budget where some of the stakeholders were asked to contribute 25% of their last MOU allocations to fund the QA in lieu of developing an internal M&E Strategy (July 2006, Minutes of the 4<sup>th</sup> SC). The amounts varied from one to the other. (See Table 12 below on MOUs).

### Financial Planning

80. A financial plan to conduct a three-year project over six years was not part of the plan. The Project was unable to deliver in its original time frame because it did not disburse for up to two and half years, in some cases<sup>54</sup>. Any loss in cost efficiency during this initial phase set the tone for the overall project. Most financial decision-making was made by UNEP, the EA/implementing agency. Although there were consultations with stakeholders in the pre MTE phase, consultations following the MTE were of a limited nature. Its co-implementers, the regional networks, were hardly involved. However when there were consultations, these were protracted negotiations over shared budget items at the Project Steering Committee<sup>55</sup> meetings, especially in the case the Monitoring and Evaluation component where networks and governments contributed a portion of their budgets<sup>56</sup> toward the QA. After the MTE and UNEP's revised implementation approach, financial plans were drawn-up based on MOUs negotiated directly and individually with each entity. The following Table demonstrates details of available negotiated MOUs and final allocations according to the budget and on a per year basis:

<sup>54</sup> From PIR 2004-2005: "All pending MOUs signed by March 2005 and disbursements by June 2005 after a two year delay. VERIFY Cuba's first transfers only arrived at the end of 2005 (TNS Report Slide 65).

<sup>55</sup> In general, the Steering Committee is responsible for providing guidance, coordination and advice to the Project Manager regarding the progress and direction of the project and ensuring that the Project Manager is putting in place mechanisms to ensure the project is achieving the objectives stated. The terms of reference for the PSC are detailed in Addendum No. 2 (Ixtapan de la Sal, 2<sup>nd</sup> PSC, April 2004).

<sup>56</sup> Of the third MOU, 25% will be designated toward the M&E and the remainder will go to demonstration activities. This could vary on a case-by-case basis (Minutes of the 4th SC Meeting (July 2006) and the MOUs).

**Table 12: MOUs negotiated and actual funds allocated in Annex 12 based on MOUs provided to the Evaluator**

Regional Networks	MOUs	Funding Negotiated	Final Allocations as per Budget <sup>57</sup>	Final Allocations on a per year basis <sup>58</sup>
AMARC/ ALER	GEC-006/2003 <sup>59</sup>	<ul style="list-style-type: none"><li>• 245,700 from UNEP<sup>60</sup></li><li>• \$25,000 in cash from ALER/AMARC</li><li>• \$136,050 in-kind from AMARC/ ALER</li></ul>	Received in cash from UNEP: <b>\$224,140</b>	<b>\$37,356.</b>
	GEC-002/2006	<ul style="list-style-type: none"><li>• \$93,680. from UNEP of which \$18,740 will go as contribution to the firm for M&amp;E with \$74,940 in cash.</li><li>• \$12,044.63 in cash from AMARC/ALER</li><li>• \$35,245.71 in-kind from AMARC/ALER</li></ul>		
CLAI	GEC-007/2003	<ul style="list-style-type: none"><li>• \$265,100 from UNEP</li><li>• \$14,500 in cash from CLAI</li><li>• \$120,000 in-kind from CLAI</li></ul>	Received in cash from UNEP: <b>\$195,725.39</b>  CLAI gave in-kind \$240,000 <sup>61</sup>	<b>\$32,620.</b>
	GEC-014/2006	<ul style="list-style-type: none"><li>• \$96,000 from UNEP in cash with \$3,000 to M&amp;E firm in direct payment</li><li>• \$44,000 from CLAI in-kind</li></ul>		
	GEC-014/2006 Amendment 1/2008	<ul style="list-style-type: none"><li>• \$70,000 from UNEP in cash</li><li>• No mention of in-kind in this case</li></ul>		
	GEC-015/2006	<ul style="list-style-type: none"><li>• \$14,000 from UNEP in cash</li><li>• No in-kind from CLAI</li></ul>		
Consumers International <sup>62</sup>	GEC-008/2003	<ul style="list-style-type: none"><li>• \$222,010 from UNEP in cash</li><li>• \$18,000 in cash from CI</li><li>• \$113,360 in-kind from CID</li></ul>	Received from UNEP a total of <b>\$196,543</b>	<b>\$32,757.</b>
	GEC-011/2006 Tribuna del Consumidor	<ul style="list-style-type: none"><li>• \$7,780 from UNEP in cash</li><li>• \$8,550 from Tribuna in-kind</li></ul>	Received directly from UNEP: <b>\$7,780</b>	
	GEC-012/2006 Colectivo Ecologista Jalisco	<ul style="list-style-type: none"><li>• \$8,200 from UNEP</li></ul>	Received directly from UNEP: <b>\$8,200</b>	
	GEC-013/2006 Consumidores Argentina	<ul style="list-style-type: none"><li>• \$6,000 from UNEP in cash</li><li>• \$1,000 from CA in-kind</li></ul>	Received directly from UNEP: <b>\$6,000</b>	
	GEC-002/2007	<ul style="list-style-type: none"><li>• \$66,500 from UNEP</li><li>• UNEP \$3,487 to be paid to M&amp;E firm</li><li>• \$16,000 in cash from CI</li></ul>		

<sup>57</sup> As per Attached Annex 12:

<sup>58</sup> This represents what each stakeholder received over 6 years of participation.

<sup>59</sup> The first MOUs between the implementing agency, networks and governments drafted in 2003 were rejected by DGEF and UNEP's administrative section because its allocations exceeded US\$100,000. The MOUs had to be re-negotiated with the networks and were only approved after another seven months elapsed with further delays in the release of funds. In some cases (i.e. SEMARNAT in Mexico), the second disbursement did not arrive until 2005 (MTE Report, page 20).

<sup>60</sup> UNEP-ROLAC

<sup>61</sup> According to the CLAI regional network coordinator.

<sup>62</sup> With Consumers International, several MOUs were directly issued to national networks focal points.

Regional Networks	MOUs	Funding Negotiated	Final Allocations as per Budget <sup>57</sup>	Final Allocations on a per year basis <sup>58</sup>
		<ul style="list-style-type: none"> <li>\$30,000 in cash from CI</li> </ul>		
<b>IUCN-SUR</b>	GEC-009/2003	<ul style="list-style-type: none"> <li>\$212,200 from UNEP</li> <li>\$55,300 in cash from IUCN</li> <li>\$US 143,860 in-kind from IUCN</li> </ul>	Received a total <b>\$225,200</b> from UNEP	<b>\$37,533.</b>
	GEC-009/2006	<ul style="list-style-type: none"> <li>\$82,607 in cash from UNEP with \$12,000 for the M&amp;E firm</li> <li>\$17,100 in-kind from IUCN</li> <li>\$10,080 in cash from IUCN</li> </ul>		
	GEC-004/2007	<ul style="list-style-type: none"> <li>\$25,000 from UNEP in cash</li> </ul>		
<b>PARLATINO</b>	GEC-005/2003	<ul style="list-style-type: none"> <li>\$243,070 from UNEP</li> <li>\$294,830 in cash and in-kind (amount unspecified)</li> </ul>	Received <b>\$189,331.18</b>	<b>\$31,555.</b>
	GEC-001/2006	<ul style="list-style-type: none"> <li>\$46,750. from UNEP</li> <li>No mention of in-kind</li> </ul>		
	GEC-007/2006	<ul style="list-style-type: none"> <li>\$29,716 from UNEP in cash</li> <li>No in-kind from PARLATINO</li> </ul>		
	GEC-001/2006	<ul style="list-style-type: none"> <li>Continue with the activities contained in MOU-GEC-</li> </ul>		
<b>PARLATINO (cont.)</b>		004/2005. Activities: Training Workshop for Parliamentarians in Peru (June 2006) and Chile (July 2006) <ul style="list-style-type: none"> <li>Was this an amendment? This MOU was not seen by the evaluator.</li> </ul>		
	GEC-001/2007	<ul style="list-style-type: none"> <li>\$66,240 from UNEP</li> <li>\$12,760 to be paid additionally to the Latin American Court for Environment</li> <li>\$20,000 for the M&amp;E study to be paid directly to the consulting firm (additionally)</li> <li>\$44,000 from PARLATINO in-kind</li> </ul>		
<b>IULA/FLACMA<sup>63</sup>/AMMAC</b>	GEC-004/2003	<ul style="list-style-type: none"> <li>226,560 from UNEP</li> <li>\$24,000 in cash from AMMAC</li> <li>\$153,900 in-kind from AMMAC</li> </ul>	AMMAC received <b>\$104,079</b>	<b>\$26,019<sup>64</sup></b>

<sup>63</sup> IULA/FLACMA budgets are not reflected in any document reviewed by Evaluator.

<sup>64</sup> The AMMAC calculation is based on four years.

Regional Networks	MOUs	Funding Negotiated	Final Allocations as per Budget <sup>57</sup>	Final Allocations on a per year basis <sup>58</sup>
<b>Countries</b>				
<b>Argentina</b> <sup>65</sup>	GEC-001-2003	<ul style="list-style-type: none"> <li>\$40,000 in cash from UNEP and indirect support</li> <li>\$114, 680 in-kind from the Secretary</li> </ul>	<b>\$31,900</b>	<b>\$5,316.</b>
	GEC-001-Amendment 1/2003	<ul style="list-style-type: none"> <li>\$40,000 in cash from UNEP</li> </ul>		
	GEC-003/2006	<ul style="list-style-type: none"> <li>\$20,000 in cash from UNEP with \$3,000 dedicated toward the M&amp;E from this amount</li> <li>\$38,000 in-kind from La Secretaria (Ministry)</li> </ul>		
<b>Chile</b>		<ul style="list-style-type: none"> <li>MOUs were not available</li> <li>There were claims of in-kind in excess of \$200,000<sup>66</sup></li> <li></li> </ul>	<b>\$155,546.24</b>	<b>\$25,924.</b>
<b>Costa Rica</b>		<ul style="list-style-type: none"> <li>MOUs were not available</li> </ul>	<b>\$40,000</b>	<b>\$6,666.</b>
<b>Cuba</b>	GEC-006/2006	<ul style="list-style-type: none"> <li>MOU to continue on activities from GEC-016/2003 Amendment 1 to follow on activities</li> </ul>	<b>\$64,750</b>	<b>\$10,791.</b>
		<ul style="list-style-type: none"> <li>Original MOU was not available<sup>67</sup></li> </ul>		
<b>Ecuador</b>	GEC-0011/2003	<ul style="list-style-type: none"> <li>UNEP provides \$52,000 in cash and \$31,400 in indirect costs for other implementation activities</li> <li>Ministry brings \$83,4000 in technical services</li> </ul>	Received <b>\$48,100</b>	<b>\$8,016.</b>
	GEC-004/2006	<ul style="list-style-type: none"> <li>MOU to continue activities of GEC-011/2003 Amendment 1 on demonstration activities (no discussion of funds)</li> </ul>		
<b>Mexico</b>	GEC-003/2007	<ul style="list-style-type: none"> <li>\$37.690 in cash from UNEP</li> </ul>	Received	<b>\$10,608.</b>

<sup>65</sup> There were requests requesting clarification on the existence of further MOUs re Argentina that were not responded to by current DGEF Manager. An explanation was provided by DGEF/ROLAC clarified the following with respect to issues with disbursements to Argentina:

- On 13 March 2007, the PCU asked UNEP/ROLAC administration office to process payment under MOU-GEC-003/2006 for the government of Argentina, through local UNDP, for the amount of \$11,900 US.
- UNEP-ROLAC mistakenly transferred the payment directly to the Argentinean government counterpart (SAYDS) and not to the local UNDP as previously instructed
- Two Argentinean coordinators were asked to assist in the recovery of these funds: Javier Segura (coordinator when the transfer was made and who in late 2007) and Silvana Terzi, who came on board since 2008.
- It took 1 year and 5 months to recover the funds. On August 15, 2008 Nairobi recorded a deposit for the amount of \$11,881 US (transfer fees were discounted). The transaction is recorded under IMIS document PDCA-25057. The money recovered was not transferred to the Argentinean government, given the proximity of the closing date of the Project.

<sup>66</sup> Estimate provided by past government focal point.

<sup>67</sup> Cuba's disbursement from UNEP finally arrived in August 2005. Workshops were conducted with money lent to the Project by the state. In early 2007, \$30,000 US (thirty thousand USDLL) were transferred to Cuba after an amendment of the MOU with Cuba. This was for further activity implementation (ROLAC, September 2009)



Regional Networks	MOUs	Funding Negotiated	Final Allocations as per Budget <sup>57</sup>	Final Allocations on a per year basis <sup>58</sup>
SEMARNAT		<ul style="list-style-type: none"> <li>with \$8,190 for the M&amp;E firm</li> <li>\$29,500 from SEMARNAT in cash</li> <li>\$31,000 in-kind from SEMARNAT</li> </ul>	\$63,650	
Mexico EDOMEX	GEC-001/2005 SEGEM	<ul style="list-style-type: none"> <li>\$85,000 from UNEP in cash</li> <li>\$147,420 from EDOMEX in cash</li> <li>\$77,580 from EDOMEX in-kind</li> </ul>	Received \$94,872.29	\$15,812.
	GEC-010/2006	<ul style="list-style-type: none"> <li>\$53,000 from UNEP in cash with \$4000 for M&amp;E firm</li> <li>\$106,553 from EDOMEX in cash</li> <li>\$257,115 from EDOMEX in cash</li> </ul>		
		<ul style="list-style-type: none"> <li>12/2003 Amendment 1 to continue activities (no discussion of funds)</li> </ul>		
		<ul style="list-style-type: none"> <li>This MOU follows on the MOU-GEC</li> </ul>		
Peru	GEC-005/2006	<ul style="list-style-type: none"> <li>With CONAM<sup>68</sup></li> </ul>	Received \$37,000	\$6,166.
	GEC-012- Amendment 1/2003	<ul style="list-style-type: none"> <li>\$40,000 from UNEP in cash</li> </ul>		
Other	GEC-008/2005 Amendment 1/2006	<ul style="list-style-type: none"> <li>For UNDP Chile – could not decipher as page 2 was missing from this 3-page contract.</li> </ul>		
<b>TOTAL monies allocated to the networks and governments</b>			<b>\$1, 692,817.10</b>	

81. A financial audit was conducted in 2004<sup>69</sup> where 2003 expenditures were reviewed. Certain hiring procedures of the then Coordinator were evaluated, the GEC co-financing report was assessed and transfer of funds verified. The report focused mainly on training and facilitation of budgetary issues within the Project. Another audit was proposed for September 2006 but no report was provided. No subsequent audits were conducted. Given the complexity and changes that occurred in the implementation of this Project, a new audit could provide greater clarity than this evaluation, validating the substantial in-kind contributions of stakeholders and clarifying other issues.

### Financial Management

82. Financial management loomed large, especially during the early years of implementation. Initially the budget was managed through the Regional Office in Mexico. When problems with disbursements paralyzed the Project, budget management was returned to UNEP-Nairobi. After the MTE recommended changes in implementation in mid-2005, the UNEP Office in Nairobi was convinced by ROLAC to once again decentralize disbursements to Mexico. Financial reporting issues stemmed from two gaps which should have been remedied in the inception process:

<sup>68</sup> Preceding the creation of the new Ministry of Environment.

<sup>69</sup> Memo from auditing team, dated September 16, 2004

- UNEP was not familiar with GEF reporting systems<sup>70</sup>. GEF scaled up its reporting requirements – this was behind much of the retrofitting and amendments at the 2<sup>nd</sup> SC in 2004 (Ixtapan).
- The Regional Networks had no experience working with UNEP and GEF financial reporting systems and UNEP's overall project management systems.

83. The perception from Nairobi was that the Fund Officer of ROLAC did not understand disbursements, especially with respect to MOUs and the respective items described in in-kind contributions and final payments. All MOUs were in Spanish making it difficult for UNEP Nairobi to understand ROLAC's *modus operandi*. The issue of "blue lines"<sup>71</sup> discussed during the first implementation phase, were also poorly understood by the regional networks, country focal points, the Fund Manager (Nairobi) and this evaluator<sup>72</sup>. As this reference appeared around the lack of transparency and a poor level of understanding of the regional networks of the functioning of UN disbursements, there may be a need to properly address this as part of how GEF/UNEP conducts its affairs with civil society in the future.

84. *Annex 13: Co-financing and Leveraged Resources*, was not updated beyond the initial Budget (Annex 12). The last Project coordinator post MTE was advised or did not know that it was necessary to track in-kind investments<sup>73</sup>. This gap in tracking in-kind contributions undermined the assessment of time and resources of the governments and regional networks. It does not begin to capture the extraordinary in-kind contributions of the many stakeholders involved in the Project, from focal points of governments, Mesas Nacionales, regional networks, municipal Mesas, as well as the volunteers.

85. The issue of honoraria was a significant source of contention within the networks, as there were no overhead costs budgeted for networks. In certain cases, some of the national organizations working with the regional networks were barely compensated. For instance, in Argentina, the FAM received \$2000 for four years of work implementing activities at the municipal level. Very few of the regional focal points received any honoraria. Although symbolic honoraria were allowed for CLAI (\$100 per month) and for IUCN (\$1000/month)<sup>74</sup> to cover a significant substantive and organizational contribution of the Regional Focal Point, these honoraria were negotiated over time after the MTE. Regional networks concluded they too deserved overhead costs similar to UNEP.

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<sup>70</sup> This conclusion came from a previous DGEF TM responsible for the Project during the period of Lorena San Roman, who was based in Washington at the time and significantly involved in revisions (Addenda 1 to 8) to the Project in the Spring of 2004. The MTE also clearly highlighted this as in paragraph 52, page 22: "A key problem has been the lack of familiarity of the implementing agency and successive Project Coordinators with GEF administrative rules and reporting". As well, this was a pilot project for the GEF, working for the first time with civil society on such a large scale. Paragraph 4, page 6 of MTE also noted that "The resulting institutional arrangements and implementation strategy are a conceptual departure from the traditional model of GEF and UNEP projects which have been largely governmental and sector-based."

<sup>71</sup> The question of "blue lines" in the budget, often referred to in project reports, could not be explained. The Fund Manager from Nairobi had not heard of this although it is mentioned in the MTE Report. References are made to "blue lines" in the Mid-Term Evaluation on Paragraph 49, 21: "49. The actual funds received are sometimes considerably below the amounts agreed in the MOUs: CLAI has received only US\$ 53,000 of the \$90,000 approved in the first MOU; IUCN-CEC also reports a reduction. Ecuador's government focal point notes that the US\$83,400 approved in the first MOU were subsequently reduced to US\$ 52,000, of which only US\$ 26,000 arrived after considerable delay. In such cases the balance is thought to have been absorbed by the "indirect financial contributions" mentioned in the MOU and other mechanisms – such as the "blue line" budget items – that are managed by the implementing agency yet were never fully explained to the recipients (or the evaluator) and are still not understood. The limited clarity on this issue feeds stakeholder perceptions that the project's financial management has lacked transparency".

Another reference to blue lines was made in the Act/Minutes of a Meeting held in Panama, November 23<sup>rd</sup>, 2003 on page 2: "It was discussed and agreed to use the "Blue Lines" for some activities related to the Regional Networks and Countries, based on the requests of said Parties".

<sup>73</sup> "It is important to note that in terms of co-financing, the latest available report on file (included in Annex 13 of this report) dates back to December 2004. After this date, there are no periodic reports on contributions from governments or networks. In part this is due to the unstable situation within the coordination, including in such period of time the turnaround of the project coordinator, the task manager and administrative staff of the project. From this period forward, there are only partial reports which do not provide a picture that could be quantified or totalized." (PCU Coordinator in Final Report, March 2009)

<sup>74</sup> For an extraordinary contribution of time, skill and value added for the Project.

### How disbursement failures affected cost and other efficiencies

86. The TNS report concludes, along with aggregated views obtained by the Evaluator that the PCU continued to fail in providing timely disbursements to the countries and regional networks even after the MTE. The general sentiment of many stakeholders was that failure to disburse affected the Project's objectives, goals, methodology and results. The MTE (Hugo Navajas, 2005) documented these issues extensively: The extenuating circumstances changed over the course of the project. Initially, the situation was one of getting approval from the LAC Regional Director. Later, the issues with new administrative systems and the difficulties Regional Networks experienced providing the requisite reporting to the PCU were another. Despite systems being modified and reporting procedures being lightened, similar issues prevailed as in the pre MTE phase. The TNS Report<sup>75</sup> details these administrative and operational issues with respect to the Project as a whole, and specifically with each of the Regional Networks and participating countries. The only institution to not complain of this was PARLATINO, the sole network and/or country to not have issues with disbursements, probably because of its political strength and the access Parlatino had to the LAC Regional Director. The Regional Networks' difficulties with burdensome administrative requirements continued. However, this was not limited to just the Regional Networks as the governments claimed the same difficulties with disbursements and reporting requirements.

87. During the Project's troubled beginnings, activities had been planned, cancelled, rescheduled and often cancelled again for lack of funds. Networks and governments had used their own funds in the absence of Project funds, preoccupied with a loss of credibility within their constituencies and embarrassed at not being able to deliver. The PCU's continued inability to disburse funds tested the networks and governments' commitment. Some left the Project (FLACMA) partly because of these difficulties. AMMAC left under a cloud over financial reporting issues. Despite the good will exhibited by UNEP and its flexible approach introduced after the MTE, most meetings with members of the Steering Committee and the countries still focused on project management, allocation of monies (as in the case of the Monitoring component) and reporting requirements to obtain timely disbursements. It was a complicated relationship steeped and rooted in the difficulties of the Project's early beginnings. Despite all of these difficulties, in the end, the PCU and the stakeholders learned to work together but this was still not a seamless process and without numerous and ongoing complaints about money.

88. The various national agendas could not be easily synchronized at regional and national levels, making it impossible to have all national agendas coinciding with the Project's timelines. In the last two years, the PCU addressed this through individual MOUs, project extensions and facilitation. However, all was not solved. Additional issues were brought to light during the evaluation that affected the ability of various participants to properly terminate their project activities. For example, there are several instances where UNEP and network funds never reached their destinations or the PCU did not respond to focal points' requests:

- Argentina's allocation for the project's duration was \$50,000. Due to errors in disbursements which took more than a year to recover, the Government of Argentina only received half of the money allocated for them in the budget.
- In the first half of the Project, before the MTE, Ecuador lost some of its own co-financing allocated for spending only within a specific fiscal year when disbursements arrived late the following year<sup>76</sup>. Later in the Project, the government repeatedly sent erroneous information for bank transfers which UNEP's intermediary bank institution rejected. This was thought to

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<sup>75</sup> For additional analysis, see Annex 15: Issues with management and disbursements as reported to PCAG Qualitative Assessment and refer to slides 14, 27, 28, 39, 40, 51, 65, 79, 91, 102, 118, 135, 136, 145, 146, 153 and 173 of the Project Qualitative Assessment conducted by TNS

<sup>76</sup> The first series of disbursements under the second MOU were scheduled for October 2004 yet were not processed until May 2005, six months later. Because of these delays, almost half of US\$ 26,000 allocated by Ecuador's Ministry of Environmentas counterpart matching funds was re-assigned to other projects (MTE, paragraph 46, page 20).

be rectified in mid-2007 but the problem persisted as the information provided was still erroneous. Only months later was the situation finally clarified and the disbursement paid to the ministry's account.

- CLAI Cuba is still out of pocket \$800, monies borrowed from the Cuban Council of Churches as they await reimbursement from CLAI<sup>77</sup>.

89. The PCU did not respond to project proposals in a few instances where baseline surveys or follow up to a baseline survey were involved:

- Chile submitted a proposal to conduct a follow up study on the initial survey of municipalities. Their objective was to consolidate Project findings and impacts based on the original baseline study conducted in the participating municipalities. Their request for a final \$19,000 was not considered and no response was received from the PCU as per the Coordinator interviewed. According to ROLAC, there were extenuating circumstances that mitigated against this approach, namely the change from one Government/Coordinator/focal point to another, the lateness with which this last Coordinator assumed leadership and the timing of the request which made it impossible to fund the Chilean proposal at such a late date.
- Cuba wanted to conduct a workshop to review local environmental legislation, but was told by the PCU the budget could not accommodate this although there were remnant funds.
- Ecuador produced a Project proposal on "Building Global Environmental Citizenship in the Sectional/Regional Governments of Ecuador" which received no response from the PCU.

#### Could GEC have been implemented less expensively?

90. GEF's investment on a per country basis was approximately \$242,000 per country (\$1,692,000 divided by seven countries) - a paltry sum for a process started in 1996 and ended in 2008. If the allocation were to include countries and networks as separate entities (\$1,692,000 divided by 13), GEF's investment in cash to each country and each network did not exceed \$130,000 for the period of six years. This is about \$21,666 per year. It appears to have been cost efficient even if all of the objectives of the Project were not met.

91. Although there were questions about the cost efficiency of the Technical Advisory Group (TAG) and the Log Frames, these exercises produced quality manuals and clarified objectives for the various networks in a way they had not been able to in the previous 2 years (2002-2003).

92. The Project did not successfully produce all of the programmed outputs outlined in the LFA. The MTE signaled this possibility noting that many of the MOUs had now supplanted the Project Document. In some cases, such as CLAI and IUCN, networks were able to accomplish more than originally anticipated. This may have been the nature of these groups who had broader and deeper networks than the others. IUCN also received additional funding to further its activities.

93. Adding the governmental focal points made the Project more complex, but in the end, this may have allowed greater penetration and harmonization of the four Convention themes while facilitating demonstration and dissemination at the country level. The substantial cash, in-kind investments of governments should also be valued as they contributed significantly to cost-efficiencies over time.

94. Of the products not produced - the Global Environmental Citizen Report Card (as a monitoring tool), the Charter of Citizens' Global Environmental Responsibility (as part of Best Practices) and the Regional Advisory Board (as part of a regional governance structure) - all were elements that would have fed into the regional environmental citizenship programme.

95. The Project somewhat complied with the GEF Incremental Cost (IC) requirement in that the current projects of the six selected networks were supplemented to cover issues related to global

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<sup>77</sup> Personal communication, CLAI representative CUBA

environment. The multiplier effect from the developing partnerships and group mobilization through the Mesas Nacionales also had a significant impact in undertaking some of the activities of the Conventions. Many volunteer activities were organized. In some cases, an enabling environment for national decision-making and action on GEF focal areas was enhanced. In this case, attribution is difficult as few projects of this complexity and magnitude had been attempted with civil society and there were no precedents from which to compare or significant baselines to measure results.

### Conclusions on Cost Efficiencies

96. A shorter, more focused and better organized Project with timely disbursements would have resulted in greater impact, with minimal project interruptions, and savings in PCU staff and overhead costs. Staff attrition might not have been as high; these personnel losses cost the Project a great deal. As obstacles with disbursements continued, the stakeholders languished and waited. This cost the Project in legitimacy and credibility, especially with those who were representing the public image of the Project: the Ministries/Councils of Environment and the Regional Network focal points. Project extensions also cost the Project in time, funds and loss of effectiveness. The stakeholders had no recourse but to wait for funds. Timely execution activities as planned would also have minimized costs at the country implementation level where many activities had to be rescheduled up to three times in the Project's early phase (2002-2005). Although it can be said that implementation was a shared responsibility between the stakeholders, co-implementers and UNEP, the power was with UNEP.

### Conclusions

1. A great deal of time and resources were lost due to the Project's administrative and management failures.
2. The Regional Networks and the Mesas Nacionales were generally underfinanced for the amount of work produced over this long period of time. Essentially the efforts to properly implement were underestimated and the time allocated by volunteers was not valued beyond the initial assessment of in-kind contributions last conducted in 2004.
3. Outreach, communications and dissemination did not receive the adequate support required to fully disseminate the Project's best practices.
4. Budget figures do not reveal the complex financial arrangements that were required to ensure disbursements between regional networks and their respective national counterparts and between UNEP and the governments.
5. Budget figures also do not reflect the in-kind investment of the countries and regional networks.
6. Understanding the budget was an issue for stakeholders who claimed a lack of transparency.
7. The late disbursements of funds in the first three years (2002-2005) continued through to the closure of the Project and damaged the Project's reputation and stakeholder commitment to the overall vision.
8. Late or cancelled activities compromised cost efficiencies and Project credibility. The fits and starts resulting from late disbursements also affected the Project with loss of momentum and enthusiasm.
9. Many of the stakeholders invested their own funds in the Project's activities to minimize the unrest that came from lack of timeliness of execution of activities. In fact, FLACMA (Federation of Latin American Cities, Municipalities and Associations of Local Governments) and its Ecuadorian equivalent, the Ecuador Municipal Association, both left the Project in 2004 as they felt their reputations were compromised by the Project's inability to disburse and their inability to deliver. In the case of Ecuador, government funds which were intended to contribute government counterpart funds within a budget year had to be returned, never to be recaptured because of late disbursements.
10. In retrospect, a PCU and a Steering Committee well trained in administrative requirements of GEF Projects could have implemented more cost effectively.

## XI. Monitoring and Evaluation

97. The monitoring component was neglected until it was too late<sup>78</sup>. Although the M&E was discussed at every significant meeting of the SC, the path of least resistance was taken (See Annexes 2 and 4 for additional details: *Annex 2: UNEP ROLAC Project Coordination Unit Responsiveness to the Recommendations of the MTE 2005 and onward*; and *Annex 4: GEC Evolution of the Project, Milestones and Implementation Status*<sup>79</sup>). Recommendations 6 to 9 are analyzed in detail in Annex 2. In 2005, the MTE stressed the urgency of monitoring, noting the importance of generating baseline data to measure changes in public attitudes and other expected impacts. It also emphasized baseline studies as an essential component of the M&E strategy, acknowledging past neglect. It also concluded that, “the municipal level would offer the closest approximation to a ‘common denominator,’ linking the strategies of different networks.” It further suggested the baseline methodology would additionally need to consider other network target groups: ALER, CLAI and PARLATINO. It is not clear why the recommendation was ignored nor is there any explanation for missing municipal surveys conducted in 2004.

98. Instead in 2007, the PCU hired a Sustainability Consultant to follow-up with countries on their interest in a second phase, creating a great deal of expectations on the part of governments and networks. The report from this consultancy, or rather the 5 funding proposals, were never shared with members of the Steering Committee as a whole. A Final Proposal was presented in PowerPoint (not the full document) at the final and 5<sup>th</sup> Steering Committee in Panama (October 2008). After this experience in 2007, the governments/regional networks were less interested in pursuing further ideas as most had not seen the results from the Sustainability Assessment.

99. UNEP ROLAC’s position was that the participatory process through the Steering Committee meetings and regular exchanges with stakeholders decided the ultimate methodology of the “monitoring” re-labeled as a “qualitative assessment”. This shift, according to UNEP ROLAC was attributable to the lack of baseline studies and the result of interrupted direction by the PCU with its high levels of staff attrition. By the time the MTE took place, a substantial amount of project time had passed with one year left for implementation with a later extension through to December 2008. According to the PCU, this approach was the only solution left.

100. After many years of discussions from 2004 to 2008, the “monitoring” approach was accepted by the stakeholders/Steering Committee in 2007. Despite repeated mentions of the monitoring requirements as reflected in the SC Minutes Post MTE and the PIRs, it is worthy to note that from 2004 to 2008, the discussion continued, despite decisions recorded that an M&E plan was accepted (Adenda 8 Monitoring, Reporting and Evaluation Plan – Ixtapan 2004) and that activities were already underway. The negotiation process leading to the decision on this revised “monitoring component” was itself a case study, taking about 2 years to reach an agreement with various stakeholders contributing their share of the costs. The original monitoring strategy that was “to integrate communications, ‘quality control’, documentation and learning elements by providing technical backstopping, facilitating stakeholder exchanges, and accompanying innovative approaches as they unfold” did not occur. And for this, the responsibility for this must be shared by all.

101. In lieu of “monitoring”, as it is understood by GEF requirements, the consulting firm, TNS, was hired to conduct the Qualitative Assessment in 2008 once almost all activities were closed. An exercise that should have included the participation of all of the stakeholders was sacrificed in the interest of methodological consistency and product delivery. The potential learning and capacity building opportunities offered by this monitoring process were sacrificed. What was to be implemented by the stakeholders was done for them. Evaluation workshops, case study documentation

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<sup>78</sup> This is well documented in the MTE and further evidence is provided in the period since the MTE (Paragraphs 39 to 43).

<sup>79</sup> Sources MTE Report, PIR and Final Reports, PCAG Qualitative Assessment, Interviews. This chronology does not represent the full range of GEC activities. Rather it strives to highlight the evolution and discussions that occurred demonstrating the complexity, range of expectations and implementation difficulties.

and stakeholder perspectives for measuring impact and systematizing best practices were left to TNS who provided a document that served UNEP's needs rather than the capacity building needs of stakeholders.

102. Despite its not being a monitoring product, the QA does offer an overview of the impact generated by the Project and adequately reflected the thinking of the Regional Networks and the countries. Some assessed the report as lacking in critical thinking and reinforcing of UNEP's vision, rather than that of the countries and networks.

103. Evaluations were conducted as planned although not within the predicted time frame: the MTE was conducted in 2005 and the TE in 2009.

#### Conclusion

104. The Project cannot claim the TNS Qualitative Assessment of Impact on GEC was a monitoring study. This exercise by a consulting firm once all activities were completed could not in any way be construed as "monitoring" and it constitutes another failure of the Project. Annex 4 of the TOR states GEF minimum requirements for M&E; these were not met. The concrete M&E plan containing SMART indicators for project implementation, results and project baseline to review progress were not developed and all plans to conduct an M&E Strategy were abandoned.

## Chapter Three

### Conclusions, Lessons and Recommendations

#### Overview

*The GEC Project is the first regional initiative supported by GEF and UNEP with the fundamental objective of working with civil society, promoting its participation and capacity building, looking to build a new social pact where environment is the focus in order to preserve and ensure the survival of society. (Government focal point).*

105. It appears the GEC Project served as GEF's laboratory on how to deal with civil society in a regional context. This Project also had a positive impact on the individuals involved in the first tier with the Project – the government and regional network focal points – their immediate constituencies, the Mesas Nacionales and Municipales. There is widespread agreement that the level of involvement generated by this Project would probably not have occurred otherwise, certainly not with the level of harmonization the Project was able to provide.

106. The GEC became a very complex project with expectations well beyond its available resources. The diversity of countries with various sizes and geographies; the ability of stakeholders to participate in Mesas Nacionales; the distances between capitals and local municipalities; the meager budgets for demonstration and dissemination activities; all had a serious impact on the implementation of the Project. Time frames for activity implementation were based on unclear expectations there would be a natural coordination between the networks, the countries and the regional citizenship programme. The lack of homogeneity in civil society presented organizational and logistical challenges as well, but in the end, the regional networks and countries joined forces for a richer experience and broader implications for national environmental citizenship. This diversity reflected the complexity of the real world.

107. The Project also suffered from a lack of a clear *modus operandi* from the start. The issues stemmed more from a failure of governance and leadership than poor design. The Project may have been perceived as overly ambitious because it had so many conflicting agendas exacerbated by the lack of clear roles and responsibilities. During the MTE, there were serious questions among stakeholders as to whether they would continue. Impetus and vision had been sacrificed after several wearying years of difficult management and delayed implementation. However, the Project was somewhat renewed after the MTE eventually succeeding moderately in implementing and facilitating activities through to the end. The stakeholders: the regional networks, governments and staff of the Project, contributed to fixing a problematic beginning. In the end, the vision of a regional citizenship was compromised and the Project was implemented with lowered expectations and diminished results.

108. Despite all of these challenges, the Project did capture the imagination of many with its spirit of hope, collaboration and environmental messaging. It came at an opportune time but it only succeeded in establishing a foundation. Its sustainability will be tested unless there is a prompt, consolidated effort to develop a regional Project adequately funded that will allow the time needed for real behavioral and attitudinal change. This will require long-term commitments from the funding parties, as well as from the stakeholders.

#### Overall Findings

109. The results of the Project are mixed, although it did achieve some clear successes:



## Major Achievements

### **Participatory models of decision-making and consensus building:**

- The Project inspired commitment and vision amongst participating countries/networks and the potential for broad-based behavioral and attitudinal change.
- The combined strengths of regional networks and governments made for a successful partnership in implementing activities nationally.
- The Project assisted in the development of participatory decision-making and consensus building models for environmental citizenship at the national/municipal level and in a manner unforeseen in most of the countries. The creation of Mesas Nacionales in building new models of intervention created a presence for the Project while introducing environmental citizenship and participatory decision-making.
- The introduction/adaptation of the Local Agenda 21 model as a strategy of intervention at the local government/municipal level was new for national and local governments.

### **Capacity building and skills development:**

- Training of regional networks, countries and municipalities on the four MEAs and the GEF OPs.
- Environment firmly entrenched in the modus operandi of the networks.
- Simplification and harmonization of the complex concepts of the MEAs and OPs in everyday-language, based on the thorough approach taken in developing manuals and thematic training.
- Integration of MEA themes into popular and alternative radio, the churches, consumer organizations, educators, Parliamentarians and local governments.

## Weaknesses

110. The Project's successes are mitigated by some significant weaknesses:

### **The role of UNEP as an “implementing agency” – governance, institutional and management issues:**

#### Governance

- A major setback was the failure to establish a Regional Advisory Board to guide the Project in to advance the concept of a regional environmental citizenship programme.
- Micro-management of UNEP by the LAC Regional Director.
- Failure of the Project to strengthen regional cross-network links through planned activities in the post MTE phase.
- Failure to develop a regional environmental citizenship network and programme.

#### Institutional

- Tensions between the original regional network Project design and the combination Project of regional networks and governments.
- Failure of UNEP and stakeholders in developing a participatory decision-making framework with clear roles and responsibilities for effective implementation of a regional programme.
- Failure to establish financial management systems that were clear, transparent and understood by all stakeholders

#### Management

- Failure to provide an administrative framework for the management of a complex regional multistakeholder Project that was standardized and easily replicable.
- High levels of staff attrition in Project coordinators and DGEF managers.
- Failure to implement a successful communication and marketing strategy.
- Failure to maintain a fully functional Project website that could have ensured continuity for stakeholders and other countries interested in the Project's lessons: [www.unep.org/ciudadania](http://www.unep.org/ciudadania).
- Failure to fulfill the requirements a monitoring and evaluation strategy.
- Failure of PCU to share reports on long-term sustainability plans and the second phase proposal affected stakeholder buy-in.
- GEC Methodology did not allow for tapping expertise and failed to open the municipal dialogue to other groups when networks could not be represented.
- Failure to retain the municipal regional network(s) (FLACMA and AMMAC) for various reasons documented above and in Annex 11 on the story of AMMAC. This was a lost opportunity to broadly influence the grassroots through local governments, probably the most far-reaching potential of all of the regional networks.

#### **High expectations and associated risks:**

- The Project's inability to meet the high expectations of stakeholders.
- The budget was not in keeping with the expectations and the time frame.
- Operational limitations of the networks caused by excessive demands for the allocated budgets.

#### **Worthwhile use of funds:**

- Counterpart funds contributed by the countries supported by the enormous in-kind contributions of the networks, the governments and the volunteers of both Mesas Nacionales and Municipales contributed significantly to the positive results of the Project.
- The GEC Project brought more convening power than money.
- It was extremely cost-efficient because of the commitment and volunteer time given to the Project.
- Co-financing was not assessed after 2004; Project failed to obtain the figures which could have measured important in-kind contributions, validating stakeholders' contributions.

#### **GEF and UNEP working with CSOs**

111. As a long regional pilot and experimental project with civil society organizations as actual partners, the Project represented an opportunity for GEF and UNEP to expand its repertoire of partners and implementation models. Despite this, traditional implementation modalities of working through governments prevailed. The MTE recommended that "Innovative initiatives such as the GEC Project test new methodologies and institutional partnership and therefore cannot – and should not – be approached as conventional projects. Alternative arrangements need to be considered in advance." This recommendation still stands four years later.

112. The multistakeholder participatory decision-making and consensus-building process is still foreign to both UNEP and the GEF and remains a challenge for both institutions. A recent report<sup>80</sup> confirmed the partnership with CSOs in project execution has proven to be one of the most successful ways the GEF has fostered in achieving its goals." The value-added CSOs bring to the table and their ability to work with the grassroots has to be recognized. Considering this conclusion, GEF should

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<sup>80</sup> As recommended in the May 2009 Report - The Impact of the GEF's Resource Allocation Framework on Civil Society Organizations prepared by the Universal Ecological Fund (Fundación Ecológica Universal FEU-US) in collaboration with WWF (May 2009) presented to GEF Council in June 2009

continue funding CSOs but on a more even playing field. In future similar projects, the following principles should guide how CSOs are integrated into GEF projects:

- A shared decision-making framework between the EA/IA and the key stakeholders would improve working relations.
- In the future, GEF and IA procedures would have to be simplified, harmonized and standardized as well as reflect financial and management transparency as part of the new guidelines under preparation.
- These standards have to include mechanisms for revisions and change as solutions are sought and lessons learned during implementation.
- The establishment of regional standards for management of citizenship projects could be included as part of the monitoring approach in a future Project.
- GEF/UNEP must pay organizations of civil society to assist in the design work of a future project/second phase and not expect CSOs to donate their time, their resources, their knowledge and their influence without remuneration.
- Overhead costs for CSOs/CBOs in GEF Projects have to be built into budgets.
- GEF approval processes need to be streamlined and shortened<sup>81</sup> – the current two-year process is too long.

## Lessons Learned

A government focal point said it all – *“Although the implementation of this Project was very difficult because of:*

- *the heterogeneous nature of governments and the regional networks;*
- *the limited experience of the networks;*
- *the lack of knowledge of the administrative requirements in an international project of this nature;*
- *the limitations and lack of Terms of Reference of each of the governments;*
- *the absence of an adequate group planning process between UNEP, the countries and the representatives of the government and the regional networks,*
- *the lack of established technical requirements;*
- *a difficult dynamic with respect to coordinating timelines between the regional, national, networks and municipal activities; as well as*
- *the diverse interests of decision makers,*

*the process has demonstrated the importance of considering structuring a process at the origins and a need for modification of the implementation, if there is a similar Project”.*

113. The lessons learned are organized according to lesson learned and prescriptive actions/recommendations following immediately on the lesson(s) learned.

### 1. Capacity Building

The Convention themes have only begun to penetrate the Ministries of Environment, the focal points and the public – harmonizing regional capacity building on MEAs is still a valid goal. Pilot countries demonstrated the viability of the models; the original design of the Project should not be lost – more can be learned from the multistakeholder regional model and its potential impact on regional decision making and capacity building for policy evolution. The Project/UNEP/GEF should continue to advance the concepts and improve upon the lessons learned from GEC on capacity building in MEAs through refinements of the GEC model as an approach for regional harmonizing of capacity building, policy making and eventual lawmaking in LAC.

### 2. An overall audit of the Project

<sup>81</sup> Note that the European Bank for Reconstruction and Development (EBRD) has a six-month approval process.

Given the lack of oversight provided in this complex project and the range of issues that confronted it over its long implementation period, as well as the multiplicity of changes that occurred in the implementation of this Project, a new audit could provide greater clarity than this evaluation, validating the substantial in-kind contributions of stakeholders and clarifying other issues. The Terminal Evaluation recommends an audit of the GEC Project in the interest of exploring the many lessons learned and ensuring that these lessons are integrated into the planning, design and implementation of future projects of this nature.

### **3. AMMAC – the Municipal Network**

As with IUCN in the realm of serving as a regional network for environmental education, an organization very steeped in “environment”, the municipal dossier could have been better served with a global/regional organization such as the International Council for Local Environmental Initiatives (ICLEI<sup>82</sup> - <http://www.iclei.org/>), an organization with more than 20 years of experience in addressing “environment” at the local government level. Future initiatives with respect to municipal and local governments in the area of global environmental citizenship should be addressed only through a seasoned global NGO dealing with environmental concerns for local government, such as ICLEI. Such an organization should have a track record in international project management. Upon review of the situation encountered by AMMAC, it would not be unreasonable to ensure that this organization is part of the audit recommended by the Terminal Evaluation.

### **4. Working with Civil Society<sup>83</sup>**

Engaging civil society to work with and for GEF themes is a practical way to translate and simplify complex thematic messages, as CSOs are the primary vehicle connected to the public. Civil society should be validated as equal partners with governments in the design and implementation processes so that they can bring their value, creativity, and innovation. Civil society represents a different culture for multilateral aid agencies such as UNEP and the GEF. How UNEP ROLAC approaches civil society is a lesson learned that needs to be documented with the requisite changes to approaches and methods of management and administration to be integrated into the new guidelines. This will require a cultural change in how UNEP and GEF approach and work with civil society. UNEP and GEF need to work together with civil society to develop standards of project management that value and accept civil society rather than impose burdensome modalities. Honoraria for overhead should be budgeted and agreed upon for CSOs, the regional networks. The regional model, if properly implemented, could be transferable and used with other action-based research and consensus multistakeholder approaches for environmental citizenship.

### **5. Design and Planning of future Projects**

It is important to have a planning process where the relevant and experienced stakeholders can participate in developing a Project of common understanding and objectives. In future regional civil society projects of this nature, a series of planning and training workshops for Regional Networks, government and GEF Operational Focal Points, organized by the funders and implementing/executing agencies early on, should precede any implementation to establish the “rules of the game” in order to avert the series of management mishaps encountered in the GEC Project.. The implementation/execution should not be limited to UNEP in this new phase; it has to include co-

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<sup>82</sup> **ICLEI - Local Governments for Sustainability** is an international association of local governments as well as national and regional local government organizations that have made a commitment to sustainable development. Over 1105 cities, towns, counties, and their associations worldwide comprise ICLEI's growing membership. ICLEI works with these and hundreds of other local governments through international performance-based, results-oriented campaigns and programs. ICLEI provides technical consulting, training, and information services to build capacity, share knowledge, and support local government in the implementation of sustainable development at the local level. Our basic premise is that locally designed initiatives can provide an effective and cost-efficient way to achieve local, national, and global sustainability objectives.

<sup>83</sup> Recommendations for working with civil society are included in the planning and design phases of future regional multistakeholder civil society projects.

management, co-design, agreed upon modalities, simplified accounting procedures and transparency in disbursements, especially when there are co-implementers. Whether the process is country-led at the national level and regionally-led by regional networks or jointly led should be negotiated as part of the design process. A regional governance model would ensure that a proper Steering Committee is developed with a clear understanding of its role. Similarly with an Advisory Board that could ensure the oversight, harmonization and the regional approach lacking in this Project. The role of the government focal point/coordinator nationally should be integrated into the institutional planning of a future project to facilitate technical execution and implementation.

## Recommendations

### Specific Recommendations for planning and designing a second phase of the GEC Project

114. Regional approaches to good governance and management are generic to any successful consensual project decision making and implementation. The practical experience gained through the management of this Project demonstrates that to achieve desired levels of efficiency, the strategy must integrate planning, documentation, reporting, communications, co-participation and joint accountability of the stakeholders. Therefore, whichever lead agency whether it is UNEP or the GEF, the OAS, UNDP, the World Bank, or any combination of the above, and considering that future efforts should deliberately be measuring the impacts of this Project against changes in the public's awareness and its influence on government policy, a new project planning process should consider the following:

- It must begin with a baseline from which it can measure knowledge of its stakeholders and co-implementers; design and planning processes; clear methodologies; a detailed project implementation plan; a governance and accountability framework; financial management; as well as coordinated and tailored communication mechanisms for stakeholders targeting the ultimate beneficiaries.
- Updated technologies have to be programmed into future budgets such as web infrastructure that can accommodate, at the very least, a complete calendar of activities; a repository of all Project products and case studies; a closed user platform; the ability to conduct online surveys for baseline monitoring; and the ability to consolidate findings online<sup>84</sup>.
- A collaborative design process with past stakeholders from various stages of the Project's implementation should be invited to develop a second phase. This design process would be managed and facilitated by an independent facilitator knowledgeable of GEF and UNEP requirements who would work toward a consensual design of this new Project. This would be a cost efficient and validating way to engage stakeholders in a new GEC Project to ensure the past GEC failures are addressed in the design and development phase.
- The design team would be selected from the creators<sup>85</sup>/Project coordinators/DGEF TMs/regional network and government focal points from various periods of the Project, which spawned and implemented it. Those who demonstrated leadership as well as those who were critical of the Project will be essential to the design process to facilitate coming to an agreement on how the Project would be managed for best practices, good results and efficient administrative measures<sup>86</sup>. Here are the critical elements and steps for a second phase design or a similar multistakeholder project.
- Programming efforts at the national level should not only include the Ministries of Environment, but also the Ministries of Education supported by PARLATINO as legislators who would advocate for the integration of environment into curriculum nationally and regionally:

<sup>84</sup> Web applications for this purpose may not need to be created – existing web-based solutions should be used e.g 'survey monkey' or other web-based applications. Training should be provided to all stakeholders in the use and design of these methods.

<sup>85</sup> Original network focal points and others who were involved from 1996 to 2002.

<sup>86</sup> The complex management of the past should be eliminated as it has to be understood that these civil society organizations work on many projects and cannot be confined to the sole implementation of a project.

- Focal points of both regional networks and governments would come to the table as equal partners.
- The substance of the Project would be responsive to national as well as regional priorities.
- This design would take the form of a week-long participatory design session led by a professional facilitator. Potential candidates for the new Project coordinator position could attend and through this workshop would get to know the realities and constraints of managing such a project.
- The process would be interactive - facilitating a group understanding of the Project, a joint planning of the implementation process, an analysis of the strategies, the identification of opportunities for joint and cross-regional collaboration, performance review, sharing of lessons learned and best practices, working with participatory groups and multipliers and baselines for a Monitoring and Evaluation Strategy.
- The design workshop would later be followed by a training workshop for focal points/stakeholders and the selected new coordinator focusing on the requisite administrative and management modalities while developing a team approach for Project coordination.
- “Remnant funds from the GEC pilot Project”<sup>87</sup> of approximately \$100,000 would be applied to this design phase, as demonstration of UNEP’s commitment and its interest in including the lessons learned from the past by those who worked and implemented the Project. Alternatively, funds should be set aside for this design phase ensuring overhead costs to cover the participation of past stakeholders with adequate remuneration for their efforts in this participatory design phase.
- The role of the Technical Advisor would be built into the Programme/Project
- Municipalities would be included into the national planning aspects at a certain level.
- Training for staff would also include conflict resolution and would be a prerequisite for the DGEF TM and the PCU Coordinator.
- Once the Project is established, an outside monitor would follow the Project to ensure the timelines, activities and disbursements are on track.
- People who participate in the design would be paid as contractors for their services.

115. Ultimately, the Project would be co-managed by the IA and a group of government and regional networks that have: 1) education and training, 2) access to information and transparency, and 3) clear roles for shared decision-making and co-responsibility. In future projects of this nature, co-management processes would be established jointly, the agendas developed consensually in a spirit of co-responsibility. Each stakeholder would commit to work for the collective whole, supported by adequate oversight and good governance. Good governance would be established using Best Practices researched in implementing international development and regional projects.

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<sup>87</sup> As recommended by current DGEF TM in page 13 of the Draft Sustainability Proposal

## Overall Assessment

**Table 13: Overall Ratings Table**

Criterion	Evaluator's Summary Comments	Evaluator's Rating
<b>A. Attainment of project objectives and results (overall rating)</b> <b>Sub criteria (below)</b>	This was a highly complex undertaking but several of its objectives were not achieved as the project was unprepared and incapable to address shortcomings in a timely fashion thereby compromising overall objective of a regional environmental citizenship programme. Despite the mixed results of the Project, it did achieve clear successes especially in participatory models of decision-making and consensus building where the Project inspired commitment and vision amongst participating countries/networks and the potential for broad-based behavioural and attitudinal change. The combined strengths of regional networks and governments made for a successful partnership in implementing activities nationally. The project also offered significant capacity building and skills development opportunities for all stakeholders. "Environment" is now firmly entrenched in the modus operandi of the networks. MEA themes have been integrated as "environment" into popular and alternative radio, the churches, consumer organizations, educators, Parliamentarians and local governments	MS
A. 1. Effectiveness	The Project did not have achievement indicators but the manuals did integrate the GEF OPs; capacity building occurred in pilot countries; integration of environment into regional network agendas was achieved. The regional programme goal was not achieved.	MU
A. 2. Relevance	Important awareness building on the Convention issues and their associated OPs. The Project, to a certain extent, educated stakeholders and the immediate participants in the Project on the substantive themes of the Conventions.	MS
A. 3. Efficiency	The process was highly inefficient due to the many late starts caused by failed disbursements that affected project products and objectives attainment. It was cost efficient because of the volunteer time provided by the many stakeholders.	MU
<b>B. Sustainability of Project outcomes (overall rating)</b> <b>Sub criteria (below)</b>	Funding is at the heart of the Project's outcomes and these can only be sustained with ongoing substantive messaging, appropriate tools and funding.	U
B. 1. Financial	Unless funded, the Mesas will not continue.	MU
B. 2. Socio Political	There is ongoing interest in the ideas and processes generated by the Project but the leadership may not be in place to sustain these processes.	M S
B. 3. Institutional framework and governance	Governance and institutional frameworks were lacking as were accountability and transparency.	U
B. 4. Ecological	As this project dealt with the positive elements of policy and behavioral change, there were no environmental risks associated with its activities.	N/A
<b>C. Achievement of outputs and activities</b>	These were moderately achieved through to the MTE. Afterwards, the demonstration activities fell short of the PD's projections and the regional citizenship programme did not materialize. Despite these gaps, the capacity building was successful with the immediate targets at both the government and community levels where the Project had a direct impact on individuals. In all cases, people were trained throughout the participating countries and the regional networks. "These participatory decision-making models introduced citizenship applications and processes never seen before at the national and municipal levels. From this standpoint, these models for environmental citizenship participation were among the best	MS

Criterion	Evaluator's Summary Comments	Evaluator's Rating
	results produced by the Project at the height of its implementation. "The training materials were difficult to produce; the process was long but the quality was closely monitored and tested over time. The quality of the manuals did speak for themselves and these were harmonized throughout all of the participating countries. They are still in use although some are of the opinion these are ready for updating".	
<b>D. Monitoring and Evaluation (overall rating)</b> <b>Sub criteria (below)</b>	Despite many attempts to ensure M&E, the final results were not acceptable with respect to monitoring. Evaluations were conducted.	MU
D. 1. M&E Design	The monitoring design was flawed, neglected and finally abandoned.	U
D. 2. M&E Plan Implementation (use for adaptive management)	Adaptive management does not satisfy the requirement for real "monitoring" and the capacity building benefits associated with managing a monitoring strategy during the life of a Project.	U
D. 3. Budgeting and Funding for M&E activities	The budget for evaluations was compliant with the objectives. The budgets for monitoring were allocated to different activities such as the SA and QA which were not monitoring activities.	MU
<b>E. Catalytic Role</b>	The Project did catalyze a new wave of participatory environmental citizenship in the pilot countries but did not reach its regional citizenship goals.	S
<b>F. Preparation and readiness</b>	The Project was unprepared for the governance, institutional, management and administrative requirements of a regional Project of this scope. Project's objectives were not clear, practicable nor feasible within its timeframe, partnership arrangements were not properly identified. The Project was unprepared for most relevant requirements.	U
<b>G. Country ownership</b>	Countries developed a greater level of ownership once they were integral to the Project but country ownership is now assessed as vulnerable.	MS
<b>H. Stakeholders involvement</b>	There was a very high level of stakeholder involvement (regional networks and governments) and commitment to the Project evidenced by the high levels of volunteer time. Despite the difficult work environment that stemmed from a lack of clarity around roles and expectations, the stakeholders plodded along although the PDF phase had not prepared the regional networks to work as a regional team and that the rigidity of the GEC methodology made for a difficult synchronization of demonstration activities. The difficult relationship with the IA, UNEP ROLAC resulted in the overalls stakeholder group resisting management approaches of UNEP.	S
<b>I. Financial planning</b>	Late disbursements and extensions cost the Project in cost efficiency, credibility and effectiveness.	U
<b>J. Implementation approach</b>	The implementation approach was seriously affected by a lack of leadership and governance.	MU
<b>K. UNEP Supervision and backstopping</b>	UNEP failed on the whole to provide sustained adequate support, retain its staff and to facilitate timely disbursements for much of the Project.	U
<b>Overall Rating</b>		MU



## **Annex 1: History of how the GEC Project evolved its institutional framework**

The GEC project had a prolonged and difficult gestation period. The reasonably detailed implementation arrangements of a collaborative execution between UNDP and UNEP were considerably watered down in the final document when UNEP was established as the only implementing execution. What occurred during the long PDF would be impossible to reconstruct after such a long period. Suffice to say that the tensions encountered in during the PDF followed through right to the end of the Project. There was widespread agreement that prevailing tensions dominated around funding and disbursements. An attempt to put order where no established structure had been clearly defined exacerbated these tensions. These tensions were focused on how the work would get done and how the money would be spent.

The following section sheds light on the various steps that were taken to provide shape and direction to the Project.

### **Directives on Implementation Arrangements<sup>88</sup>**

The June 2002 Project Document had three paragraphs (26-28)<sup>89</sup> discussing implementation arrangements:

1. ROLAC would be assisted by UNDP<sup>90</sup> as the Executing Agency with the six regional networks (26),
2. A regional Advisory Board consisting of UNEP as the GEF Implementing Agency, UNDP and the Forum of Ministers of Environment of LAC (from the participating countries) would “review and approve project policies and strategies, the annual work plan and budget and the annual reports”, providing “guidance and recommendations, as appropriate,...ensuring inter-agency and intergovernmental coordination” (27), and
3. Each regional network would assign a focal point to coordinate the Project within their respective constituencies, coordinating with the Project Coordination Unit and substantive participation within their respective countries as well as substantive participation in the

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<sup>88</sup> Project Document (June 2002)

<sup>89</sup> Page 10 of Project Document: The Project Executing Agency will be the United Nations Environment Programme, Regional Office for Latin America and the Caribbean (UNEP/ROLAC), with assistance from the United Nations Development Programme, Regional Bureau for Latin America and the Caribbean (UNDP/RBLAC). The project will be implemented by the six regional NGO networks in each of the participating countries. A Project Co-ordination Unit (PCU) will be established at the UNEP Regional Office in Mexico City, under the responsibility of a Project Co-ordinator (task manager), who will oversee implementation of project activities.

27. The Project Co-ordinator will report directly to an Advisory Board consisting of the GEF Implementing Agency (UNEP); UNDP; the Forum of Ministers of the Environment of Latin America and the Caribbean; namely representatives of participating pilot countries and the participating regional networks. The principal role of the Board will be to review and approve project policies and strategies, the annual work plan and budget, and the annual reports. It will also help to maintain the project's focus by providing guidance and recommendations, as appropriate, as well as ensuring inter-agency and intergovernmental co-ordination.

28. Each of the six participating networks will assign a focal point to co-ordinate all project activities within their respective constituencies. These focal points will report on progress on a schedule to be determined during finalisation of the annual work plans. To maximise project impacts, close collaboration between the PCU and appropriate government agencies will be established and maintained throughout the implementation of the project. This collaboration will include participation in all project activities within their respective countries and substantive participation in the Regional Advisory Board. As part of direct support to project implementation, UNEP will be responsible for the preparation of educational materials and awareness-raising activities.

<sup>90</sup> See Annex A to this Annex 1 in response to question 5 under Project Specific of comments by Twomlow re expected role of UNEP in initial phases of the project. Additionally Under Cluster 5 (page 20 and 21 of the Project Document), additional clarification is provided re expectations on monitoring and evaluation: Activity 5.1. Conduct surveys to measure environmental awareness; Activity 5.2. Global Environment Citizen report card; and Activity 5.4. Regional Project Advisory Board review mechanism. Three Advisory Board meetings will be carried out during the project to review the external evaluations and in this way to recommend adjustments or advise the Project Co-ordination Unit on how to best implement different aspects of the project. This activity will be conducted by the Project Co-ordination Unit.

Regional Advisory Board with UNEP being responsible for the preparation of educational materials and awareness raising activities (28).

These details were supplemented by Annex 9 (3 pages) describing the TORs of the Project Coordinator, the Technical Expert, the Project Administrator and the Secretary. The LFA outlined the activities expected from each of the Regional Networks. The Project Document in Annex 2 under Description of Activities also specified a fully staffed office of the Project Coordination Office (PCU) with budget allocations for a full time staff: Project coordinator, Technical advisor, Administrator and Secretary. The Project Management and Coordination Office were designated 10 specific tasks for which they would be responsible.

### **Institutional Framework**

This Project lacked an adequate institutional and governance framework<sup>91</sup> from the start resulting in many organizational and administrative meetings to address the initial lack of implementation arrangements in the Project Document. Staff tried valiantly through several efforts to find administrative and management modalities for the Project, the PCU, the participating governments and the regional networks. Each of the five coordinators brought their own experience to bear. But it was not so simple.

This Project was also fraught with tensions around leadership. Initially conceived by and for civil society for the Regional Networks and managed by them, the Project lead was ROLAC Regional Director who advocated a strong inclusive and equal role for governments. The added dimension of governments was not part of the original plan nor was it discussed in the Project Document. Not everyone agreed with the Regional Director<sup>92</sup>. – “The controversial decision taken at the Ixtapan meeting to exclude government focal points from the SC was strongly contested by the government representatives and UNEP/ROLAC Director, and remains a divisive issue to this day”<sup>93</sup>. There were many views on what happened in Ixtapan. Some said that in a late night meeting, the governments were finally accepted<sup>94</sup>, an implicit acceptance of their role as equal partners which in effect was put into place at the 3<sup>rd</sup> SC in Quito, July 2005. Despite this eventual inclusion of governments, the fragmented and divided approach with resistance mostly directed at UNEP ROLAC stayed with the Project throughout its life. Although there were elements of reconciliation much later toward the end of the Project, it was not without a great cost to the Project in time, energy and good will..

Significant meetings dealing with institutional and governance issues were:

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<sup>91</sup> See Paragraph 7 of the MTE, page 7.

<sup>92</sup> See Mid-Term Evaluation

<sup>93</sup> See MTE, Paragraph 67.

<sup>94</sup> What existed to govern the Project was a Steering Committee governed by Regional Networks with neither the credibility nor the clout to move networks and governments toward the goals and vision of the Project. After 2003, governments were included in the Project but without equal status as members of the Steering Committee. The changes made to include governments came after a long ideological discussion that began at the projects inception: Who would the project serve? - the regional networks as designed in the original Project Document and Concept? or - a combination of Regional Networks and Governments? Although the ideological debate lasted through to the end of the Project, a truce was agreed upon in Quito (2005) when the SC was amplified to include governments and Adendum 2 of the Ixtapan Proposed Amendments that strategic operational decisions would be taken by the SC in its meetings with representatives of both governments and Regional Networks. The rationale for these changes was:

- The need for counterpart funding/co-financing was not within the confines of the limited resources of regional networks, many of which subsist on a project-to-project basis.
- The belief that governments would be able to ensure a coordination factor that could provide additional cohesion to the implementation of the projects at the national level. This proved to be true as the governments became an integral part of the implementation of the Project, especially in the second phase when demonstration activities were implemented through selected municipalities (mid 2005-2008).
- The convening power of the governments, at both national and municipal levels, was also advantageous for implementing demonstration activities.

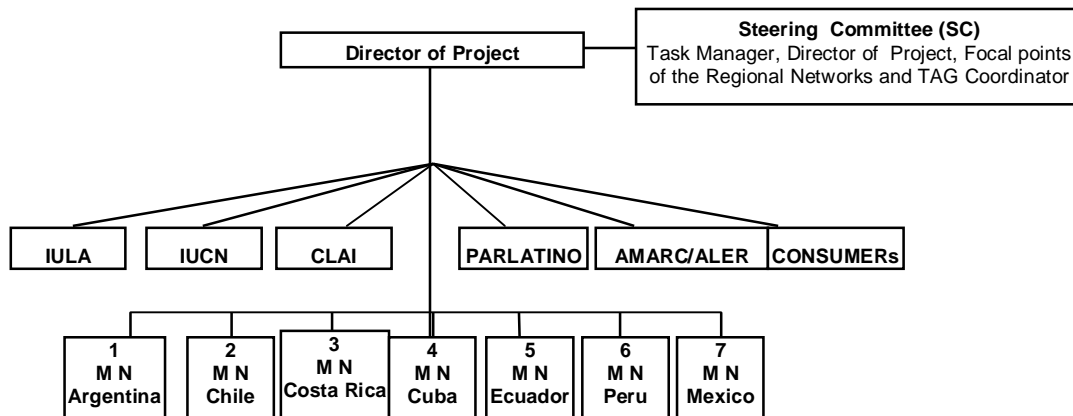
- January 30, 2003 – meeting of Regional Network focal points and UNEP hosted by IULA (Miriam Ursuba as Coordinator).
- April 2004 – 2<sup>nd</sup> SC Meeting at Ixtapan de la Sal (Lorena San Roman as Coordinator and Kristin McLaughlin as DGEF)
- July 2005 – 3<sup>rd</sup> SC Meeting in Quito (Labbate as DGEF and Dora Cobos as Coordinator)

The following four figures demonstrate the changing institutional framework from 2003 to 2008. As this initial gap in a governance framework created serious implementation issues, it is worth providing this overview:

- Figure 1: Organigramme at start of project (2003)
- Figure 2: Institutional Framework of the GEC Project (2004)
- Figure 3: Organigramme of Project Execution at 2005
- Figure 4: Organigramme at 2008 – how it finally looked.

Initially, the Steering Committee was comprised of a person delegated by each of the participating six networks as a focal point to coordinate all project activities within their respective constituencies (Figure 1).

**Figure 1: Organigramme at start of Project (2003) (Miriam Ursuba as Coordinator)**



#### **7 MESAS NACIONALES(MN)/Nacional Coordinating Committees**

Each Mesa Nacional is composed of a representative from each of the regional networks working at the national level, a focal point from the government, 4 technical experts from each of the Convention themes: Biodiversity, Climate Change, International Waters and the Ozone.

When Lorena San Roman came from the Earth Council as Project Manager almost two years into its implementation, the Project was forced to retrofit as directed by the GEF and UNEP/Nairobi. The bulk of this effort was generated through a proposed institutional framework in the form of amendments prepared by the Coordinator and the DGEF Task Manager. These were:

- Addendum 1: Draft Institutional Framework (Figure 2)
- Addendum 2: Draft TOR for Project Steering Committee
- Addendum 3: Draft TOR for Technical Advisory Group (TAG)
- Addendum 4: Draft TOR for Mesas Nacionales (National Coordinating Committees [NCC])
- Addendum 5: Draft Training Strategy
- Addendum 6: Roles for the Project Manager and Task Manager

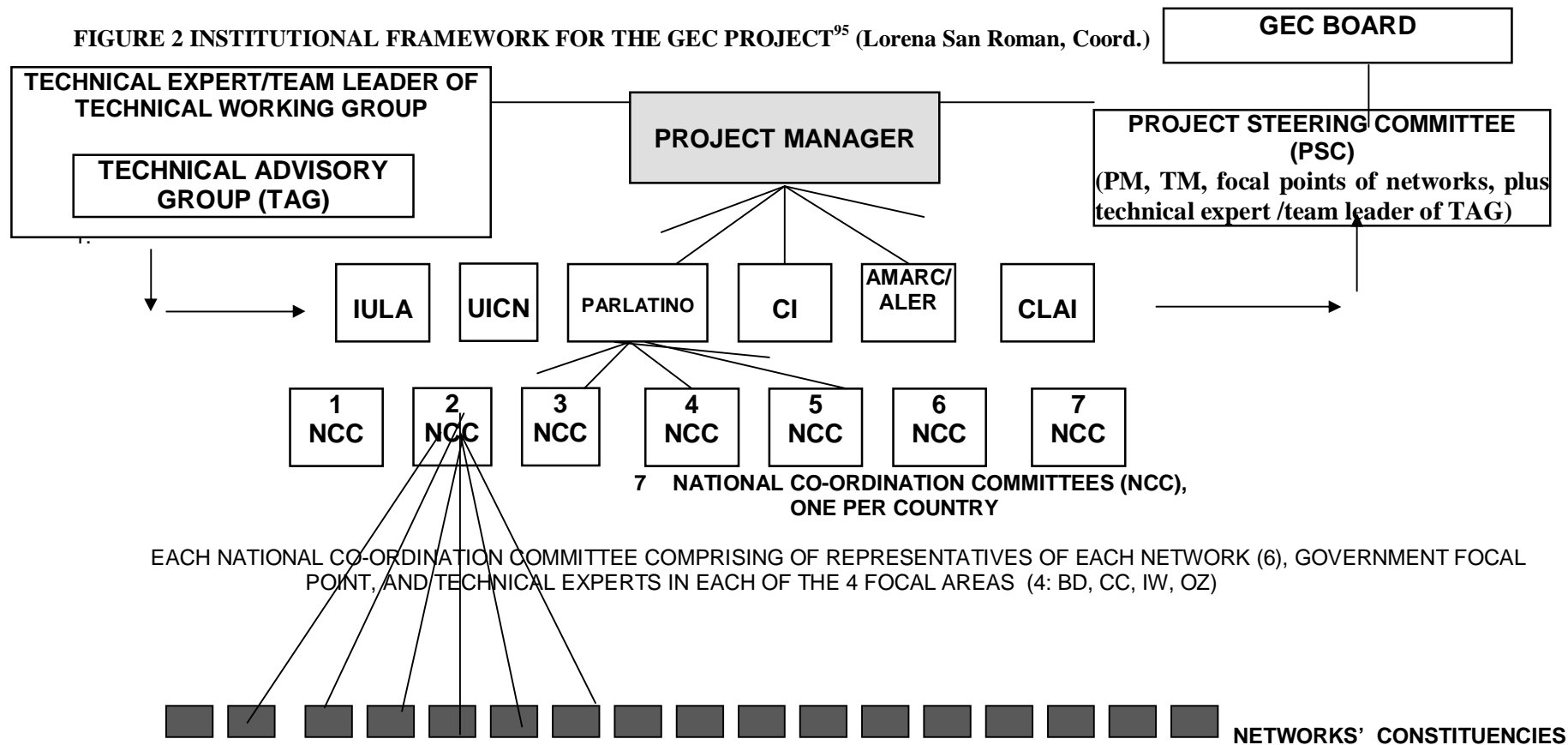
Addenda 7, 7a and 7b: Bar chart of Project Activities through to the end of the Project (by end of 2006)

Addendum 8: Monitoring, Progress Reporting and Evaluation Plan.

Until that point, a Procedures Manual of less than 3 pages had been elaborated by the PCU Coordinator. The GEF was undergoing changes and required a necessary retrofitting of the Project that was imposed by UNEP Nairobi and GEF. It is not clear if the regional networks recognized that the Log Frames and Amendments were part of this exercise. One thing is certain, the process created a great deal of resentment despite the fact these amendments were crucial in bringing order to the Project. The document on Mesas Nacionales/National Coordinating Committees finally spelled out what was needed at the national level for implementation although these had been in existence since 2003. Until this time, there had been much discussion but little in the way of guidelines to assist the countries in moving the Project along. The Technical Advisory Group (TAG), a temporary creation to ensure quality control of the thematic and network manuals, workplans and log frames contributed significantly to the quality and harmonization of the Project manuals. Its role was considerably reduced at the Mid-Term Evaluation and was abandoned thereafter for a combination of reasons, costs being a major issue. One advisor, a previous TAG member, Emma Torres remained for a short while and attended the Third and Fourth Steering Committee Meeting in Quito, July 2006.

At the time of the Second Steering Committee meeting Ixtapan de la Sal, Mexico, April 2004 (Figure 2), the Project still did not include the government focal points as equal members of the Steering Committee. When Labbate assumed the DGEF position in 2005, he set out to address the issues of “design, capacity of the regional networks and the remaining time frames for implementation”. He also sought to lighten and simplify the administrative requirements and project execution (Figure 3). The proposed modalities were accepted at the Third Steering Committee Meeting held in Quito in July 2005.

Figure 4 illustrates how the Project finally looked after the inclusion of governments as part of the Steering Committee (3<sup>rd</sup> SC, Quito, July 2005) through to the end of the Project.



**KEY:**

PSC: PROJECT STEERING COMMITTEE

TAG: TECHNICAL ADVISORY GROUP

NCC: NATIONAL COORDINATING COMMITTEE

BD: BIODIVERSITY

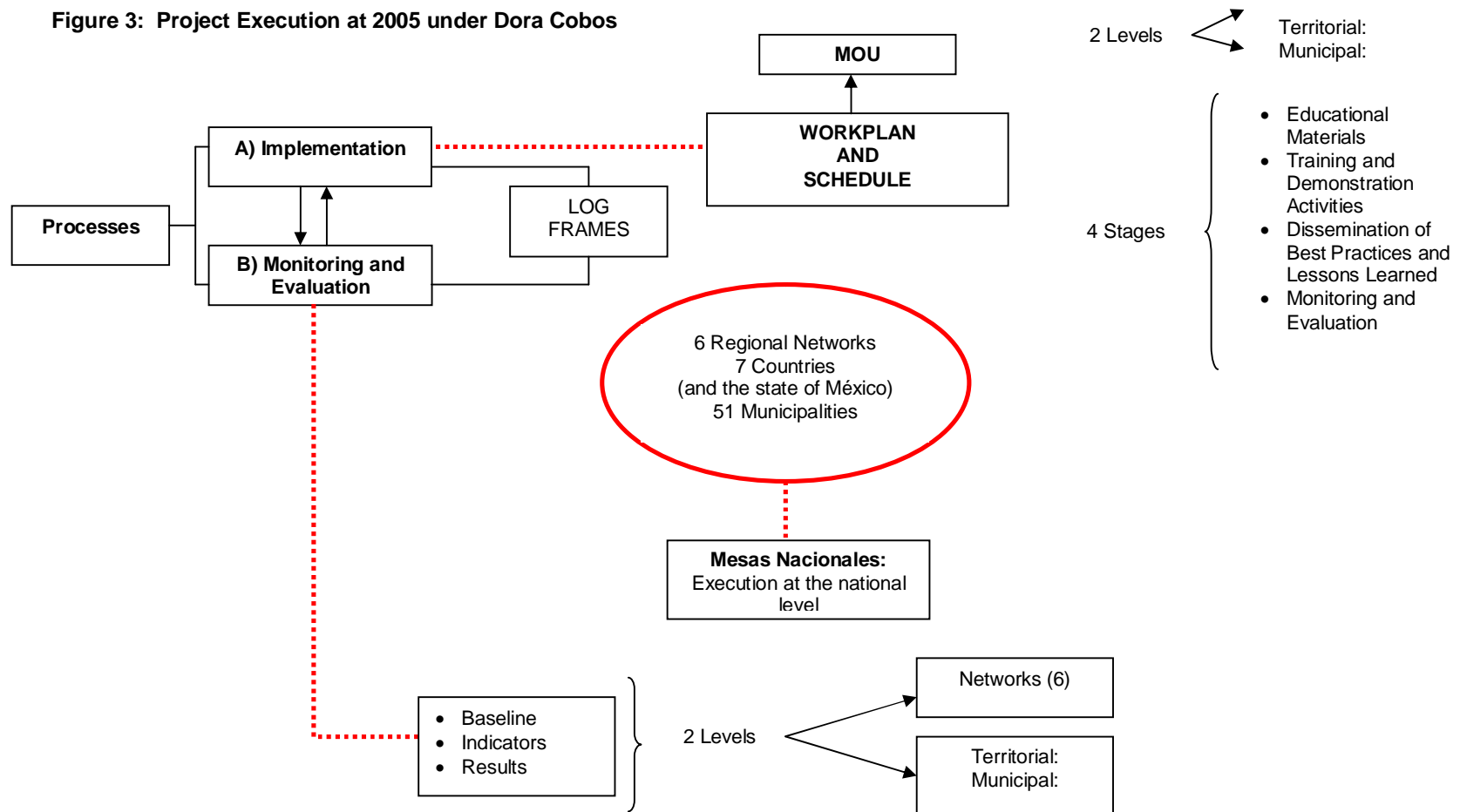
CC: CLIMATE CHANGE

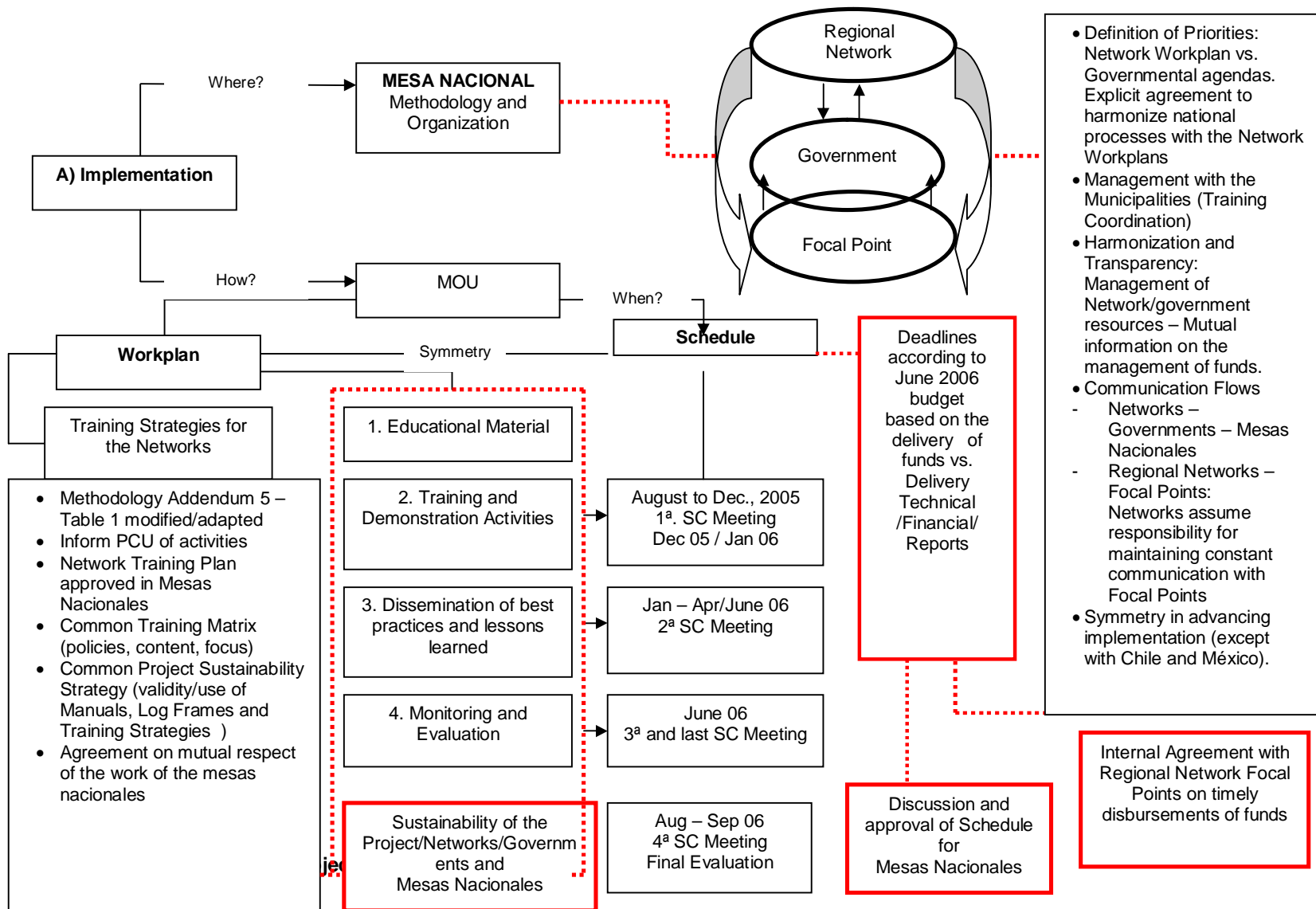
IW: INTERNATIONAL WATERS

OZ: OZONE LAYER

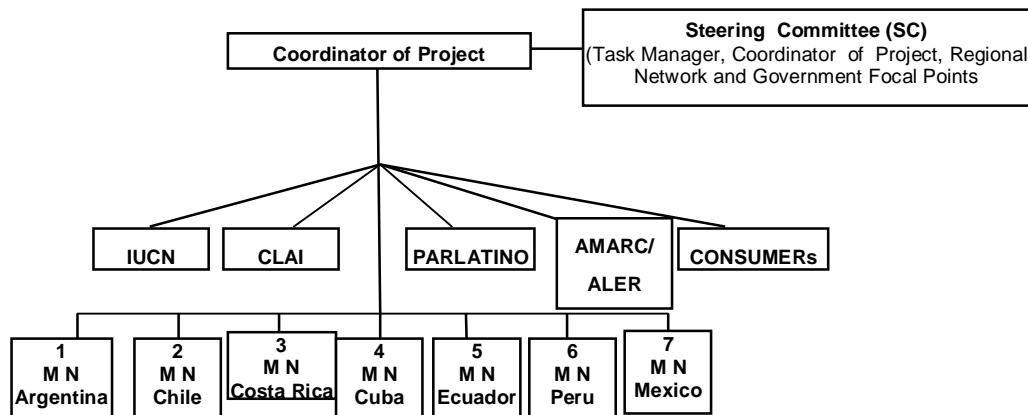
<sup>95</sup> Proposed Institutional Framework at the Ixtapan de la Sal, Mexico Meeting, April 2004.

Figure 3: Project Execution at 2005 under Dora Cobos





**Figure 4: Organigramme at End of Project (2008) (Ruben Marquez as coordinator)**



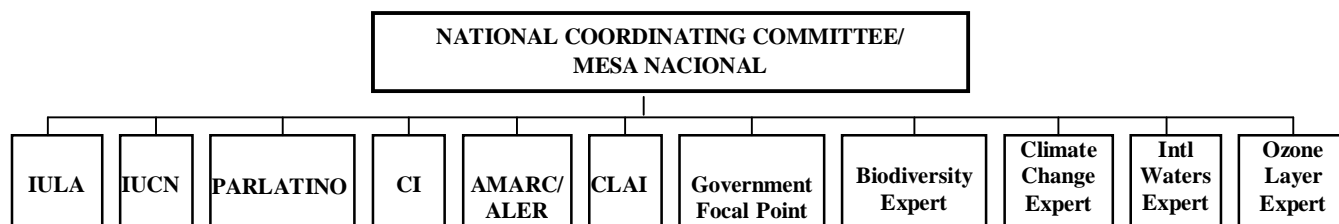
**7 MESAS NACIONALES (MN)/Nacional Coordinating Committees(NCC)**

Each Mesa Nacional is composed of a representative from each of the regional networks working at the national level, and a focal point from the government usually as coordinator of the Project at the national level. Organigramme adapted by the evaluator, 2009.

Description of Mesas Nacionales (NCCs) and Mesa Municipales/Regionales – National Stakeholders

The Mesas Nacionales were mirror images of the Regional networks at the national level. In each Mesa Nacional, a government focal point was appointed by the Ministry/Council of Environment of the country. His/her function was to lead and convene on behalf of the Project at the national level. Each of the regional networks nominated in each country its own national affiliate who became the member of the Mesa Nacional responsible for the execution of local activities. Together, the government focal point with the national representatives of each of the regional networks evolved a national implementation strategy and a work plan for the country's activities. The Mesa Nacional was responsible to both the governmental focal point and to the regional network focal points of the six regional networks.

**Figure 5. Proposed Structure of the Mesa Nacional/National Coordinating Committee<sup>96</sup>**



<sup>96</sup> As proposed at the Ixtapan Meeting, April 2004. The four Convention experts however never influenced project implementation.



## **Annex A:**

### **Clarifications of expectations of UNDP's role in the Project Document**

**Under Paragraph 51 of the Project Document (June 2002) as provided to the Consultant for the Terminal Evaluation by DGEF ROLAC (March 17, 2009 email)**

**Activity Cluster 2:** *Training and technical assistance in building capacity to effectively use these materials;*

**Page 18, PD: Activity 2.1.** Seven training workshops for consumer organisations... This will be executed jointly by Consumers International with technical assistance from UNEP and UNDP.

**Page Activity 2.2.** Seven training workshops for educators, teachers and community leaders..... This will be executed jointly by CEC-IUCN with the technical assistance of UNEP and UNDP.

**Activity 2.3.** Seven training workshops for community radio producers....This will be executed jointly by AMARC with the technical assistance of UNEP and the Tierramerica project.

**Activity 2.4.** Seven training workshops for church authorities....This will be executed by CLAI with technical assistance of UNEP and UNDP.

**Activity 2.5.** Seven training workshops for local authorities..... This will be executed by IULA with technical support from UNEP and UNDP.

**Activity 2.6.** Three regional workshops for parliamentarians. ...PARLATINO will execute this activity with technical assistance from UNDP and UNEP.

**Page 19 - Activity 2.7.** Four subregional seminars for parliamentarians. This will be implemented by PARLATINO with technical assistance from UNDP and UNEP.

Activity Cluster 3: Demonstration campaigns in seven countries to apply communication skills and tools

**Activity 3.1.** Consumer demonstration activities.....This activity will be executed by Consumers International with technical assistance from UNDP and AMARC.

**Activity 3.2.** Demonstration activities in school curricula.....This will be executed by CEC-IUCN with technical assistance from UNDP and UNEP through its Environmental Training Network for Latin America and the Caribbean.

**Activity 3.3.** Production and broadcasting of radio programmes.....This activity will be executed by AMARC with technical assistance from UNEP and UNDP.

**Activity 3.4.** Educational materials for use by churches.....This will be executed by CLAI with technical assistance from UNDP and UNEP.

**Page 20: Activity 3.5.** Building environmental management capacity in selected municipalities..... This activity will be executed by the co-ordinator of the project jointly with IULA, and in consultation with UNEP and UNDP.

**Activity 3.6.** Identify the best legislative frameworks and practices..... This activity will be carried out by a contractor in close communication with PARLATINO and the project co-ordinator, with technical assistance from UNDP and UNEP through its Environmental Legal Programme at ROLAC.

**Activity 3.7.** Conduct seven public hearings with parliamentarians.....The activity will be executed by PARLATINO, UNEP and UNDP.

Activity Cluster 4: Dissemination of results and lessons learned to sustain activities and promote replication throughout the LAC region

**Activity 4.1.** Identification and dissemination of best practices..... This will be executed by AMARC, Tierramerica and UNEP.

**Activity 4.2.** Compilation and distribution of best practices.....This activity will be executed by the six networks under the supervision of the project co-ordinator.

**Activity 4.3.** Development of long-term plans....This activity will be executed by the six networks under the supervision of the project co-ordinator.

## **Page 20-21 Activity Cluster 5: Monitoring and evaluation of the project.**

### **Output 5. Series of reports detailing changes in awareness of target groups and their constituencies with analysis of strategies and methodologies**

**Activity 5.1.** Conduct surveys to measure environmental awareness. Design and conduct public opinion polls on the four focal areas of GEF to evaluate the effectiveness, sustainability and replicability of the pilot activities and the campaigns. Four surveys on the four issues, aimed at the general public, will be prepared. The evaluation of the results will be measured by a cost-effective methodology.

**Activity 5.2.** Global Environment Citizen report card. Design a global environmental citizen report card on each of the four focal areas to allow the constituencies of the networks to evaluate and monitor the impact of the activities carried out through this project towards the objectives of the GEF Operational Programmes, in the selected countries. After reviewing it with the network and making the appropriate modifications, it will be a self-evaluation tool for the networks. This activity, aimed at the members of the networks, is under the responsibility of the project co-ordinator.

**Activity 5.3.** External evaluations. Two external evaluations will be carried out during the project and should contain assessment of the progress to date and recommendations for adjustments and improvement in the objectives or implementation of the project. Implementation of selective surveys and visits within the region among the client base to monitor programme effectiveness will be needed. The report of the evaluations will be distributed to the Advisory Board, UNDP, UNEP and the participating governments and networks. This activity will be carried out by the project co-ordinator with the support of the Project Co-ordination Unit.

**Activity 5.4.** Regional Project Advisory Board review mechanism. Three Advisory Board meetings will be carried out during the project to review the external evaluations and in this way to recommend adjustments or advise the Project Co-ordination Unit on how to best implement different aspects of the project. This activity will be conducted by the PCUUnit.

**Annex 2: UNEP/ROLAC Project Coordination Unit Responsiveness to the Recommendations of the MTE 2005 and onward**

A review of the MTE recommendations indicates the GEC project's difficult beginnings did not end after the MTE. The serious implementation issues were the result of many factors: fragmented and poor management; lack of leadership and lack of clear roles and responsibilities. The following Table describes how recommendations were handled post the MTE and the consequent impact of these actions on the Project.

**Table 14: UNEP Responsiveness to the Recommendations of the MTE 2005 and onward**

MTE RECOMMENDATIONS	EVALUATION FINDINGS
<p><b>Recommendation 1</b></p> <p>In spite of the problems encountered, the citizen networks and government focal points remain committed to the fundamental GEC concept. There is an expressed concern that the project's failure to generate positive results may weaken GEF and UNEP's resolve to continue supporting initiatives directed at civil society, thereby closing an innovative space of action that requires further learning and perseverance to succeed. All agree that the project concept generates strategic opportunities that should not be invalidated by administrative or managerial problems. The commitment of the networks to continue with the GEC project is largely based on this consideration, as well as their immediate interest in seeing the project succeed.</p>	<p>The commitment of networks and governments to the project and the processes innovated remained through to the end of the Project with the exception of Costa Rica where other circumstances mitigated against the Project's continuity in that country. These issues were more political than administrative in that a new government elected in Costa Rica made it impossible for the government focal point to continue; all citizenship initiatives were integrated into the overall work of the government.</p>
<p><b>Recommendation 2</b></p> <p>The second term offers the different stakeholders an opportunity to shift their shared responsibility in the project's shortcomings towards co-responsibility in the project's success. However, success is unlikely to happen unless there are significant improvements in the project's <i>modus operandi</i>. It is essential that all efforts be devoted to implementation delivery during the final project term. This will require a stable environment that can enable the networks to execute their training strategies and demonstrative activities without further delay or disruption. Above all, it will require a level of financial/administrative efficiency and accountability that has been lacking: Disbursements need be made on a timely basis and for the amounts agreed upon in the MOUs if the networks and government focal points are to do their part.</p>	<p>The PCU was able to establish a <i>modus operandi</i> that offered greater expediency in administrative and management matters. This new <i>modus operandi</i> may unfortunately have been at the expense of the broader vision of the Project whose goal was the creation of a regional environmental citizenship programme. This affected outcomes regionally as outlined in the PD. By this time, most of the original guard was gone and the notion of "getting through the project" prevailed. Besides, there was little funding left to direct to regional environmental citizenship. Monies were spent to keep the program going for an additional 3.5 years of implementation from a projected end of May 2005 to December 2008.</p>
<p><b>Recommendation 3</b></p> <p>The project coordination and implementing agency need to ensure that all documentation is in order and that requests are made with adequate lead time for their processing. This may require special measures including further administrative support; the delegation of approval authority or advance signing of checks by the UNEP/ROLAC director prior to</p>	<p>UNEP and the PCU were able to lighten administrative procedures in order to implement Project activities. The Coordinator, Lorena San Roman, in place during the MTE left the Project and had to be replaced compounding issues of continuity and institutional memory. This is when the long term vision of the Project appears to have been lost.</p>

MTE RECOMMENDATIONS	EVALUATION FINDINGS
<p>mission departures; or providing direct support to the networks in meeting their accounting and reporting requirements.</p> <p>The continuity of the Project Coordinator and her team is important to ensure a stable environment that is conducive to implementation.</p> <p>The planned recruitment of a Technical Advisor with 'deputy' functions is a very good move that will strengthen the capacity and performance of the project coordination unit; at this stage, practical experience in managing projects with NGOs will be more valuable than technical knowledge of environmental issues.</p>	<p>A Technical Advisor was not hired to assist the Project. A new Coordinator was hired for his project management background, and financial and administrative skills as well as knowledge of UNEP administrative and financial modalities. An administrative assistant was used in lieu as "unfortunately, the project has no money to invest in a deputy"<sup>97</sup>.</p>
<p><b>Recommendation 4</b></p> <p>The project's past emphasis on format and presentation needs to be refocused towards more substantive implementation issues. In particular, there should to be a shift in management dynamics from enforcement/compliance to facilitation, enabling the networks and NCCs to implement strategies and work plans on their own terms and according to their own vision – even when the final products do not convey the technical standards expected by the implementing agency and its advisors. While the interests of all parties need to be considered, the degree of external intrusion that is already perceived by the networks (in the logical frameworks, in the design and format of manuals, in the planning and approval of workshops) has generated a level of tension that should not be aggravated further for the benefit of implementation.</p>	<p>It would appear that the PCU went to the other side of pendulum, accommodating and developing a modus operandi that served the individual needs of networks and country governments rather than the cohesive regional vision of the Project.</p> <p>In fact, rather than providing a shared and transparent decision making framework, this triangulated and reinforced project management as traditionally known in UNEP, one that focused more on product delivery than on capacity building..</p>
<p><b>Recommendation 5</b></p> <p>The project coordination and implementing agency need to adopt an approach that is less rigid and greater in flexibility, delegation and facilitation to recuperate the sense of partnership and ownership that has been weakened among networks, government focal points and NCCs. An immediate step should be the revision and simplifications of steps required to plan and approve workshops, in consultation with the networks. At the same time the stakeholders need to recuperate their lost momentum and demonstrate capacity to deliver once disbursements are made and administrative constraints have been lifted.</p>	<p>From a PCU perspective, the management was able to facilitate project implementation.</p> <p>From the point of view of networks, it appears that the momentum and enthusiasm never fully recovered. Activities were implemented but there was a sense that Project fatigue.</p> <p>The PCU was of the mind that Regional Networks still had trouble with the administrative requirements that would have facilitated disbursements. Governments experienced the same difficulties with disbursements from UNEP ROLAC.</p>
<p><b>Recommendation 6</b></p> <p>The project coordination unit is not prepared to meet the monitoring and evaluation demands that will be generated by the implementation of network activities in the seven pilot countries. Although network training strategies and log-frames include</p>	<p>Ultimately, the Monitoring and Evaluation (M&amp;E) strategy provided the "macro framework needed to monitor, document, validate and draw lessons from the entire process" was finally accepted by the stakeholders. It was contracted out and hence what</p>

<sup>97</sup> Page 3 Column 2, Recommendation 3 of the "Implementation Plan of Recommendations for Evaluation of Project on Global Environmental Citizenship (September 29, 2006).

MTE RECOMMENDATIONS	EVALUATION FINDINGS
<p>some provisions for internal monitoring, the GEC project will have to develop an aggregate M&amp;E strategy that can provide the macro framework needed to monitor, document, validate and draw lessons from the entire process. This strategy should integrate communications, 'quality control', documentation and learning elements by providing technical backstopping, facilitating stakeholder exchanges, and accompanying innovative approaches as they unfold – i.e. conducting evaluation workshops, documenting case studies and stakeholder perspectives, measuring impact and systematizing best practices.</p>	<p>M&amp;E work should have been implemented by the stakeholders, was done for them. It was happening to the Project. Although in 2006, the Implementation Plan noted that the SC (2006) agreed to an M&amp;E Strategy, discussions on modalities continued through to 2007. The M&amp;E process did not occur until 2008 once almost all activities were closed. The negotiation process leading to the decision was itself a case study that took about 2 years to come to an agreement; the various stakeholders contributed a share of the costs. "This strategy to integrate communications, 'quality control', documentation and learning elements by providing technical backstopping, facilitating stakeholder exchanges, and accompanying innovative approaches as they unfold" did not happen. A valuable lesson was lost. Evaluation workshops, case study documentation and stakeholder perspectives for measuring impact and systematizing best practices were left to the TNS firm who provided a document that served UNEP's needs rather than the capacity building for stakeholders implemented with and by the networks and countries.</p>
<p><b>Recommendation 7</b></p> <p>These activities transcend conventional project monitoring practices and will demand additional time and resources; however, they are essential to the project's success and sustainability as a learning initiative. The M&amp;E strategy should be developed at an early stage in consultation with the networks, several of which have expertise in this field. Its design should be practical and based on the activities and performance benchmarks listed in the training strategies and log-frames - determining timeframes, methods, participants and technical inputs. Opportunities for network collaboration should also be considered to encourage joint implementation and monitoring, methodological consistency, exchanges of experience and the transfer of knowledge. There is an unspent balance in the budget that can be used to support these activities, without affecting MOU network allocations.</p>	<p>This recommendation was ignored and delegated as stated above.</p> <p>In this case, UNEP and the PCU lacked the understanding/will/leadership to implement and involve stakeholders in the actual monitoring process. The path of least resistance was taken. The PCU hired a Sustainability Consultant to follow-up with countries; this report was never shared. Then the PCU hired a consulting firm to conduct the QA, an exercise that should have included the participation of all of the stakeholders.</p> <p>Network collaboration and joint implementation were ignored, exchanges of experience and transfer of knowledge were also lost opportunities.</p> <p>In the interest of methodological consistency and product delivery, the process was sacrificed as was the potential learning from this M&amp;E process.</p> <p>What had occurred in original baseline surveys throughout the project were not used, nor could they be located.</p> <p>If the unspent balance in the budget was to be allocated to this process, this did not occur. The Table on MOUs indicates network contributions for the M&amp;E firm contracted by UNEP.</p>
<p><b>Recommendation 8</b></p> <p>Generating baseline data is critically important to measure changes in public attitudes and other impacts expected from the GEC project, and is therefore an essential component of the project M&amp;E strategy. This aspect was neglected in the past but has been reactivated by the Project</p>	<p>The generation of a baseline was not addressed after the Ixtapan Steering Committee (Addendum 8 to the Project Document: Draft Monitoring, Progress Reporting and Evaluation Plan). The surveys on municipal populations do not appear to have been conducted as planned.</p>

MTE RECOMMENDATIONS	EVALUATION FINDINGS
<p>Coordinator; an external consultant is now developing a survey methodology in consultation with AMMAC, given the likelihood that the surveys will focus on municipal population samples.</p> <p>The municipal level will offer the closest approximation to a 'common denominator' linking the strategies of different networks, although it is important that the sample size and distribution be statistically viable. The baseline methodology will additionally need to consider other network target groups that may require separate surveys, such as the community radio broadcasters associated with ALER, ecclesiastic groups linked to CLAI, or the regional parliamentarians of PARLATINO.</p>	<p>The remaining aspects of this recommendation that suggested additional surveys through ALER, CLAI and PARLATINO never occurred.</p> <p>AMMAC's work never fully materialized for several reasons, one of them being that it was a national municipal association now responsible for the regional network. It appears that it lacked the tools and administrative capabilities to carry out its new regional responsibilities. This resulted in a significant gap in the final impact of demonstration activities. Annex 11 describes the issues encountered with AMMAC in the Project's implementation</p>
<p><b>Recommendation 9</b></p> <p>Assuming that a baseline scenario is developed within the coming months, is it realistic to assume that changes in public attitudes or actions will be measurable by (or before) the end of the project term. If project impacts are to be measured on the basis of changes in public awareness and its influence on government policy, an <i>ex post</i> evaluation may be better suited (six to twelve months after project activities have finished) to realistically evaluate changes in the baseline and accommodate the 'gestation' time needed for awareness/information campaigns to influence public attitudes and behavior.</p>	<p>As the baseline scenario was never developed, the changes in public attitudes and actions could not be measured.</p> <p>The ex-Post Evaluation recommendation was taken into consideration. However the potential for evaluating attitudinal and behavioral changes was not possible due to the lack of a baseline specific to attitudinal change. As for policy shifts and changes, the assessments were well covered in the Qualitative Impact Assessment.</p> <p>But all of the Ex-Post Products that could have assisted the Evaluation were either time sensitive, had not been updated, were lost in the moves or lost with numerous personnel changes, leaving more of a shell than a substantive number of products with a life after the Project.</p>
<p><b>Recommendation 10</b></p> <p>External support requirements should be reviewed and adjusted during the final term. As the project focus gravitates from planning towards implementation and delivery, technical needs are likely to shift accordingly in line with increased management, coordination, communications and monitoring demands. Despite past problems, there is room for cautious optimism as the project staffing situation gradually improves: The recruitment of a full-time Technical Advisor will provide essential backup support to the Project Coordinator. The regional GEF Task Manager is now based at the UNEP-ROLAC office (in fact, next to the project coordination unit) and is readily available to provide assistance.</p>	<p>It would appear that the Recommendation of the MTE were not seriously considered.</p> <p>The PCU did retain its final Coordinator who managed adeptly but whose inexperience did not allow him to do so in keeping with the Project's vision. He was not able to manage with an approach that sustained and nurtured the Project's goals and objectives.</p> <p>The Project did not hire a Technical Advisor and lost the opportunity to maintain a certain level of monitoring and quality control within the Project, apparently due to cost issues. "However, the administrative assistant has taken a greater role in supporting networks"... An administrative assistant could not support the technical demands of a Technical Advisory especially when the PCU Coordinator did not possess substantive knowledge.</p>
<p><b>Recommendation 11</b></p> <p>The UNEP Communications Officer should begin to play a more active role in supporting the project – by helping to develop knowledge products from successful pilot experiences; by generating dissemination and promotion opportunities through the <i>Tierra America</i> program, the</p>	<p>It would appear that a consolidated communications strategy for the Project was also finally abandoned – certainly its website is an indicator that it was not considered an important long-term post-project tool.</p>

MTE RECOMMENDATIONS	EVALUATION FINDINGS
<p>media and other channels; and by assisting the networks in their own monitoring and documentation needs. It will be important to ensure that all communications and documentation activities are (i) consistent with the broader M&amp;E strategy; (ii) reflect the needs of the networks and their constituencies as well as those of UNEP and GEF; and (iii) apply the format, language and ‘codes’ needed to reach the different target audiences.</p>	<p>Therefore, ensuring that “all communications and documentation activities are (i) consistent with the broader M&amp;E strategy; (ii) reflect the needs of the networks and their constituencies as well as those of UNEP and GEF; and (iii) apply the format, language and ‘codes’ needed to reach the different target audiences” could never be realized.</p> <p>Verifying the Tierra America website did not bring up articles related to the Project at the time of the Evaluation.</p> <p>Assistance provided by the Communications Strategy consisted of a logo and an image for the Project. A Communications Strategy was not used to finally disseminate the Project’s products and best practices. This was left to the Project networks and their websites.</p>
<p><b>Recommendation 12</b>  Practical expertise and methodological guidance will be needed for group training, participatory research, advocacy and information campaigns, evaluations and systematization exercises, in addition to specific demonstrative activities. Much of this expertise is likely to be found within the networks and their associated institutions or through short-term contracts with regional consultants who are experienced in the dynamics of civil society organizations. The TAG experts could continue to offer specialized advice on GEF themes or monitor the environmental content of information campaigns and demonstration activities. However, their contribution to the project has been largely fulfilled through the technical manuals, work plans and other documents that were produced under their guidance. At this stage, project resources should be not be earmarked <i>a priori</i> for the TAG but instead used to meet monitoring, documentation and other needs as they arise, making use of network collaboration when feasible.</p>	<p>The suggestion that funds be redirected away from the TAG toward network collaboration activities was implemented on one level:</p> <ul style="list-style-type: none"> <li>• At the individual regional network level with their respective national associates – this appears to have occurred.</li> <li>• At the level of intra-network collaborations, this was ignored.</li> <li>• One TAG advisor, Emma Torres, was retained and attended the two PSC meetings in 2005 and 2006.</li> </ul>

### **Annex 3: Draft Program Proposal - A UNEP-ROLAC proposed Phase II - Latin American Initiative for Citizen Participation and Sustainable Development - Summary**

#### **UNEP-ROLAC Draft Program Proposal<sup>98</sup> Regional Outreach for Environmental Awareness, Education and Participation of Major Groups and Stakeholders in Latin America and the Caribbean *Latin American Initiative for Citizen Participation and Sustainable Development* Regional Program**

#### **BACKGROUND AND CONTEXT**

The proposed regional outreach program constitutes an up-scaling of the GEF co-funded *Global Environmental Citizenship* pilot project in fulfillment of UNEP's mandate to more directly involve the constituencies of major groups and stakeholders in the decision making process around Global Environmental Issues. The proposed budget is \$US 1.81 million over three years (2009 – 2011).

#### **RATIONALE**

The overall development goal of this initiative is to provide knowledge and decision making tools for a higher degree of environmental literacy, awareness and involvement of the region's citizenry. The core mechanism proposed consists in working with major groups in the region who will in turn reach their constituencies via their inherent communication and dissemination avenues for their empowerment and involvement to strengthen their active role in environmental conservation. This main mechanism is further complemented via a strategy to i) support national citizen participation departments and national stakeholder coordinating committees at the country level and ii) make knowledge available and foster regional interaction and networking through the internet and the media.

This will be done by making an important step from the pilot-project to the program level, through the establishment of a mechanism for cooperation and coordination to continue working with key organizations and stakeholders. This mechanism will be ready and able to assist those civil society organizations, old and new, willing to address cross cutting environmental matters amongst their constituencies thus contributing to the dissemination process. It will also be able to provide guidance and support to any country in the region willing to participate in the initiative in a progressive manner according to program development and growth.

The issues around which the program will be developed are UNEP's six thematic priority areas as stated in the Medium Term Strategy (MTS):

- 1) Climate change;
- 2) Disasters and conflicts;
- 3) Ecosystem management;
- 4) Environmental governance;
- 5) Harmful substances and hazardous waste; and
- 6) Resource efficiency – sustainable consumption and production.

As a regional program this initiative will foster the development of a series of projects at the regional civil society organization and country level.

#### **OBJECTIVE**

The objective is to implement a program to support the empowerment of major groups and stakeholders in the region to ensure their active engagement in environmental conservation. The long-

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<sup>98</sup> Executive Summary prepared by TE Consultant from Draft provided by Robert Erath, created on April 3, 2009



term goal of the project is the creation of a global citizenry that is aware of its global environmental rights and responsibilities and has at its disposal key knowledge tools for action.

## **IMPLEMENTING ARRANGEMENTS**

The next step to make the transition from project to program is the earmarking of funds within UNEP and the leveraging of co-financing for the operation at regional level. As of now it can be anticipated that the regional program will initially be coordinated by a basic core management unit within UNEP-ROLAC. It can be foreseen that implementation of the latter will take place with the cooperation of networks of CSOs that have already participated in the pilot thus drawing from their experience for project implementation in the newly added countries. After an initial phase of program establishment, the size and structure of this unit may be gradually adapted to the growth rate of the demand for the program's services.

#### Annex 4: GEC Evolution of the Project, Milestones and Implementation Status<sup>99</sup>

Dates	Activities	Sources, Products and Comments
Nov 12, 1996	Discussions start. Alicia Barcena comes to work at UNEP. Declaración de la X Reunión de Ministros de Medio Ambiente de América Latina y el Caribe, Buenos Aires, Argentina	
November 10-12, 1996	10th Meeting of the Forum of Ministers of Environment of LAC where Alicia Barcena presents the Project to the Forum.	
1997	Start – Funding provided by GEF and Canada for the PDF Phase.	IISD, Environment Canada and CIDA also contributed. One of the early PDs and Ricardo Sanchez.
July 14-15, 1997	Environmental Citizenship Meeting – Held with regional networks as part of PDF <sup>100</sup> .	How many times did the whole group meet? Where did the meetings occur?
May 18, 1997	MOU signed with PARLATINO in Caracas, Venezuela.	
July 15, 1997	MOUs with CLAI, CI and IULA in Mexico City.	
July 29, 1997	MOUs with CEC-IUCN, AMARC in Quito.	
September 10, 1997	Formal Endorsement of project on behalf Forum of Ministers of Environment of LAC by Secretary of Forum (Argentina).	
November 6, 1997	Formal Endorsement from Cuba GEF focal point.	
December 15, 1997	Formal Endorsement from Chile GEF focal point.	
December 18, 1997	Formal Endorsement from Costa Rica GEF focal point.	
December 23, 1997	Formal Endorsement from Peru GEF focal point.	
January 1998	Formal Endorsement from Mexico GEF focal point.	
January 1998	Formal Endorsement from Ecuador GEF focal point.	
March 30, 1998	UNEP approval.	
March 1998	GEF Council Meeting approves Project Brief.	
March 10-13, 1998	11 <sup>th</sup> Meeting of the Forum of Ministers of Environment of LAC, Mexico.	Recognizes the importance of the Project under consideration with GEF and request that UNDP and UNEP submit proposals for citizens' participation.
	18 month preparatory phase (PDF) Block B funds.	Consultation process with networks.
Date unknown	PDF B Phase (prolonged).	Comprehensive Project Document.
1999	Alicia Barcena as the creator of the Project leaves and Ricardo Sanchez comes to ROLAC and takes over the fundraising and completion of the Project Document.	Exact dates unknown. Ricardo Sanchez expresses interest in including governments into project implementation.
March 2-7, 2000	12 <sup>th</sup> Meeting of the Forum Ministers of Environment of LAC, Bridgetown Barbados.	Decision to expand and strengthen the Global Environmental Citizenship Programme.
March 13,	Letter from Arensberg of GEF approving PDF Funds	

<sup>99</sup> Sources MTE Report, PIR and Final Reports, PCAG Qualitative Assessment, Interviews. This chronology does not represent the full range of GEC activities. Rather it strives to highlight the evolution and discussions that occurred demonstrating the complexity, range of expectations and implementation difficulties.

<sup>100</sup> Project Document p. 23, June 2002

Dates	Activities	Sources, Products and Comments
2001	of \$150,000 and announcing that funds would be disbursed by end of April 2001.	
January 2002	Letter from UNEP to Kenneth King of GEF commenting that 924 Parliamentarians, 205 national associations and municipalities, 390 community radio broadcasters, 131 national organizations representing educators, government experts on Environmental Education, school and university teachers, 34 national organizations. Of consumers and 2.81 million members of religious groups would be influenced through the Project	Of note, the letter announces that UNEP is the <u>sole</u> implementing agency with UNDP continuing to provide project services and support to project implementation through its country offices and with its presence on the SC. There is no indication that UNDP ever attended any meeting of the Steering Committee Letter also mentioned that four years had elapsed since the PDF and that everyone was ready to start.
June 2002	Project document issued for this start date.	Document provided to TE Evaluator
July 2002	Project document issued for this start date.	
August 2002	Project starts.	First large scale initiative supported by GEF targeting civil society in LAC
January 30, 2003	Meeting between Networks and UNEP in Quito Miriam Ursuba is Project Coordinator. Meeting chaired by Jaime Torres Lara, ED of IULA. The convening power of governments meetings is recognized in the Minutes. Discussion of National Coordinating Committees. Communications Strategy for Overall Project discussed.	Minutes of the meeting. Detailed minutes with dates, location and participants identified. Difficulties with funding acknowledged.
2003	Governments become part of the GEC Strategy	Is this what retarded the launch of the Project? Process driven by Ricardo Sanchez and Miriam Ursuba
April 11, 2003	Miriam Ursuba announces she is resigning. Agrees to stay for three months as a consultant.	
June 9-10, 2003 in Mexico	First Meeting on the Adaptation of Educational and Informational Materials for the GEC Project, Final Report, Mexico focused on the thematic manuals, selection criteria for municipalities, the Project Communication Strategy. Indication that Project website is working and that there is a private user page for Project stakeholders.	Under Miriam Ursuba (Progress Report March to June 2003) Attended by regional network focal points and all government focal points as well PCU and UNEP Regional Director.
August 2003	Lorena San Roman appointed new Coordinator	
October 8-10, 2003	Principal Meeting of the Ozone Network of Officials of LAC in Mexico which Project stakeholders attended.	
October 2003	Mesas nacionales established in Argentina, Chile, Ecuador and Mexico Indications that the national institutions are weaker in Peru and Costa Rica	Progress Report
Nov. 23, 2003 Panama City	Second Meeting (SC?) of the National Focal Points and Regional Network Focal Points (Act of the Meeting) held at the same time as the XIV Meeting of Ministers of Environment of LAC Lorena San Roman is now the Project Coordinator <sup>101</sup> . Jaime Torres Lara (IULA) chairs the meeting. Project status denotes issues re funding, communications and administration. UNEP guarantees that original sums promised by Network and country will be honoured. Need for a Procedures Manual is acknowledged. Workplan is required for 2004. A simplified budget is presented. Discussion on the roles of Mesas Nacionales as the wheels of the project to	Argentina, Chile, Costa Rica, Cuba, Ecuador, Mexico, Peru ALER, AMARC, IULA, ICLEI (Brazil), CLAI, CI, FANJ (Cuba), INICAM (Peru), UICN This is first the Steering Committee meeting. The discussion on an M&E has already started.

<sup>101</sup> Lorena San Roman had worked with Earth Council.

Dates	Activities	Sources, Products and Comments
	national and local activities. The importance of national affiliates of the regional networks as integral parts of the Mesa Nacional is confirmed. It is decided that the Mesas should be funded. The need to reinforce linkages between networks and Mesas Nacionales is confirmed. There is still no Communications Strategy available for the Project (to be provided by UNEP). A discussion on indicators of implementation for environmental citizenship, project baseline for municipalities, cities and social groups, as well as national level indicators (indicating discussion on M&E).	
December 2003	Realization that technical aspects are not clear for networks – insufficient knowledge of GEF Themes.	Progress Report June-Dec.2003
2003	Governments endorse the Project through their Ministries of Environment and become participants.	Officially, governments are not yet members of the Steering Committee.
	No funds released in 2003.	
January 2004	Project Coordinator undergoes training with DGEF TM, Sheila Aggarwal-Khan	
2004	Networks are involved in the long process of developing log frames.	As discussed in the MTE.
Feb. 12-13, 2004	Quito Declaration (Meeting of the Regional Networks and UNEP).	An acknowledgement on the part of the regional networks of the need to clarify administrative/management modalities including those of the Mesa Nacionales and the need to use the blue lines (lineas azules) of the budget to finance the monitoring of the Project. M&E is discussed again.
March 13-21	Coordinator attends a 9 day training at which point the Institutional Framework for the Project (with 8 addenda) is formulated	This was in preparation for the Meeting in Ixtapan.
March 2004 – Santiago, Chile	Regional launching of the Project.	
April 24-25, 2004	Second Meeting of the Steering Committee Amendments to Project Document - Ixtapan Mexico: Add. 1: Draft Institutional Framework Add. 2: TORs for the Steering Committee <sup>102</sup> Add. 3: TORS for the TAG Add. 4: TORs for the Mesas Nacionales (NCCs) <sup>103</sup> Add. 5: Project Training Strategy Add. 8: Monitoring, Progress Reporting and Evaluation Plan (21 pages) Add. 6: On Roles of the Project Manager and Task Manager and Add. 7: A bar chart of activities appears to have been rejected. Five of the six networks present their log frames at a meeting in Ixtapan, Mexico with exception of IULA.	This was a difficult meeting referred to as “a disaster” where the issue of log frames is discussed. Further the amendments, 1,2,3,4,5 and 8 of the Project Document gave form to the Project where the original PD did not. The GEC Board <sup>104</sup> is further defined with UNEP providing the link to the regional networks and the priorities of the Forum.
May 2004	Technical Advisory Group is created	Two advisors are hired for each of the

<sup>102</sup> PSC comprised of Project Manager/Coordinator, Task Manager, Team Leader of Technical Working Group and a focal point for the six regional networks but there was no government representation.

<sup>103</sup> These Mesas Nacionales each had a Biodiversity Expert, a Climate Change Expert, an International Waters Expert, and an Ozone Layer Expert. The Governmental Focal Point was integral to this group.

<sup>104</sup> This Board was never constituted.

Dates	Activities	Sources, Products and Comments
	Director of UNEP/ROLAC expands the TAG to include three personnel from ROLAC: Rossana Silva, Diego Masera and Rody Oñate	four themes of the MEAs. These persons are selected from the GEF Roster of Consultants.
May 27-28	First TAG Meeting to define its role and its support to the GEC Project	
June 2004	IULA/FLACMA transfer their participation to AMMAC (Mexico). FLACMA passes on the regional responsibility to the Mexican national association of municipalities in Mexico (AMMAC). Due to major administrative changes in IULA/FLACMA, the network decided that it was not possible for them to continue with the implementation of the project.	From Final Report What happened to their funding? Was it transferred to directly to AMMAC?  There was no evidence of what occurred with FLACMA – they do not represent a budget line in the Budget, new or original.
June 2004	First detailed description of the Project Steering Committee including responsibilities that included <ul style="list-style-type: none"> <li>• Review of Work Plan and annual workplans against budget allocations and indicators</li> <li>• Review of project's implementation process including M&amp;E, training strategy, effectiveness of training, quality of products, sustainability of project outcomes, and continuity of actions recommended by Project.</li> <li>• Review and approve final project outputs including manuals, training guidelines with a focus on quality and eventual users.</li> <li>• Ensure linkages with the Forum of Ministers of Environment of LAC</li> <li>• Develop a strategic plan for GEC</li> </ul>	Progress Report
2004	Evaluation	Strategic Planning Evaluation – not much is known about this evaluation
June 2004		From final report.
October 1, 2004	Document on “Revised Conservation Strategy for the Regional Networks” (author unknown) recommends that expertise be locally based. This document describes the municipal network's potential for demonstration activities to contribute to a major environmental awareness as much larger than that of the other regional networks. It also speaks to the importance of relating the four themes to local issues – pronouncing the slogan: “Think globally, act locally”. The ozone is discussed in detail in these strategies. With respect to AMARC/ALER, a regional database of regional issues for programming was recommended. The CLAI strategy highlights the importance of establishing global rights for citizens and how citizens can influence the political process in their countries with respect to treaties and international policies.	The project acknowledges the difficulty of coordinating activities between the regional networks.  Municipal selection criteria are advanced in this document all related to some level of commitment to the environment (p. 7).
2004	Networks implemented 10 workshops <sup>105</sup>	
2004-2005	- Networks are still committed despite major issues in project implementation. - Capacity building and public awareness activities planned for next 12 months. - Reporting lessons learned and best practices in next 12 months.	PIR 2004-2005 through to June 30 2005  There is a sign of the lack of flexibility on the part of the PCU at this stage where if a network is not represented at the municipal level, it is an issue. This

<sup>105</sup> Some of the workshops were paid for by networks due to funding delays.

Dates	Activities	Sources, Products and Comments
	<ul style="list-style-type: none"> <li>- Manuals are ready except for AMARC and IUCN</li> <li>- Lack of knowledge of GEF on the part of RNs.</li> <li>- 17 Training and technical assistance activities in the form of workshops were conducted during this period.</li> <li>- AMMAC works with ICLEI to support municipalities in the development of Local Agenda 21 in Mexico, Costa Rica and in other municipalities.</li> <li>- Chile Mesa Nacional, CI national focal point and Regional Office for CI conduct a poll on Sustainable Consumption.</li> <li>- Parliamentarians in Chile develop Solmaforo to measure UV Radiation.</li> <li>- Curriculum analysis in participating countries</li> <li>- Radio spots and micro programs on 4 Conventions themes approved by TAG</li> <li>- Environmental Training conducted through CLAI</li> <li>- PARLATINO conducts survey of environmental laws and programs of all participating countries.</li> <li>- UNEP format for lessons learned disseminated to all focal points.</li> <li>- Discussion of M&amp;E underway to prepare a baseline proposal before end of 2005.</li> <li>- All pending MOUs signed by March 2005 and disbursements by June 2005 after a two-year delay.</li> <li>- A renewed sense of collaboration.</li> <li>- Some networks do not have representation at the municipal level causing difficulties in implementation.</li> <li>- It is noted that stakeholders need training in project administrative requirements in projects of this complexity.</li> <li>- A total of \$1,394,827 was disbursed at the end of this period with \$655,166 being in-kind, \$150,000 coming from Other and \$589,661 coming from the GEF grant.</li> <li>- Additional resources leveraged from Mexico, state of Mexico and multilateral institutions.</li> </ul>	<p>is an issue that should have been resolved at this stage – the process should have been opened up to include other groups when networks could not be represented at this level.</p>
2004-2005	Consultant hired to design baseline surveys for municipalities.	What happened? Answer could not be found. There is no indication that the municipal survey was ever conducted.
March 2005	Mid-Term Review	
2005	Production of the manuals by Parlatino, CLAI, AMARC/ALER	
2005	Production of the manuals by Parlatino, CLAI, AMARC/ALER	
March 2005	Gabriel Labbate starts as the DGEF responsible for the GEC Project located in the UNEP office in Mexico.	
April 2005	MTE Evaluation: Interviews with network and government focal points in Mexico and Ecuador	
May 2005	<p>MTE Reports states implementation is still at early stage.</p> <p>Still no regional network created linking the six regional organizations.</p>	<p><b>Objective 4: Project results, lessons learned and best practices disseminated, and a network of the six organizations established in the region that will facilitate cooperative programs, experience exchange and help sustain awareness creation of GEF focal issues in Latin America</b></p> <p>MTE noted the lack of progress on this objective due to the early stage of training and demonstration activities (on which lessons, best practices and case studies will be documented), and</p>

Dates	Activities	Sources, Products and Comments
		the limited attention that has been given to cross-network planning and collaboration.
	Hiring of a full time Technical Advisor	This did not happen although it was a recommendation of the MTE
May 25, 2005	AMMAC launches GEC Project in Queretaro, Mexico	
May 2005	Projected completion of Project at start June 2002	Project Document June 2002
June 2005	Lorena San Roman leaves the Project as Coordinator	
June 22-24, 2005	AMMAC hosts the Second Regional Municipal Workshop in Ciudad Valles.	
June 23-24, 2005	First Latin American Municipal Water Forum in Ciudad Valles, Mexico co-sponsored by ICLEI, IUCN, World Water council, host municipal and state governments Deadline to baseline survey preparations with selected municipalities at this Forum 300 participants from municipalities attend. Baseline survey was meant for 51 municipalities and was later abandoned because it was too costly.	Municipal surveys were to be conducted there. This was the last regional activity with respect to municipal activities. There was no clear response to what happened to the municipal survey to be conducted at the LAC Water Forum
June 2005	New Project Coordinator in place – Dora Cobos.	
June 26, 2005	Email accounting for disbursement error from UNEP PCU to AMARC – it went to ALER instead. Indication that the amount expected was less than anticipated.	ALER Files
July 14-15, 2005	Third Steering Committee Meeting in Quito, Ecuador This is a major re-organization of the Project which has had difficulty disbursing. Amendments made at the Ixtapan de la Sal meeting are approved. New Project Execution Plan unveiled and presented with 51 targeted municipalities. Baseline study proposed but deemed too costly. The Log Frames prove to be too complex with indicators that cannot be complied with especially with Regional Networks not having full coverage at the municipal level. Indicators at various levels: regional networks and municipal activities are discussed. Best practices should be documented. Focal points still requesting a simplification of processes. Communications links are still weak. M&E is discussed with respect to demonstration activities and criteria are: potential for replicability, can provide a good example of best practices, be financially feasible and can disseminate results. New DGEF Manager proposed 5 potential scenarios for solving administrative and financial issues.	No advances in 2004-2005. Progress was slow This was an effort to get the Project retrofitted post the MTE. Source: Minutes and interviews.
2005-2006 <sup>106</sup>	-The ozone has disappeared from the Project Objective -Acknowledgement of lack of synchronicity with project implementation between networks. - Termination of project is changed from end of 2005 to July 2007.	PIR 2005-2006

<sup>106</sup> PIR notes that the Project has invested much effort ensuring participation of countries at the SC meetings, decision making and implementation of the Project. Topics/themes have been adapted to perceived local priorities in the area of public awareness.

Dates	Activities	Sources, Products and Comments
	<ul style="list-style-type: none"> <li>- Need to adapt demonstration activities to local concerns (i.e. municipal level)</li> <li>- Criteria established for demonstration activities at the 4<sup>th</sup> SC meeting in Mexico.</li> <li>- PIU expecting proposal of activities from each and every municipal association in the seven countries</li> <li>- Methodology for M&amp;E agreed upon by stakeholders.</li> <li>-Issues with AMMAC appear related to financial reporting from national associations.</li> <li>- Reporting difficulties from national focal points</li> <li>- Issues with funding delays at the network levels nationally and municipally.</li> <li>- Elections in Chile, Peru, Costa Rica, Mexico have affected project implementation. Change in Secretary of Environment in Argentina.</li> <li>- Implementation weaknesses in certain regional networks.</li> </ul>	
December 2005	Document for demonstration activities at the municipal level now available.	
April 2006	IUCN organizes five video conferences aired simultaneously in all countries held weekly for a five week period (with the exception of Mexico where there was no connection) with experts on each of the Conventions. This was subsidized by the World Bank, the International Network for Training (\$34,000) and all technical support provided at no cost. Participants from the project participated through connections at national universities. This initiative was well publicized and has won awards for innovation.	
May 2-4, 2006	<p>4<sup>th</sup> Meeting of the GEC Steering Committee in Mexico City.</p> <p>Ruben Marquez is introduced as the new Coordinator. The website is used by networks to view each other's progress. A closed user page for Project stakeholders with a discussion forum is developed and user names are provided.</p> <p>MOUs in force and fund disbursements are available to be viewed on the website.</p> <p>SC Minutes are uploaded on the closed member's page of the website.</p> <p>New Procedures Manual is distributed.</p> <p>Everyone is encouraged to get their accounts in order for the anticipated audit in September 2006.</p> <p>TNS is introduced by PCU as the best option for conducting the M&amp;E (methodology available on the website).</p> <p>A significant portion was spent discussing the M&amp;E to be conducted by TNS, detailed methodology discussed. The SC decides that demonstration activities must be linked to the results of the Project using the following criteria:</p> <ul style="list-style-type: none"> <li>- Creating a synergy between local and global themes.</li> <li>- Strengthening the Mesas Nacionales so that the commitments of the network log frames are aligned with the characteristics of each municipality.</li> <li>- Guaranteeing that demonstration activities will contribute to a real impact and mitigate global environmental problems.</li> </ul>	<p>From Minutes of the meeting</p> <p>There was a website with these functions earlier in the Project in 2003.</p> <p>Another procedures manual is provided as a reference for completing financial reports.</p>



Dates	Activities	Sources, Products and Comments
	<ul style="list-style-type: none"> <li>- Ensure a major impact at the community level through concentrated efforts of the networks and countries in municipalities.</li> <li>- Include effective citizens' participation and access to environmental information as the transversal basis for the demonstration activity.</li> <li>- Obtain concrete results that can measure and demonstrate dissemination of the results.</li> </ul>	
June 13, 2006 <sup>107</sup>	A complicated email discussing disbursements for \$49,000 US to AMARC, \$34,434 to be allocated to the countries, with remainder going to various activities of AMARC and ALER.	ALER Files
July 2006	Creation of the Anti-American Court of Environmental Rights in Santiago, Chile. This is part of the work of the Committee of Environment and Tourism under which PARLATINO organized its activities for GEC.	
	Argentina signs an Agreement with the Municipality of La Plata – June 2006 – CLAI Workshop on Engaging toward a new Environmental Culture with focus on International Waters, Biodiversity and Climate Change.	
August 2006	AMARC/ALER hold a Regional Workshop.	
September 29, 2006	Implementation Plan of Recommendations for the Mid-Term Evaluation of the Project	This constitutes a summary of PCU actions following on the Mid Term Evaluation. A detailed table of the analysis of these actions is found in Annex 2 of this Report.
September 2006	Scheduled audit planned of ROLAC Activities and GEC project files will be reviewed	From 4th Steering Committee minutes.
September 2006	Decision made to not retain most TAG experts as job was considered done.	
October 2006	In October 2006 the coordination unit decided to undertake the implementation and follow up of the remaining municipal activities, and consequently, after a long discussion with the counterpart, AMMAC, network responsible for municipal demonstrations at the regional level, \$24,396.29 were recovered and refunded to UNEP. The agreement ended with the partial achievement of only the first two activities considered in the work plan.	From Final Report
October 2006	Coordination Unit takes on the implementation of the municipal dossier from AMMAC.	
December 12, 2006	Email from ALER to AMARC stating that \$US 19,500 arrived and not the anticipated \$26,235.	ALER Files
December 13, 2006	Another email from AMARC to ALER discussing another disbursement of \$US 52,470 with \$26,235 destined for ALER. Issues with release of funds from bank. Discussion of \$19,500 purportedly for other ALER activity	ALER Files
March 2007	Projected End of Project Activities	As per 4 <sup>th</sup> SC Minutes.
July 1 to Nov. 30, 2007	Robert Erath hired by UNEP to assist the GEC and its stakeholders on sustainability.	
Fall 2007	ROLAC moves from Mexico to Panama causing delays and confusion.	

<sup>107</sup> There are indications of disbursement issues, UNEP's errors and not those of AMARC/ALER.

Dates	Activities	Sources, Products and Comments
Nov. 2007	Decision to hire Consultant for the M&E phase of the project.	PIR 2008-2008
2006-2007	<ul style="list-style-type: none"> <li>- Decision made by the PIU to hire a Sustainability Consultant for preparations “of action plans for a tentative second phase...to include preparation of project proposals for international sponsors, including GEF.”</li> <li>- The ozone is again not featured in the Project objective.</li> <li>- Creation of synergies among networks abandoned due to complexity of linkages and timing of implementation in various municipalities.</li> <li>- Acknowledgement of issues with AMMAC.</li> <li>- Issues with signing of MOU with SEMARNAT Mexico.</li> <li>- Project termination anticipated in 2008.</li> <li>- TE scheduled for March 2008.</li> </ul>	PIR 2006-2007
January 2008	16 <sup>th</sup> Meeting of the Forum of Ministers for the Environment of Latin America and the Caribbean – Santo Domingo, Dominican Republic.	Recommends continuity of GEC.
February 2008	9 <sup>th</sup> Session of the Global Civil Society Forum – Principality of Monaco.	Recommends continuity of GEC.
May 2008	Robert Erath joins ROLAC as DGEF. Formal Agreement with TNS for M&E.	
October, 2008.	22 <sup>nd</sup> edition of the IUCN World Conservation Congress – Barcelona, Spain.	Recommends continuity of GEC.
October 29-31, 2008	5 <sup>th</sup> Steering Committee Meeting: The main agreement reached in this meeting was that UNEP should request participating governments that in view of the conversion from project to programmed, a process for fund-raising will be engaged in the upcoming year. Therefore, it is necessary for the governments to keep the structures or mechanisms that were created specifically for the implementation of the project. These mechanisms will be further supported by UNEP once the programmed is established. It was also agreed that in the next months governments and networks should work together in the preparation of a short-term activities programmed to be carried out during 2009.	Mission Report Ruben Marquez on 5 <sup>th</sup> Steering Committee.
November 2008	ROLAC sends letters to Ministers of Environment in participating countries requesting they maintain their Mesa Nacional structures for future activities.	
2007-2008	<ul style="list-style-type: none"> <li>- Terminal Evaluation slated for December 2008.</li> <li>- Almost all demonstration activities of RNs and countries completed.</li> <li>- Errors in transfer of funds have caused delays.</li> <li>- New focal points in certain countries and RNs.</li> <li>- Project extended to end of December 2008.</li> <li>- M&amp;E Evaluation decision made in Nov. 2007 now being implemented.</li> <li>- Most RNs and governments have opted for an Internet strategy for dissemination.</li> <li>- The ozone is no longer in the Project Objective.</li> <li>- Project Implementation Report (PIR) indicates for Project will not reach its objectives of an increased</li> </ul>	PIR 2007-2008

Dates	Activities	Sources, Products and Comments
	<p>awareness and better civic understanding of environment and natural resources and environmental stewardship.</p> <ul style="list-style-type: none"> <li>- Report notes that Project had overly ambitious objectives, lack of resources for a communication campaign at the regional level, intermittent activities (caused by disbursement issues), lack of appreciation for national interests and needs, and the final result of isolated impacts in dispersed municipalities (as a result of the Project's loss of the Municipal Network (AMMAC)).</li> <li>- Peru and Ecuador are touted as the model countries with respect to their municipal activities (only two each).</li> <li>- Peru creates the Technical Group, an expansion of the national Mesa model within the context of the newly created Ministry of Environment.</li> <li>- Difficulties with national affiliates of RNs being located far from the center of activity (i.e. Mexico, Argentina).</li> <li>- National focal point is lost in Costa Rica where the national focus had dominated.</li> <li>- Ongoing interest of RNs and governments in the project continuity/Sustainability Options study.</li> <li>- UNEP indicates its interest in leading a second phase.</li> <li>- Local impact increased through demonstration activities at municipal level.</li> <li>- Funds transferred to Argentina are lost for more than a year in the government, causing an inability to implement activities. Argentina focal point is changed in December 2007.</li> <li>- Ongoing Internet strategy for dissemination of best practices.</li> <li>- Contract signed for M&amp;E, May 2008. TNS/Ana Margolis visits Costa Rica, Ecuador, Mexico and Peru. Argentina and Chile are interviewed by TNS associates there. Cuba is interviewed with two telephone interviews (one to government focal point, one to municipal focal point who works with government).</li> <li>- Chile is the only country with an initial baseline study conducted on municipalities who participated in the project.</li> </ul>	
December 2008	Official closure of the Project although Coordinator is retained to complete reports and close the books.	
March to July 2009	Terminal Evaluation is conducted . Consultant visits 7 countries, all networks and the ROLAC Office in Panama from April 19 to May 25.	Contracted by EOU - Nairobi

**Annex 5: Documents requested by email from Robert Erath on April 19<sup>th</sup> for examination in Panama at UNEP ROLAC, April 23<sup>rd</sup>, 2009<sup>108</sup>**

1. All of the MOUs and amendments by country and Regional Network

The following boxes requested in their entirety.

AMMAC BX-211

FILE BOX CODE	BX-211 – AMMAC / 1
No.	Description
1.	Planning Manual for Local Agenda 21 (An introduction to the sustainable development planning) (original). ICLEI-UNEP, 1996.
2.	Planning Manual for Local Agenda 21 (An introduction to the sustainable development planning) (original). ICLEI-UNEP, 1996.
3.	Planning Manual for Local Agenda 21 (An introduction to the sustainable development planning) (original). ICLEI-UNEP, 1996.
4.	Manual for the City Counsellor as Environmental Protector Agent.
5.	Publication Progress in Conservation of agro-biodiversity in Cuzco and Puno, Peru. November 2005.
6.	Memorandum of understanding between UNEP/ROLAC and the Association of Municipalities of Mexico (AMMAC).
7.	Publication. History of Local Governments in Chile (1541-2004). Chilean Association of Municipalities. Santiago. 1 <sup>st</sup> edition June 2004.
8.	Workshop modules. Complement to Manual for Local Agenda 21. ICLEI. New York. 1999.
9.	Memorandum of Understanding between UNEP/ROLAC and the Latin American Chapter of the International Union of Local Authorities (IULA), Mexico City, January 2003.
10.	Communications from Expo-environment 2005. Santiago de Querétaro, Mexico. 18/Nov/2005.
11.	Communication from International Union of Local Governments. January 2006.
12.	Communication: AMMAC – Co-financing UNEP-AMMAC. 13 <sup>th</sup> October 2005
13.	List of attendees of GEC counterparts, Meeting of Ciudad Valles, Mexico June. 2005.
14.	Letters of understanding between UNDP and the Municipality of Pudahuel, between UNDP and the Community Organization of Coyahique, Patagonia, between UNDP and the Cultural Centre for the Environment (CEIBO), between UNDP and the Group for the protection of the Fund of Nonguen, and between UNDP and the Municipality of Coquimbo.
15.	Finance and expenditure reports AMMAC Regional GEC project.
16.	Communication between UNEP-AMMAC: Fund recovery.
17.	CDs: (1) IULA Regional Workshop San José, Costa Rica; August 25-28 2004; (2) 1st Municipal Workshop of Environmental Citizenship, San Miguel de Allende, Gto. Mexico; 14-15 October 2004. / (3) Second National Workshop of Environmental Citizenship, Valle de Bravo, Gto Mexico. 3-4 March 2005. / (4) III National Workshop of Environmental Citizenship, Uruapan, Mich. Mexico 19-29 January 2006. / (5) Agenda 21. FLACMA. Planning Guideline.
18.	Guide for Local Sustainable Strategic Planning (Agenda 21 Local): a must in overcoming poverty. Lorena San Román. San José, Costa Rica – August 2003.
19.	International Consensus on Principles of Tourist Sustainability.
20.	United Nations: Millennium Declaration. Millennium Summit. New York. 6-8 September 2000.
21.	Ministerial Declaration of Malmö – Sweden 31 <sup>st</sup> May 2000.
22.	Declaration for the Earth. Earth Council. Municipality of Alajuela. University Collage of Alajuela, December 2002.
23.	Integrated Sustainable Planning, including mechanisms for ample multi-sector participation. "Towards a holistic development". Earth Council. San José, Costa Rica. s/f.
24.	Agenda 21. A community proposal. Agenda 21 of the District of Alajuela, Costa Rica. 2003
25.	Powerpoint presentations: Agenda 21 and Global Environmental Citizenship (GEC).
26.	Municipal associativism in Latin America. Book and CD (no date registered).

BX 217

<sup>108</sup> These documents did not arrive in Panama so that the consultant could examine their contents. They were either still warehoused in Mexico or in transit.

<b>FILE BOX CODE</b>	<b>BX-217 – AMMAC – Part 2</b>
<b>No.</b>	<b>Description</b>
	<b>Binder I. Colour Negro</b>
*	GEC. Municipalities network. First Financial report IULA-FLACMA. March to December, 2003
	<b>Binder II. Colour black and gray</b>
*	GEC Project Financial report. June - 2006. a) Workshop: Environmental Citizenship and Municipal Progress I. Huancayo, September 29, 2005; Workshop-Training: Global Environmental Citizenship. Lima, 20 - 31 of May, 2006.
	<b>Binder III. Colour Verde</b>
1.	Expenditure report from September 2, 2007 (From 11/29/2006 to 07/02/2007). Economic Accountability. Work FARCO (2005). / National Encounter (Concepción, October 29 – 30, 2005
2.	Report UNEP-GEC and Radios ALER-AMARC-Farco (June 18-19, 2004). Countries: Argentina, Chile, Costa Rica, Cuba, México, Peru.
3.	Report UNEP – GEC and Radios ALER-AMARC – Farco. December 9 -11, 2005.
4.	National Training Environmental Communicator. San Martín de los Andes. December 9 – 11, 2005. Participants. Evaluation forms.
5.	First semester Activities report (March – August, 2003). GEC. Invoices and support documentation.

#### BX 222 Publications GEC

<b>FILE BOX CODE</b>	<b>BX-222 – Publications GEC</b>
<b>No.</b>	<b>Description</b>
1.	GEC. Manual 2005. UNEP-CLAI. – Environmental Education. México, March -2005. Twelve (12) copies.
2.	GEC. Manual 2005. UNEP. – Biological Diversity. Mexico, January - 2005. Nine (9) copies.
3.	GEC. Manual 2005. UNEP, Earth Council, University for international Cooperation International, FLACMA. – Guide for the local strategic sustainable planning (Agenda 21 Local): Basic link to overcome poverty. México, June -2005. Four (4) copies.
4.	GEC. Manual 2005. UNEP. – Climate Change. México, June - 2005. Nine (9) copies.
5.	GEC. Manual 2005. UNEP-PARLATINO. – Environmental Parliament Guidelines. México, May - 2005. Two (2) copies.
6.	GEC. Manual 2005. UNEP-Consumers International. – Sustainable Consume. México, June - 2005. Two (2) copies.
7.	GEC. Manual 2005. UNEP. Ozone Layer. México, January - 2005
8.	SEMARNAT-CECADESU. State Plans, training and environmental communication (Compilation, Vol. 1). México, 2005.
9.	UNEP, UICN-CEC. Environmental Global Citizenship. Teacher's Manual for basic education LATAM and the Caribbean. México, September - 2005.
10.	UNEP. UNEP Publishing Policy. Nairobi, Kenya. 2005
11.	UNEP. Operational manual on UNEP GEF Interventions. Nairobi, Kenya. 2000.
12.	UNEP, UNESCO, IEEP. Teaching for a Sustainable World. Nairobi, Kenya. 1995.
13.	World Resources Institute. US Fish and Wildlife Service, UNEP. World Trends in Development and Environment. Set of slides. Society Collection and Environment. 1995.
14.	GEC. Interactive Meeting of the Regional Networks of Latin America and the Caribbean. 1997 (two copies.)-
15.	Miscellaneous GEC Brochures. Development Objectives. Immediate Objectives. Participating Countries. 38 pieces.
16.	Universidad Autónoma Metropolitana – Unidad Azcapotzalco. "Letter to the Earth: from Young university students and institutions in higher education". México. 2005.
17.	GEF. Brochure "The GEF Project Cycle". Washington, D.C., March 1996.
18.	CD-ROM: UNEP and SEMARNAT. Climate Change in Latin America and the Caribbean. Preliminary Version. Five (5) copies.

#### BX 227

<b>FILE BOX CODE</b>	<b>BX-227 – GEC Files</b>
<b>No.</b>	<b>Description</b>
1.	MOUS 2005 – Lorena San Román
2.	MOUS 2006 – Rubén Marquez
3.	Miscellaneous Administrative Documents (GEC)
4.	MOUS 2003 – Miriam Urzua

Box 235

<b>FILE BOX CODE</b>	<b>BX-235 – GEC Files</b>
<b>No.</b>	<b>Description</b>
1.	MOUS GEC: 2003, 2005, 2006, 2007
2.	Files Argentina

Box 238 GEC Files

<b>FILE BOX CODE</b>	<b>BX-238 – Publications GEC</b>
<b>No.</b>	<b>Description</b>
1.	GEF. Evaluation of Incremental Cost Assessment. Evaluation Report 34. May 2007
2.	GEF. Joint Evaluation of the GEF Activity Cycle and Modalities. Evaluation Report 33. May 2007. (Two copies).
3.	GEF. Evaluation of the Experience of Executing Agencies under Expanded Opportunities in the GEF. Evaluation Report 35. May 2007. (Two copies).
4.	GEF. Evaluation of Incremental Cost Assessment. Evaluation Report 34. May 2007.
5.	FES – GDDF – SEMARNAT. Towards México City XXI Agenda. México. 2004.
6.	Newsletter “Renewable Energy for Development”. SEI. October 2000 – Vol. 13, No. 1, 3 and 4
7.	Newsletter TUNZA – Déserts et zones arides. UNEP.
8.	Revista Energética. XXXI Ministries’ Meeting of OLADE: Politic Forum of Energy in LAC. Year 24, number 3, July-August-September 2000

BX 223

<b>FILE BOX CODE</b>	<b>BX-223</b>
<b>No.</b>	<b>Description</b>
1.	Mid-Term Evaluation Report: Hugo Navajas. May 2005
2.	Multifocal Areas -. 12
3.	Reports Miriam Urzua. 2001
4.	Memorandum of Understanding between UNEP and the Federal District Government.
5.	Reports Lorena San Román
6.	Reports GEF Meeting in Quito.
7.	Agenda for the Sustentable Development in Mexico City. 2007
8.	Terms of Reference
9.	XI Minister’s Forum of Latin America and the Caribbean. Lima, Peru. March 10 – 13, 1998: Project Document “Environmental Citizenship Global”.
10.	Project report for the Environmental Citizenship. July 15, 2003.
11.	Mission Reports - Lorena San Román. 2003
12.	GEC – Steering Committee Meeting. Quito, Ecuador. July 14 -15, 2005.

BX 247

<b>FILE BOX CODE</b>	<b>BX-247</b>
<b>No.</b>	<b>Description</b>
1.	Endorsement letter and MOUs (1998)
2.	Memoranda of Understanding SEMARNAT, AMARC-ALER, CLAI, IUCN-CEC, PARLATINO, Consumers International (2002)
3.	Mission reports: Quito- Ecuador and Montevideo-Uruguay (April 2002)
4.	Communications and documents – Dora Cobos
5.	GEC Project Presentation. Communication Strategy. Budgets. Nairobi Documents.(2003)
6.	Lorena San Román Johanning. "Guide for the Strategic Sustainable Planning (Agenda 21 Local): Basic Link to settle poverty (San José, Costa Rica; August de 2003)

BX 254

<b>FILE BOX CODE</b>	<b>BX-254 Various GEC Documents (2004 and previous years)</b>
<b>No.</b>	<b>Description</b>
1.	GEC Baseline. Training Strategies –Citizenship Networks. Half Yearly Progress Report July-December 2004. GEC Mid-term Evaluation. April 11-22, 2005. Mexico and Ecuador.

## Annex 6: Sample Email Questionnaire for Stakeholders

Estimados colegas,

Como lo sabes, he sido contratado por el PNUMA para realizar la evaluación terminal del Proyecto Ciudadanía Ambiental Global. El objetivo de esta evaluación terminal es para determinar si el proyecto logró su objetivo de implementar un programa de apoyo para el empoderamiento de los grupos principales en la región y asegurar su participación en la conservación del medio ambiente. A largo plazo, el objetivo es la creación de una ciudadanía que conozca sus derechos y responsabilidades ambientales. La evaluación también valorará la ejecución del proyecto y la realización de actividades planeadas y los resultados esperados contra resultados actuales. El objetivo de esta evaluación es un proceso participativo donde se integra los puntos de vista de todas las redes regionales y puntos focales en el análisis.

Quisiera pedir su apoyo en completar el cuestionario, que debe ser enviados a mi dirección de correo electrónico: [afouillard@eastlink.ca](mailto:afouillard@eastlink.ca) antes del 30 de abril. Para facilitar el análisis y procesamiento de los datos, estoy solicitando que cada Mesa Nacional se encargue de completar un cuestionario consolidado, si es posible, incorporando las perspectivas de las Redes que participan en el proyecto así como de otros miembros estratégicos, especialmente los municipios que han sido más involucrados en la última fase. En caso de que no sea posible integrar las respuestas de los integrantes de la Mesa en un documento, los cuestionarios podrán ser completados por cada Red y enviados por separado. Las respuestas serán confidenciales.

A la luz de esta evaluación terminal, sus opiniones sobre los diversos aspectos particularmente en su papel específico que tenía dentro la ejecución de este proyecto contribuirán significativamente a la evaluación.

Por favor, si usted pudiera responder a estas preguntas, que sea individualmente o por forma de la mesa nacional, le quedaría muy agradecida.

1. ¿Cuáles han sido sus principales avances y logros del proyecto? ¿Cuáles han sido los impactos del proyecto en el corto plazo? ¿En el medio plazo?
2. ¿Generó el proyecto la conciencia pública de problemas ambientales globales? ¿Que fue el impacto por la sociedad civil?
3. ¿El proyecto y la formación técnica en los Programas Operativos de GEF ayudaron a aumentar el nivel de entendimiento de problemas ambientales por los miembros de las redes y de los gobiernos.
4. ¿Influyeron las salidas de proyecto en los funcionarios con poder de decisión (los Parlamentos de la región, por ejemplo) para introducir y adoptar la legislación a los objetivos de los Programas Operativos de GEF? ¿De ser así, cuáles eran los resultados?
5. ¿Aumentó el proyecto el nivel de conciencia de consumidores de productos que benefician y que no benefician el ambiente global?
6. ¿Hasta qué punto fueron incluidas las cuestiones de GEF en planes de estudios escolares y otras actividades de enseñanza? ¿Hasta qué punto hizo los objetivos de los Programas Operacionales GEF son interiorizados en los programas de las organizaciones e incluidos en los presupuestos regulares de estas organizaciones?
7. ¿Aumentó el proyecto el nivel de conciencia de los municipios en la gestión de los asuntos municipales?



8. Identifique los factores que facilitaron/retrasaron la ejecución del proyecto y el logro de impactos. Estos pueden abarcar aspectos de diseño, gestión, coordinación, metodología, capacidad técnica u otros relacionados al propio proyecto y actores involucrados, así como factores externos que afectan la ejecución de actividades. En lo posible, incluya ejemplos específicos.
9. En términos generales, ¿cuáles han sido los aspectos positivos del proyecto, y cuáles han sido los aspectos negativos? ¿Qué modificaciones se le recomendará en un futuro diseño de proyecto similar?
10. ¿Existen lecciones aprendidas u otras observaciones relacionadas al proyecto que desean compartir?

Gracias por su colaboración.

Saludos cordiales,

Anne Fouillard  
Consultora por el PNUMA  
Evaluación Terminal de GEC

## Annex 7: List of persons interviewed

<b>Telephone Interviews</b>	David Cadman, President of International Council of Local Environmental Initiatives, Vancouver, Canada Ricardo Sanchez Sosa, previous Regional Director for ROLAC, now assigned to NY Office Kristin McLaughlin, Director, UNEP, RONA DC (questionnaire responses in writing as well) Lorena San Roman, past Project Coordinator, Vice-President, Institutional Development; Director of the Latin American School of Protected Areas, University for International Cooperation (CATIE), San Jose, Costa Rica Roberto Herrera, EDOMEX Mexico (preliminary telephone interview).
<b>UNEP-Nairobi</b>	Elaine King, Funds Management Officer
<b>In Panama</b>	
<b>UNEP</b>	Gabriel Labbate, Regional Coordinator Poverty and Environment Initiative Robert Erath Carlos Santos, Funds Management Officer Ruben Marquez, last Coordinator of PCU
<b>Parlatino – Panama</b>	Humberto Pelaez Gutierrez, Executive Secretary
<b>Participating countries and regional networks in order of meetings</b>	
<b>Mexico</b>	Ruben Fernandez Acevez, Executive Director, Association of Municipalities of Mexico (AMMAC) Lucera Lopez Guzman, Director of Administration (AMMAC)
<b>Argentina</b>	Javier Segura, last Government Focal Point Beatriz del Carmen Noto, worked for Parlatino, member of Mesa Nacional Dr. Mario Font Guido, Director General, Research Center for Quality and Modernization, Federation of Argentinian Municipalities Nestor Busso, Secretary General FARCO (Community Radios), Mesa Nacional Gustavo Videla, Administration, FARCO
<b>Chile</b>	Luis Flores, Coordinator for Consumers International, Regional Network Senator Jorge Pizarro Soto, President of Parlatino, responsible for Regional Network Juan Fernandez Bustamante, Government Focal Point, Chief of Environmental Education and Environmental Citizenship, CONAMs Ximena George-Nascimento, GEF Operational Focal Point Solange Daroch Souyris, Ex-Government Focal Point Stefan Larena Riobo, President, Organization of Consumers and Users (ODECU) Jessica Mualim, Ex-Mayor, Maria Pintu Visit to Maria Pintu – Dr. Marjorie Arriaza, Visit to recycling plant, model house of RETs <sup>109</sup> , solar heating panels in agricultural school and medical clinic attached to the municipality
<b>Peru</b>	Ivan Lanegra, ex-Government Focal Point, now working with Defensoria Erick Soriano Berdani, ex-Government Focal Point, Director, MINAM Mariano Castro, ex-Government Focal Point, now Coordinator of Working Group on Initiative for the Conservation of the Andean Amazon Carlos Alberto Rojas Marcos, Director General of Education, Cultura and Environmental Citizenship and Ministry representative in the Municipality of Huancayo Jose Miguel Ganoso Velásquez, Environmental Citizenship Specialist, MINAM Yessica Infante Molina, Environmental Citizenship Specialist, MINAM Jose Antonio Gonzalez Norris, GEF Operacional Focal Point now Director of Internacional Programmes Patricia Chombo Rios, Media Coordinator, Institute for Research and Municipal Training (INICAM) Maria Sofia Brutton Coloma, Coordinator for Environmental Education, IUCN Claudia Ato Rodriguez, Commissioner, Defensoria del Publico (member Mesa

<sup>109</sup> Funded by CONAMA Environmental Fund

	<p>Nacional/Grupo Tecnico)</p> <p>David Solano, ex- Government Focal Point</p> <p>Meeting of the Technical Group<sup>110</sup> where elements of the Project were features with attendance of Minister of Environment, Antonio Brack-Egg and Minister of Environmental Management responsible for the Citizenship Portfolio, Ana Maria Gonzalez</p>
<b>Ecuador</b>	<p>Carlos Jumbo, ex-Government Focal Point, now Research Professional for the Ministry of Environment</p> <p>Cecilia Amaluiza Fiallos, Technical Director for CEPP and IUCN-CEC Regional Focal Point</p> <p>Drs. Guadalupe Viteri, Academic Coordinator for Centre for Education and Extension, IUCN representative for Ecuador</p> <p>Veronica Salgado Diaz, ALER Economic Sustainability, last Regional Network Focal Point</p> <p>Raul Nolivos Cardoso, National Training Coordinator, CORAPE (Community Radios)</p> <p>Elisa Martinez, Training Team, CORAPE</p> <p>Marco Velasco, Sociologist, worked for IULA and FLACMA</p> <p>Nestor Vega Jimenez, Training Coordinator, FLACMA</p>
<b>Costa Rica</b>	<p>Carlos Tamez L. Coordinator/Regional Network Focal Point for CLAI</p> <p>Jorge Polimeni, ex-Government Focal Point</p> <p>Jose Molina, IUCN national representative on mesa nacional and visit to Colegio Conbi</p> <p>Rev. Sergio Yeonardo Talero, Mesa Nacional CLAI</p> <p>Alberto Espinoza R., Pastor for La Virgen de los Desamparados, Municipal Project</p> <p>Adolfo Glangan Urrutia and Alex Jiménez Bolanos, Desamparados.</p>
<b>Cuba</b>	<p>Ricardo Berriz, CITMA, Government Focal Point</p> <p>Dr. Martha Roque, responsible for municipalities, CITMA</p> <p>Tera Rubia Sarmiente, Information and Communications Advisor, CITMA</p> <p>Rodolfo R. Juarez Vasquez, CLAI</p> <p>Mirta Ramos Difurniad, Radio SCNT</p>
<b>Questionnaires in writing</b>	<p>Beatriz Roman, Government Focal Point for Mexico</p> <p>Alvaro Ugarte Ubilla, Executive Director, INICAM (Municipal Research Institute), Peru</p> <p>Kristin McLaughlin, RONA, UNEP</p> <p>Rosa Ma Vidal, UICN CEC- México</p>

## **Annex 8: Cuestionario para las Mesas Nacionales, Puntos Focales Gubernamentales, y Puntos Focales de las Redes Regionales**

### **Gran líneas**

1. ¿Cuáles han sido sus principales avances y logros del proyecto? ¿Cuáles han sido los impactos del proyecto en el corto plazo? ¿En el medio plazo?
2. ¿Generó el proyecto la conciencia pública de problemas ambientales globales? ¿Que fue el impacto por la sociedad civil?
3. ¿El proyecto y la formación técnica en los Programas Operativos de GEF ayudaron a aumentar el nivel de entendimiento de problemas ambientales por los miembros de las redes y de los gobiernos.
4. ¿Influyeron las salidas de proyecto en los funcionarios con poder de decisión (los Parlamentos de la región, por ejemplo) para introducir y adoptar la legislación a los objetivos de los Programas Operativos de GEF? ¿De ser así, cuáles eran los resultados?
5. ¿Aumentó el proyecto el nivel de conciencia de consumidores de productos que benefician y que no benefician el ambiente global?
6. ¿Hasta qué punto fueron incluidas las cuestiones de GEF en planes de estudios escolares y otras actividades de enseñanza? ¿Hasta qué punto hizo los objetivos de los Programas Operacionales GEF son interiorizados en los programas de las organizaciones e incluidos en los presupuestos regulares de estas organizaciones?
7. ¿Aumentó el proyecto el nivel de conciencia de los municipios en la gestión de los asuntos municipales?
8. Identifique los factores que facilitaron/retrasaron la ejecución del proyecto y el logro de impactos. Estos pueden abarcar aspectos de diseño, gestión, coordinación, metodología, capacidad técnica u otros relacionados al propio proyecto y actores involucrados, así como factores externos que afectan la ejecución de actividades. En lo posible, incluya ejemplos específicos.
9. En términos generales, ¿cuáles han sido los aspectos positivos del proyecto, y cuáles han sido los aspectos negativos? ¿Qué modificaciones se le recomendará en un futuro diseño de proyecto similar?
10. ¿Existen lecciones aprendidas u otras observaciones relacionadas al proyecto que desean compartir?

### **Preparación y prontitud**

- ¿Fueron los objetivos y componentes del proyecto claros, practicables, y factibles dentro de su margen de tiempo?
- ¿Fueron las capacidades de ejecutar del PNUMA como agencia de implementación y de las redes regionales como agencias de ejecución consideradas cuando el proyecto se diseñó?
- ¿Se identificaron los Memorando de Entendimiento (MOU) con las redes y los gobiernos? Y ¿se negociaron las responsabilidades y los papeles antes de implementar el proyecto?
- ¿Estuvo todo en su lugar en lo que se refiere a los recursos, tales como la financiación, el personal e infraestructura así la legislación y la gestión de proyectos de estos de manera oportuna?
- ¿Cuál fue el grado de entendimiento entre los socios del proyecto; tuvieron ellos percepciones y agendas comunes?

### **Implementación (Planificación y Coordinación)**

- ¿Hasta qué punto se estableció prácticas de tomas de decisiones, procedimientos de gestión, estándares de ejecución y las reglas generales del juego por la implementación del proyecto?

- ¿Cuál fue el papel que jugaron los comités establecidos? ¿El comité directivo, el Consejo Consultivo Regional con los puntos focales de las redes regionales y de los gobiernos?
- ¿Cómo funcionaron estos? ¿Cuál fue la planificación y el proceso de la toma de decisiones? ¿Cuáles fueron los obstáculos que se presentaron durante la planificación y coordinación del proyecto? ¿Hubo un balance entre el prestar atención a las necesidades expresadas por los socios/stakeholders y utilizar los recursos limitados de la mejor manera posible?
- ¿Fue el documento del proyecto claro y realista que permitiera facilitar una implementación efectiva y eficiente? ¿Se llevó a cabo el proyecto de acuerdo al plan inicial y según las recomendaciones de la evaluación medio periodo?
- ¿Qué tan bien se adaptaron los jefes a los cambios que ocurrieron a lo largo del proyecto para que este se concluyera?

### **La Supervisión y el respaldo de PNUMA –El rol de PNUMA**

- ¿Cómo calificaría usted la eficacia de la supervisión, la administración y ayuda financiera proporcionada por PNUMA/DGEF? ¿Cómo se crearon los roles/funciones/papeles y responsabilidades? ¿Cuál fue el papel que jugó PNUMA? ¿Y qué tal estuvieron las redes de implementación? ¿Y la dirección del comité directivo?
- ¿Podría identificar usted problemas administrativos, operativos o técnicos y obstáculos que hayan influido al implementarse el proyecto?

### **Estructura de gestión y otros procesos**

- ¿Qué tan eficaz estuvo la estructura de la gestión del proyecto? ¿Cómo se alineó el proyecto con los programas operativos del GEF y con los otros programas, los reglamentos y a las actividades de los socios?
- ¿Qué tan eficaz estuvo la dirección del proyecto? ¿se usaron los recursos de la mejor manera posible?
- ¿Fueron los puestos de autoridad y toma de decisiones claras dentro del proyecto?
- ¿Qué papel jugó el coordinador del proyecto? ¿Se reunió a menudo el comité directivo?
- ¿Qué tan eficaz estuvo la coordinación con las otras iniciativas nacionales y regionales, como por ejemplo iniciativas del gobierno, el GEF punto focal, el representante regional o nacional y las asociaciones municipales?
- ¿Cree usted que hubiera sido mejor que el proyecto hubiera tenido una estructura diferente a la se empleó en esta ocasión?
- ¿Tuvo el proyecto los recursos humanos necesarios y las capacidades para manejarlo?
- ¿Hubieron problemas en relación con la falta de continuidad y memoria institucional cuando a los coordinadores y los puntos focales cambiaron?
- ¿Qué me puede decir sobre el uso estratégico de consultores, de la evaluación cualitativa y del trabajo sobre la sostenibilidad? Y que me puede decir del Grupo Consultivo Técnico/TAG?
- ¿Tuvieron los puntos focales, las redes de ejecución/regionales y gubernamentales tan como las mesas nacionales, una clara visión de los términos de referencia para entregar el Proyecto?
- ¿Cuál fue el proceso de selección de las redes regionales, las mesas nacionales y mesas municipales, las cuales eran responsables de todas las actividades del proyecto? ¿Cómo funcionaron estas? ¿Me podría explicar cómo funcionó todo esto a nivel municipal?
- ¿Fueron los compromisos financieros de diferentes clases y en términos morales suficientes para el proyecto? Si hubiera sido posible cambiar esta estructura, ¿Qué recomendían?
- Ya que el proyecto fue manejado por diferentes comités e diferentes individuales, ¿Cómo se manejó la responsabilidad en relación a la toma de decisiones?
- En general, ¿Qué tan eficaz fue el proyecto para obtener un balance entre prestar atención a las demandas y al mismo tiempo tener en cuenta todos los recursos y gastos?

### **Seguimiento y Evaluación durante la implementación del proyecto**

- ¿Hubo un plan de evaluación diseñado con una base de datos, metodología etc. sistemas de análisis de datos, estudios de evaluación en ocasiones específicas para medir los resultados?
- ¿Se especificó el tiempo para las varias actividades de seguimiento de evaluación y los modelos de orientación?
- ¿Hubo la realización de talleres de evaluación, el documentar de estudios de caso y perspectivas de los tomadores de decisión, midiendo el impacto y sistematizando las mejores prácticas?
- ¿Facilitó el sistema de evaluación y seguimiento del proyecto el seguimiento de los resultados y el progreso de los proyectos durante la implementación (y en particular, la utilización del marco lógico?) ¿Hubo una línea base generada después de la evaluación medio periodo?
- ¿Se completaron los reportes anuales del proyecto como el Informe de Ejecución del Proyecto de una manera exacta y justificada?
- ¿Se utilizó la información que entregó el sistema del seguimiento y evaluación durante el proyecto para mejorar los resultados del proyecto para que estos pudieran adaptarse a los cambios inevitables y las exigencias?
- ¿Proporcionaron la unidad de coordinación la preparación adecuada por las actividades de evaluación y seguimiento?
- ¿Hubo financiamiento presupuestario para financiar las actividades de seguimientos de evaluación?
- ¿Se pusieron en prácticas estas actividades en el mejor momento preciso del proyecto?

### **Participación por parte de los socios/conciencia pública**

- ¿Se implementaron los mecanismos del proyecto con la participación de las redes y puntos focales en el diseño?
- ¿Fueron un éxito estos mecanismos? Por ejemplo: las mesas nacionales, las mesas municipales, el comité directivo, la unidad de coordinación del proyecto etc.
- ¿Cuáles fueron sus puntos más fuertes y sus debilidades?
- ¿Cuál fue el grado y eficacia de colaboración e interacción entre las redes regionales, los puntos focales del gobierno, y la unidad de coordinación durante el curso del proyecto?
- ¿Cuál fue el grado y eficacia de las actividades emprendidas por las seis redes regionales dentro los 7 países durante el curso del proyecto?
- ¿Cómo calificaría usted el nivel de compromiso de los socios del proyecto con las actividades de estas y el nivel de producción y resultados por parte de ellos?

### **Planificación Financiera y Orientación**

- ¿Cómo calificaría usted los puntos fuertes y el manejo financiero del proyecto?
- ¿Podría por favor confirmar la suma total que el comité de su organización le dio al proyecto?
- ¿Piensa usted que el proyecto aplicó los estándares apropiados de diligencia en el manejo de los fondos y revisiones financieras?

### **El sentido de propiedad del país al los objetivos del proyecto**

La evaluación va a :

- ¿A qué conclusiones llegó usted en lo que se refiere al sentido de propiedad del país con relación las políticas y programas de su país a los objetivos del proyecto? ¿A las políticas regionales? ¿A las políticas de su red regional? (en los casos que se habla con un punto focal de un red)

### **Preguntas sobre la eficacia, la eficiencia e importancia**

#### **Eficacia:**

- Logros de las actividades y del resultado de trabajo

### **Preguntas específicas sobre el GEC/CAG**

- ¿Cuál fue el impacto del proyecto en los niveles de entendimiento y uso (por parte de los socios de las seis redes) de los Programas operativos del GEF?
- ¿Hasta qué punto influyó la capacidad de estas seis redes a la planificación e implementación de información y diseminación de las actividades relacionadas a los programas operativos del GEF?
- ¿Se internalizaron los objetivos de los programas operativos del GEF?
- ¿Hasta qué punto fue este programa realista? Por ejemplo, podría usted examinar el potencial de impacto del GEC a largo plazo?
- Según su criterio, ¿cuáles serán los principales canales (a largo plazo) del proyecto GEC a nivel nacional, regional e internacional?
- A3 ¿Hasta qué punto se parecen los resultados que obtuvieron al final versus a las expectativas iniciales?
- A5 ¿Cuáles son los principales factores positivos y negativos que influyeron en el producto final y de las expectativas de ciertos resultados en esta segunda fase?

### **Eficiencia**

- En términos de costo, ¿cree usted que el proyecto fue rentable?
- ¿Hubo retrasos al comienzo del proyecto?, si los hubo, ¿cree usted que el costo se vio afectado?
- ¿Hasta qué punto el marco lógico sirvió para responder a los requisitos del manejo de los resultados?

### **Relevancia**

- ¿Fueron los resultados consistentes con el área focal y las estrategias operativas del programa GEF?
- Por favor averiguar el significado y la naturaleza de la contribución y los resultados del proyecto junto con las convenciones relacionadas con el área focal de los 4 áreas focales de la GEF, preste atención en particular al cambio climático, la biodiversidad, la capa de ozono y el amplio portafolio del GEF.

### **Sostenibilidad**

#### **Recursos financieros**

- ¿Existen riesgos financieros que puedan poner en peligro el sustento del proyecto y sus resultados?
- ¿Hasta qué punto dependen los resultados del proyecto de por el apoyo financiero en curso?

#### **En relación a lo Socio-político:**

- ¿Hay suficiente compromiso por parte de los socios de seguir apoyando los objetivos del proyecto a largo plazo?

### **Marco institucional y de gobernabilidad/Institutional Framework and Governance**

- ¿Cuáles son las probabilidades que los logros técnicos e institucionales, las políticas y los procesos del gobierno permiten que los resultados y beneficios del proyecto se sostengan?
- En términos de sostenibilidad, ¿cuál es el futuro del proyecto? ¿Habrá uno nuevo?
- ¿Cuál ha sido el impacto percibido del proyecto al nivel más alto entre los socios, o los representantes de ALC?
- ¿Tenía conocimiento el público (habitantes de la región) de lo que este proyecto estaba haciendo?
- ¿Existía una visión compartida sobre el foco y estructura del proyecto?
- ¿Qué tanto depende el proyecto en los individuales que trabajan en él? Sin tomar en cuenta a los individuos y su liderazgo ¿Cuánto de este ha sido institucionalizado en instituciones participantes?
- ¿Qué habría incrementado?
- ¿Qué estuvo lo que motivaba a los participantes y socios a involucrarse en el proyecto?
- ¿Fue un problema la habilidad de poder absorber las ideas del proyecto?
- ¿Encajaron de una manera lógica y coherente las diferentes organizaciones que se involucraron con el proyecto?
- ¿Fueron las actividades demostrativas, la comunidad municipal percibidas como pruebas de la capacidad de aprendizaje, desarrollo y el entrenamiento del proyecto en sus etapas finales?
- ¿Cuál fue la visibilidad del proyecto a nivel local, regional e internacional?

#### **Replicación/Lecciones aprendidas/Función catalizadora**

- ¿Cuáles fueron los resultados?
- ¿Tuvieron las redes un entrenamiento apropiado? ¿Incluyó este entrenamiento los programas operativos del GEF así como otras estrategias en sus actividades y políticas?
- ¿Cree usted que las redes regionales y las mesas nacionales han influido a los grupos destinatarios de las seis redes? ¿cómo?
- ¿Cómo debería un nuevo proyecto que está tratando de alcanzar objetivos similares ser planeado? ¿Cómo ejecutaría usted el plan?

#### **Implementación, Visibilidad, Impacto, Metas Futuras y Sostenibilidad**

- ¿Qué seguimiento y entrenamiento se le dió al proyecto para asegurarse que existan cambios positivos en el desempeño y el conocimiento de desarrollo?



# Annex 9: Analysis of the Project, Regional Networks and Government<sup>111</sup> Websites of the GEC Project

EA/Regional Networks/Governments	Website	Evaluation Findings
<b>Participating Networks at end of Project 2008</b>		
<b>UNEP</b>	<a href="http://www.pnuma.org/ciudadania">www.pnuma.org/ciudadania</a>	<ul style="list-style-type: none"> <li>- The members' platform was rendered unusable in the move to Panama.</li> <li>- With the exception of the manuals on the four themes and the regional network manuals, the information is scanty. However, when one clicks on the links for these manuals, the links are broken.</li> <li>- The various members of the mesas nacionales are organized by network, but many of these have broken links.</li> <li>- With respect to the government websites – all links are broken except for Chile and Argentina.</li> <li>- For the regional networks – none of the links were functional except for AMARC where there was a project-related website but where the links were also broken.</li> </ul>
<b>AMARC</b> <b>World Association of Community Radio Broadcasters</b> <b>Argentina</b> <b>Tel.: (011) 4865-1134 Dirección: Sarmiento 4636 Dpto. H - Ciudad de Buenos Aires – Argentina</b>	<p>Latin American Website:  <a href="http://alc.amarc.org/index.php?p=home&amp;l=ES">http://alc.amarc.org/index.php?p=home&amp;l=ES</a></p> <p>International Website:  <a href="http://www.amarc.org/">http://www.amarc.org/</a></p> <p>Project site:  <a href="http://ambiental.agenciapulsar.org">http://ambiental.agenciapulsar.org</a></p>	<ul style="list-style-type: none"> <li>- There are no visible indications of Ciudadania ambiental on this site. When one puts this ciudadania ambiental into the search function, there are no results.</li> <li>- The international website directs to Latin America when one clicks on the Spanish link.</li> <li>- This is a well-executed web page, with music, covering all aspects of AMARC's participation in the project. It has detailed and downloadable links for regional and national productions. However, when one tries to download any document, the links do not open.</li> </ul>

<sup>111</sup> All searches within the webpages indicated in this Table were conducted using the Spanish reference of *Environmental Citizenship* (ciudadania ambiental) and *Project for Global Environmental Citizenship* (Proyecto Ciudadanía Ambiental Global). All websites provided in the Project Final Report were tested and are reported in this Table.

EA/Regional Networks/Governments	Website	Evaluation Findings
<b>ALER</b> <b>Asociación Latinoamericana de Educadores Radiofónicos</b> ( <i>Latin American Association of Radio Educators</i> ) <b>Dirección:</b> Valladolid 511 y Madrid, Quito - Ecuador <b>Telefax:</b> (00 593 2) 255 9012   Casilla <b>Postal:</b> 17034639	Regional Website: <a href="http://www.aler.org">www.aler.org</a>  Project Website: <a href="http://www.aler.org/especiales/camp_pnuma062007.php">http://www.aler.org/especiales/camp_pnuma062007.php</a>	- In examining this site, one has to look around and verify. In the left hand side, there is a Manuelito Ambiental (Environmental Manual) link, but the it is broken.  - This site provides 12 downloadable links for radio spots dealing with the four thematic areas of the Project. It does not provide any other information about the Project. It's strictly focused on radio spots.
<b>CLAI</b> <b>Consejo Latinoamericano de Iglesias</b> <i>Latin American Council of Churches</i> <b>Ecuador</b> <b>CLAI - Inglaterra N32-113 y Mariana de Jesús - QUITO - ECUADOR</b> <b>Tel:</b> (593-2) 2504-377, <b>Fax:</b> (593-2) 2568-373	Regional Website: <a href="http://www.clailatino.org/">http://www.clailatino.org/</a>  Project Website: <a href="http://www.clailatino.org/ambiental/principal.htm">http://www.clailatino.org/ambiental/principal.htm</a>	- This website can connect you to the page of the Project if you know what it is. - Once connected however, it does not offer a possibility to proceed before it freezes. This indicates that it is not maintained. The user is forced to turn their computer off, as it affects its overall functionality.
<b>IUCN-CEC</b> <b>Unión Mundial para la Naturaleza – Comisión de Educación y Comunicación</b> (Oficina Regional para América del Sur, IUCN-CEC). <i>World Union for Nature – Committee of Education and Communication (Regional Office for South America, IUCN-CEC)</i> <b>Ecuador and Costa Rica for Mesoamerica</b>	Regional Website: <a href="http://www.iucn.org/es/sobre/union/secretaria/oficinas/sudamerica/">http://www.iucn.org/es/sobre/union/secretaria/oficinas/sudamerica/</a>  Project Website: <a href="http://www.educarparaconservar.org/">http://www.educarparaconservar.org/</a>	- This first link is the mother website for IUCN in Latin America.  - The <a href="http://educarparaconservar.org/">http://educarparaconservar.org/</a> website is a very comprehensive tool which was developed to assist teachers in learning about and teaching the four Conventions as applied to various contexts. Teachers' manuals are provided, with activities as well.
<b>CI – Consumers International</b> <b>Las Hortensias 2371, Providencia, Santiago, Chile</b> <b>Tel:</b> (+ 56 2) 436-8070 al 74 <b>Fax:</b> (+ 56 2) 231-0773 <a href="http://www.consumidoresint.cl/">http://www.consumidoresint.cl/</a>	Regional Website: <a href="http://www.consumersinternational.org/HomePage.asp?NodeID=97419&amp;lc=2">http://www.consumersinternational.org/HomePage.asp?NodeID=97419&amp;lc=2</a>  Project Website: <a href="http://consumoambiental.consumidoresint.org/index.asp">http://consumoambiental.consumidoresint.org/index.asp</a>	- This main page does not discuss environmental issues visibly. There is a key theme called Sustainable Consumption/Consumo Sustentable. In clicking on this theme, there are links related to environmental citizenship (climate change, energy, education for sustainable consumption etc.).  - This appears a dedicated portal for the Project with a full menu on the left side of the portal indicating: an Introduction, Participants, Consumer Organizations, Sustainable Consumption,

EA/Regional Networks/Governments	Website	Evaluation Findings
		Information on the Project and Activities. When one clicks on participants, some of the links for governments are broken and in the regional network links, only CLAI's website cannot re-direct. Under Consumer Organizations, the Cuban, Argentinian and Mexican links were all dead.
<b>PARLATINO</b> <b>Parlamento Latinoamericano</b> ( <i>Latin American Parliament</i> ) <b>Panama</b>	<a href="http://www.parlatino.org/web/">http://www.parlatino.org/web/</a>	- This is the new PARLATINO website since its move from Brazil to Panama. Under <i>Special Themes</i> heading, the UNEP Project for Environmental Citizenship features one of five themes. If one clicks on it, displayed is: a detailed description of the Project, its stakeholders, acts, agreements, the manuals on the four themes, the Parlatino Manual and the manual featuring environmental laws. However, some of the links work and others do not. - The specific Ciudadania Ambiental website for the Project did not survive the move.
<b>Participating Networks that did not stay with the Project</b>		
<b>IULA (International Union of Local Authorities)</b> <b>Boulevard de los Virreyes 155, Br Lomas de Virreyes, CP 110000,</b> <b>Mexico, DF, MEXICO</b> <b>Tel: +52.55.5202.6394</b> <b>Fax: +52.55.5202.0950</b> <b>Email:</b>	<a href="javascript:;">javascript::</a>	- This URL could not be located since the IULA merged with the International Cities and Local Governments. - FLACMA is its regional affiliate in LAC and did not continue with the Project.

EA/Regional Networks/Governments	Website	Evaluation Findings
<b>FLACMA</b> <b>Latin American Federation of Cities, Municipalities and Associations</b> <i>Federación Latinoamericana de Ciudades, Municipios y Asociaciones (Quito, Ecuador)</i>	Regional Website: <a href="http://www.flacma.org/Home/tabid/37/ctl/Terms/language/en-US/Default.aspx">http://www.flacma.org/Home/tabid/37/ctl/Terms/language/en-US/Default.aspx</a>  <a href="http://www.flacma.org/FLACMA/VisiónEstratégicaal2010/tabid/67/Default.aspx">http://www.flacma.org/FLACMA/VisiónEstratégicaal2010/tabid/67/Default.aspx</a>  <a href="http://dc35.4shared.com/download/22969598/88d58e53/HabitatyelCentroInternacionaldeTecnologiaMedioambiental2004ManualdelConcejalcomoProtectordelMedioAmbiente.pdf">http://dc35.4shared.com/download/22969598/88d58e53/HabitatyelCentroInternacionaldeTecnologiaMedioambiental2004ManualdelConcejalcomoProtectordelMedioAmbiente.pdf</a>	<ul style="list-style-type: none"> <li>- There was no project site and when I searched ciudadanía ambiental on the site, there were no results.</li> <li>- Project documents such as the manuals can be found on the virtual library page of the site.</li> <li>- The document translated from Habitat is available on FLACMA's website: Manual Concejal como Protector del Medio Ambiente</li> </ul>
<b>AMMAC (Mexico)</b> <b>Mexican Association of Municipalities</b> <i>(Asociación de Municipios de México)</i> Adolfo Prieto 1634, entre Parroquia y Eje 8 Sur, Colonia del Valle., C.P. 03100, México D.F. Tel: +52(55)55244020; +52(55)55243141	<a href="http://www.ammac.org.mx/">http://www.ammac.org.mx/</a>	There was no URL for the Project, but the organization does have among its seven operating principles: Promoting better living conditions and sustainable development for the benefit of future generations.
<b>Government focal points and Ministry Websites</b>		
<b>Argentina SAYDS</b> <b>Secretaría del Ambiente y Desarrollo Sustentable</b> <i>Secretariat for Environment and Sustainable Development</i>	Refer to Javier Segura's link: <a href="http://www.ambiente.gov.ar/?idsccion=188">http://www.ambiente.gov.ar/?idsccion=188</a>  <a href="http://www.ambiente.gov.ar/?idsccion=48">http://www.ambiente.gov.ar/?idsccion=48</a>	<ul style="list-style-type: none"> <li>- The first site takes you to a page on Programa Municipios Sustentables / Sustainable Municipalities Programme.</li> <li>- This website refers to the Programme and provides access to key documents of the project. It appears current, although it is not.</li> </ul>

EA/Regional Networks/Governments	Website	Evaluation Findings
<b>Costa Rica MINAE</b> <b>Ministerio del Ambiente y de Energía</b> <i>Ministry for the Environment and Energy</i>	<a href="http://www.minae.go.cr/">http://www.minae.go.cr/</a>	<ul style="list-style-type: none"> <li>- No reference to the project.</li> <li>- When ciudadanía ambiental is put into the search, no references come up.</li> </ul>
<b>Chile CONAMA</b> <b>Comisión Nacional del Medio Ambiente</b> <i>National Commission for the Environment</i>	<a href="http://www.conama.cl/portal/1301/channel.html">http://www.conama.cl/portal/1301/channel.html</a>	<ul style="list-style-type: none"> <li>- On the left hand menu of this portal, there is a page dedicated to environmental citizenship. When one clicks on it, they are taken to a page called Environmental Citizenship Participation. However, if you search Global Environmental Citizenship, no references come up.</li> </ul>
<b>Cuba CITMA</b> <b>Ministerio de Ciencia, Tecnología y Medio Ambiente</b> <i>Ministry of Science, Technology and the Environment</i>	<a href="http://www.medioambiente.cu/">http://www.medioambiente.cu/</a>  <a href="http://www.citmahabana.cu/">http://www.citmahabana.cu/</a>	<ul style="list-style-type: none"> <li>- This is the official government website on environment. There was no apparent connection to ciudadanía ambiental and no search menu to find out.</li> <li>- This is an example of a provincial website as it relates to the Province of Havana. It describes the provincial structure of CITMA. However, there was no possibility of searching for ciudadanía ambiental and hence no connection could be made.</li> </ul>
<b>Ecuador MINAM</b> <b>Ministerio del Ambiente</b> <b>Ministry for the Environment</b>	<a href="http://www.ambiente.gov.ec/buscar.php">http://www.ambiente.gov.ec/buscar.php</a>	<ul style="list-style-type: none"> <li>- There is no Ciudadanía Ambiental on the menu of the Ministry of Environment's website and when one searches for any document with "ciudadanía ambiental," there are no results.</li> </ul>
<b>Mexico SEMARNAT</b> <b>Secretaría del Medio Ambiente y Recursos Naturales</b> <i>Secretariat for the Environment and Natural Resources</i>	<a href="http://www.semarnat.gob.mx/Pages/inicio.aspx">http://www.semarnat.gob.mx/Pages/inicio.aspx</a> <a href="http://www.semarnat.gob.mx/educacionambiental/">www.semarnat.gob.mx/educacionambiental/</a>	<ul style="list-style-type: none"> <li>- In the main body of this page, there is a menu of offerings related to Environmental Citizenship. These cover: Public Consultation Process, Environmental Citizenship Mechanisms and a link to the Mexican Environmental Citizenship Strategy.</li> <li>- If you put Global Environmental Citizenship Project into the search mechanism, there are no results.</li> <li>- This website was provided by the Government focal point at the time of the final presentations at the 5<sup>th</sup> Steering Committee Meeting.</li> </ul>
<b>State of Mexico EDOMEX</b> <b>Secretaría del Medio Ambiente del Estado de México</b> <i>Secretariat for the Environment of the State of Mexico</i>	<a href="http://portal2.edomex.gob.mx/edomex/inicio/index.htm">http://portal2.edomex.gob.mx/edomex/inicio/index.htm</a>  <a href="http://qacontent.edomex.gob.mx/edomex/inicio/index.htm?ssSourceNodeId=498&amp;ssSourceSiteId=edomex">http://qacontent.edomex.gob.mx/edomex/inicio/index.htm?ssSourceNodeId=498&amp;ssSourceSiteId=edomex</a>  <a href="http://www.edomex.gob.mx/portal/page/portal/medioambiente">http://www.edomex.gob.mx/portal/page/portal/medioambiente</a>	<ul style="list-style-type: none"> <li>- This link was broken however a Google search for Edomex displayed the following pages:</li> <li>- This page had a menu on the right hand side of the Page with a title of Citizenship Participation. Below was another menu for the Secretary of Environment and another link to a page focusing on all aspects of environment including participation, an environmental corps, the themes of the Climate Change and Biodiversity, Air Quality and a Volunteer Network for Environment.</li> <li>- A search for the Project in its full name did not bring forth any results</li> </ul>

EA/Regional Networks/Governments	Website	Evaluation Findings
<p><b>Peru MINAM</b>  <b>Ministerio del Ambiente</b>  <i>Ministry for the Environment</i></p> <p><b>formerly CONAM</b>  <b>Consejo Nacional del Ambiente</b>  <i>National Council for the Environment</i></p>	<p><a href="http://www.minam.gob.pe/">http://www.minam.gob.pe/</a></p>	<ul style="list-style-type: none"> <li>- This is a newly created Ministry and its website shows well. However, environmental citizenship is no longer there. When one puts in those terms in the search mechanism, there are no results.</li> <li>- Under the Themes menu, there is a page for Education and Environmental Citizenship, but it is under construction.</li> <li>- If a search is conducted under the Technical Group, there are two references that filter through – but only one is relevant and relates to the creation of this Technical Group, a new advisory group to the Ministry modelled on the mesa nacional.</li> </ul>

## **Annex 10: TERMS OF REFERENCE**

### **Terminal Evaluation of the UNEP GEF project GF/5024-02-01 (4485) “Global Environmental Citizenship (GEC)”**

#### **1. PROJECT BACKGROUND AND OVERVIEW**

In the last decade, the Governments of the world agreed and signed the following global accords related to the four focal areas of GEF:<sup>112</sup> the Montreal Protocol, Agenda 21, the Conventions on Biological Diversity and Climate Change, and the Global Plan of Action on Land-based Sources of Marine Degradation. *Nevertheless, the vast majority of the people of Latin America and the Caribbean do not yet fully understand these global topics, are not aware of the commitments made by their governments and much less do they understand the local implications of their implementation, as well as the mechanisms by which they could effectively participate in achieving these global environmental goals.*

Addressing these pressing global environment issues requires the active involvement of civil society in general, a fact that is clearly recognised in the international conventions that deal with these topics.<sup>113</sup> However, only some government agencies and the environmental community have been fully exposed to these issues, and there is a need to generate higher levels of public awareness among other key social actors who are affected by or benefit from sound environmental management. In this context, the four focal areas of GEF can become the backbone of a new form of participation by citizens aware of and concerned about the global environment.

Consistent with these international agreements, the 1996 GEF Operational Strategy states that GEF will provide assistance for activities that build public awareness in order to ensure public participation, and more effective decision-making and actions affecting the global environment. The GEF Operational Programmes also recognise the importance of awareness building and removal of information barriers to achieving these objectives. To that end, the GEC project was to mobilise key constituencies, particularly outside the environmental community, to enable them to make informed decisions and support policy reform, market transformation and alternative approaches to the management of natural resources.

While there is scope in individual GEF projects for more funding of awareness generating activities that can help to improve their effectiveness, there was good justification for implementing a stand-alone awareness-raising project that addressed the broad goals of the GEF Operational Programmes. For example, it is more cost effective to train radio producers in all four areas of the GEF at one time than to do so in each individual focal area and country by country. This horizontal approach had the potential to provide more awareness to a greater segment of society at less cost to the GEF.

An activity conducted in 1997 by the PDF of the GEC project—a public survey carried out in four countries—showed that only 10 per cent of those surveyed were aware of global environment issues. The results also confirmed that what little knowledge there was of environmental issues of biodiversity, climate change, ozone layer depletion and international waters, was often incorrect. Knowledge levels were also low among decision-makers and opinion-leaders that play key roles in public policy, such as parliamentarians and local authorities. This finding emerged as a conclusion from a series of regional workshops that were held with the six networks that participated in the PDF activity. These low levels of awareness can be partially explained by the lack of media coverage and general outreach and the very slow, if any, incorporation of them into educational curricula. In

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<sup>112</sup> Biodiversity, climate change, international waters and ozone layer depletion.

<sup>113</sup> Article 6 of the United Nations Framework Convention on Climate Change (UNFCCC). Article 13 of the Convention on Biological Diversity (CBD). Article 19 of the United Nations Convention to Combat Desertification. Annex II of the Vienna Convention on the Protection of the Ozone Layer. Article 9 of the Montreal Protocol. Article 8 of the Washington Declaration on the Protection of the Marine Environment from Land-based Activities.

essence, people do not relate to global environmental issues as they do to national and local environmental issues, and furthermore, they see little, if any, connection between their daily concerns and the global environmental issues. This lack of knowledge is an impediment to greater participation at all levels in actions to effectively address the problems of the global environment.

For this reason, the GEC project targeted six key social actors<sup>114</sup> and focused on Latin America and the Caribbean because of existing GEF, UNDP and UNEP regional programmes. Reaching these constituencies was facilitated in Latin America by the presence of well-organised networks of key social groups and non-governmental organisations (NGOs) with global and regional reach that have wide political and social influence.

These groups offered the opportunity to generate increasingly broad support for actions to mitigate global environmental problems, given their delivery systems, which enable them to reach wide constituencies that are not often exposed to global issues. This, in turn, helped them to provide specific and relevant information used to enrich their constituencies' environmental agendas and capacities for action.

### **Project objective**

The principal long-term goal of the project is the formation of a Latin American citizenry that is fully aware of its global environmental rights and responsibilities.

The project aimed at generating public awareness, increasing levels of understanding of global environmental issues and greater support in Latin American countries for the objectives of the GEF Operational Programmes. The result of this project is to facilitate broad-based support for these objectives by relating them to the individual concerns of citizens, in order to foster a greater commitment to voluntary action needed to guarantee the sustainability of GEF-funded measures. A consciously pro-active citizenry will create an enabling environment for national decision-making and action around GEF focal areas.

### **Executing Arrangements**

The implementing agency for this project was UNEP and the executing agencies were UNEP/ROLAC, the Latin American Parliament (PARLATINO), Consumers International (CI), the International Union of Local Authorities (IULA)<sup>115</sup>, the Latin American Council of Churches (CLAI), the International Union for the Conservation of Nature (CEC-IUCN) and the World Association of Community Radio Broadcasters (AMARC), along with the Latin American Association of Radio-Education (ALER)

The lead national agencies were the Ministries of Environment of each country: Argentina, Chile, Costa Rica, Cuba, Ecuador, México and Peru.

### **Project Activities**

Five interrelated and mutually reinforcing activity clusters were planned:

#### **1. Identification, adaptation and production of educational materials on GEF focal areas and operational programmes**

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<sup>114</sup> The six target groups are: the Latin American Parliament (PARLATINO); Consumers International (CI); the International Union of Local Authorities (IULA); the Commission on Education and Communication of the International Union for the Conservation of Nature (CEC-IUCN); the World Association of Community Broadcasters (AMARC); and the Latin American Council of Churches (CLAI).

<sup>115</sup> By the time these TORs are being designed, this network does not longer participate in the project.



The six participating networks will identify and adapt education/information material to the GEF focal areas and operational programmes. Once this is achieved the networks will produce information kits and guides and develop web-sites.

**2. Training and technical assistance in building capacity to effectively use these materials**

Each network will be trained to understand the causes and effects of the four global environmental problems addressed by the GEF and the scope and objectives of the GEF Operational Strategy and Programmes, as well as to increase capacity for information dissemination on global environmental issues using the Operational Programmes as frameworks. These will be achieved by carrying out training workshops and seminars, specifically: a) Seven training workshops for consumer organisations; b) Seven training workshops for educators, teachers and community leaders; c) Seven training workshops for community radio producers; d) Seven training workshops for church authorities; e) Seven training workshops for local authorities; f) Three regional workshops for parliamentarians; and g) Four sub regional seminars for parliamentarians.

**3. Demonstration campaigns in seven countries to apply communication skills and tools**

The target public of the six networks will increase their level of awareness through regional, sub regional and national dissemination of information on selected global environmental topics by applying communication skills and tools. Specifically, the networks will develop consumer demonstration activities, demonstration activities in school curricula, production and broadcasting of radio programmes, educational materials for use by churches, environmental management capacity in selected municipalities, and seven public hearings with parliaments and will identify the best legislative frameworks and practices.

**4. Dissemination of lessons learned and results to sustain activities and promote replication**

The six networks will facilitate co-operative programmes and exchange of experience through dissemination of project results and lessons learned and will sustain growth in awareness of global environmental issues in LAC. Replication activities will focus on: identification and dissemination of best practices; compilation and distribution of best practices and development of long-term plans.

**5. Monitoring and evaluation of impacts and outcomes.**

The six networks will produce a series of reports detailing changes in awareness of target groups and their constituencies with analysis of strategies and methodologies. More specifically, each network will conduct surveys to measure environmental awareness, produce a Global Environment Citizen report card, undertake external evaluations and utilize a Regional Project Advisory Board review mechanism<sup>116</sup>.

**Budget**

At project inception the following budget was prepared:

GEF:	US\$	%
Project:	2,977,000	50.4
PDF B	235,000	
Subtotal GEF:	3,212,000	

**CO-FINANCING**

<sup>116</sup> An agreement was set during the 4<sup>th</sup> meeting of the GEC Steering Committee (May 2006), whereby an independent consultancy firm would be hired to perform the activities included in this cluster. In this regard, the programme of research activities was redefined and by the time these terms of reference are being designed, the project's coordination unit is expecting to receive the final report from the consultant.

<b>Co-financing</b>	<b>US\$</b>	<b>%</b>
UNEP (in kind)	130,000	
UNEP (in cash)	70,000	
UNDP (in kind)	150,000	
<b>Subtotal UNEP/UNDP:</b>	<b>350,000</b>	
Participating networks (in cash and in kind)	980,000	
<b>Subtotal Participating Networks:</b>	<b>980,000</b>	
<b>Other donors:</b>		
Participating governments (in cash and in kind)		
CONAMA of Chile (in-cash)	210,000	
SEMARNAT of Mexico (in-cash)	32,000	
SEMARNAT of Mexico (in-kind)	95,000	
Secretary of Ecology of State of Mexico (in cash)	450,000	
CITMA of Cuba (in-kind)	159,800	
CONAM of Peru (in-kind)	80,000	
MAE of Costa Rica (in-kind)	80,120	
SDSyPA of Argentina (in-kind)	114,680	
MA of Ecuador (in-kind)	83,400	
<b>Subtotal Participating Governments:</b>	<b>1,305,000</b>	
<b>Others</b>		
IDB (in cash) <sup>117</sup>	150,000	
University of Cordoba, Argentina (in cash)	100,000	
University of Cordoba, Argentina (in-kind)	100,000	
Institute for the Development (in cash)	180,000	
<b>Subtotal Others:</b>	<b>530,000</b>	
<b>SUBTOTAL CO-FINANCING:</b>	<b>3,165,000</b>	<b>49.6</b>
<b>Total Cost of the project</b>	<b>6,377,000</b>	<b>100</b>

The total project cost is estimated at US\$6,377,000, of which US\$235,000 was provided by the GEF for project preparation (PDF grant), US\$ 2,977,000 provided by the GEF for project implementation activities, and an additional US\$3,165,000 provided by the participating networks and other funding agencies.

<sup>117</sup> Funds to be administered by UNEP.

## TERMS OF REFERENCE FOR THE EVALUATION

### **1. Objective and Scope of the Evaluation**

The aim of this terminal evaluation is to establish whether the project achieved its objective of forming a Latin American Citizenry that is fully aware of its global environmental rights and responsibilities. The evaluation will also assess project performance and the implementation of planned project activities and planned outputs against actual results. In addition, the evaluation will review the recommendations of the mid term Evaluation and their implementation. It will focus on the following main questions:

6. Did the project generate public awareness of global environmental problems?
7. Did the project and technical training on GEF issues help to increase the level of understanding of global environmental problems and the objectives of the GEF Operational Programmes by the members of the six networks?
8. Did the project outputs influence the decision-makers (Parliaments of the region) to introduce and adopt the legislation to the objectives of the GEF Operational Programmes? If so, what were the results?
9. Did the project increase the level of awareness of consumers of products that do and do not benefit the global environment?
10. To what extent were the GEF issues included in school curricula and other teaching activities? To what extent did the objectives of the GEF Operational Programmes are internalised in the programmes of the organisations and included in the regular budgets of these organisations?

### **2. Methods**

This terminal evaluation will be conducted as an in-depth evaluation using a participatory approach whereby the UNEP/DGEF Task Manager, key representatives of the executing agencies and other relevant staff are kept informed and consulted throughout the evaluation. The consultant will liaise with the UNEP/EOU and the UNEP/DGEF Task Manager on any logistic and/or methodological issues to properly conduct the evaluation in as independent a way as possible, given the circumstances and resources offered. The draft report will be circulated to UNEP/DGEF Task Manager, key representatives of the executing agencies and the UNEP/EOU. Any comments or responses to the draft report will be sent to UNEP/EOU for collation and the consultant will be advised of any necessary or suggested revisions.

The findings of the evaluation will be based on the following:

1. A desk review of project documents including, but not limited to:
  - (a) The project documents, outputs, monitoring reports (such as progress and financial reports to UNEP and GEF annual Project Implementation Review reports) and relevant correspondence.
  - (b) Notes from the Steering Group meetings.
  - (c) Other project-related material produced by the project staff or partners.
  - (d) Relevant material published on the project web-site: [www.pnuma.org/ciudadania](http://www.pnuma.org/ciudadania)
2. Interviews with project management and technical support including:
  - a) The representatives of each participating country:
    - Argentina: Silvana Terzi, Environmental and Sustainable Development Secretary.

- Costa Rica: Ministry of Environment and Energy (MINAE)<sup>118</sup>.
- Cuba: Ricardo Bériz, Ministry of Science, Technology and Environment (CITMA).
- Chile: Juan Fernández, National Environmental Commission (CONAMA)
- Ecuador: Carlos Jumbo, Ministry of Environment
- Mexico: Beatriz Roman, Center of Education and Training for Sustainable Development (CECADESU).
- State of Mexico: Roberto Herrera, Secretary of Environment (EDOMEX)
- Peru: José Gayoso, Ministry of Environment

b) The representatives of each participating network:

- AMARC (*World Association of Community Radio Broadcasters*): María José Vázquez / Paula Castello
- ALER (*Latinamerican Asociation of Radiophonic Education*): Nelsy Lizarazo / Verónica Salgado
- CI (*Consumers International*): Luis Flores
- CLAI (*Latinamerical Council of Churches*): Carlos César Tamez
- PARLATINO: Nora Castro
- IUCN-CEC-SUR: Cecilia Amaluisa

c) UNEP/ROLAC Regional Director, Mr. Ricardo Sánchez Sosa

d) GEC Project Coordinator, Mr. Rubén Márquez Zambrano

e) GEF Task Manager, Mr. Robert Erath.

3. Interviews and telephone interviews with intended users for the project outputs and other stakeholders involved with this project, including in the participating countries and international bodies. The Consultant shall determine whether to seek additional information and opinions from representatives of donor agencies and other organisations. As appropriate, these interviews could be combined with an email questionnaire.
4. Interviews with the UNEP/DGEF project Task Manager and Fund Management Officer, and other relevant staff in UNEP dealing with Biodiversity, International Waters, Ozone Layer and Climate-Change-related activities as necessary. The Consultant shall also gain broader perspectives from discussions with relevant GEF Secretariat staff.
5. Field visits<sup>119</sup> to project staff and beneficiaries in the seven participating countries.

### Key Evaluation principles.

In attempting to evaluate any outcomes and impacts that the project may have achieved, evaluators should remember that the project's performance should be assessed by considering the difference between the answers to two simple questions "*what happened?*" and "*what would have happened anyway?*". These questions imply that there should be consideration of the baseline conditions and trends in relation to the intended project outcomes and impacts. In addition it implies that there should be plausible evidence to **attribute** such outcomes and impacts **to the actions of the project**.

Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluator, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

<sup>118</sup> By the time these TORs are being designed, the project lacks of a representative in Costa Rica. The government decided to close the counterpart division of the project and currently there is no focal point from the government in charge of the project.

<sup>119</sup> Evaluators should make a brief courtesy call to GEF Country Focal points during field visits if at all possible.

### 3. Project Ratings

The success of project implementation will be rated on a scale from ‘highly unsatisfactory’ to ‘highly satisfactory’. In particular the evaluation shall **assess and rate** the project with respect to the eleven categories defined below:<sup>120</sup>

#### **A. Attainment of objectives and planned results:**

The evaluation should assess the extent to which the project's major relevant objectives were effectively and efficiently achieved or are expected to be achieved and their relevance.

- Effectiveness: Evaluate how, and to what extent, the stated project objectives have been met, taking into account the “achievement indicators”. The analysis of outcomes achieved should include:
  - Evaluate the impact of the project on the levels of understanding and use of the GEF Operational Programmes by members of the six networks
  - Evaluate how the networks have increased their support for actions to achieve the objectives of the GEF Operational Programmes
  - Evaluate to what extent the capacity of the six networks has influenced the planning and implementation of information dissemination activities related to the GEF Operational Programmes
  - Evaluate to what extent the GEF issues are included in school curricula and other teaching activities
  - Evaluate if the objectives of the GEF Operational Programmes have been internalised in the programmes of the organizations
  - As far as possible, also assess the potential longer-term impacts considering that the evaluation is taking place upon completion of the project and that longer term impact is expected to be seen in a few years time. Frame recommendations to enhance future project impact in this context. Which will be the major ‘channels’ for longer term impact from the GEC project at the national, regional and international scales?
- Relevance: In retrospect, were the project’s outcomes consistent with the focal areas/operational program strategies? Ascertain the nature and significance of the contribution of the project outcomes to conventions related to the 4 GEF focal areas, especially the UNFCCC, the UNCBD, the Montreal Protocol and the wider portfolio of the GEF.
- Efficiency: Was the project cost effective? Was the project the least cost option? Was the project implementation delayed and if it was, then did that affect cost-effectiveness? Assess the contribution of cash and in-kind co-financing to project implementation and to what extent the project leveraged additional resources. Did the project build on earlier initiatives, did it make effective use of available scientific and / or technical information. Wherever possible, the evaluator should also compare the cost-time vs. outcomes relationship of the project with that of other similar projects.

#### **B. Sustainability:**

Sustainability is understood as the probability of continued long-term project-derived outcomes and impacts after the GEF project funding ends. The evaluation will identify and assess the key conditions or factors that are likely to contribute or undermine the persistence of benefits after the project ends. Some of these factors might be outcomes of the project, e.g. stronger institutional capacities or better informed decision-making. Other factors will include contextual circumstances or developments that are

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<sup>120</sup> However, the views and comments expressed by the evaluator need not be restricted to these items.

not outcomes of the project but that are relevant to the sustainability of outcomes. The evaluation should ascertain to what extent follow-up work has been initiated and how project outcomes will be sustained and enhanced over time.

Three aspects of sustainability should be addressed: financial, socio-political, *Institutional framework and governance* and environmental (if applicable), as appropriate. The following questions provide guidance on the assessment of these aspects:

- *Financial resources.* Are there any financial risks that may jeopardize sustenance of project outcomes? What is the likelihood that financial and economic resources will not be available once the GEF assistance ends (resources can be from multiple sources, such as the public and private sectors, income generating activities, and trends that may indicate that it is likely that in future there will be adequate financial resources for sustaining project's outcomes)? To what extent are the outcomes of the project dependent on continued financial support?
- *Socio-political:* Are there any social or political risks that may jeopardize sustenance of project outcomes? What is the risk that the level of stakeholder ownership will be insufficient to allow for the project outcomes to be sustained? Do the various key stakeholders see that it is 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?
- *Institutional framework and governance.* To what extent is the sustenance of the outcomes of the project dependent on issues relating to institutional frameworks and governance? What is the likelihood that institutional and technical achievements, legal frameworks, policies and governance structures and processes will allow for, the project outcomes/benefits to be sustained? While responding to these questions consider if the required systems for accountability and transparency and the required technical know-how are in place.
- *Environmental.* Are there any environmental risks that can undermine the future flow of project environmental benefits? The TE should assess whether certain activities in the project area will pose a threat to the sustainability of the project outcomes.

#### **C. Achievement of outputs and activities:**

- Delivered outputs: Assessment of the project's success in producing each of the programmed outputs, both in quantity and quality as well as usefulness and timeliness.
- Assess the soundness and effectiveness of the methodologies and practices used for generating public awareness on the global environmental problems and for increasing the level of understanding of the objectives of the GEF Operational Programmes in the participating countries
- Assess to what extent the project outputs produced have influenced the target public of the six groups and decision-makers, particularly at the national level.

#### **D. Assessment of Monitoring and Evaluation systems.**

The evaluation shall include an assessment of the quality, application and effectiveness of project monitoring and evaluation plans and tools, including an assessment of risk management based on the assumptions and risks identified in the project document. The Terminal Evaluation will assess whether the project met the minimum requirements for 'project design of M&E' and 'the application of the

Project M&E plan' (see minimum requirements 1&2 in Annex 4). GEF projects must budget adequately for execution of the M&E plan, and provide adequate resources during implementation of the M&E plan. Project managers are also expected to use the information generated by the M&E system during project implementation to adapt and improve the project.

### **M&E during project implementation**

- *M&E design.* Projects should have sound M&E plans to monitor results and track progress towards achieving project objectives. An M&E plan should include a baseline (including data, methodology, etc.), SMART indicators (see Annex 4) 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.
- *M&E plan implementation.* A Terminal Evaluation should verify that: an M&E system was in place and facilitated timely tracking of results and progress towards projects objectives throughout the project implementation period (perhaps through use of a logframe or similar); annual project reports and Progress Implementation Review (PIR) reports were complete, accurate and with well justified ratings; that the information provided by the M&E system was used during the project to improve project performance and to adapt to changing needs; and that projects had an M&E system in place with proper training for parties responsible for M&E activities.
- *Budgeting and Funding for M&E activities.* The terminal evaluation should determine whether support for M&E was budgeted adequately and was funded in a timely fashion during implementation

### **E. Replicability/Catalytic Role**

Replication and catalysis. What examples are there of replication and catalytic outcomes? Replication approach, in the context of GEF projects, is defined as lessons and experiences coming out of the project that are replicated or scaled up in the design and implementation of other projects. Replication can have two aspects, replication proper (lessons and experiences are replicated in different geographic area) or scaling up (lessons and experiences are replicated within the same geographic area but funded by other sources). Specifically:

- The Evaluation should describe the catalytic or replication actions that the project carried out. Assess whether the project has potential to be replicated, in terms of expansion, extension or replication in other countries and/or regions and whether any steps have been taken by the project to do so and the relevance and feasibility of these steps.
- Have the networks had an effective training and have they included the GEF operational programmes and strategies in their activities? If so, have the networks influenced the target groups of the six networks? How?

### **F. Preparation and Readiness**

Were the project's objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing institution and counterparts properly considered when the project was designed? Were lessons from other relevant projects properly incorporated in the project design? Were the partnership arrangements

properly identified and the roles and responsibilities negotiated prior to project implementation? Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place?

#### **G. Country ownership / drivenness:**

This is the relevance of the project to national development and environmental agendas, recipient country commitment, and regional and international agreements. The evaluation will:

- Assess the level of country ownership. Specifically, the evaluator should assess whether the project was effective in providing and disseminating information on the four GEF focal areas (e.g. biodiversity, international waters, ozone layer and climate change) and on the GEF Operational Programmes that catalyzed action in the participating countries to generate public awareness and increase levels of understanding of global environmental issues in each country.
- Assess the level of target groups' commitment and understanding of their global environmental rights and responsibilities during and after the project, including in local, national and regional fora.

#### **H. Stakeholder participation / public awareness:**

This consists of three related and often overlapping processes: information dissemination, consultation, and "stakeholder" participation. Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the GEF- financed project. The term also applies to those potentially adversely affected by a project. The evaluation will specifically:

- Assess the mechanisms put in place by the project for engagement of stakeholders in each participating country and establish, in consultation with the stakeholders, whether this mechanism was successful, and identify its strengths and weaknesses.
- Assess the degree and effectiveness of collaboration/interactions between the various project partners and institutions during the course of implementation of the project.
- Assess the degree and effectiveness of the activities that were undertaken by the 6 networks during the course of implementation of the project.
- Assess the collaboration between the various project partners and the Implementing Agency (UNEP)
- Assess the degree and commitment of the various project partners with the project activities and outputs.

#### **I. Financial Planning**

Evaluation of financial planning requires assessment of the quality and effectiveness of financial planning and control of financial resources throughout the project's lifetime. Evaluation includes actual project costs by activities compared to budget (variances), financial management (including disbursement issues), and co- financing. The evaluation should:

- Assess the strength and utility of financial controls, including reporting, and planning to allow the project management to make informed decisions regarding the budget and allow for a proper and timely flow of funds for the payment of satisfactory project deliverables.



- Present the major findings from the financial audit if one has been conducted.
- Identify and verify the sources of co- financing as well as leveraged and associated financing (in co-operation with the IA and EA).
- Assess whether the project has applied appropriate standards of due diligence in the management of funds and financial audits.
- The evaluation should also include a breakdown of final actual costs and co-financing for the project prepared in consultation with the relevant UNON/DGEF Fund Management Officer of the project (table attached in Annex 2 Co-financing and leveraged resources).

#### **J. Implementation approach:**

This includes an analysis of the project's management framework, adaptation to changing conditions (adaptive management), partnerships in implementation arrangements, changes in project design, and overall project management. The evaluation will:

- Ascertain to what extent the project implementation mechanisms outlined in the project document have been closely followed. In particular, assess the role of the various committees established and whether the project document was clear and realistic to enable effective and efficient implementation, whether the project was executed according to the plan and how well the management was able to adapt to changes during the life of the project to enable the implementation of the project.
- Evaluate the effectiveness and efficiency and adaptability of project management and the supervision of project activities / project execution arrangements at all levels.

#### **K. UNEP Supervision and Backstopping**

- Assess the effectiveness of supervision and administrative and financial support provided by UNEP/DGEF.
- Identify administrative, operational and/or technical problems and constraints that influenced the effective implementation of the project.

The *ratings will be presented in the form of a table*. Each of the eleven categories should be rated separately with **brief justifications** based on the findings of the main analysis. An overall rating for the project should also be given. The following rating system is to be applied:

HS	= Highly Satisfactory
S	= Satisfactory
MS	= Moderately Satisfactory
MU	= Moderately Unsatisfactory
U	= Unsatisfactory
HU	= Highly Unsatisfactory

#### **4. Evaluation report format and review procedures**

The report should be brief, to the point and easy to understand. It must explain; the purpose of the evaluation, exactly what was evaluated and the methods used. The report must highlight any methodological limitations, identify key concerns and present evidence-based findings, consequent conclusions, recommendations and lessons. The report should be presented in a way that makes the information accessible and comprehensible and include an executive summary that encapsulates the essence of the information contained in the report to facilitate dissemination and distillation of lessons.

**The evaluation will rate the overall implementation success of the project and provide individual ratings of the eleven implementation aspects as described in Section 1 of this TOR. The ratings will be presented in the format of a table with brief justifications based on the findings of the main analysis.**

Evidence, findings, conclusions and recommendations should be presented in a complete and balanced manner. Any dissident views in response to evaluation findings will be appended in an annex. The evaluation report shall be written in English, be of no more than 50 pages (excluding annexes), use numbered paragraphs and include:

- i) An **executive summary** (no more than 3 pages) providing a brief overview of the main conclusions and recommendations of the evaluation;
- ii) **Introduction and background** giving a brief overview of the evaluated project, for example, the objective and status of activities; The GEF Monitoring and Evaluation Policy, 2006, requires that a TE report will provide summary information on when the evaluation took place; places visited; who was involved; the key questions; and, the methodology.
- iii) **Scope, objective and methods** presenting the evaluation's purpose, the evaluation criteria used and questions to be addressed;
- iv) **Project Performance and Impact** providing *factual evidence* relevant to the questions asked by the evaluator and interpretations of such evidence. This is the main substantive section of the report. The evaluator should provide a commentary and analysis on all eleven evaluation aspects (A – K above).
- v) **Conclusions and rating** of project implementation success giving the evaluator's concluding assessments and ratings of the project against given evaluation criteria and standards of performance. The conclusions should provide answers to questions about whether the project is considered good or bad, and whether the results are considered positive or negative. The ratings should be provided with a brief narrative comment in a table (see Annex 1);
- vi) **Lessons (to be) learned** presenting general conclusions from the standpoint of the design and implementation of the project, based on good practices and successes or problems and mistakes. Lessons should have the potential for wider application and use. All lessons should 'stand alone' and should:
  - Briefly describe the context from which they are derived
  - State or imply some prescriptive action;
  - Specify the contexts in which they may be applied (if possible, who when and where)
- vii) **Recommendations** suggesting *actionable* proposals for improvement of the current project. In general, Terminal Evaluations are likely to have very few (perhaps two or three) actionable recommendations.

*Prior to each recommendation*, the issue(s) or problem(s) to be addressed by the recommendation should be clearly stated.

A high quality recommendation is an actionable proposal that is:

1. Feasible to implement within the timeframe and resources available
2. Commensurate with the available capacities of project team and partners
3. Specific in terms of who would do what and when
4. Contains results-based language (i.e. a measurable performance target)
5. Includes a trade-off analysis, when its implementation may require utilizing significant resources that would otherwise be used for other project purposes.

- viii) Annexes may include additional material deemed relevant by the evaluator but must include:
  1. The Evaluation Terms of Reference,
  2. A list of interviewees, and evaluation timeline

3. A list of documents reviewed / consulted
4. Summary co-finance information and a statement of project expenditure by activity
5. The expertise of the evaluation team. (brief CV).

TE reports will also include any response / comments from the project management team and/or the country focal point regarding the evaluation findings or conclusions as an annex to the report, however, such will be appended to the report by UNEP EOU.

Examples of UNEP GEF Terminal Evaluation Reports are available at [www.unep.org/eou](http://www.unep.org/eou)

### **Review of the Draft Evaluation Report**

Draft reports shall be submitted to the Chief of Evaluation. The Chief of Evaluation will share the report with the corresponding Programme or Project Officer and his or her supervisor for initial review and consultation. The DGEF staff and senior Executing Agency staff are allowed to comment on the draft evaluation report. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks feedback on the proposed recommendations. UNEP EOU collates all review comments and provides them to the evaluators for their consideration in preparing the final version of the report.

### **5. Submission of Final Terminal Evaluation Reports.**

The final report shall be written in English and submitted in electronic form in MS Word format and should be sent directly to:

Segbedzi Norgbey  
Chief Evaluation and Oversight Unit  
United Nations Environment Programme  
Evaluation and Oversight Unit (EOU)  
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Tel: +254 20 7623387  
Fax: +254 20 7623158  
E-mail: [segbedzi.norgbey@unep.org](mailto:segbedzi.norgbey@unep.org)

The Chief of Evaluation will share the report with the following individuals:

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United Nations Environment Programme (UNEP)  
Division of GEF Coordination (DGEF)  
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Email: [ruben.marquez@pnuma.org](mailto:ruben.marquez@pnuma.org)

The Final evaluation will also be copied to the following Focal Points.

a) Participating countries:

- Argentina: Silvana Terzi, Environmental and Sustainable Development Secretary.
- Costa Rica: Rubén Muñoz, Ministry of Environment and Energy (MINAE).
- Cuba: Ricardo Bériz, Ministry of Science, Technology and Environment (CITMA).
- Chile: Juan Fernández, National Environmental Commission (CONAMA)
- Ecuador: Carlos Jumbo, Ministry of Environment
- Mexico: Beatriz Roman, Center of Education and Training on Sustainable Development (CECADESU).
- State of Mexico: Roberto Herrera, Secretary of Environment
- Peru: José Gayoso, Ministry for the Environment (MINAM)

b) Participating networks:

- AMARC (*World Association of Community Radio Broadcasters*): María José Vázquez / Paula Castello
- ALER (*Latinamerican Asociation of Radiophonic Education*): Nelsy Lizarazo / Verónica Salgado
- CI (*Consumers International*): Luis Flores
- CLAI (*Latinamerical Council of Churches*): Carlos César Tamez
- PARLATINO: Nora Castro (Uruguayan Parliament)
- IUCN-CEC-SUR: Cecilia Amaluisa

The final evaluation report will be published on the Evaluation and Oversight Unit's web-site [www.unep.org/eou](http://www.unep.org/eou) and may be printed in hard copy. Subsequently, the report will be sent to the GEF Office of Evaluation for their review, appraisal and inclusion on the GEF website.

## **6. Resources and schedule of the evaluation**

This final evaluation will be undertaken by an international independent consultant contracted by the Evaluation and Oversight Unit, UNEP. The contract will begin on 16 March 2009 and end on 15 June

2009 (2 months spread over 3 months). The evaluator will submit a draft report on 25 May 2009 to UNEP/EOU. The Chief of EOU will share the draft report with the UNEP/DGEF Task Manager, and key representatives of the executing agencies. Any comments or responses to the draft report will be sent to UNEP / EOU for collation and the consultant will be advised of any necessary revisions. Comments to the final draft report will be sent to the consultant by 5 June 2009 after which, the consultant will submit the final report no later than 15 June 2009.

The evaluator will after an initial telephone briefing with EOU and UNEP/GEF conduct initial desk review work and later travel to Mexico City and meet with former project coordinator at the beginning of the evaluation. Furthermore, the evaluator is expected to travel to Panama to meet the task manager who is based at UNEP/ROLAC and to the other project countries to meet beneficiaries and project staff (Argentina, Chile, Costa Rica, Cuba, Ecuador, and Peru. Additional interviews and surveys involving project executing agencies and key stakeholders will be conducted by phone and electronic media (e-mail) as needed.

In accordance with UNEP/GEF policy, all GEF projects are evaluated by independent evaluators contracted as consultants by the EOU. The evaluator should have the following qualifications:

The evaluator should not have been associated with the design and implementation of the project in a paid capacity. The evaluator will work under the overall supervision of the Chief, Evaluation and Oversight Unit, UNEP. The evaluator should be an international expert in projects promoting sustainable resource use and biodiversity conservation. The consultant should have a good knowledge on GEF approach to projects contributing to global environmental benefits and a sound understanding on GEF focal areas, operational programmes and strategies. The consultant should have the following minimum qualifications: (i) experience in sustainable development and biodiversity management; (ii) experience with management and implementation of research projects and in particular with research targeted at policy-influence and decision-making; (iii) experience with project evaluation. Knowledge of UNEP programmes and GEF activities is desirable. Excellent working knowledge of English and Spanish is an advantage. Fluency in oral and written English is a must.

## **7. Schedule Of Payment**

### **Lump-Sum Option**

The evaluator will receive an initial payment of 30% of the total amount due upon signature of the contract. A further 30% will be paid upon submission of the draft report. A final payment of 40% will be made upon satisfactory completion of work. The fee is payable under the individual Special Service Agreement (SSA) of the evaluator and is **inclusive** of all expenses such as travel, accommodation and incidental expenses.

In case, the evaluator cannot provide the products in accordance with the TORs, the timeframe agreed, or his products are substandard, the payment to the evaluator could be withheld, until such a time the products are modified to meet UNEP's standard. In case the evaluator fails to submit a satisfactory final product to UNEP, the product prepared by the evaluator may not constitute the evaluation report.

## Annex 1. OVERALL RATINGS TABLE

Criterion	Evaluator's Summary Comments	Evaluator's Rating
<b>A. Attainment of project objectives and results (overall rating)</b> Sub criteria (below)		
A. 1. Effectiveness		
A. 2. Relevance		
A. 3. Efficiency		
<b>B. Sustainability of Project outcomes (overall rating)</b> Sub criteria (below)		
B. 1. Financial		
B. 2. Socio Political		
B. 3. Institutional framework and governance		
B. 4. Ecological		
<b>C. Achievement of outputs and activities</b>		
<b>D. Monitoring and Evaluation (overall rating)</b> Sub criteria (below)		
D. 1. M&E Design		
D. 2. M&E Plan Implementation (use for adaptive management)		
D. 3. Budgeting and Funding for M&E activities		
<b>E. Catalytic Role</b>		
<b>F. Preparation and readiness</b>		
<b>G. Country ownership / drivenness</b>		
<b>H. Stakeholders involvement</b>		
<b>I. Financial planning</b>		
<b>J. Implementation approach</b>		
<b>K. UNEP Supervision and backstopping</b>		

## RATING OF PROJECT OBJECTIVES AND RESULTS

Highly Satisfactory (HS): The project had no shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Satisfactory (S): The project had minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Moderately Satisfactory (MS): The project had moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Moderately Unsatisfactory (MU): The project had significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Unsatisfactory (U) The project had major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

Highly Unsatisfactory (HU): The project had severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency.

**Please note:** Relevance and effectiveness will be considered as critical criteria. The overall rating of the project for achievement of objectives and results **may not be higher** than the lowest rating on either of these two criteria. Thus, to have an overall satisfactory rating for outcomes a project must have at least satisfactory ratings on both relevance and effectiveness.

## RATINGS ON SUSTAINABILITY

- A. Sustainability will be understood as the probability of continued long-term outcomes and impacts after the GEF project funding ends. The Terminal evaluation will identify and assess the key conditions or factors that are likely to contribute or undermine the persistence of benefits after the project ends. Some of these factors might be outcomes of the project, i.e. stronger institutional capacities, legal frameworks, socio-economic incentives /or public awareness. Other factors will include contextual circumstances or developments that are not outcomes of the project but that are relevant to the sustainability of outcomes.

### Rating system for sustainability sub-criteria

On each of the dimensions of sustainability of the project outcomes will be rated as follows.

Likely (L): There are no risks affecting this dimension of sustainability.

Moderately Likely (ML). There are moderate risks that affect this dimension of sustainability.

Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability

Unlikely (U): There are severe risks that affect this dimension of sustainability.

According to the GEF Office of Evaluation, all the risk dimensions of sustainability are deemed critical. Therefore, overall rating for sustainability will not be higher than the rating of the dimension with lowest ratings. For example, if a project has an Unlikely rating in any 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.

## RATINGS OF PROJECT M&E

Monitoring is a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing project with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds. Evaluation is the systematic and objective assessment of an on-going or completed project, its design, implementation and results. Project evaluation may involve the definition of appropriate standards, the examination of performance against those standards, and an assessment of actual and expected results.

The Project monitoring and evaluation system will be rated on 'M&E Design', 'M&E Plan Implementation' and 'Budgeting and Funding for M&E activities' as follows:

Highly Satisfactory (HS): There were no shortcomings in the project M&E system.

Satisfactory(S): There were minor shortcomings in the project M&E system.

Moderately Satisfactory (MS): There were moderate shortcomings in the project M&E system.

Moderately Unsatisfactory (MU): There were significant shortcomings in the project M&E system.

Unsatisfactory (U): There were major shortcomings in the project M&E system.

Highly Unsatisfactory (HU): The Project had no M&E system.

"M&E plan implementation" will be considered a critical parameter for the overall assessment of the M&E system. The overall rating for the M&E systems will not be higher than the rating on "M&E plan implementation."

All other ratings will be on the GEF six point scale.

GEF Performance Description	Alternative description on the same scale



HS	= Highly Satisfactory	Excellent
S	= Satisfactory	Well above average
MS	= Moderately Satisfactory	Average
MU	= Moderately Unsatisfactory	Below Average
U	= Unsatisfactory	Poor
HU	= Highly Unsatisfactory	Very poor (Appalling)

## Annex 2. Co-financing and Leveraged Resources

Co-financing (basic data to be supplied to the consultant for verification)

Co financing (Type/Source)	IA own Financing (mill US\$)		Government (mill US\$)		Other* (mill US\$)		Total (mill US\$)		Total Disbursement (mill US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
– Grants										
– Loans/Concessional (compared to market rate)										
– Credits										
– Equity investments										
– In-kind support										
– Other (*)										
–										
–										
–										
–										
–										
<b>Totals</b>										

\* Other is referred to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries.

**Leveraged Resources**  
Leveraged resources are additional resources—beyond those committed to the

project itself at the time of approval—that are mobilized later as a direct result of the project. Leveraged resources can be financial or in-kind and they may be from other donors, NGO's, foundations, governments, communities or the private sector. Please briefly describe the resources the project has leveraged since inception and indicate how these resources are contributing to the project's ultimate objective.

Table showing final actual project expenditure by activity to be supplied by the UNEP Fund management Officer. (insert here)

### Annex 3

#### Review of the Draft Report

Draft reports submitted to UNEP EOU are shared with the corresponding Programme or Project Officer and his or her supervisor for initial review and consultation. The DGEF staff and senior Executing Agency staff provide comments on the draft evaluation report. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. UNEP EOU collates the review comments and provides them to the evaluators for their consideration in preparing the final version of the report. General comments on the draft report with respect to compliance with these TOR are shared with the reviewer.

#### Quality Assessment of the Evaluation Report

All UNEP GEF Mid Term Reports are subject to quality assessments by UNEP EOU. These apply GEF Office of Evaluation quality assessment and are used as a tool for providing structured feedback to the evaluator.

The quality of the draft evaluation report is assessed and rated against the following criteria:

GEF Report Quality Criteria	UNEP EOU Assessment	Rating
A. 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?		
B. Was the report consistent and the evidence complete and convincing and were the ratings substantiated when used?		
C. Did the report present a sound assessment of sustainability of outcomes?		
D. Were the lessons and recommendations supported by the evidence presented?		
E. Did the report include the actual project costs (total and per activity) and actual co-financing used?		
F. Did the report include an assessment of the quality of the project M&E system and its use for project management?		
UNEP EOU additional Report Quality Criteria	UNEP EOU Assessment	Rating
G. Quality of the lessons: Were lessons readily applicable in other contexts? Did they suggest prescriptive action?		
H. Quality of the recommendations: Did recommendations specify the actions necessary to correct existing conditions or improve operations ('who?' 'what?' 'where?' 'when?'). Can they be implemented? Did the recommendations specify a goal and an associated performance indicator?		
I. Was the report well written? (clear English language and grammar)		
J. Did the report structure follow EOU guidelines, were all requested Annexes included?		
K. Were all evaluation aspects specified in the TORs adequately addressed?		
L. Was the report delivered in a timely manner		

**GEF Quality of the MTE report =  $0.3*(A + B) + 0.1*(C+D+E+F)$**

**EOU assessment of MTE report =  $0.3*(G + H) + 0.1*(I+J+K+L)$**

**Combined quality Rating =  $(2* \text{'GEF EO' rating} + \text{EOU rating})/3$**

The Totals are rounded and converted to the scale of HS to HU

#### Rating system for quality of terminal evaluation reports

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1, and unable to assess = 0.

## Annex 4 GEF Minimum requirements for M&E

### **Minimum Requirement 1: Project Design of M&E<sup>121</sup>**

All projects must include a concrete and fully budgeted monitoring and evaluation plan by the time of Work Program entry (full-sized projects) or CEO approval (medium-sized projects). This plan must contain at a minimum:

- SMART (see below) indicators for project implementation, or, if no indicators are identified, an alternative plan for monitoring that will deliver reliable and valid information to management
- SMART indicators for results (outcomes and, if applicable, impacts), and, where appropriate, corporate-level indicators
- A project baseline, with:
  - a description of the problem to address
  - indicator data
  - or, if major baseline indicators are not identified, an alternative plan for addressing this within one year of implementation
- An M&E Plan with identification of reviews and evaluations which will be undertaken, such as mid-term reviews or evaluations of activities
- An organizational setup and budgets for monitoring and evaluation.

### **Minimum Requirement 2: Application of Project M&E**

- Project monitoring and supervision will include implementation of the M&E plan, comprising:
- Use of SMART indicators for implementation (or provision of a reasonable explanation if not used)
- Use of SMART indicators for results (or provision of a reasonable explanation if not used)
- Fully established baseline for the project and data compiled to review progress
- Evaluations are undertaken as planned
- Operational organizational setup for M&E and budgets spent as planned.

**SMART INDICATORS** GEF projects and programs should monitor using relevant performance indicators. The monitoring system should be “SMART”:

1. **Specific:** The system captures the essence of the desired result by clearly and directly relating to achieving an objective, and only that objective.
2. **Measurable:** The monitoring system and its indicators are unambiguously specified so that all parties agree on what the system covers and there are practical ways to measure the indicators and results.
3. **Achievable and Attributable:** The system identifies what changes are anticipated as a result of the intervention and whether the result(s) are realistic. Attribution requires that changes in the targeted developmental issue can be linked to the intervention.
4. **Relevant and Realistic:** The system establishes levels of performance that are likely to be achieved in a practical manner, and that reflect the expectations of stakeholders.
5. **Time-bound, Timely, Trackable, and Targeted:** The system allows progress to be tracked in a cost-effective manner at desired frequency for a set period, with clear identification of the particular stakeholder group to be impacted by the project or program.

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<sup>121</sup> <http://gefweb.org/MonitoringandEvaluation/MEPoliciesProcedures/MEPTools/meptstandards.html>

**Annex 5 List of intended additional recipients for the Terminal Evaluation (to be completed by the IA Task Manager)**

Name	Affiliation	Email
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<b>GEF Focal Point(s)</b>		
<b>Executing Agency</b>		
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<b>Implementing Agency</b>		
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Carmen Tavera	Former SPO	Carmen.Tavera@unep.org

## **Annex 11: AMMAC – A case study on regional network collaboration<sup>122</sup>**

The loss of the municipal network affected the Project's ability to penetrate its message into municipalities throughout all of the participating countries. This was considered a major setback that happened as the demonstration activities were being developed in the municipalities.

AMMAC had several issues to contend with as the "regional" network. It was working double duty, as the regional network as well as the Mexican municipal network. The history is complex. The Federación Latinoamericana de Ciudades, Municipios y Asociaciones de Gobiernos Locales (FLACMA)'s<sup>123</sup> departure in 2003 from the Project was precipitated by a host of issues, both internal and project-related (start up and implementation). In 2003, FLACMA decided to delegate the role of "regional network" to AMMAC as the most reasonable choice given its proximity to the PCU in Mexico. AMMAC continued in this role until December 2006. In October 2006, the PCU took over the implementation of the regional network municipal dossier from AMMAC.

It is unclear how the transition and transfer of funds from FLACMA to AMMAC occurred as few stakeholders were still in place who could recall the details. How the decision was taken remains unclear but AMMAC took on the responsibilities and issues of FLACMA.

When AMMAC took on the role of municipal network coordinator/implementer, their lack of administrative experience of a regional project became evident. Although AMMAC appears to have inherited the financial reporting issues from the national municipalities from FLACMA – (See attached letter to this Annex 11 from the Executive Director of AMMAC to the Executive Secretary of FLACMA, January), the extent of these issues is/was not really understood. AMMAC's lack of diligence is visible in that it failed to establish legal contracts/MOUs with the national municipal organizations once it took over from FLACMA. This became the weak link in ensuring proper financial reports from these national municipal organizations and eventually led to their demise when they were incapable of providing satisfactory financial reports to UNEP.

In 2005, the MTE reported that:

- AMMAC had opted to use the Local Agenda 21 manual of the International Center for Local Environmental Initiatives (ICLEI) as its key manual. This decision was justified given the manual's methodological quality and its direct relation to the municipal planning and budgeting processes.
- AMMAC had often advanced its own funds to maintain project momentum, which had caused internal financial problems.
- AMMAC implemented a pilot municipal survey in 2004; the methodology was being revised to improve surveying techniques and statistical quality.
- The AMMAC focal point gave approximately 50% of his time to the project, even though AMMAC had to rely on its own funds to move implementation forward. To cope with administrative delays, some networks and government focal institutions advanced their own funds to meet the training commitments set in their work plans. AMMAC and several Mexican municipalities fortunately had the resources to do so – although subsequent reimbursement delays led to cash flow problems and a financial crisis within AMMAC.
- In 2004 AMMAC had to forego paying its employees the end-of-year bonus (*aguinaldo*) required by law. Other networks that were not in a position to pay their way, advanced at a slower pace or simply suspended workshops and other programmed activities, weakening credibility with their constituencies

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<sup>122</sup> The history of this case study was pieced together by interviews held with the AMMAC Executive Director of the time, the previous person responsible for the Project at FLACMA, the regional network, files provided by AMMAC and the DGEF of the time as well as conclusions reached by the Evaluator of the Mid-Term Evaluation, Hugo Navajas.

<sup>123</sup> FLACMA was the regional network under the International Union of Local Agencies (IULA). This organization was disbanded in the early stages of the Project.

During this evaluation, this MTE reference to the research on municipalities was checked; no one in current positions could recall what happened with municipal baselines conducted during this period.

AMMAC's assessment was that the Project was spread too thin, especially with the 48 targeted municipalities (2009). (Forty seven eventually participated). Since the project operated only in a few municipalities, it is difficult to think that a general and somewhat thorough knowledge of global environmental issues could be spread throughout the entire population of the pilot countries.

## The Dispute

At the time of AMMAC's dispute with the PCU in 2006, there was over \$24,149 of outstanding funds. A letter sent to FLACMA (attached as Annex A) indicates the seriousness of the issue. This letter included a table of disbursements and substantiating evidence of expenditures or lack of receipts (Table 1)

**Table 1: AMMAC Disbursements to the various municipal national organizations**

Country	Disbursements	Receipts provided	Without verifications/receipts
País	Transferencias	Comprobación	Sin comprobar
Argentina	USD \$2,500.00		USD \$2,500.00
Chile	USD \$11,732.14	USD \$2,429.17	USD \$9,302.97
Costa Rica	USD \$4,732.14		USD \$4,732.14
Cuba	USD \$4,732.14	USD \$4,732.14	USD \$0.00
Ecuador	USD \$0.00		USD \$0.00
México	USD \$11,732.14	USD \$11,732.14	USD \$0.00
Perú	USD \$4,732.14	USD \$4,732.14	USD \$0.00
	USD \$40,160.70	USD \$23,625.59	USD \$16,535.11

Although this Table does not fully explain what happened, it does indicate a level of record-keeping AMMAC had with respect to disbursements to organizations. The attached letter is also another indication of an attempt to clarify issues with FLACMA, the original Regional Network for municipal authorities. Copies of letters from AMMAC to the respective national municipal organizations do also demonstrate a paper trail that requests verifications for disbursements so that AMMAC can adequately provide UNEP ROLAC with the appropriate financial reports. In a letter dated October 11, 2006 from AMMAC to FLACMA, AMMAC details the amounts unaccounted for and the need to properly address these reporting issues<sup>124</sup>.

At the time of the dispute with UNEP ROLAC, the Executive Director of AMMAC suggested an audit to resolve the discrepancies. The PCU/UNEP did not respond to this request for an audit. Finally, the separation of AMMAC from the Project was contentious and not amicable. The books were finally closed on AMMAC in December 2007 when they returned the full sum of \$24,149 to UNEP. At the time of the TE, the previous DGEF explained that AMMAC had lacked experience in its efforts as a

<sup>124</sup> A la fecha, hemos distribuido entre los miembros de la red un total de 40,160.70 dólares, respecto de los cuales apenas contamos en AMMAC con constancias oficiales de la recepción de los recursos que fueron transferidos, por la suma de 23,598.42 dólares que corresponden a cuatro asociaciones; además, sólo hemos recibido comprobación útil para la fiscalización de PNUMA por la cantidad de 20,472.04 dólares por parte de cuatro asociaciones; como comprenderán, y como se los hemos hecho saber anteriormente, la falta de comprobación de los recursos por parte de la red (formal y oficialmente por parte de AMMAC) hacia PNUMA nos ha puesto en una situación muy comprometedor respecto de nuestro prestigio y seriedad, además de colocar en un plano muy discutible la viabilidad del funcionamiento de las AGLs como una red latinoamericana eficaz para el funcionamiento de programas como este.

“regional network”. AMMAC and the DGEF do not agree on the reasons for AMMAC’s departure. ROLAC contends that the serious delays in disbursing projects funds to its national associates and AMMAC’s failures to report on the use of funds was the reason for the firing of AMMAC. AMMAC’s position was it had received funds from the project and transferred these funds to the municipal national associates. The national municipal associates brought the issues of transfers or lack thereof to the PCU. It is UNEP ROLAC’s opinion that AMMAC’s disregard for basic accountability procedures forced the PCU to threaten t legal actions in order to receive the report on the use of funds and recover unspent resources.

## Evaluation Conclusions

- AMMAC was delegated to assume a larger role than it could absorb. The organization appears to have been ill-equipped to manage a regional project – lack of experience and systems to manage at this level.
- The organization was not adequately supervised and supported in its project-related activities by UNEP and the PCU – as can be seen from the vast correspondence available on the financial reporting issues.
- AMMAC was left to assume the full responsibility for all losses, both financial and organizational.
- It is not believed that AMMAC willfully mismanaged the outstanding funds<sup>125</sup>, which amounted to about 23% of the \$104,079 cash contribution from UNEP (actual budget). There were differing figures as per the correspondence attached: \$97,111.00
- UNEP (past DGEF) acknowledged that it was not a misappropriation of funds.
- There is unfinished business as far as AMMAC is concerned – they felt their reputation had been damaged by the accusations of fraud.

## Lesson Learned

As with IUCN in the realm of serving as a regional network for environmental education, an organization very steeped in “environment”, the municipal dossier could have been better served with a global/regional organization such as the International Council for Local Environmental Initiatives (ICLEI - <http://www.iclei.org/>)<sup>126</sup>, an organization that has more than 20 years of experience in addressing “environment” at the local government level.

## Recommendations

1. Future initiatives with respect to municipal and local governments in the area of global environmental citizenship should be addressed only through a seasoned global NGO dealing with environmental concerns for local government, such as ICLEI. Such an organization should have a track record in international project management.
2. Upon review of the situation encountered by AMMAC, it would not be unreasonable to ensure that this organization is part of the audit recommended by the Terminal Evaluation.

<sup>125</sup> This conclusion was checked while the consultant was in Panama in a meeting with Gabriel Labatte, previous DGEF TM at the time when the AMMAC crisis occurred.

<sup>126</sup> **ICLEI - Local Governments for Sustainability** is an international association of local governments as well as national and regional local government organizations that have made a commitment to sustainable development. Over 1105 cities, towns, counties, and their associations worldwide comprise ICLEI's growing membership. ICLEI works with these and hundreds of other local governments through international performance-based, results-oriented campaigns and programs. ICLEI provides technical consulting, training, and information services to build capacity, share knowledge, and support local government in the implementation of sustainable development at the local level. Our basic premise is that locally designed initiatives can provide an effective and cost-efficient way to achieve local, national, and global sustainability objectives.



**Annex 1 of Annex 11: Letter from Executive Director of AMMAC to the Executive Secretary of  
FLACMA**



México D. F., 4 de enero de 2007.

Guillermo Tapia Nicola  
Secretario Ejecutivo  
Federación Latinoamericana de Ciudades, Municipios y Asociaciones

Estimado Guillermo,

Deseo que el año que concluyó haya sido exitoso para ti, para la Asociación de Municipalidades Ecuatorianas y para FLACMA, y que el año que inicia aporte mejores oportunidades para su crecimiento personal e institucional.

Tengo el agrado de comunicarme contigo en relación con el Proyecto Ciudadanía Global Ambiental que el Programa de Naciones Unidas para el Medio Ambiente (PNUMA) puso en marcha en 2004 con varias redes en la región, incluyendo una red de gobiernos locales integrada por asociaciones de gobiernos locales de Argentina, Costa Rica, Cuba, Chile, Ecuador, México y Perú, y del que he hablado contigo en varias ocasiones.

La participación de la red de gobiernos locales fue acordada por FLACMA y en consulta con las asociaciones participantes, se acordó que fuera AMMAC quien fungiera como contraparte de FLACMA ante PNUMA, aprovechando nuestra capacidad institucional para ello y la vecindad con las oficinas del Programa, que tiene su sede en la Ciudad de México.

En ese sentido y con ese carácter, AMMAC suscribió un Memorándum de Entendimiento con PNUMA, por el cual fueron transferidos a nuestra asociación la cantidad de USD \$97,111.00; para la ejecución del Proyecto, las AGL's participantes acordamos en un taller que celebramos en Costa Rica, que los recursos aportados por PNUMA serían distribuidos en dos ejes temáticos: talleres de capacitación, y asistencia técnica.

A la Asociación de Municipalidades Ecuatorianas no le fueron transferidos recursos por problemas de contacto con un funcionario de la AME que fuera acreditado como responsable de la gestión del Proyecto.

AMMAC transfirió un total de USD \$40,160.70 a las asociaciones chilena (ACHM), argentina (FAM), peruana (Instituto de Investigación y Capacitación Municipal), costarricense (Unión Nacional de Gobiernos Locales), mexicana (AMMAC) y a Cuba (por conducto del Centro de Información, Gestión y Educación Ambiental); además, AMMAC ejerció USD \$32,801.13 en funciones propias de la coordinación regional de la red municipal, incluyendo la prestación de servicios de asistencia técnica a las redes nacionales, tanto a distancia como mediante viajes de apoyo, y la realización de talleres regionales en la materia.

Asociación de Municipios de México, A.C.  
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Durante nuestra reunión de Comité Ejecutivo de FLACMA en Santo Domingo en junio del año pasado, y en la reunión celebrada en Cali, tuve una intervención para llamar la atención de FLACMA sobre los problemas que este Proyecto estaba presentando, especialmente por la falta de informes técnicos y financieros y comprobación del ejercicio de los recursos transferidos a las AGL's.

De manera general, la situación que guarda cada AGL es la siguiente:

País	Transferencias	Comprobación	Sin comprobar
Argentina	USD \$2,500.00		USD \$2,500.00
Chile	USD \$11,732.14	USD \$2,429.17	USD \$9,302.97
Costa Rica	USD \$4,732.14		USD \$4,732.14
Cuba	USD \$4,732.14	USD \$4,732.14	USD \$0.00
Ecuador	USD \$0.00		USD \$0.00
México	USD \$11,732.14	USD \$11,732.14	USD \$0.00
Perú	USD \$4,732.14	USD \$4,732.14	USD \$0.00
	USD \$40,160.70	USD \$23,625.59	USD \$16,535.11

Adicionalmente, AMMAC, en tanto Coordinadora Regional, ejerció y comprobó la totalidad de los recursos respectivos.

El día 11 de octubre de 2006 me permití enviarte un correo electrónico señalando la urgencia de promover ciertos acuerdos de FLACMA para ayudar en la solución de los problemas del Proyecto, sin que haya sido posible formalizar nada al respecto.

La situación se ha complicado demasiado, dado que el día 22 de diciembre, PNUMA nos informó que *"las demás asociaciones municipales han notificado a la coordinación que no recibieron el dinero que se les había asignado, y que AMMAC debió transferir"*, lo cual lleva a PNUMA/ORPALC a *"aclarar el destino de estos fondos"* dado que *"el incumplimiento de AMMAC para realizar las transferencias"* a los puntos focales ha causado enormes retrasos en el desarrollo de las actividades del Proyecto; podrás conocer el contenido de esa carta en el documento anexo.

Como comprenderás, las afirmaciones de PNUMA son absolutamente inaceptables, por lo que el día de hoy remitimos nuestra respuesta, que entre otras cosas, busca reclamar del Programa el finiquito formal de la comprobación que ya ha sido entregada por varias asociaciones; te adjunto copia de esa respuesta con este mensaje.

Independientemente que AMMAC seguirá defendiendo los intereses de FLACMA y de las asociaciones durante estas negociaciones, y en el proceso de arbitraje que en su caso llegue a presentarse, es indispensable que las AGL's nos reintegren los recursos que no han sido comprobados y que en virtud del Memorándum de Entendimiento que firmamos como responsables de la red municipal de FLAMCA, tendremos que rembolsar a PNUMA muy pronto.

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Espero que esta información te sirva para que en tu carácter de Secretario Ejecutivo de FLACMA, puedas ayudarnos a resolver estos problemas.

Especialmente, te solicito que hagas llegar copia de estos documentos a los copresidentes de FLACMA (Johnny Araya, Julio Pereyra y Carlos Betancur), a quienes PNUMA les hizo llegar copia de la carta que nos envió el pasado 22 de diciembre, con el objeto de salvaguardar el buen nombre y el prestigio de AMMAC ante nuestros colegas.

Atentamente,

Rubén Fernández Aceves  
Director Ejecutivo  
AMMAC



**Annex 12: Table 2.1 GEC Project total Expenditures (analysis supplied by UNEP)**

At project inception the following budget was prepared:

<b>GEF:</b>	<b>US\$</b>	<b>%</b>
Project:	2,977,000	50.4
PDF B	235,000	
Subtotal GEF:	3,212,000	
<b>CO-FINANCING</b>		
<b>Co-financing</b>	<b>US\$</b>	<b>%</b>
UNEP (in-kind)	130,000	
UNEP (in cash)	70,000	
UNDP (in-kind)	150,000	
<b>Subtotal UNEP/UNDP:</b>	<b>350,000</b>	
Participating networks (in cash and in-kind)	980,000	
<b>Subtotal Participating Networks:</b>	<b>980,000</b>	
<b>Other donors:</b>		
Participating governments (in cash and in-kind)		
CONAMA of Chile (in-cash)	210,000	
SEMARNAT of Mexico (in-cash)	32,000	
SEMARNAT of Mexico (in-kind)	95,000	
	450,000	
Secretary of Ecology of State of Mexico (in cash)		
	159,800	
CITMA of Cuba (in-kind)		
CONAM of Peru (in-kind)		
	80,000	
MAE of Costa Rica (in-kind)	80,120	
	114,680	
SDSyPA of Argentina (in-kind)		
	83,400	
MA of Ecuador (in-kind)		
<b>Subtotal Participating Governments:</b>	<b>1,305,000</b>	
<b>Others</b>		
IDB (in cash) <sup>127</sup>	150,000	
University of Cordoba, Argentina (in cash)	100,000	
University of Cordoba, Argentina (in-kind)	100,000	
	180,000	
Institute for the Development (in cash)		
<b>Subtotal Others:</b>	<b>530,000</b>	
	<b>3,165,000</b>	<b>49.6</b>
<b>SUBTOTAL CO-FINANCING:</b>		
<b>Total Cost of the project</b>	<b>6,377,000</b>	<b>100</b>

<sup>127</sup> Funds to be administered by UNEP

### Annex 13: Co-financing and Leveraged Resources (basic data supplied to consultant for verification)

\* Other is referred to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries.

#### Leveraged Resources

Co financing (Type/Source)	IA own Financing (mill US\$)		Government (mill US\$)		Other* (mill US\$)		Total (mill US\$)		Total Disbursement (mill US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
– Grants										
– Loans/Concessional (compared to market rate)										
– Credits										
– Equity investments										
– In-kind support										
– Other (*) - Inter-American Dev Bank (GFL/4486)					150,000	150,000	150,000	150,000.00		
<b>Sub-total</b>					<b>150,000</b>	<b>150,000.00</b>	<b>150,000</b>	<b>150,000.00</b>		
UNEP	220,000	108,605.06					220,000	108,605.06		
UNDP					150,000	0	150,000	0		
AMARC/ALLER					136,050	69,103.32	136,050	69,103.32		
CI					131,360	71,980.00	131,360	71,980.00		
CLAI					120,000	6,997.60	120,000	6,997.60		
AMMAC					153,900	258,805.00	153,900	258,805.00		
PARLATINO					294,830	92,500.00	294,830	92,500.00		
UICN-SUR/CEC					143,860	141,737.28	143,860	141,737.28		
<b>Sub-total</b>	<b>220,000</b>	<b>108,605.06</b>			<b>1,130,000</b>	<b>641,123.20</b>	<b>1,350,000</b>	<b>749,728.26</b>		
<b>Totals</b>	<b>220,000</b>	<b>108,605.06</b>			<b>1,280,000</b>	<b>791,123.20</b>	<b>1,500,000</b>	<b>899,728.26</b>		

Leveraged resources are additional resources—beyond those committed to the project itself at the time of approval—that are mobilized later as a direct result of the project.

Leveraged resources can be financial or in-kind and they may be from other donors, NGOs, foundations, governments, communities or the private sector. “The Annex 2 attached below relates to the co-financing tracked by Lorena San Roman when she was the Project Coordinator. My understanding from Ruben Marquez is that he was not aware that there was a requirement to track the co-financing, hence there was no report of subsequent co-financing received (Elaine King, UNEP Fund Manager, email correspondence, May 19, 2009).

**Annex 14: Actual vs. Original Budget of GEC Project (Original Annex 2)**



Global Environmental Citizenship Project																			
GFL-2328-2740-4485/Rev.6																			
GF/5024-03-01																			
			Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Budget						
			2002	2003	2004	2005	2006	2007	2008	2009	Total								Original
						2328	2792	2328	2792	2328	2792	2328	2792	2328	2792	2328	2792	TOTAL	Budget
						DGEF	ROLAC	DGEF	ROLAC	DGEF	ROLAC	DGEF	ROLAC	DGEF	ROLAC	DGEF	ROLAC		
10		PROJECT PERSONNEL COMPONENT																	
	1100	Project Personnel																	
		11016.0.0 - Project coordinator		62,752.99	111,129.72	84,802.08		(3,700.00)		(8,724.60)						246,260.19	-	246,260.19	239,340
		11026.0.0 - Technical expert			6,060.00	4,740.00										10,800.00	-	10,800.00	
		1103Short term-contract Rubén Márquez								-	322.62					-	322.62	322.62	
		1199 Sub-Total	-	62,752.99	117,189.72	89,542.08	-	(3,700.00)	-	(8,724.60)	322.62	-	-	-	-	257,060.19	322.62	257,382.81	239,340
	1200	Consultants																	
		1201 1.1.0 - International expert		263.10	(182.55)			(80.55)								0.00	-	0.00	12,000
		1202 1.2.0 - international expert														-	-	-	10,000
		1203 1.2.0 - Local consultant			10,319.33	1,000.00		(11,319.33)								-	-	-	1,000
		1204 1.3.0 - International expert														-	-	-	5,000
		1205 1.3.0 - Local junior consultant		15,000.00	13,000.00	25,083.61		(57,083.61)		961.54	-					(3,038.46)	-	(3,038.46)	44,800
		1206 3.2.0 - International expert		6,275.00	4,725.00	7,500.00	2,451.00	(18,500.00)	(2,451.00)							-	-	-	71,000
		1207 3.3.2 - Local consultant			4,424.57	(24.66)		(4,399.91)								-	-	-	11,000
		1208 3.4.0 - Local Junior consultant		4,000.00		736.00		(4,736.00)								-	-	-	16,250
		1209 3.5.1 - International expert		5,566.00	956.00			(6,522.00)								-	-	-	32,200
		1210 3.5.3 - International expert														-	-	-	14,400
		1211 3.5.4 - international travel			680.00	941.89		(1,621.89)								(0.00)	-	(0.00)	14,400
		1212 3.6.0 - International expert		3,940.00	11,776.22	14,896.99		(30,613.21)								-	-	-	90,000
		1213 3.7.0 - International expert		2,000.00				(2,000.00)								-	-	-	20,000
		1214 3.7.0 - Local consultant				7,000.00		(14,000.00)		-	-					(7,000.00)	-	(7,000.00)	17,500
		1215 4.2.0 - local consultant		14,080.00	75.84	(75.24)		(14,080.60)								-	-	-	90,000
		1216 4.3.0 - International expert														-	-	-	37,000
		1217 5.1.0 - International expert														-	-	-	19,000
		1218 5.1.0 - local consultant			4,600.00	1,000.00		(5,600.00)								-	-	-	20,000
		1219 5.2.0 - TAG experts (Emma Torres)			94,548.00	(444.40)	7,200.00		(3,600.00)	3,400.00	-					97,503.60	3,600.00	101,103.60	12,000
		1220 5.2.0 Local consultant		2,000.00	453.09	3,087.01		(5,540.10)								-	-	-	22,000
		1221 5.3.0 International expert			1,803.38	2,000.00		(3,803.38)								-	-	-	40,000
		1222 5.4.0 International travel			7,238.60	(2,503.60)		(4,735.00)								-	(68.52)	(68.52)	59,300
		1223 6.0.0 - International travel				4,678.40	2,092.56	(4,678.40)	(2,260.58)	-	-					-	(691.91)	(691.91)	15,000
		1224 Overall support to Task Manager - Ruben Marquez				37,200.00		(3,100.00)	7,600.00	-	66,990.37	122,395.48				156,495.48	74,590.37	231,085.85	
		1225 Consultant for project sustainability								-	34,740.00					-	34,740.00	34,740.00	
		1299 Sub-Total	-	53,124.10	154,417.48	102,076.00	11,743.56	(192,413.98)	(711.58)	4,361.54	101,730.37	122,395.48	(592.41)	-	-	243,960.62	112,169.94	356,130.56	673,850
	1300	Administrative Support																	
		1302 Project Assistant Contractor				(2.15)				-	-					(2.15)	-	(2.15)	
		1321 Temporary Assistance - Christina Hernandez		17,187.82	21,040.87	2,030.35		3,620.03	8,484.00	2,626.00						48,743.04	6,246.03	54,989.07	28,660
		1322 Temporary Assistant - Alfredo Chávez							909.00	12,726.00			10,995.76			909.00	23,721.76	24,630.76	
		1341 Budget Assistant G5 - Angelica de la Sierra				34,495.12		38,380.17		-	-					72,875.29	-	72,875.29	
		1342 Secretary G4 - Liliana Menendez				28,125.42			7,570.92	-	289.48					35,985.82	-	35,985.82	
		1399 Sub-Total	-	17,187.82	21,040.87	64,648.74	-	38,380.17	3,620.03	16,963.92	15,352.00	289.48	10,995.76	-	-	158,511.00	29,967.79	188,478.79	28,660
	1600	Travel on Official Business																	
		1601 Travel coordination		10,930.00	23,993.90	3,951.83		14,545.09	-	26,518.13			24,813.60			53,420.82	51,331.73	104,752.55	8,100
		1699 Sub-Total	-	10,930.00	23,993.90	3,951.83	-	14,545.09	-	26,518.13	-		24,813.60	-	-	53,420.82	51,331.73	104,752.55	8,100
	1999	COMPONENT TOTAL	-	143,994.91	316,641.97	260,218.65	11,743.56	(143,188.72)	2,908.45	12,600.86	143,923.12	122,684.96	35,216.95	-	-	712,952.63	193,792.08	906,744.71	949,950
20		SUB-CONTRACT COMPONENT																	
	2100	Subcontracts with cooperating agencies (UN Agency)																	
		2101Support in the development of legislative frameworks			5,000.00	2,000.00		(7,000.00)								-	-	-	65,000
		2102Support for network information distribution systems														-	-	-	100,000
		2103Compilations of best practices			10,000.00			(10,000.00)								-	-	-	
		2199 Sub-Total	-	-	15,000.00	2,000.00	-	(17,000.00)	-	-	-	-	-	-	-	-	-	-	165,000
G2000		Sub-Contract with support organizations (NGOs, Govts.)																	
		2201 1.1.0 Thematic information packages			500.00	26,386.00		(26,886.00)								-	-	-	1,000
		2202 1.2.0 Educational toolkits			3,000.00	13,252.10		(16,252.10)								-	-	-	
		2203 1.2.0 Targeted educational guide books			2,500.00	(1,500.00)		(1,000.00)								-	-	-	15,800



		2204	3.1.1	Selection of laboratories and firms				3,000.00	(3,000.00)								-	-	5,000.00		
		2205	3.2.0	Collection of national primary school curricula	2,000.00	6,700.00	11,250.00	(19,950.00)									-	-	7,000.00		
		2206	3.2.0	Contest, posters		2,500.00	19,000.00	(21,500.00)									-	-	7,940.00		
		2207	3.2.0	National Consultation		1,500.00	(500.00)	(1,000.00)									-	-	15,000.00		
		2208	3.3.1	Radio programmes and spots	31,194.50	27,417.00	28,581.00	8,780.43	(95,972.93)								-	-	90,000.00		
		2209	3.3.2	Broadcasting through Pulsar Network													-	-	75,000.00		
		2210	3.3.2	Evaluate audience perception													-	-	6,000.00		
		2211	3.4.0	Design & production of posters	7,000.00	2,300.00	6,000.00	(15,300.00)									-	-	26,000.00		
		2212	3.4.0	Design & production of instructive leaflets	8,000.00	2,444.35	12,000.00	(22,444.35)									-	-	27,000.00		
		2213	3.5.2	Guidelines for municipal environmental planning		17,500.00	(17,000.00)	(500.00)									-	-	20,000.00		
		2214	3.5.3	Technical support for municipal planning		5,500.00	5,000.00	(10,500.00)									-	-			
		2215	3.5.4	Demonstration of municipal projects		500.00	35,000.00	(35,500.00)									-	-			
		2216	3.5.4	Technical assistance for the demonstration municipal projects	16,250.00		(11,250.00)	(4,000.00)									-	-			
		2217	3.7.0	Dissemination and publicity	2,740.38	2,000.00		(4,740.38)									-	-	35,000.00		
		2218	3.7.0	Support for holding the public hearing		3,500.00	4,500.00	(8,000.00)									-	-	41,470.00		
		2219	4.1.0	Dissemination of the project results through Pulsar			12,000.00	(12,000.00)									-	-	65,000.00		
		2220		Argentina/PNUD				20,000.00		17,000.00	-	(5,100.00)					31,900.00	-	31,900.00		
		2221		Costa Rica				40,000.00		-	-						40,000.00	-	40,000.00		
		2222		Cuba				34,750.00		30,000.00	-						64,750.00	-	64,750.00		
		2223		Chile/PNUD				126,125.00		-	29,421.24						126,125.00	29,421.24	155,546.24		
		2224		Ecuador				26,000.00		22,100.00	-						48,100.00	-	48,100.00		
		2225		Mexico				40,000.00		-	29,500.00	(4,250.00)	(1,600.00)				35,750.00	27,900.00	63,650.00		
		2226		Peru				20,000.00		17,000.00	-						37,000.00	-	37,000.00		
		2227		State of Mexico				86,922.29		-	21,450.00		(13,500.00)				86,922.29	7,950.00	94,872.29		
		2230		AMMAC				126,671.00		-	(22,592.00)						126,671.00	(22,592.00)	104,079.00		
		2231		AMARC/ALER				204,478.00		-	22,482.00		(2,820.00)				204,478.00	19,662.00	224,140.00		
		2232		CLAI				109,635.60		110,389.79	12,439.40	(50,893.32)	14,153.92				169,132.07	26,593.32	195,725.39		
		2233		CI				130,043.00		-	66,500.00						130,043.00	66,500.00	196,543.00		
		2234		CI-ARG/COSUMIDORES ARGENTINOS				4,800.00		-	1,200.00						4,800.00	1,200.00	6,000.00		
		2235		CI-MEX/COLECTIVO ECOLOGISTA				7,000.00		-	1,200.00						7,000.00	1,200.00	8,200.00		
		2236		CI-ECU/TRIBUNA ECUATORIANA				6,580.00		-	1,200.00						6,580.00	1,200.00	7,780.00		
		2237		UICN				148,967.00		51,233.00	25,000.00						200,200.00	25,000.00	225,200.00		
		2238		PARLATINO				89,450.00		-	101,046.66		(1,165.48)				89,450.00	99,881.18	189,331.18		
		2299		Sub- Total	31,194.50	47,157.38	94,275.35	125,918.53	-	922,876.13	-	247,722.79	288,847.30	(60,243.32)	(4,931.56)	-	-	1,408,901.36	283,915.74	1,692,817.10	437,210.00
2300				Sub-Contracts with commercial organisations													-	-	-		
		2301	3.1.1	Product and services market study		400.00	27,600.00	(28,000.00)									-	-	70,000.00		
		2302	3.1.1	Product life cycle analysis & reporting			6,130.00	(6,130.00)									-	-	15,000.00		
		2303	3.1.1	Public/private services analysis & reporting			10,000.00	(10,000.00)									-	-	30,000.00		
		2304	3.1.2	Design & carry out consumer awareness campaign	7,500.00		10,500.00	(18,000.00)									-	-	35,000.00		
		2305	3.1.2	Evaluate effectiveness of consumer awareness campaign	4,000.00		4,600.85	(10,600.85)									-	-	20,000.00		
		2306	5.1.0	Subregional & national surveys		11,500.00	18,550.00	(30,050.00)				(22,761.17)					-	(22,761.17)	(22,761.17)	126,000.00	
		2307	5.2.0	Mailing of report cards		1,386.87	(1,098.47)	(288.40)									(0.00)	-	(0.00)	10,000.00	
		2308	5.2.0	Printing of report cards	1,817.56		2,956.73	(3,000.00)	(1,774.29)								-	-	-	15,000.00	
		2399		Sub- Total	-	1,817.56	29,743.60	73,282.38	-	(104,843.54)	-	-	-	-	(22,761.17)	-	-	(0.00)	(22,761.17)	(22,761.17)	321,000.00
2999				COMPONENT TOTAL	31,194.50	48,974.94	139,018.95	201,200.91	-	801,032.59	-	247,722.79	288,847.30	(60,243.32)	(27,692.73)	-	-	1,408,901.36	261,154.57	1,670,055.93	923,210.00
30				TRAINING COMPONENT																	
	3200			Group-Training													-	-	-		
		3201	1.1.0	Regional training travel	15,193.74	4,500.00	(2,500.00)	(17,193.74)									(0.00)	-	(0.00)	17,000.00	
		3202		International training travel	8,500.00		500.00	(9,000.00)									-	-	-	10,400.00	
		3203	1.2.0	subregional training travel	5,060.00			(5,060.00)									-	-	-	15,000.00	
		3204	2.1.0	International training travel		1,183.77	(183.77)	(1,000.00)									-	-	-	11,400.00	
		3205	2.1.0	Regional training travel	9,140.00	2,101.09	28,168.19	(39,409.28)									-	-	-	48,000.00	
		3206	2.1.0	Subregional training travel	5,000.00	2,731.04	31,613.96	(39,345.00)									-	-	-	61,250.00	
		3207	2.2.0	International training travel		66.62	(66.62)										-	-	-	11,400.00	

	3208	2.2.0 Regional training travel				32,600.00	(32,600.00)								-	-	-	48,000	
	3209	2.2.0 Subregional travel		1,000.00		9,800.00	(10,800.00)								-	-	-	56,261	
	3210	2.3.0 Intenational travel													-	-	-	21,400	
	3211	2.3.0 Regional training travel				56,485.00	(56,485.00)								-	-	-	48,000	
	3212	2.3.0 subregional training travel				30,749.00	(30,749.00)								-	-	-	66,000	
	3213	2.4.0 International training travel			161.48	5,932.52	(6,094.00)								-	-	-	29,400	
	3214	2.4.0 Regional training travel		5,250.00	1,750.00	12,000.00	(19,000.00)								-	-	-	43,000	
	3215	2.4.0 Subregional training travel		1,000.00	7,532.87	32,267.13	(40,800.00)								-	-	-	57,100	
	3216	2.5.0 International training travel													-	-	-	20,000	
	3217	2.5.0 Regional training travel			1,120.25	15,286.75	(16,407.00)								-	-	-	48,000	
	3218	2.5.0 Subregional training trvel				3,800.00	(3,800.00)								-	-	-	64,900	
	3219	2.6.0 International training travel													-	-	-	14,600	
	3220	2.6.0 Regional training travel			895.15	48,018.85	(3,768.96)						45,145.04		-	-	45,145.04	66,900	
	3221	2.7.0 international training travel													-	-	-	3,800	
	3222	2.7.0 Subregional training travel				30,750.00	(30,750.00)								-	-	-	50,200	
	3223	3.3.2 International training travel													-	-	-		
	3224	3.3.2 Regional training travel													-	-	-		
	3225	3.4.0 International training travel													-	-	-	36,400	
	3226	3.4.0 Regional training travel													-	-	-	38,350	
	3227	3.6.0 Legislative training package				2,000.00	(2,000.00)								-	-	-		
	3228	3.7.0 International training travel													-	-	-	16,800	
	3229	3.7.0 Regional training travel													-	-	-	22,400	
	3299	Sub-Total	-	50,143.74	22,042.27	337,221.01	-	(364,261.98)	-	-	-	-	-	-	45,145.04	-	45,145.04	925,960	
3300		Meetings/Conferences																	
	3301	1.0 Workshop		13,253.66	(229.78)		(13,023.88)								-	-	-	8,000	
	3302	1.2.0 Workshop			15,719.95		(15,719.95)								-	-	-		
	3303	2.1.0 Workshops		14.50	10,957.59	9,322.11	(20,294.20)								-	-	-	10,040	
	3304	2.2.0 Workshop		241.19	18,595.04	(2,353.44)	(16,482.79)								-	-	-	10,040	
	3305	2.3.0 Workshop			25,487.29	3,800.00	(29,287.29)								-	-	-	6,000	
	3306	2.4.0 Workshop			37,577.38	21,091.15	(58,668.53)								-	-	-	11,000	
	3307	2.5.0 Workshop			16,057.59	6,330.93	(22,388.52)								-	-	-	6,600	
	3308	2.6.0 Workshop			13,137.68	5,400.00	(18,537.68)								-	-	-	8,500	
	3309	2.7.0 Seminars			13,507.75	3,000.00	(16,507.75)								-	-	-	6,000	
	3310	3.3.2 National meetings													-	-	-		
	3311	3.4.0 National meetings													-	-	-		
	3312	5.4.0 Board meetings			2,192.50	3,387.26	(7,162.60)	40,273.36	-	3,385.10		29,704.77		(1,582.84)	73,363.23	71,780.39	19,500		
	3399	Sub-Total	-	13,509.35	153,002.99	49,978.01	-	(218,073.19)	40,273.36	-	3,385.10	-	29,704.77	-	-	(1,582.84)	73,363.23	71,780.39	85,680
3999		COMPONENT TOTAL	-	63,653.09	175,045.26	387,199.02	-	(582,335.17)	40,273.36	-	3,385.10	-	29,704.77	-	-	43,562.20	73,363.23	116,925.43	1,011,640
40		EQUIPMENT AND PREMISES COMPONENT																	
4100		Expendable equipment																	
	4101	Office Supplies		1,026.89	503.37	1,567.94		2.06				659.95		3,098.20	662.01	3,760.21	7,000		
	4102	Computer Software					(564.64)	2,420.48		1,205.55		(1,210.24)		(564.64)	2,415.79	1,851.15			
	4199	Sub-Total	-	1,026.89	503.37	1,567.94	-	(564.64)	2,422.54	-	1,205.55	-	(550.29)	-	-	2,533.56	3,077.80	5,611.36	7,000
	4201	6.0.0 - Computer hardware		155.44	5,264.23	6,771.77		462.54		303.73				12,191.44	766.27	12,957.71	3,000		
	4202	Office Equipment			564.64									564.64	-	564.64			
	4299	Sub-Total	-	155.44	5,828.87	6,771.77	-	-	462.54	-	303.73	-	-	-	-	12,756.08	766.27	13,522.35	3,000
4300		Premises (rent)																	
	4301	Office rental							14,226.91		8,390.36		-	22,617.27	22,617.27				
Global	4399	Sub-Total	-	-	-	-	-	-	14,226.91	-	8,390.36	-	-	22,617.27	22,617.27	146,000			
4999		COMPONENT TOTAL	-	1,182.33	6,332.24	8,339.71	-	(564.64)	2,885.08	-	15,736.19	-	7,840.07	-	-	15,289.64	26,461.34	41,750.98	10,000
50		MISCELLANEOUS COMPONENT																	
5100		Operation and maintenance of equipment																	
	5101	Equipment maint. & ops.			550.69	(550.69)		329.44	-	10,000.00		3,000.00		-	13,329.44	13,329.44	5,000		

		<b>5199 Sub-Total</b>	-	-	550.69	(550.69)	-	-	329.44	-	10,000.00	-	3,000.00	-	-	-	13,329.44	13,329.44	5,000
5200		<b>Reporting costs</b>																	
	5201	1.1.o Reports		98.01				(98.01)							-	-	-	-	2,500
	5202	1.2.0 Reports		654.28				(654.28)							-	-	-	-	5,000
	5203	5.2.0 Reports				1,001.15		(1,001.15)							-	-	-	-	2,200
	5204	2.2.0 Reports													-	-	-	-	6,000
	5205	2.2.0 Reports													-	-	-	-	2,000
	5206	2.4.0 Reports		375.00	125.00	3,000.00		(3,500.00)							-	-	-	-	6,000
	5207	2.5.0 Reports													-	-	-	-	
	5208	2.6.0 Reports				9,250.00		(9,250.00)							-	-	-	-	6,000
	5209	5.4.0 Reports				6,000.00		(6,000.00)							-	-	-	-	2,500
	5210	3.2.0 Reports													-	-	-	-	2,500
	5211	3.5.1 Reports													-	-	-	-	4,500
	5212	3.6.0 Reports													-	-	-	-	5,000
	5213	3.7.0 Reports													-	-	-	-	5,000
	5214	4.3.0 Reports													-	-	-	-	8,000
	5215	5.1.0 Reports				49,034.00		(49,034.00)							-	-	-	-	5,000
	5220	6.0.0 Reports		127.43				(127.43)							-	-	-	-	5,000
	5222	5.3.0 Reports				2,433.25		(2,433.25)							-	-	-	-	5,000
		<b>5299 Sub-Total</b>	-	1,254.72	125.00	70,718.40	-	(72,098.12)	-	-	-	-	-	-	-	-	-	-	72,200
5300		<b>Sundry</b>																	
	5301	Miscellaneous			5,986.79	3,830.18		(173.24)	5,070.52	-	8,265.66		291.59			9,643.73	13,627.77	23,271.50	5,000
	5302	4.3.0 - Miscellaneous				1,883.63		(2,949.77)	1,066.14							(1,066.14)	1,066.14	-	
		<b>5399 Sub-Total</b>	-	-	5,986.79	5,713.81	-	(3,123.01)	6,136.66	-	8,265.66	-	291.59	-	-	8,577.59	14,693.91	23,271.50	5,000
5500		<b>Evaluation</b>																	
	5501	Evaluation consultant							-	-		60,000.00				-	60,000.00	60,000.00	
	5502	Terminal evaluation (EOU)											42,366.00			42,366.00	-	42,366.00	
	5503	Project sustainability														-	-	-	
		<b>5599 Sub-Total</b>	-	-	-	-	-	-	-	-	-	60,000.00	42,366.00	-	-	42,366.00	60,000.00	102,366.00	-
5999		<b>COMPONENT TOTAL</b>	-	1,254.72	6,662.48	75,881.52	-	(75,221.13)	6,466.10	-	18,265.66	-	63,291.59	42,366.00	-	50,943.59	88,023.35	138,966.94	82,200
99		<b>GRAND TOTAL</b>	31,194.50	259,059.99	643,700.90	932,839.81	11,743.56	(277.07)	52,532.99	260,323.65	470,157.37	62,441.64	108,360.65	42,366.00	-	2,231,649.42	642,794.57	2,874,443.99	2,977,000
		<b>Previous (Rev5)</b>	31,194.50	259,059.99	643,700.90	932,839.81	11,743.56	(277.07)	52,532.99	260,323.65	470,157.37	114,649.63	201,074.67			2,241,491.41	735,508.59	2,977,000.00	
		<b>Variance</b>	-	-	-	-	-	(0.00)	-	(0.00)	(0.00)	(52,207.99)	(92,714.02)	42,366	-	(9,841.99)	(92,714.02)	(102,556.01)	
		<b>Org unit 2328 + Org unit 2792</b>	31,194.50	259,059.99	643,700.90	944,583.37		52,255.92		730,481.02		170,802.29	42,366.00					2,874,443.99	

**Annex 15: Issues with management and disbursements as reported to PCAG Qualitative Assessment<sup>128</sup>**



**Slide 14:**

- El debilitamiento del impacto e insatisfactorio cumplimiento de los objetivos generales del PCAG se atribuye fuertemente a los problemas administrativos que se suscitaron por el sucesivo cambio de gestión en la ORPALC / PNUMA que involucró reestructuras y cambios en los procedimientos y formatos, así como a la falta de experiencia y preparación previa de algunas redes de la sociedad civil en los procedimientos técnicos administrativos, formatos y requerimientos de comprobación en proyectos de esta naturaleza.
- Estos problemas atrasaron significativamente el flujo de los fondos, dificultando la continuidad de las actividades y el trabajo sinérgico de las redes regionales y las organizaciones locales, al tiempo que prolongaron excesivamente el proyecto, mermando el impacto del mismo y minando la confianza y la motivación inicial de los participantes.

<sup>128</sup> Reference made to issues reported to TNS as part of the Qualitative Assessment conducted on the GEC Project 2008.

- La gestión regional de las redes mostró deficiencias. No fue posible una coordinación y sincronización adecuada en la asignación de fondos a todos los actores. El atraso en una red, perjudicaba a toda la mesa nacional en los contextos locales y algunas organizaciones locales y mesas nacionales, tuvieron que generar estrategias de apoyo solidario o autofinanciar algunos procesos, a fin de asegurar la ejecución de las actividades.

#### **Slide 27:**

Monto de los **recursos** asignados para cumplir los objetivos.

- *“Los objetivos del programa en general han sido demasiado ambiciosos con relación a lo que se logró en términos de intervención y recursos para la intervención”* (Todos los segmentos).
- *“Por la limitación de recursos, pero también está ligado al hecho de que el proyecto no hablaba de procesos, sino de actividades puntuales”.*

#### **Slide 28**

#### **OPERACION, DESEMPEÑO**

- **Intermitencia en la actividades:**
- Dificultades administrativas y atrasos en la asignación de recursos entorpecieron la continuidad y el desarrollo de las actividades en tiempo y forma, debilitando la motivación de los actores y sus públicos, así como el impacto de las acciones.

*“Al principio hubo mucha efervescencia, muchos deseos de trabajar. Luego hubo una etapa de receso, especialmente, por problemas que se dieron, lastimosamente, de índole financiero y como que las motivaciones un poco se detuvieron”.* (Todos los segmentos)

**En general, destaca un bajo nivel de autocrítica y se tiende a responsabilizar al PNUMA del bajo alcance de los objetivos generales.** Translation: In general, there is a low level of self-criticism and there is a tendency to hold the UNEP responsible for the low achievement of the general objectives.

## Implementación del PCAG



### Dificultades enfrentadas

- Las dificultades de carácter administrativo destacan espontáneamente como las más significativas por su impacto en la ejecución de las actividades, así como en las expectativas y la confianza de los actores.

#### •DIFICULTADES ADMINISTRATIVAS

##### \* Limitación, demoras y desfase en la entrega de fondos a las redes locales:

- \* Obligaba a posponer o reprogramar las actividades, atrasando su implementación y ocasionando eventualmente pérdidas.
- \* Obligaba a cada red a planificar las cosas por separado, desarticulando el trabajo en conjunto.
- \* Debilitaba el entusiasmo de los participantes que veían su esfuerzo frustrado.
- \* Demandaba mayores esfuerzos por parte del coordinador de gobierno para dar continuidad al trabajo y mantener vivo el compromiso con el proyecto.

\* La exigencia de **rápida rendición** una vez que llegaban los fondos, obligaba a apurar las actividades, muchas veces en condiciones adversas y en desarticulación con la mesa nacional.

\* **Cambios en los coordinadores del PNUMA**, imponían modificaciones en procesos administrativos, lineamientos, formatos y requisitos de comprobación, que incrementaban el trabajo administrativo en detrimento del trabajo en la ejecución de las actividades.



Resultaban desgastantes y desviaban la atención y los esfuerzos, en detrimento de la implementación de las actividades del proyecto, desvirtuando el trabajo sinérgico entre redes.

*"La llegada fuera de tiempo y forma de los fondos obligó a cada red a planificar cosas por separado, cuando desde la mesa planificábamos cosas en común, lo que restaba potencia a las acciones. Esto generaba una distorsión en el funcionamiento de la mesa, que terminaba apoyando para resolver los problemas de cada red, en lugar de encarar las cuestiones generales del proyecto en común y de planificación conjunta".*



Dificultades reiteradamente indicadas por todos los actores entrevistados en este monitoreo



## Dificultades enfrentadas

- Otras dificultades que se presentaron durante el desarrollo del proyecto y que también influyeron en la ejecución de las actividades, destacadas por puntos focales y el coordinador de gobierno fueron:

### EXTERNAS AL PCAG

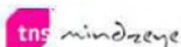
- ✖ Cambios de gestión y adscripción de la entidad gubernamental que adopta el proyecto.
- ✖ Cambios de autoridades municipales, y por consiguiente, de interlocutores, los cuales debilitaron la continuidad de las actividades en algunos municipios, como p.e. Villa la Angostura.
- ✖ La división política, de autonomías provinciales dificultaba la coordinación de programas desde el centro hacia las provincias (punto focal Parlatino).

Importante generar mecanismos que permitan asegurar la continuidad del proyecto ante las inevitables coyunturas políticas internas.

### ASOCIADAS AL PNUMA

- ✖ Tardía entrega de los manuales temáticos y materiales para distribuir en las actividades de capacitación, (en algunos casos llegaron después de estas actividades), en otros, ya habían sido elaborados los de las redes.
- ✖ El coordinador de gobierno se vio en la necesidad de paliar esta deficiencia con materiales de la SAyDS, con contenido y calidad diferentes a los del proyecto, para no demeritar los esfuerzos realizados.

Necesidad de optimizar los mecanismos y procesos de operación para entregar en tiempo y forma materiales y recursos.







### Dificultades enfrentadas

- La mesa nacional de Costa Rica experimentó las mismas dificultades administrativas que el resto de los participantes del PCAG..

#### ADMINISTRACIÓN

- ✖ Atrasos y desfases en la asignación de recursos debido a la triangulación PNUMA – redes, impedían cumplir con los compromisos contraídos, aún cuando por error el MINAE recibió todos los recursos en una entrega.

*"Teníamos actividades programadas y la plata del MINAE por un error de PNUMA estaba entera aquí ... pero los compañeros de la mesa nacional tenían los recursos en las redes para hacer las cosas, entonces no podíamos cumplir nada".*

- ✖ Una vez que los recursos llegaban, la necesidad de rendir cuentas de inmediato obligaba a apurar las actividades.

*"Cuando por fin había recursos, las redes pretendían tener informes de un taller nacional en dos días".*

- ✖ Estos problemas generaron malestar e inconformidad al interior de la mesa nacional y en ocasiones fueron un elemento importante de confrontación con las sedes regionales de la redes y la coordinación del PNUMA.



En gran parte se atribuye a estas dificultades la decisión que adoptó la mesa nacional de independizarse de la estructura de gestión establecida.







## X Dificultades enfrentadas

- Las dificultades administrativas y presupuestarias, que en general afectaron a todo el PCAG, en Cuba, parecieran agudizarse debido a su complejo y burocrático sistema de transferencia de recursos y las restricciones económicas que afectan al país.

### DIFICULTADES ADMINISTRATIVAS Y DE OPERACIÓN

- ✗ Limitación, demoras y desfase en la entrega de fondos y materiales a las redes locales:
  - "Las primeras transferencias de dinero llegaron a finales del 2005 y el programa empezó en el 2003".*
- ✗ Obligaba a cancelar actividades programadas.
  - "Tú te pasabas el año organizando, planificando y después no había con qué hacerlo, porque no había dinero".*
- ✗ Derivaba en el incumplimiento de compromisos y dificultad de implementar las actividades planificadas.
  - "El problema ha sido, ocasionalmente, a nivel de implementación del programa, de la ejecución y de los compromisos de transferencia, de la llegada de los materiales, porque de todos estos materiales, no llegaban realmente en el momento en que se habían prometido".*
- ✗ Impedía llevar capacitadores a los talleres en los municipios del proyecto.
- ✗ Imponía la necesidad de buscar apoyo de la institución, lo cual no siempre era posible.
  - "La parte económica nos golpeó muchísimo, aparte de la dificultad para hacer llegar los recursos, escasearon muchísimo. Muchas cosas salieron con los recursos que puso la institución, porque eran insuficientes".*
- ✗ Demandaba mayores esfuerzos por parte del coordinador de gobierno para dar continuidad al trabajo.
  - "Una de las características que tuvo Ciudadanía Ambiental fue la inestabilidad de la asignación de los fondos del GEF, y eso a nosotros nos obligó a tomar visión dentro del camino para que el programa continuara marchando".*
- ✗ Prolongaba los tiempos muertos del proyecto, mermando el entusiasmo e interés de los actores.
- ✗ Dificultades en la comprobación de los recursos y rendición de cuentas.
  - ✗ Los minuciosos procedimientos de comprobación imponían mayor carga de trabajo a las saturadas agendas de trabajo de los representantes locales, cuya participación en el PCAG es voluntaria.
  - ✗ A lo que se añade la dificultad de obtener comprobantes y justificar los gastos en Cuba.

## Implementación del PCAG



## X Dificultades enfrentadas

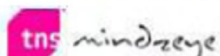
■ Las dificultades enfrentadas por la mesa nacional de Chile fueron similares a las de los otros países:

### LA MESA NACIONAL

- ✗ Como coordinador, el mayor reto se relacionó con el complejo entramado de actores involucrados en el proyecto, lo cual a su vez, se reconoce como una de las mayores riquezas de la iniciativa.
- ✗ A priori se presentó el desafío de lograr construir un vínculo de confianza, generar una actitud participativa e integrar a actores tradicionalmente opuestos al gobierno.



✓ El alto involucramiento de la coordinadora nacional, y su comprensión de este problema, resultó clave para superar la dificultades iniciales.



### GESTIÓN Y EJECUCIÓN

- ✗ Las debilidades del proyecto en materia de gestión y ejecución obligaban a improvisar el trabajo sobre la marcha, demandando mayor tiempo en las discusiones y la toma de decisiones.

*"Los mayores problemas tenían que ver con la ejecución, como aterrizar una idea tan buena en el trabajo concreto" (ex Coord. De Gobierno de Chile).*

- ✗ La carencia de pautas claras de gestión y ejecución obligaban a trabajar sobre una dinámica de ensayo y error.
- ✗ Los sucesivos cambios de gestión de los responsables del PCAG en PNUMA, exigían reiniciar el diálogo cada vez.



✓ Se reconoce a la última gestión del PNUMA una actitud resolutiva que colaboró en el avance del proyecto.

### ADMINISTRACIÓN

- ✗ La demora en la asignación de los fondos a las redes repercutió en el trabajo de la mesa:
- ✗ demorando la implementación de tareas planificadas;
- ✗ ocasionando pérdidas económicas;
- ✗ entorpeciendo el desarrollo de actividades planificadas.

*"Atrasaban los trabajos o en algunos casos se generaban pérdidas, por ejemplo compra de semillas, que frente a la demora de los recursos se pasan y ya no se pueden usar, como ocurrió en Pudahuel y creo que en la Pintana."*

*También en algunos casos hubo temas con factores climatológicos, como cuando se quiere organizar un área verde y no se puede realizar por el tema del clima". (Coordinador de Gob., Chile)*



✓ Gracias a la disponibilidad de fondos gubernamentales, Chile pudo paliar mejor que otros países estas dificultades financieras.

# Implementación del PCAG



## Dificultades enfrentadas

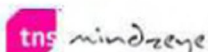
- Nuevamente se destacan las dificultades financieras y administrativas como las que más afectaron la implementación del proyecto.

### LA MESA NACIONAL

- \* Ausencia o desarticulación de tres representantes locales de las redes:
- \* No hay representación de Parlatino.
- \* AME deja de participar después de la selección de municipios.
- \* Falta de integración y deslinde del representante de la Tribuna Ecuatoriana de Consumidores y Usuarios, por no poder desarrollar sus actividades en los municipios del proyecto.



No obstante, cabe aclarar que esto no fue destacado por los entrevistados como dificultad.



### ADMINISTRACIÓN

- \* Las **demora en la asignación de fondos** por parte del PNUMA y las redes regionales destaca como la principal dificultad debido a que:
  - \* Impedía cumplir con las expectativas generadas y los compromisos adquiridos con los municipios.

*"Tuvieron que irse relegando o poniendo un poco en espera por los desembolsos en los fondos. Pero, además, la expectativa que generó el proyecto, específicamente dentro del tema de comunicación, fue muy grande. Y el quedarnos, entre comillas porque tampoco es nada sencillo, en algunos talleres, en algunas charlas, las visitas guiadas y todo eso, los comunicadores y los niños empezaron a demandar más".*

- \* Causó intermitencia y debilitó la continuidad en las actividades.

*"Nosotros íbamos al municipio pero nos decían: si Ustedes nos abandonan y vienen así intermitentemente ya estamos cansados de esas cosas, y todos teníamos esa preocupación y efectivamente ocurrió, no en su totalidad pero nosotros teníamos que tratar de cumplir a la medida de las posibilidades institucionales porque no había el presupuesto directo".*

- \* Mermaba la credibilidad de las mesas locales y desalentaba su cooperación en los ámbitos municipales.
- \* Obligaba al coordinador de gobierno a subsanar las dificultades con recursos de la institución, lo cual no siempre era posible.

*"El gobierno en seguida cumplió pero si no existen fondos de contraparte, el gobierno no deja utilizar esa plata, entonces retornaba al estado; eso fue en el primer y segundo año".*



# Implementación del PCAG



## Dificultades enfrentadas

(Coordinadora mesa nacional, México, complementado por puntos focales)

- Se reiteran las dificultades asociadas con la estructura de operación del PCAG.

### Diseño del proyecto

La ausencia de líneas claras de actuación, sin procedimientos, roles, funciones y estructuras de decisión previamente definidos, fue un reto muy importante debido a la presencia de otro actor de gobierno con capacidad de influir en los procesos, en un espacio que suponía una mayor participación de la sociedad civil.

Promovió desencuentros y tensiones, especialmente con las redes tradicionalmente confrontadas con el gobierno.



La existencia de dos actores gubernamentales añadió un elemento de complejidad que impactó en el funcionamiento de la mesa nacional.



### Procedimientos administrativos

- \* Problemas administrativos y retraso en la asignación de recursos + estrictos procesos de comprobación, difíciles de entender y cumplir por las organizaciones sociales, dificultaron el trabajo al interior de la mesa nacional y distrajeron los esfuerzos en detrimento de la ejecución de las actividades.
- \* Estos problemas se acentuaron con los sucesivos cambios en la coordinación del PNUMA, que imponían mayor carga a los procedimientos administrativos.
- \* Esto mermó la confianza y el entusiasmo de los actores, y generó un desgaste en la mesa nacional.



El impacto de estas dificultades recaía en la coordinadora nacional de la entidad federal, como responsable de los procedimientos administrativos.

### Mesa Nacional

- \* Distanciamiento geográfico de dos redes: Colectivo Ecologista (CI) y Pronatura (UICN), con ámbitos de acción locales, dificultó su integración con el trabajo de la mesa nacional.
- \* Ausencia de representante de CI los primeros dos años.
- \* Cambio de interlocutores en la representación nacional de las redes (CLAI, Parlatino), afectó la participación de éstas.
- \* Prolongación excesiva del proyecto por los problemas administrativos y los atrasos en la asignación de recursos, los cuales acrecentaron las diferencias internas y fueron desgastando los ánimos de sus miembros.



Inició en la desarticulación de la mesa nacional y el deslinde de los actores. Refleja tensiones entre las esferas local y regional

## Implementación del PCAG



## Dificultades enfrentadas

## DURANTE LA IMPLEMENTACIÓN DEL PROYECTO

(Coordinadores de Gob. y puntos focales)

## Problemas administrativos y de gestión

- \* Demora excesiva y falta de sincronización en la entrega de recursos por provenir éstos de dos vías (redes regionales y gobierno). El atraso de una red afectaba la sincronización del trabajo de la mesa nacional en conjunto.
- \* Cambios de responsables en el PNUMA, impactaron los procesos administrativos e incrementaron la carga burocrática. Esto atrasó la firma de convenios y entrega de recursos, mermando la fluidez de las actividades del proyecto. Por lo que hubo que gestionar apoyos del CONAM y generar estrategias en la mesa nacional a fin de no romper los compromisos adquiridos.
- \* El atraso en la ejecución de las actividades debilitó el seguimiento e impacto del proyecto en los públicos objetivo.

## Al interior de la mesa nacional

- \* El cambio de gobierno provoca cambios internos en el CONAM y conduce al cambio sucesivo de coordinadores de gobierno al interior de la mesa nacional con distintas visiones y objetivos.
- \* Se acentúan las tensiones y diferencias entre redes y gobierno, afectando eventualmente, entre otras cosas, la participación de CNR (AMARC/ALER) en la mesa nacional.

*"El año pasado tuvimos una confrontación bastante pública, un momento de tensión, por una consulta ciudadana que se hizo en la zona norte, relacionada con la implementación de un proyecto minero, Huancabamba y Ayabaca, que están en la sierra de Piura. El gobierno fue muy duro con la radio, con la red, se tuvo que sacar adelante relaciones con el Consejo de la prensa peruana para poder levantar desde otros sectores posiciones respecto a las libertades de información".*

*"Por otro lado, teníamos un CONAM que entró, por esta cuestión de cambio de gobierno, en una etapa de mucho silencio, de falta de respuestas, lo cual originó, a nivel de la red, una discusión interna si es que la relación del Estado, a través de la Mesa de ciudadanía ambiental, era una relación que efectivamente tenía futuro". (punto focal AMARC/ALER)*

La implementación del proyecto se vio afectada por aspectos administrativos externos a la mesa nacional, al tiempo que resultó muy vulnerable a los cambios coyunturales en la institución. No obstante, en la opinión de los entrevistados, se cubrieron todas las actividades planificadas.



## Dificultades enfrentadas

### ATRIBUIBLES AL PNUMA

#### Presupuestarias y administrativas

- ✖ La limitación y demora en la asignación de recursos.
  - ✖ Prolongó demasiado tiempo el proyecto.
 

*"El funcionamiento burocrático del PNUMA es una pesadilla, el proyecto se tardó más de la cuenta, se plantearon unos súper objetivos, con un montón de actores, con muy poco dinero".*
  - ✖ Diminuyó el impacto de las actividades por la intermitencia y tiempos muertos generados.
  - ✖ Obstaculizó la ejecución de las actividades en los tiempos programados (se indica incluso que recientemente se recibieron fondos para actividades que se planificaron en el 2006).

*"Aparte de que los recursos no llegaban, llegaron dos años después, eso fue lo que dificultó mucho hacer las actividades y hacerlas de manera continua, apenas, hace dos meses, me entregaron el último recursos de unos spots que tenía que hacer en lengua indígena hace dos años, y apenas me llegaron en el 2008. Ya los hice, pero dos años después de que no sabes nada del proyecto. Los hice hasta que me llegaron los recursos, los acabo de hacer, ¿cómo puedes tener impacto en un proyecto que en 2006 acuerdas? ... y en 2008 te dicen, en enero, oye aquí está la lana pero necesito que en febrero me lo entregues, ¿qué impacto? ¿qué proceso?, nada, eso es lo que dificulta la implementación de un proyecto".*

- ✖ Los procedimientos minuciosos de comprobación exigían una carga administrativa desproporcionada al compararla con los recursos recibidos, generando inconformidad y minando la confianza inicial y la motivación de los participantes, en detrimento de la ejecución del proyecto.

*"No hay correspondencia entre los recursos que te dan y lo que te exigen, el PNUMA te exigía una gran carga administrativa, una gran carga burocrática sin generar los recursos para pagarle a la gente para esa carga ... te ponen una cantidad de criterios que es indignante, es humillante. Como por ejemplo, que por cada participante tengas los boletos más sus credenciales de elector, más las fotos que me demuestren que estuvieron en el taller, dices, ¿tú crees que voy a inventar participantes y me voy a volar la lana?, ¿con quien crees que estás tratando?".*





## Dificultades enfrentadas

### ATRIBUIBLES AL PNUMA

#### Asociadas con la gestión

- ✖ Los continuos cambios de responsables en la coordinación del PCAG en el PNUMA (cinco personas en cuatro años) afectaron la continuidad del proyecto.

*"Otra cosa que le dio al traste al proyecto, además de tener tantos componentes, tantas personas, fue el cambio de coordinador, cada rato. Hubo cinco coordinadores en el proyecto en cuatro años, la apuesta entre las organizaciones era a cuánto dura el coordinador, ¿cómo puedes tener continuidad en un proyecto con tanto cambio de coordinador?" (AMARC).*

#### Asociadas con el manual producido por la red

- ✖ Confrontación con el responsable de la coordinación del proyecto en la PNUMA/ORPALC con respecto al manual producido por la red regional debido a su contenido político. Diferencias que pudieron haber ocasionado la ruptura de AMARC con el PCAG.

*"El manualito fue un escándalo, porque nos lo quisieron censurar. Cuestiona mucho el sistema de desarrollo, hace críticas muy fuertes al Banco Mundial, al BID, todo el tema de las represas, de cómo las represas han violentado los derechos humanos de las comunidades, los desplazamientos, la pobreza, es muy crítico y el PNUMA nos pidió que quitáramos las referencias al director del Banco Mundial y del BID, lo cual, para una organización que se dedica al tema de la libertad e expresión, fue inaceptable, pasamos meses discutiendo, yo les decía, por supuesto que acepto cualquier cambio en la información porque hay un problema técnico en la información, pero posición política no se negocia, eso era imposible, no puedes pedirme a mí que negocie mi posición política porque el Banco Mundial está dando dinero para el proyecto, fue para nosotros un escándalo, dijimos o se va así el manualito o renunciamos al proyecto, no queremos el proyecto, fue una vergüenza" (AMARC).*

## Dificultades enfrentadas

- Las principales dificultades indicadas coincidentemente por los representantes locales y el coordinador regional son similares a las enfrentadas por todos los actores del proyecto:

(Mencionadas por los puntos focales)

### Asociadas con la administración de los recursos

- ✗ La demora en la entrega de los recursos por parte de la sede regional:  
*"Las primeras transferencias de dinero llegaron a finales del 2005 y el programa empezó en el 2003".*
- ✗ ocasionaban desfases y detenían el avance en la implementación del proyecto
- ✗ impedían cumplir con los compromisos adquiridos y ejecutar las actividades planificadas
- ✗ generaban frustración y malestar en los representantes locales  
*"Fue un desfase en tiempo y de no cumplir con las expectativas de las planificaciones, fue muy traumatizante".*  
*"Teníamos que quemar etapas y entonces como las etapas no se podían quemar porque no llegaba el fuego, entonces nos trabábamos, por eso no avanzamos más".*
- ✗ mermaban la credibilidad de los actores y de su público objetivo en el proyecto.  
*"Había que esperar mucho tiempo, entonces el proyecto estaba en crisis de credibilidad permanente porque no cumplíamos los compromisos que contraíamos".*

Debilitaron el impacto del proyecto en los contextos locales y la confianza de los participantes, y destacan como las dificultades más sensibles y recurrentes.



# Implementación del PCAG



## Dificultades enfrentadas

(Destacadas por todos los actores de la red)

### Asociadas con la comprobación de los recursos

- \* Los minuciosos procedimientos de comprobación y la falta de entendimiento de los miembros de la red sobre cómo dar cumplimiento a éstos, por carecer de experiencia previa al respecto:
  - \* eran difíciles de cumplir en tiempo y forma y promovían mayores demoras y desfases, obligando a retrasar o cancelar las actividades
 

*“El tema financiero, hubo algunas dificultades, retrasos en los envíos, retrasos mismos de las redes que mandaban informes, tardaban mas tiempo, y tenían las fechas de las actividades siguientes, ya no se podía”.*
  - \* demandaban demasiado tiempo e incrementaban innecesariamente la carga de trabajo de los participantes en detrimento de la ejecución de las actividades
 

*“No había una experiencia administrativa en este tipo de programas, por ejemplo, no sabían que había que contabilizar aportes institucionales, había que aprender a contabilizar aportes en horas, recursos humanos, en locales, en energía, en equipo humano, en transporte, no había la experiencia. Llegaba la información, oye pero te falta el aporte local, como tienen sus propios trabajos, son voluntarios, entonces se nos pasaban dos semanas tres semanas, eso es un problema serio. Esas eran las que a mí, como coordinador más crearon dificultad. Hasta el final se ve que hubo actividades canceladas, foros, creo que talleres para capacitar en el uso de manual de liturgia porque se nos fue el tiempo”.*
  - \* eran percibidos como ofensivos y generaban malestar en los representantes locales
 

*“Yo no entiendo por qué este proyecto tuvo tantos problemas con el dinero, una fobia como si nos estuviéramos robando el dinero. Todo lo que tenías que enviar, fotos, firmas, etc., no sabíamos hasta que punto podía llegar”.*
  - \* Esto en Cuba fue especialmente complicado por las dificultades del país: alto costo de los envíos, sumados a las exigencias internas de rendición, que además del tiempo adicional, demandaron un sobreesfuerzo y derrama económica al punto focal.

Destacada por el coordinador como la dificultad que más afectó el desempeño de la red durante el desarrollo del proyecto. Sienta evidencia la necesidad de una capacitación previa de los participantes en los procesos y requerimientos de carácter administrativo.

## Dificultades enfrentadas

- El coordinador regional de la red destaca las siguientes dificultades durante el desarrollo del proyecto.  
(Opinión del Coord. Regional CI)

### Administrativas

- ✧ Demora en la asignación de fondos y problemas con las rendiciones por parte de los puntos focales no habituados a estos procesos:
  - ✗ Dificultaban la toma de decisiones y obstaculizaban el desarrollo coordinado de las actividades entre la sede regional y los puntos focales.
  - ✗ Necesidad de reprogramar las actividades, lo que involucró mayores esfuerzos y tiempo.
  - ✗ Promovió tensiones con puntos focales como el de Costa Rica, dificultando la comunicación con la sede regional.

### Con las mesas nacionales

- ✗ El cambio de coordinadores de las mesas nacionales en Costa Rica, Chile y Argentina, frenó las dinámicas de trabajo de las organizaciones, en estos países.

*"En Costa Rica el representante del gobierno le dio mucho impulso al proyecto, pero eventualmente sale y cierran la unidad de Participación Ciudadana, ahí hay un retroceso".*

*"En Chile la cosa venía también muy bien encaminada hasta que se fue Solange, ahí hubo un corte fuerte".*

- ✗ Conflictos generados por la falta de una clara definición de roles redes-mesas nacionales.

*"Al momento de tomar decisiones de cuando implementar ciertas actividades o tomar ciertas decisiones presupuestarias, se triangulaba todo de manera tal que se obstaculizaba el desarrollo".*

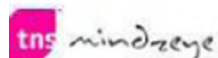
### Vinculadas con la misma red

- ✗ Ausencia de una organización miembro en México.
- ✗ La búsqueda de un representante tomó dos años.

### Vinculadas con la temática

- ✗ Dificultad de aterrizar los temas globales en los contextos locales asociados al consumo, como saneamiento y agua potable, especialmente el de "Aguas Internacionales".

*"Fue conflictivo porque tratábamos de que fuera solo aguas, para poder mechar cuestiones de saneamiento, agua potable porque eso tiene mucho más vínculo con nuestros temas e incluso para otras redes".*



## PARLATINO

This was the sole network and/or country that did not have issues with disbursements. This is because of the strength and position and special access Parlatino had to the Regional Director.



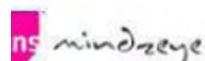
## Dificultades enfrentadas como coordinador regional

### Atribuibles al PNUMA – Administración

- ✖ Los atrasos en la transferencia de fondos por parte del PNUMA a la UICN-CEC generaron intermitencia y desfases en la ejecución de las actividades, afectando la eficiencia y el impacto del PCAG, especialmente en los niveles nacionales donde existían compromisos adquiridos con anterioridad.

*“Los tiempos han sido demasiado laxos y eso a traído demasiadas complicaciones, porque cuando la CONAMA con la mesa nacional en Chile decidió aplicar las encuestas, hacer promoción, poner dinero para talleres con maestros, con periodistas, y lo hicieron en determinado periodo, recién el proyecto estaba transfiriendo los fondos para que se haga la producción de materiales y hubo que esperar un año más para que venga la plata para que se hagan las actividades de capacitación. Y después había que esperar otro año más, para que se hagan las actividades demostrativas, entonces, esa parte del modelo que es producción de recursos para el aprendizaje, actuar, educar a las poblaciones, la capacitación a estos actores y luego el paso a las actividades locales sinérgicas demostrativas del proyecto, se concibieron desde el punto de vista del presupuesto ... Para que se cumplan los objetivos, se necesitaba dar el tiempo para que produzcan los materiales, para que identifique bien a sus actores con los que van a trabajar, pero de ahí, ya cuando se llega a la localidad y se va a trabajar con los actores ya no se puede esperar tanto”.*

Se requiere mayor claridad sobre los tiempos y procesos que lleva el otorgamiento de recursos y con base en eso delinear una estrategia más realista para la distribución del financiamiento, para entregar con fluidez los recursos y poder agilizar la formulación y ejecución de planes de trabajo.



## Dificultades enfrentadas como coordinador regional

### Atribuibles al PNUMA – Diseño y administración

- ✖ Dificultad de asegurar, con el voluntariado, la sostenibilidad de un programa que se prolonga tanto tiempo.
- ✖ Los costos administrativos y en inversión de tiempo recaían en la organización y ocasionaron malestar. Lo que condujo al cambio de responsables y de organizaciones dispuestas a alojar el PCAG.

*“El Programa fue alojado en OIKOS, una organización miembro de la UICN, desde el 2003 hasta el 2005. En el 2006 pasa a ser alojado en la Secretaría de la UICN. A lo largo de la ejecución del Programa, el hecho de no recibir fondos de overhead ha generado considerable malestar en UICN-Sur” (Ana Puyol, Luis Pablo M. Ferraz, Sistematización, evaluación y proyección de la intervención del componente UICN-CEC: programa de Ciudadanía Ambiental en el sector educativo, Quito, Febrero 2008, p.21).*

*“Todo este enredo de coparticipar oficina regional CEC como un idealismo tal de que van a trabajar y que no haya recursos de por medio para pagar los costos administrativos de ambos lados, se ha logrado relativizar para que no afecte directamente al proyecto, pero alguien ha tenido que asumir esos costos, durante diez o doce meses fue la oficina sur que aceptó alojar el proyecto originalmente, OIKOS, con costo personal de Marco Encalada y OIKOS. Finalmente, después quedé yo apropiada llevándolo en mi oficina porque la oficina regional ya no lo quería sostener ahí, porque quién le paga”.*

Destaca la necesidad de considerar un presupuesto especialmente destinado a cubrir los costos que implica para las organizaciones regionales la administración de un proyecto de este tipo.

## **Annex 16: CV for Anne Fouillard**

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Canada  
Telephone: (902) 766-0104  
Fax: (902) 766-4461  
E-mail: afouillard@bwr.eastlink.ca

### **PROFESSIONAL INTERESTS**

To pursue research in international development, sustainable development, poverty alleviation, food security, social development, resource management and environment, integrated rural and urban development, and sustainable tourism in international development policy and planning.

To carry out programme design and implementation, management, evaluation, planning and training with the private sector, governments, non-governmental organizations, academia, the media and youth in local, national and international contexts.

To explore business linkages and brokerage opportunities utilizing knowledge of environmental industries as it relates to processes, goods and services.

### **CAREER HIGHLIGHTS**

Principal of a small research and consulting firm started in 1985. The firm specializes in sustainable development, resource management and the environment, international and domestic environmental policy issues, as well as the development of strategic plans and evaluations for non-governmental organizations, government departments, foreign aid agencies, and research institutes.

Programme manager of a UNDP Regional Pilot Programme on Sustainable Development spanning six Asian and Pacific countries: Fiji, Indonesia, Pakistan, Philippines, Sri Lanka and Vietnam. This involved the design of decision-making frameworks, management of complex processes, and provision of technical and policy advice through policy development and seeding of innovative catalytic approaches.

Management of multidisciplinary dossiers at senior levels of government, the private sector and non-governmental organizations with more than twenty years of experience in programme planning and policy development from initiation and research of concepts to planning, implementation, administration, monitoring, evaluation and training.

Extensive experience as a manager, campaigner, fundraiser and volunteer in the non-governmental and volunteer sectors with a focus on environment and development domestically and internationally.

Proven research and language skills (English, French, Spanish and Bahasa Indonesian) through cross-cultural work experience and study in both Canada and abroad.

Graduate degree in resource management and environmental studies with special focus on agroforestry, social forestry, fisheries, water resources management, resource economics, and applied development. One and one-half years of research on watershed management and soil and water conservation technology in Java. Ability to conduct rapid rural appraisals



Effective oral, written and interpersonal communication skills developed through initiating ideas and programmes within governmental, university, private, voluntary and NGO sectors. Obtained audio-visual experience through several aspects of video production and film-making (research and direction).

All aspects of personnel management: recruitment, selection, training and development, supervision and evaluation of up to 100 employees in cross-cultural settings.

Other skills include workshop design, development of strategic plans, teaching at the graduate university level, campaign and lobby organization, policy formulation, and action research.

Successful fundraising background demonstrated through:

- Fundraising and development of partnerships for UNDP on specific country initiatives.
- Assisted in the brokering of several publications sponsored by the private sector while at the National Round Table.
- Interim funding for the conceptual phase of a United Nations Conference on Environment and Development (UNCED Youth Strategy).
- Interim funding for the Interagency Group for Youth and Sustainable Development.
- CIDA Secretariat for World Conferences on Environment and Development, Ottawa, May and June 1986.
- Nutrition project in Grenada.
- Film project on Francophones of Newfoundland.
- Environmental education in Newfoundland.
- Establishment of an annual folk festival in Newfoundland.
- Kingsburg Coastal Conservancy

**Languages: French, English, Spanish, Bahasa Indonesian**

**Currently on Standing Offer Environment Services Specialist – Asia Branch of CIDA.**

## **EMPLOYMENT HISTORY**

**2009** Consultant to UNEP. Terminal Evaluation of the UNEP GEF project “Global Environmental Citizenship in a Latin America, a 7 country and 7 regional network approach to capacity building on the key global conventions: Climate Change, Biodiversity, the Montreal Protocol and International Waters. March to July.

Consultant to CIDA. Conducting Review of Environmental Assessments Conducted Using Country and Organization Environmental Assessment Processes, as per Section 54(2) of the Canadian Environmental Assessment Act. March 2009.

Monitor to the Strengthening the Outreach and Education Network for Natural Resource Governance in Sulawesi Project with Indonesian counterpart – Spring 2009 to 2011.

**2008** Consultant to CIDA. Lead Evaluator on Strengthening the Outreach and Education Network for Natural Resource Governance in Sulawesi Project. Mid-Term Review of a 5 year Project based in Sulawesi, Indonesia.

Consultant to CIDA. Led the process for the conduct of 9 environmental assessments (EAs) and review of 35 EAs for school reconstruction post-earthquake in Kashmir/Pakistan under the Rebuilding Sustainable Communities: Rebuilding Schools Project. Designed and taught two courses in Environmental Assessment for Project and Programme Managers. Review of other 35 Environmental Assessments – January to December 2008.

- Consultant to the Commonwealth of Learning. Analysis of Open Distance Education potential relating to climate change, adaptation and livelihoods for the Commonwealth Caribbean – provision of advice to Chief Education Officers. January 2008 onward.
- 2007** Consultant to CIDA. Standing Offer. Environment Support Services Specialist – Asia Branch, effective April 2007 and ongoing.
- 2006** Consultant to CIDA. Prepared an Environmental Analysis of Afghanistan for future Canadian Programming.
- 2004** Consultant to CIDA in the preparation of Strategic Environmental Assessments (SEAs). Recently developed an SEA Report for Nigeria Canada Environment Programme (CNEP), a \$35 million programme.
- 2003-2004** Consultant to CIDA on establishing a Rapid Response Mechanism Fund for its HIV/AIDS Programme in South Africa, a mechanism to respond to the growing requests for funding new catalytic and innovative approaches. Developed arguments determining various approaches and designed the Fund.
- 2003** Evaluator and Focus Group leader for ACOA SEEDS ConneXion Programme. A lending and training programme for Young Entrepreneurs in Atlantic Canada. Assisted Gardner Pinfold Consulting in the conduct of an evaluation and design of a focus group methodology, the development of a case study and the leading of a Focus Group in Francophone New Brunswick as part of a region-wide evaluation.
- Associate Faculty at Royal Roads University, Victoria, British Columbia. Taught a course in Masters of Arts and Science in the Environment and Management Programme: “Sustainable Development – From Theory to Practice”. Developed case studies on water, environment and geopolitics, Small Island Developing States and Climate Change, and Climate Change in Canada
- 2002** Evaluator/Consultant to CIDA’s India Programme of the TERI-Canada Energy Efficiency Project, Final Performance Review of a partnership project between the Tata Energy Research Institute (TERI in India) and the International Institute for Sustainable Development (IISD in Winnipeg). Project had three components focusing on mid-career professionals learning programme, climate change and ecological fiscal reform.
- Associate Faculty at Royal Roads University, Victoria, British Columbia. Taught course in the Masters of Arts and Science in the Environment and Management Programme: “Sustainable Development – From Theory to Practice”.
- 2001** CIDA’s Consultant and member of a 10-person team on the Global Environment Facility (GEF Project) funded by UNDP, the World Bank and CIDA, the **Nile Basin Initiative Transboundary Environmental Action Plan**. Mission conducted in four of the 10 participating countries: Sudan, Egypt, Ethiopia and Uganda.
- Consultant to CIDA on **Fisheries Identification Mission to Peru** with the Ministry of Fisheries in transition. Responsible for coastal management and environment to three-member Canadian mission.
- Mission leader of Operational Review conducted on behalf of the CIDA funded **ENACT Programme in Jamaica (Environmental Action Programme)**, a ten-year \$15 million Canadian

programme in implementation for 7 years. ENACT focuses primarily at the strategic policy planning levels in sustainable development and environment matters, working at the community levels through to the Cabinet.

Consultant to CIDA as Planner and Soil Conservation Specialist to the **Nigeria Environment Programming Mission**. Responsible for fielding the mission, organizing two consultative conferences and mission visits to six states in the North and the South. Advised on soil and conservation issues and prepared project concepts with other team members in this thematic area.

**2000**

Consultant to **Guyana Environmental Capacity Development in Mining Project (GENCAPD)** on issues of promotion of environmentally sound mining within the mining sector as well as the Guyanese public. Prepared a Communications and Awareness Strategy on Mining, conducted an audit of the project, developed a workplan through to project's termination and designed a project website.

Consultant to **CIDA's India Programme** on Evaluation of the Programme on Energy, Environment, Resources and Sustainability (PEERS). This training programme of middle management government, private sector, NGO and academic officials was conducted through the TERI Institute and IISD in India and in Canada. Conducted an in-depth evaluation of the project's effectiveness over a three-year period.

Consultant to **CIDA's Nigeria Programme** as strategic planner of Conference on Gas in collaboration with Canadian Occidental (now Nexen) of Calgary in Nigeria.

Author of Draft "Capacity Development in Environment (CDE) for International Environment Conventions" for **CIDA's Policy Branch**.

Co-Author of "Evaluation of the 'Reasonableness' of the Devco Proposal for Labour Adjustment in Coal Mine Closures in Cape Breton". Team Member of DEVCO Adjustment Study for **GTA**, Halifax.

**1997-1999**

Team Member as Sustainable Development Standards and RBM Advisor on a CIDA Organisation of Eastern Caribbean States (**OECS**) Project in Coastal Zone Management in six island states.

Sustainable Development Advisor to **ACOA (Atlantic Canada Opportunities Office)** in the greening of their internal operations in light of the Canadian Sustainable Development Commissioner audits.

Environmental Advisor to **CIDA** on the Regional Environmental Information Management Project in the Congo Basin (Projet Régional pour la Gestion de l'Information Environnementale - PRGIE). Global Environmental Fund (GEF) of the World Bank, West Africa.

Evaluator for a **CIDA-funded** project, Appui à la protection de l'environnement au Cameroun (APEC – Support for Environmental Protection in the Cameroon), a sustainable forestry project implemented by a Canadian NGO, Union pour le Développement Durable.

Trainer with **People Development**. Designer and trainer of two separate one-day workshops on Balancing Career and Family, and Career Planning. Workshops conducted in French for the federal government agency, **Atlantic Canada Opportunities Agency (ACOA)**.



Consultant to **Buursink International Consultants in Natural Resource Management and Environmental Assessment**. Environmentalist and Deputy Chief of Mission on **World Bank Sectoral Environmental Assessment of the Transport Sector in the Cameroon**. Cameroon.

Consultant to the **Centre for Sustainable Development in the Americas (CSDA)**. Proposal Manager for the creation of the **Small and Medium Enterprise (SME) Support Account** to facilitate access to SMEs interested in adopting environmentally sound technologies and practices and to facilitate financing through financial institutions and other intermediaries.

Consultant. **Jacques Whitford Environment Ltd.** Proposal Manager for the Development and Design of a Proposal on Industrial Pollution Investigation and Assessment in Town and Village Enterprises in China. Halifax.

**Fall 1996      Consultant to the International Secretariat for Water.**

Animation Team. **The International Forum of Partner Cities for the Integrated Management of Water**, November 4-6, 1996. International Secretariat for Water. Montreal.

Consultant. **Needs Assessment Mission to Argentina** to assist in the development of a funding strategy for integrated water management in urban squatter settlements and rural areas. International Secretariat for Water in conjunction with the Ministry of Economy and Public Works. Buenos Aires.

**1995- 1996      Sabbatical Year**

**In training.** Completion of a course in **International Standards Organization (ISO) 14001 on Environmental Management Systems (EMS)**. **Advanced Environmental Auditing** Course at the Technical University of Nova Scotia for certification as an auditor with ISO 14001.

**Volunteer.** In close collaboration with the Kingsburg Coastal Conservancy Board of Directors and with advice from the Nature Conservancy of Canada, authored **“Conserving and Protecting the Kingsburg Peninsula - A Fifteen-Year Land Acquisition Strategy”**.

**Volunteer.** Campaigned for expansion of Second Language Education (French Immersion) in Lunenburg County with programme implementation in 1997.

**1994-1995      Consultancies through A.D. Fouillard and Associates**

**Institutional Specialist.** UNDP Mission to develop a Five-Year National Programme in Environment and Sustainable Development for UNDP's Assistance to the Government of Indonesia (June and July 1995).

**Environment and Development Advisor.** CIDA Project Design Mission to Indonesia with McNeely Engineering. Design of a new Environmental Programming Support Services Project (January-February 1995).

**Environmental Specialist.** CIDA Environmental Programming Mission to the Philippines in preparation for its Five-Year Plan (October through to December 1994).

**1993 to September 1994      United Nations Development Programme**

**Programme Manager.** The Sustainable Development Initiatives Programme in Asia and the Pacific (SDI), a regional response to UNCED and Agenda 21 was a pilot programme and a catalytic mechanism in the following participating countries: Fiji, Indonesia, Pakistan, Sri Lanka, Vietnam and the Philippines. It promoted the development of National Agenda 21 strategies and Action Plans. Through its access to decision-makers in the

private sector, NGOs, science, research and academia and the media, it generated interest and activity for sustainable development with the country governments, the private sector and the public. Highlights included:

**In Fiji:**

Through the Strategic Planning body of the Government, the various ministries responsible for Finance, Economic, Planning, Lands, the University of the South Pacific, the Forum, the South Pacific Commission in the Sustainable Development Network, the Fiji Chamber of Commerce, the Fiji Trade and Investment Board, various donors, the churches and the women's groups, the bringing together of groups for Sustainable Tourism under the rubric of **“Capacity Building and Awareness Toward a Masterplan for the Sustainable Development of Fiji's Tourism Resources”**. This concept incorporated a waste management strategy, the need for a communication and educational strategy, watershed and coastal zone management, cleaner production technologies for improved global trading practices, the integration of environmental guidelines into foreign investments and a cross-cultural approach to tourism development. The latter recognized Fiji's tourism strategy as a national development opportunity and a means to promote a natural resource and coastal management approach for long-term economic development.

**In Vietnam:**

With the **World Conservation Union (IUCN) and the Business Council for Sustainable Development to identify a counterpart VICOOPSME**, the Vietnamese Cooperatives for Small and Medium Enterprises and a Swedish multinational, the development of a facilitative and training centre for the fostering of environmentally sound fledgling small and medium enterprises (SMEs). The promotion of environmentally-sound investment guidelines for foreign investments as a tool for decision-makers at senior levels of investment and foreign aid.

**In Indonesia:**

A proposal for **“Small and Medium Enterprises Capacity Building through Cleaner Production Prototypes”** that involved training, standard setting and technology cooperation at the community level to demonstrate a capacity building approach for a National Sustainable Development Industrial Strategy. This process included industry associations, the Indonesian Chamber of Commerce and the Department of Environment through BAPEDAL. The model used was a Canadian-inspired river basin approach (PROKASIH) to pollution control that brought together the various groups living and working around the River as a way of improving the environment, production processes and trade practices.

**In Pakistan:**

A proposal suggesting that UNDP assume donor responsibility for the implementation of a **Provincial Sustainable Development Strategy in the Punjab Province** was prepared. Other efforts included a Cleaner Production approach with the private sector and the Chamber of Commerce to prepare the way toward an integrated National Sustainable Industrial Strategy for Pakistan.

**In the Philippines:**

With the **Philippines Council for Sustainable Development**, the expansion of its membership to include the decision-makers from the Filipino private sector along with government and NGO membership.

The **Asian Institute of Management (AIM)**, Asia's school for Business Administration, agreed to work with the programme in measuring the demonstration projects being developed in the various participating countries.

An ongoing soap opera for sustainable, environmental and livelihood issues in Filipino society was promoted and had progressed to test pilots by the end of 1994. The concept anchored to the Pasig River, Manila's main water artery, had a strong business, environment and health clean-up component.

**1990 - 1993      National Round Table on the Environment and the Economy.**

**Senior Policy Advisor.** Foreign Policy Committee. Responsible for dossiers on technology cooperation, institutional reform and financial transfers, the critical issues of the United Nations Conference on Environment and Development. Commissioned appropriate research papers and assisted the membership in advice to the Prime Minister. Organized an international multistakeholder conference on trade, environment and competitiveness. Authored a contributing paper on environmental industries for series on sustainability and competitiveness. Editor of a thematic newsletter on biodiversity and biotechnology. Instrumental in the promotion and brokerage of publications on sustainable communities, sustainability in colleges and youth action for sustainable development.

**Senior Policy Advisor.** Standing Committee on Education and Communications. Responsible for the Sustainable Development Education Programme and a national social marketing strategy. Also involved in municipally-related activities, especially in the promotion of sustainable communities through catalyzing the formation of community and local round tables. Chaired a selection process for an international local honors programme for communities on behalf of the Federation of Canadian Municipalities - winners were honored at the Earth Summit by the International Council for Local Environmental Initiatives (ICLEI).

As the principal of a small research and consulting firm established in 1985, the following activities were undertaken from 1985 to 1990.

- 1990** **Consultant.** National Round Table on the Environment and the Economy. Preparation of papers on youth-related issues.
- Apr-Sept1990** **Consultant.** WUSC on behalf of the Interagency Group for Youth and Sustainable Development. Coordinated and drafted the "Youth Action for Sustainable Development: Youth for a Sustainable Future" with WUSC, Trent University and the United Nations Association in Canada which was adopted by the Government of Canada's youth participation model for Rio.
- Jan-May 1990** **Professor.** Institute for International Development and Cooperation University of Ottawa. Graduate Course - "Resources, Environment and Global Change: An Overview."
- Feb-June 1990** **Principal.** Preparation of a "**Compendium of Who's Who in Environmental Education and Programming**" for the National Capital Commission, Ottawa.
- Mar-June 1990** **Consultant.** Women and Development Secretariat, Canadian International Development Agency (CIDA). Organization and design of a first CIDA workshop on "Women and the Environment".
- Sept-Jan 1990** **Consultant.** Canadian Council for International Cooperation (CCIC). Coordinator of the first ODA (Official Development Assistance) Campaign on behalf of CCIC's 125 member organizations.
- 1987-1990** **Consultant.** CIDA. Preparation of policy documents on sustainable development, environment, women and decision-making, youth, population, long-term strategies for international non-governmental organizations.
- 1988 - 1989** **Consultant.** Institute for Research on Public Policy. Research for and preparation of Terms of Reference for a Consultative Process for Sustainable Development involving International NGOs. Responsible for the policy process to develop CIDA's environmental policy, including the organization and the commissioning of thematic papers nationally and internationally as background for five regional consultations with academic, business, church, environment and development NGO communities.
- June-July 1988** **Consultant.** United Nations Development Programme (UNDP). Mission Leader to the Republic of Guinea, West Africa. Evaluation of FAO Project: Reforestation, Protection and Watershed Management of Four River Basins in the Fouta Djallon.
- 1986-1987** **Principal.** Earthlife Canada Foundation, Victoria, British Columbia. Preparation of prefeasibility materials, funding applications and preliminary contacts for the development of an international youth training center focusing on rainforests and sustainable development in Costa Rica.
- 1987** **Consultant.** Canadian International Development Agency (CIDA). Conducted a study of international NGOs (ELC, IIED, IUCN and WRI) related to global environment and development issues. Prepared a report focusing on a strategy for reinforcing links with Canadian NGOs.
- 1986-1987** **Researcher-Animateur.** Canadian Council for International Cooperation Task Force on Environment and Development (CCIC). Prepared the "**Revised Proposal of a CCIC Project on Environment and Development: An Approach to Sustainable Development**".
- 1986-1987** **Consultant.** Canadian International Development Agency (CIDA and CUSO). "**Expanding the Role of NGOs in National Forest Programs**". Attended two consultative meetings with NGOs, held in Africa and Latin America, in preparation for the **Tropical Forest Action Plan (TFAP)** Meeting, Bellagio, Italy, July 1987.
- 1986** **Coordinator/Consultant.** Canadian International Development Agency (CIDA). Secretariat for World Conferences on Environment and Development was established by CIDA to coordinate: The World Commission on Environment and Development (WCED) May 26 to 28, 1986; The World Conservation Strategy Conference (WCS) May 31 to June 5, 1986; and The Fate of the Earth Conference (FOTE) June 4 to 8, 1986. "**A Survey of Canadian Development and Environment Non-Governmental Organizations: A Strategy for Follow-Up**" resulted. Key member of CIDA's Task Force to develop CIDA's First Environmental Policy decision document.
- 1986** **Consultant.** Conservation for Development Center (CDC) of the International Union for the Conservation of Nature (IUCN), Gland, Switzerland. A strategy for involving Canadian NGOs in an international network for environmental rehabilitation was developed. Report entitled: "**Canadian NGO Capability for Environmental Action in the Sahel**".
- 1981-1985** **CIDA Fellow (MES).** Affiliated to the School for Resource and Environmental Studies (SRES), Dalhousie University, Halifax, Canada, and the Center for Natural Resource

	Management and Environmental Studies, Bogor Agricultural University, Bogor, Indonesia. Granted a Master of Environmental Studies, Dalhousie University, 1985. Thesis entitled: <b>"Agroforestry in Indonesia: A Case Study of the Penghijauan Programme in Jatipurwo"</b> . Research on upland agriculture, agroforestry, firewood and watershed management and on Penghijauan (Regreening). Institutional research of the various ministries involved with the Regreening programme. Village case study in Central Java.
<b>1979-1980</b>	<b>Executive Assistant</b> to Associate Director. Memorial University Extension Service, St. John's, Newfoundland.
<b>1979</b>	Facilitated nutrition internship through CUSO in Grenada.
<b>1975-1978</b>	<b>Regional Coordinator.</b> Canada World Youth (CWY), Atlantic Regional Office, Halifax, NS
<b>1974-1975</b>	<b>Group leader.</b> Canada World Youth (CWY) Mexico.
<b>1970</b>	<b>Teacher</b> at the St. Vincent's School for the Handicapped Children, Port-au-Prince, Haiti.

## DIRECTORSHIPS, AWARDS AND MEMBERSHIPS

<b>2008 -</b>	Member, Canadian Association of International Development Consultants (CAIDC)
<b>2008 -</b>	Member, Steering Committee of Canadian Arthritis Patient Alliance (CAPA)
<b>2006 to 2008</b>	Co-Chair, Consumer Advisory Council of Canadian Arthritis Network Centre of Excellence
<b>2004 to 2008</b>	Member of Consumer Advisory Council of Canadian Arthritis Network Centre of Excellence
<b>2006 to 2008</b>	Vice-President, South Shore Women in Business Association
<b>2004 to 2008</b>	Secretary of the Nova Scotia Snowboarding Association
<b>1999-present</b>	Member, IUCN (The World Conservation Union) Commission on Education and Communication
<b>1999-2004</b>	Heartwood Institute
<b>1997-1998</b>	Association of Professional Environmental Auditors of Nova Scotia
<b>1996-1998</b>	ex-President and Vice-President, Canadian Parents for French, Lunenburg County
<b>1996-1997</b>	Community Member of Parkview Education Centre School Advisory Council
<b>1995</b>	United Nations Global Citizen Award
<b>1993-1997</b>	Committee to Save Kingsburg Beach
<b>1994-1997</b>	Kingsburg Coastal Conservancy
<b>1990</b>	Patron for SAVE, Student Action for a Viable Earth
<b>1989</b>	Member of the Board of Directors, United Nations Association of Canada Chair of UN Environment and Development Committee.
<b>1989-1993</b>	Past-President, Friends of the Earth Canada.
<b>1988-1989</b>	President, Friends of the Earth Canada.
<b>1987</b>	Member of the Board of Directors of Friends of the Earth Canada.
<b>1986-1988</b>	Member of the Advisory Committee of Friends of the Earth Canada.
<b>1989</b>	Member of both United Nations Non-Governmental Liaison Service (UNNGLS) Advisory Committees on Information and Development Education.
<b>1986-1989</b>	Member of the Advisory and Steering Committees of the Clearinghouse, a project of the UNNGLS in New York.
<b>1986-1988</b>	Member of the Board of Directors in Kirathimo, a Canadian NGO focusing on primary health care in developing countries.
<b>1985-1987</b>	Member of the Board of Directors of the Ecology Action Center, Halifax, Nova Scotia.
<b>1976-1982</b>	Founding member of the Board of Directors of Katimavik (national youth programme from 1976 - 1986).
<b>1980-1982</b>	Board member of Match International (Women's organization focusing on development in the Third World).
<b>1981</b>	Canadian International Development Agency (CIDA scholarship recipient for graduate study research in Indonesia).

## FORMAL EDUCATION

<b>1985</b>	<b>CIDA Scholar</b> , School for Resource and Environmental Studies, Dalhousie University, Halifax, Nova Scotia, Canada. Master of Environmental Studies (MES). Thesis focused on watershed management in Indonesia.
<b>1979</b>	Dalhousie University, Halifax, Nova Scotia, Canada. Bachelor of Arts (BA in Political Science and Spanish).

## OTHER TRAINING

- 2008**                    **Practical Certificate in International Program Evaluation**, Norman Paterson School of International Affairs, Carleton University
- 1995-1996**           **International Standards Organization (ISO) 14001 on Environmental Management Systems (EMS).**  
**Advanced Environmental Auditing**  
 Technical University of Nova Scotia for certification as an auditor with ISO 14001.

#### **RELEVANT LIST OF PUBLICATIONS/PRESENTATIONS**

- 1996**                    “Conserving and Protecting the Kingsburg Peninsula, Managing our Common Heritage”.
- 1994**                    “The Sustainable Development Initiatives Programme in Asia and the Pacific: Its Programme of Activities”
- 1992**                    “Emerging Trends and Issues in Canada’s Environmental Industries”
- 1992**                    National Round Table Review on Biodiversity – Guest Editor of national newsletter published in English and French
- 1986**                    “Canadian NGO Capability for Environmental Action in the Sahel”. Prepared for ICUN (World Conservation Union) in building an international network for environmental rehabilitation.
- 1985**                    “Agroforestry in Indonesia: A Case Study of the Penghijauan (Regreening) Programme in Jatipurwo”. M.E.S. Thesis.

#### **Other interests**

Reading, swimming, cycling, hiking, travel and music (I play the piano and saxophone).