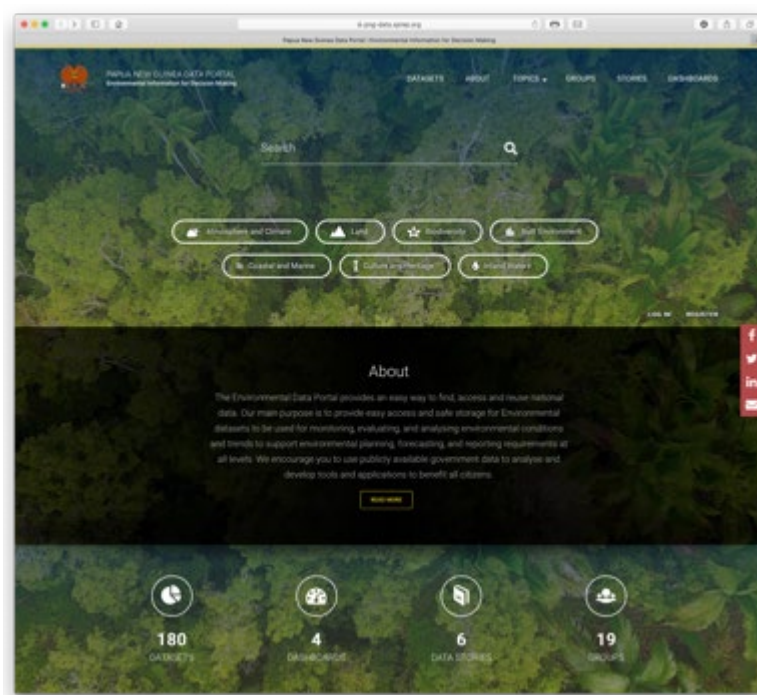




## ***“Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits”***



## **Terminal Evaluation DRAFT Report**

---

<b>GEF Agency:</b>	United Nations Development Programme (UNDP)
<b>Implementing Partner:</b>	Conservation and Environment Protection Authority (CEPA)
<b>Funding:</b>	GEF – Cross Cutting Capacity Development (CCCD) Program
<b>GEF Project ID:</b>	5178
<b>Region &amp; Country:</b>	Asia & Pacific – Papua New Guinea
<b>UNDP PIMS:</b>	4930
<b>UNDP Atlas Award ID:</b>	00090395
<b>Project Timeline:</b>	October 2014 – April 2019
<b>Evaluation Timeline:</b>	April – May 2019

---

*Submitted by:*  
Jean-Joseph Bellamy

*Submitted on:* July 25, 2019

## TABLE OF CONTENTS

LIST OF TABLES.....	II
LIST OF ABBREVIATIONS AND ACRONYMS.....	III
ACKNOWLEDGEMENTS.....	V
EXECUTIVE SUMMARY .....	1
1. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT .....	6
2. EVALUATION FRAMEWORK .....	7
2.1. OBJECTIVES .....	7
2.2. SCOPE .....	7
2.3. METHODOLOGY .....	8
2.3.1. <i>Overall Approach</i> .....	8
2.3.2. <i>Evaluation Instruments</i> .....	9
2.4. EVALUATION OUTPUT.....	10
2.5. LIMITATIONS AND CONSTRAINTS.....	10
3. EVALUATION FINDINGS .....	12
3.1. PROJECT FORMULATION .....	12
3.1.1. <i>Analysis of Results and Resources Framework</i> .....	12
3.1.2. <i>Assumptions and Risks</i> .....	14
3.1.3. <i>Linkages between the Project and Other Interventions</i> .....	15
3.1.4. <i>Lessons from other Relevant Projects/Initiatives</i> .....	16
3.1.5. <i>Planned Stakeholder Participation</i> .....	17
3.1.6. <i>Planned Replication Approach</i> .....	18
3.1.7. <i>UNDP Comparative Advantage</i> .....	18
3.1.8. <i>Management Arrangements</i> .....	19
3.2. PROJECT IMPLEMENTATION .....	20
3.2.1. <i>Adaptive Management</i> .....	20
3.2.2. <i>Partnership Arrangements</i> .....	22
3.2.3. <i>Project Finance</i> .....	22
3.2.4. <i>Monitoring &amp; Evaluation (M&amp;E) Approach</i> .....	25
3.2.5. <i>Contribution of UNDP and Implementing Partner</i> .....	28
3.3. PROJECT RESULTS.....	29
3.3.1. <i>Overall Achievements/Results</i> .....	29
3.3.2. <i>Attainment of Project Objective / Impact</i> .....	32
3.3.3. <i>Relevance</i> .....	35
3.3.4. <i>Efficiency</i> .....	36
3.3.5. <i>Country Ownership</i> .....	36
3.3.6. <i>Mainstreaming</i> .....	37
3.3.7. <i>Sustainability</i> .....	38
3.3.8. <i>Catalytic Role</i> .....	39
4. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED .....	40
4.1. CONCLUSIONS.....	40
4.2. RECOMMENDATIONS.....	43
4.3. LESSONS LEARNED .....	45
ANNEX 1: PROJECT EXPECTED RESULTS AND PLANNED ACTIVITIES .....	46
ANNEX 2: TERMS OF REFERENCE .....	47
ANNEX 3: EVALUATION MATRIX.....	52
ANNEX 4: UNEG CODE OF CONDUCT FOR EVALUATION CONSULTANTS.....	59
ANNEX 5: LIST OF DOCUMENTS REVIEWED .....	60
ANNEX 6: INTERVIEW PROTOCOL .....	63
ANNEX 7: EVALUATION MISSION AGENDA .....	65
ANNEX 8: LIST OF PEOPLE INTERVIEWED.....	67
ANNEX 9: RATING SCALES .....	68
ANNEX 10: AUDIT TRAIL .....	69
ANNEX 11: EVALUATION REPORT CLEARANCE FORM .....	70

## List of Tables

Table 1: Project Information Table .....	1
Table 2: TE Ratings and Achievement Summary Table .....	5
Table 3: Steps Used to Conduct the Evaluation.....	9
Table 4: Project Logic Model .....	12
Table 5: List of Risks and Mitigation Measures Identified at the Formulation Phase.....	15
Table 6: Initial Stakeholders Involvement Plan .....	17
Table 7: UNDP-GEF Project Funds Disbursement Status (in USD) .....	23
Table 8: Annual Work Plans versus Actual Expenditures (GEF grant + UNDP Contribution) .....	24
Table 9: Co-financing Status .....	24
Table 10: List of Performance Indicators.....	26
Table 11: List of Achievements vs. Expected Outcomes .....	30
Table 12: List of Achievements vs. Objective.....	32
Table 13: Scorecard on Capacity Results .....	34

## List of Abbreviations and Acronyms

APR	Annual Progress Report
AWP	Annual Work Plan
CBD	Convention on Biodiversity
CCCD	Cross-Cutting Capacity Development
CD	Capacity Development
CDR	Combined Delivery Report (Atlas)
CEO	Chief Executive Officer
CEPA	Conservation and Environment Protection Authority
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CKAN	Comprehensive Knowledge Archive Network
CO	Country Office
CSO	Civil Society Organization
DAC	Development Assistance Committee
DEC	Department of Environment and Conservation
DKAN	Drupal-based Knowledge Archive Network
DLA	Data License Agreement
DNPN	Department of National Planning and Monitoring
DRM	Disaster Risk Management
EIA	Environmental Impact Assessment
EMIS	Environmental Management Information System
EU	European Union
GDI	Gender Development Index
GDP	Gross Domestic Product
GEF	Global Environment Facility
ICT	Information and Communications Technology
IM	Information Management
IS	Information System
IT	Information Technology
IUCN	International Union for Conservation of Nature
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MEA	Multilateral Environmental Agreement
MOA	Memorandum Of Agreement
MOU	Memorandum Of Understanding
NBIS	National Biodiversity Information System
NBSAP	National Biodiversity Strategy and Action Plan
NCSA	National Capacity Self-Assessment
NGO	Non-Governmental Organization
NIM	National Implementation Modality
NIP	National Implementation Plan
NPD	National Project Director
OECD	Organization for Economic Co-operation and Development
PAB	Project Advisory Board
PES	Payment for Ecosystem Services
PIF	Project Identification Form
PIR	Project Implementation Report
PM	Project Manager
PMU	Project Management Unit
PNG	Papua New Guinea
POP	Persistent Organic Pollutant
PoWPA	Programme of Work on Protected Areas
REDD	Reducing Emissions from Deforestation and forest Degradation
SDG	Sustainable Development Goal
SIMS	Species Information Management System
SMART	Specific, Measurable, Attainable, Relevant and Time-bound
SPREP	Secretariat of the Pacific Regional Environment Programme
TE	Terminal Evaluation
TOR	Terms of Reference
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification

UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFCCC	United Nations Framework Convention on Climate Change
USD	United States Dollar

## Acknowledgements

*This report was prepared by Mr. Jean-Joseph Bellamy ([JJ@Bellamy.net](mailto:JJ@Bellamy.net)). The Evaluator would like to express his gratitude and appreciation to all stakeholders he interviewed. Their contributions were most appreciated, and the facts and opinions they shared played a critical part in the conduct of this evaluation.*

*The Evaluator would also like to extend special thanks to the personnel of the United Nations Development Programme (UNDP) and the Project Team who supplied key information and key contacts to conduct this evaluation. A special thank you to Ms. Gretel Orake (Project Co-ordinator) for supporting the organization of the one-week fact-finding mission in PNG. She provided invaluable support that contributed to the successful fact-finding mission.*

## DISCLAIMER

*This report is the work of an independent Evaluator and does not necessarily represent the views, or policies, or intentions of the United Nations Development Programme (UNDP) and/or of the Government of PNG.*

## Executive Summary

This report presents the findings of the Terminal Evaluation (TE) of the UNDP-supported-GEF-Financed-Government of PNG Project “*Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits*”. This TE was performed by an External Evaluator, Mr. Jean-Joseph Bellamy on behalf of UNDP.

**Table 1: Project Information Table**

<b>Project Title:</b>	<i>Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits</i>		
<b>UNDP Project ID (PIMS #):</b>	4930	<b>PIF Approval Date:</b>	March 14, 2013
<b>GEF Project ID (PMIS #):</b>	5178	<b>CEO Endorsement Date:</b>	April 17, 2018
<b>Project ID:</b>	00090395	<b>Project Document Signature Date (date project began):</b>	October 7, 2014
<b>Country:</b>	Papua New Guinea	<b>Date Project Manager hired:</b>	March 2016
<b>Region:</b>	Asia & Pacific	<b>Inception Workshop date:</b>	December 14-15, 2015
<b>Focal Area:</b>	Multi-Focal Areas	<b>Midterm Review date:</b>	N/A
<b>GEF-5 Strategic Program:</b>	<b>CD2:</b> To generate, access and use information and knowledge <b>CD5:</b> To enhance capacities to monitor and evaluate environmental impacts and trends	<b>Planned closing date:</b>	October 7, 2017
<b>Trust Fund:</b>	GEF	<b>If revised, proposed closing date:</b>	April 30, 2019
<b>Executing Agency:</b>	Conservation and Environment Protection Authority (CEPA)		
<b>Project Financing</b>	<b>at CEO endorsement (USD)</b>	<b>at Completion (USD)</b>	
<b>(1) GEF financing:</b>	500,000	500,000	
<b>(2) UNDP contribution:</b>	50,000	35,936	
<b>(3) Government: CEPA</b>	600,000	400,000	
<b>(4) Total co-financing [2+3]:</b>	650,000	435,936	
<b>Project Total Cost [1+5]:</b>	1,150,000	935,936	

Papua New Guinea occupies the eastern half of the tropical island of New Guinea, sharing a border with the Indonesian province of West Papua to the west. In addition to the island of New Guinea, the country has four large islands (Manus, New Ireland, New Britain, and Bougainville) and 600 small islands lying between the Coral Sea and the South Pacific Ocean. The ecosystems range from mountain glaciers in West Papua to humid tropical rainforests, swampy wetlands, and coral reefs. PNG has considerable biodiversity, estimated to contribute roughly 6% of the global biodiversity. Forests in PNG are the most extensive and species rich in the world; it is the third largest in forest after the Amazon and the Congo.

PNG completed its National Capacity Self-Assessment (NCSA) in 2010 to assess the country’s ability to meet and sustain global environmental objectives. It determined that there is an overall low systematic capacity to implement the Rio Conventions. It was found that this is in large part due to weak data and information management that is necessary for making sound decisions and planning good practice interventions, as well as to not having the right indicator to monitor or measure performance. Recommendations from the NCSA included the need to strengthen existing information systems. It found that there was the need for new and improved methodologies for monitoring, evaluating, and reporting indicators of environmental impacts.

The project was formulated to address weak data and information management that is necessary for making sound decisions and planning good practice interventions. The objective of this project is to strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits. It is to be achieved through the delivery of two expected outcomes:

1. A capacity to manage and use integrated information systems for Rio Convention implementation;
2. Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices.

This is a project supported by UNDP, GEF, and the Government of PNG. It is funded by a grant from the GEF of USD 500,000, a contribution of USD 50,000 from UNDP (in cash) and a contribution of USD 600,000 from the Government of PNG (USD 300,000 in cash and USD 300,000 in-kind) for a total financing of USD 1,150,000. The project started in October 2014 and its duration was 3 years but was extended by one and a half year to April 2019. It is implemented under the “*National Implementation Modality (NIM)*” and the implementing partner is the Conservation and Environment Protection Authority (formerly Department of Environment and Conservation) of PNG.

## **Key Findings**

### *Project Formulation*

**a) A relevant project for PNG addressing a national priority that provided the government with resources to improve environmental monitoring and to make environmental information available to policy and decision-makers.** The project concept emerged from national priorities to strengthen this area. It was formulated on the basis of a review of barriers, issues, capacity gaps and priorities, which were identified during the NCSA conducted during the period 2006-2010. It was found that data and information management that is necessary for making sound decisions and planning good practice interventions was weak, and that indicators to monitor or measure environmental performance were not adequate; hence hampering the implementation of the Rio Conventions in PNG. The need to address these barriers can also be found in the *Papua New Guinea Development Strategic Plan 2010-2030*, the *Strategy for the Development of Statistics 2018-2027*, and in the *Medium-Term Development Plan III 2018-2020* which includes one strategy to improve the monitoring and reporting of environmental issues and behavioral trends as well as the goal for an effective monitoring and mitigating climate change impacts.

**b) A logical project document with a clear set of expected results but too ambitious and not connected enough with the baseline identified at the formulation stage.** It was a clear response to national priorities that were identified through the NCSA to strengthen the capacity of PNG to better manage environmental data. However, there is a certain disconnect between the project objective and what seem to be the baseline on which the project was positioned. The CCCD project was a first attempt at addressing the issue of environmental monitoring in its entirety; a very ambitious objective with a limited budget and timeframe.

### *Project Implementation*

**c) The project implementation team used adaptive management extensively reinventing the implementation approach of the project to adapt to changing circumstances.** It provided a good flexibility to adapt the implementation approach and was needed when considering the complexity of such project. The difficulties encountered by the project – particularly the difficulties to find adequate expertise – were to be expected when considering the need to find experts combining IT and IS expertise with environmental management and monitoring expertise. In the meantime, these difficulties were also compounded with the limited focus of the initial Project Board on this project, the late availability of an office at CEPA for the project implementation team and a limited project budget to support a project manager on a part-time basis only. Nevertheless, the use of adaptive management allowed the project to move forward and to partially achieve the development of “*capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits*”.

**d) The implementation of the project has been “bumpy” with three “boom and bust” cycles.** It includes: a) a first attempt at moving the project forward was with the opportunity to collaborate with the Bishop Museum from Hawaii in 2016. However, this collaboration was more focused on gathering datasets on biodiversity and less on the development of an IT/IS infrastructure to store and manage environmental information; the agreement was terminated at the end of 2016; b) a second attempt, near the end of 2017, consisted of the recruitment of an expert to design an EMIS for CEPA. This assignment produced a design for an EMIS, with an action plan and TORs to recruit a firm to develop the system; and c) the third attempt was the signature of a collaborative agreement with the INFORM project, a UNEP-SPREP-GEF regional initiative to support Pacific countries in developing their capacities to implement MEAs, to combine the projects financial resources to jointly develop an EMIS for CEPA. As of the end of March 2019, an open-source environmental data portal was launched and is now providing easy access to key existing environmental datasets.



**e) The design of management arrangements at the formulation stage were adequate, but they did not pan out as anticipated during the implementation.** The management arrangements provided project partners with clear roles and responsibilities for all parties. However, despite these arrangements, the Project Board set up at the outset of the project was overseeing three projects together. It met a few times but the responsibility to oversee three projects did not provide enough attention of stakeholders to address the implementation issues of the CCCD project. It is only in February 2018 that a Project Advisory Board (PAB) specific for the CCCD project met for the first and only time. The result is that for the most part, the project did not have its own forum to discuss implementation issues, and to identify and decide on corrective measures to address the implementation bottlenecks.

**f) The approach to develop Data License Agreement (DLA) is a good concept in the context of PNG to develop data sharing protocol and improve data sharing among government agencies.** The plan was to institutionalize partnerships between government agencies, externally-funded projects and programmes on data and information sharing, including data sharing protocols. These DLAs focus on the exchange of data, related information and other services. They focus on the collaboration of Parties to: build and maintain their working relationship; establish and implement standards for data exchange and other services to improve reliability, quality, timeliness and access to information; commit to sharing data even where there are data gaps and issues about the quality of the data, and identify opportunities to work in partnership to eliminate duplication of effort and support government initiatives. This approach is much aligned with the recently launched government initiative “*Strategy for the Development of Statistics 2018-2027*”.

**g) The plan to monitor and evaluate the project was good; however, the decision not to produce PIRs prevented the timely communication of progress to key stakeholders and the early identification of critical issues hampering the implementation.** Due to the fact that this project budget was below USD 2M, no PIR was required by GEF and a decision was made by UNDP to not produce PIRs. The result is that limited reporting on the project is available and no ratings on how well the project has been progressing has been given since its outset. Only two annual progress reports (APRs) are available (2016 & 2018). Together, they do not provide the “full picture” of how well the project has been progressing over time and monthly reports do not replace PIRs; focusing more on activities conducted by the project, monthly reports are limited in their assessment of how the project is progressing towards its expected results.

**h) Missed opportunities to collaborate with about 30 similar projects worldwide funded by GEF to exchange experiences, best practices and lessons learned.** This CCCD project is part of the GEF CCCD programme funded by GEF-5 & 6. It includes a portfolio of 30+ similar projects throughout the world, which are particularly focusing on “*integrating global environmental needs into management information systems*”. These complex projects could have benefited from a worldwide network to link these projects. Opportunities were missed to share, link and exchange best practices and lessons learned among these projects.

### *Project Results*

**i) The project has met some of its key targets, including the launch of an open-source environmental data portal and a data sharing policy for CEPA.** The implementation of the project has been “bumpy” with periods with good progress and periods with limited progress. Under the first outcome, through a collaborative agreement with SPREP, an open environmental data portal (<https://png-data.sprep.org/>) as well as a CEPA Data Sharing Policy have been developed; both were launched recently at a national workshop in Port Moresby on March 26, 2019. However, the project did not meet all its targets, particularly under the second outcome, which was to focus on reforming institutions and incorporating global environment commitments into planning and monitoring processes, as well as demonstrating the EMIS value through the EIA process. At the end of this project, not much has been done in these areas; mostly due to the fact that the EMIS has only been launched in March 2019. The second outcome could only have been implemented once the EMIS is functioning and be able to provide timely and accurate environmental data/information. Nevertheless, despite the lack of clarity on how to achieve the objective of the project at the beginning, the project, through trial and error, finally delivered an EMIS. PNG is now equipped with an EMIS to store, manage and report environmental information. This open source environmental data portal is now accessible by the public and populated with some key environmental datasets. CEPA also released its Data Sharing Policy, which is to encourage the free exchange of data within CEPA, with other government agencies and institutions within Papua New Guinea

and with the public, as appropriate; while at the same time, ensuring that sensitive information (including commercially sensitive data) held by CEPA is not compromised.

**j) Good progress was made to improve accessibility to environmental information in PNG but there are still barriers that may hinder future progress.** With the existence now of an open source environmental data portal and a data sharing policy to encourage the free exchange of environmental data, the project certainly contributed to the partial removal of existing barriers in this area. However, few barriers may still hinder future progress. It includes the lack of financial and skilled human resources; more capacities to maintain, update and upgrade the data portal; greater capacity for decision-makers to use more complex environmental knowledge; weak links between national, provincial, district and local tiers of government limiting the data collection at the local level and rolling up this information at national level; and greater data sharing among government agencies. Finally, despite the good ownership of project achievements by CEPA, there is still the need to politically “anchor” the subject of environmental information management at the government level, to ensure a good political visibility for decision-makers of the need to have free access to accurate and timely environmental information.

### *Sustainability*

**k) Project achievements are already institutionalized within CEPA, they should be sustainable in the long run.** CEPA, the government entity responsible for monitoring and managing the environment in PNG is the custodian of the open-source environmental data portal (EMIS) developed by SPREP with the support of the CCCD project. With the CEPA data sharing policy launched in March 2019, there are now part of CEPA instruments to implement their vision that is “*to ensure natural and physical resources are managed to sustain environmental quality and human well-being*”. Capacity development has taken place through training of staff. CEPA’s strategy on data sharing is also part of the government to reform this area and make data more accessible and shared among decision and policy-makers. Project achievements should be sustained over the long-term.

**l) The collaborative agreement to work jointly with SPREP will contribute to the long-term sustainability of project achievements.** The CCCD project is ending in April 2019 but the initiative led by SPREP in collaboration with CEPA under the *INFORM* project also funded by GEF will carry on until mid-2020. As a result, the work to develop and install an EMIS at CEPA will carry on for the time being. It will be a consolidation period with a focus on skill development for staff at CEPA to be able to maintain, update and upgrade the platform as necessary, including continuing to populate the portal with additional environmental information that will be made available.

### *Recommendations*

Based on the findings of this terminal evaluation, the following recommendations are suggested.

**Recommendation 1:** To develop a roadmap for the way forward after the end of the project. Continuing to strengthen monitoring of the environment and share this information is a priority for CEPA. In order to help CEPA move forward, the project needs to identify a roadmap for the way forward focusing on the critical milestones to be met in the future. This roadmap should also include the key achievements supported by the project. It would also help CEPA to keep this priority on its agenda for the years to come, as part of implementing its SDGs

**Recommendation 2:** To develop a project concept, which could become part of the GEF-7 resource mobilization in PNG. Within the context of the GEF-7 STAR allocation for PNG and the fact that PNG is still at an early stage to plan the use of GEF-7 financial resources, there are funding opportunities for projects related to the GEF strategies in climate change, biodiversity, and land degradation. A project concept should be developed to further help CEPA in developing its capacity to monitor the environment and store, manage and report this environmental information, with a particular focus on the international reporting obligations under MEAs ratified by PNG.

**Recommendation 3:** To include gender mainstreaming into all development projects in PNG implemented by UNDP. The need to consider gender into all projects in PNG could not be overstated. The role of women in the management of natural resources in PNG is critical and that gender considerations complying with

international standards is a must in any conservation projects. All projects developed by UNDP should include gender mainstreaming into project strategies, including the need to conduct gender-sensitive risk assessments and the use of a gender scorecard to assess the performance in gender mainstreaming.

**Recommendation 4:** All funded activities to prepare multilateral convention reports should use the open environmental data portal. PNG is now equipped with a data infrastructure to store, manage and report environmental information. All funded activities to prepare convention reports should use this platform. It will reinforce/demonstrate the usefulness and consolidate/validate the portal.

### ***Lessons Learned***

Several lessons learned are presented below:

- It is critical for such project to have a dedicated Project Board from its outset to serve as the executive decision-making, to provide strategic directions and management guidance.
- Despite not being a GEF requirement for such project, the completion of Project Implementation Reviews (PIRs) using the GEF template is a good management practice. It is a tool to measure – and record - the progress made by the project.
- Adaptive management is a key management instrument for this type of project, providing the necessary flexibility to review and reinvent the approach to implement the project as needed.
- A project that is a response to national needs and priorities is often very relevant for stakeholders and beneficiaries and its chance of being implemented effectively are maximized.
- It is critical to conduct an extensive assessment of existing capacities during the formulation phase of such project in order to design a strategy, which should be achievable during the lifetime of the project and within its allocated budget.

### ***TE Ratings and Achievement Summary Table***

Below is the rating table as requested in the TORs. It includes the required performance criteria rated as per the rating scales presented in Annex 9 of this report. Supportive information is also provided throughout this report in the respective sections.

**Table 2: TE Ratings and Achievement Summary Table**

<b>1. Monitoring and Evaluation</b>	<b>Rating</b>	<b>2. IA&amp; EA Execution</b>	<b>Rating</b>
M&E design at entry	S	Quality of UNDP Implementation	MS
M&E Plan Implementation	MS	Quality of Execution - Executing Agency	MS
Overall quality of M&E	MS	Overall quality of Implementation / Execution	MS
<b>3. Assessment of Outcomes</b>	<b>Rating</b>	<b>4. Sustainability</b>	<b>Rating</b>
Relevance	R	Financial resources	L
Effectiveness	MS	Socio-political	L
Efficiency	MS	Institutional framework and governance	L
Overall Project Outcome Rating	MS	Environmental	L
		Overall likelihood of sustainability	L
<b>3. Impact</b>	<b>Rating</b>		
Overall Impact	M		

## 1. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT<sup>1</sup>

1. Papua New Guinea (PNG) occupies the eastern half of the tropical island of New Guinea, sharing a border with the Indonesian province of West Papua to the west. In addition to the island of New Guinea, the country has four large islands (Manus, New Ireland, New Britain, and Bougainville) and 600 small islands lying between the Coral Sea and the South Pacific Ocean. The total land area is 465,000 square kilometers. PNG's population is estimated at 7.8 million people, with the majority of people living at subsistence level. There are more than 700 languages in Papua New Guinea. The forest of PNG is the most extensive and species rich in the world. It is the third largest in forest after the Amazon and the Congo. The ecosystems range from mountain glaciers in West Papua to humid tropical rainforests, swampy wetlands, and coral reefs. PNG has considerable biodiversity, estimated to contribute roughly 6% of global biodiversity. PNG is rich in natural resources, but the direct contribution of the mineral resources sector to reducing poverty is limited. Economically, agriculture, forestry and fisheries contribute together 28% of GDP and around 13% of total export earnings; the largest economic sector. The mining and petroleum sectors contribute 26% to the GDP.

2. PNG is a major tropical wilderness area that still contains over 5% of the original and untouched tropical high-biodiversity terrestrial ecosystems in the world in less than 1% of the total land area. The endemism of the country's biodiversity is a result of mountainous isolation, topographic and soil habitat heterogeneity, high forest disturbance rates and abundant seasonal rainfall year-round. PNG boasts some 15-21,000 higher plants, 3,000 species of orchids, 800 species of coral, 600 species of fish, 250 species of mammals and 760 species of birds and 8 species of tree-kangaroos, out of which 84 genera of animals are endemic. However, climate change and natural disasters are among those environmental issues facing PNG, largely resulting from storms and cyclones. The resulting impacts from climate change include the loss of food gardens and the salinization of clean groundwater.

3. The concept of sustainable development in Papua New Guinea was written into the National Constitution in the beginning of the formation of the Independent State of Papua New Guinea prior to Independence in 1973. Since then, PNG has since made slow progress at the institutional, legal and policy levels. The notable results are reflected in national development planning process and the decentralization of roles and responsibilities between national, provincial, district and local level governments.

4. PNG completed its National Capacity Self-Assessment (NCSA) in 2010 to assess the country's ability to meet and sustain global environmental objectives. It determined that there is an overall low systematic capacity to implement the Rio Conventions. It was found that this is in large part due to weak data and information management that is necessary for making sound decisions and planning good practice interventions, as well as not having the right indicator to monitor or measure performance. While data does exist in various departments and different forms, they are not accessible in a form or timely for use in decision-making and for reporting purposes. Recommendations from the NCSA focused on the need for a comprehensive review and updating of policies and legislation, as well as to strengthen existing information systems. It found that there was the need for new and improved methodologies for monitoring, evaluating, and reporting indicators of environmental impacts.

5. At the time of the formulation of this project, the review of key environmental reports such as the Millennium Development Goal (MDG) reports and a supplementary report on environmental sustainability listed a set of barriers as constraints to achieve global outcomes for environmental sustainability. Those related to this project include:

- Implementation capacity and lack of adequate monitoring systems
- Weak links between national, provincial, district and local tiers of government
- Inadequate access to key data and information / inability to understand and address issues of property rights on PNG's rich biodiversity
- No systematic way of knowing what information is available and from whom. Also lack of clarity, reliability, and accuracy
- Policy-makers are not sufficiently trained in how to use more complex knowledge
- Information is not shared freely between departments, agencies or authorities

---

<sup>1</sup> Information in this section has been summarized from the project document.

6. The project was formulated on the basis of addressing some of these constraints, particularly address weak data and information management that is necessary for making sound decisions and planning good practice interventions. The project is conformed with the GEF-5 Cross-Cutting Capacity Development (CCCD) Strategy, Programme Framework CD2, which calls for strengthening capacities to generate, access and use information and knowledge. The project is also aligned with CD5, which calls for enhancing capacities to monitor and evaluate environmental impacts and trends.

7. The objective of this project is to strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits. It is to be achieved through the delivery of two expected outcomes (*see more detailed about the project strategy in Annex 1*):

- A capacity to manage and use integrated information systems for Rio Convention implementation;
- Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices.

8. This is a project supported by UNDP, GEF, and the Government of PNG. It is funded by a grant from the GEF of USD 500,000, a contribution of USD 50,000 from UNDP (in cash) and a contribution of USD 600,000 from the Government of PNG (USD 300,000 in cash and USD 300,000 in-kind) for a total financing of USD 1,150,000. The project started in October 2014 and its duration was 3 years but was extended by one and a half year to April 2019. It is implemented under the “*National Implementation Modality (NIM)*” and the implementing partner is the Conservation and Environment Protection Authority (formerly Department of Environment and Conservation) of PNG.

## **2. EVALUATION FRAMEWORK**

9. This terminal evaluation - a requirement of UNDP and GEF procedures - has been initiated by UNDP-PNG the Commissioning Unit and the GEF Implementing Agency for this project. This review provides an in-depth assessment of project achievements and progress towards its objective and outcomes and recommendations for other similar UNDP-supported and GEF-financed projects in the region and worldwide.

### **2.1. Objectives**

10. The objectives of this Terminal Evaluation (TE) are to promote accountability and transparency, to assess and disclose the extent of project accomplishments against the expected objective and outcomes and how they contribute to the achievements of GEF strategic objectives aimed at global environmental benefits, to draw lessons that can both improve the sustainability of benefits from this project and aid in the overall enhancement of future UNDP programming.

### **2.2. Scope**

11. As indicated in the TORs (*see Annex 2*), the scope of this TE was to conduct an assessment of achievements of project results and the extent to which the project has successfully carried out adaptive management, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of future UNDP programming. The Evaluator framed the evaluation effort using the evaluation criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined and explained in the UNDP *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects*. Under each of these criteria, evaluation questions were identified and compiled in an evaluation matrix (*see Annex 3*).

12. The scope of this evaluation was divided into three parts in accordance with the TORs and the *Guidance For Conducting Terminal Reviews of UNDP-Supported, GEF-Financed Projects*. A summary of the scope of this TE is presented below:

#### **I. Project Design and Formulation:**

- Review the problem addressed by the project and the underlying assumptions;
- Review the relevance of the project strategy and assess whether it provides the most effective route

- towards expected/intended results;
- Review how the project addresses country priorities.
- Review country ownership;
- Review decision-making processes;
- Review the extent to which relevant gender issues were raised in the project design;
- Undertake a critical analysis of the project's log-frame indicators and targets;
- Review the project's objectives and outcomes/components and how feasible they can be reached within the project's time frame;
- Assess how gender aspects are integrated into the project design.

## II. Project Implementation

- Review how adaptive management was implemented during the implementation of the project;
- Review overall effectiveness of project management as outlined in the project document;
- Review the quality of execution of the Executing Agency/Implementing Partner(s);
- Review any delays in project start-up and implementation;
- Review how Results-Based Management is being implemented
- Examine the use of the project's results framework/ log-frame as a management tool.
- Consider the financial management of the project, including cost-effectiveness;
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions;
- Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?
- Review the monitoring tools currently being used and the project progress reporting function;
- Review project partnerships arrangements;
- Review stakeholders' participation and country-driven project implementation processes;
- Review project communications;

## III. Project Results

- Review the progress made against the log-frame indicators and the end-of-project targets;
- Assess the stakeholders' ownership of project achievements;
- Compare and analyze the GEF Tracking Tool at the Baseline with the one completed at the time of TE;
- Identify remaining barriers to achieving the project objective in the remainder of the project;
- Validate whether the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date;
- Assess risks to sustainability in term of financial risks, socio-economic risks, institutional framework and governance risks, and environmental risks.
- Review and possibly identify ways in which the project can further expand its achievements;

### 2.3. Methodology

13. The methodology that was used to conduct this TE complies with international criteria and professional norms and standards; including the norms and standards adopted by the UN Evaluation Group (UNEG).

#### 2.3.1. Overall Approach

14. The evaluation was conducted in accordance with the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP “*Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects*”, and the UNEG Standards and Norms for Evaluation in the UN System. The evaluation was undertaken in-line with GEF principles which are: *independence, impartiality, transparency, disclosure, ethical, partnership, competencies/capacities, credibility and utility*. The process promoted accountability for the achievement of project objective and outcomes and promoted learning, feedback and knowledge sharing on results and lessons learned among the GEF and its Partners.

15. The evaluation adopted a *Utilization Focused Evaluation (UFE)*<sup>2</sup> approach, which is predicated on maximizing the practical value of the evaluation to project stakeholders. The TE was planned and conducted in ways that enhanced the likely utilization of both the findings and of the process itself to inform decisions and improve performance of the project. Using this approach, the Evaluator did not make decisions independently of the intended users, but they rather facilitated decision making amongst the people who will use the findings of the terminal evaluation.

16. The Evaluator developed evaluation tools in accordance with UNDP and GEF policies and guidelines to ensure an effective project evaluation. The evaluation was conducted, and findings were structured around the GEF five major evaluation criteria; which are also the five internationally accepted evaluation criteria set out by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD). There are:

- *Relevance* relates to an overall assessment of whether the project is in keeping with donors and partner policies, with national and local needs and priorities as well as with its design.
- *Effectiveness* is a measure of the extent to which formally agreed expected project results (outcomes) have been achieved or can be expected to be achieved.
- *Efficiency* is a measure of the productivity of the project intervention process, i.e. to what degree the outcomes achieved derive from efficient use of financial, human and material resources. In principle, it means comparing outcomes and outputs against inputs.
- *Impacts* are the long-term results of the project and include both positive and negative consequences, whether these are foreseen and expected, or not.
- *Sustainability* is an indication of whether the outcomes (end of project results) and the positive impacts (long term results) are likely to continue after the project ends.

17. In addition to the UNDP and GEF guidance for project evaluations, the Evaluator applied to this mandate his knowledge of evaluation methodologies and approaches and his expertise in environmental management, including the application of multilateral environmental agreements in national environmental frameworks. He also applied several methodological principles such as (i) *Validity of information*: multiple measures and sources were sought out to ensure that the results are accurate and valid; (ii) *Integrity*: If needed, any issue with respect to conflict of interest, lack of professional conduct or misrepresentation were immediately referred to the client; and (iii) *Respect and anonymity*: All participants had the right to provide information in confidence.

18. The evaluation was conducted following a set of steps presented in the table below:

**Table 3: Steps Used to Conduct the Evaluation**

<b><u>I. Review Documents and Prepare Mission</u></b> <ul style="list-style-type: none"> <li>▪ Start-up teleconference/finalize assignment work plan</li> <li>▪ Collect and review project documents</li> <li>▪ Draft and submit <b><u>Inception Report</u></b></li> <li>▪ Prepare mission: agenda and logistic</li> </ul>	<b><u>III. Analyze Information</u></b> <ul style="list-style-type: none"> <li>▪ In-depth analysis and interpretation of data collected</li> <li>▪ Follow-up interviews (where necessary)</li> <li>▪ Draft and submit <b><u>draft evaluation report</u></b></li> </ul>
<b><u>II. Mission / Collect Information</u></b> <ul style="list-style-type: none"> <li>▪ Fact-finding mission to PNG</li> <li>▪ Interview key Stakeholders</li> <li>▪ Further collect project related documents</li> <li>▪ Mission debriefings / <b><u>Presentation of key findings</u></b></li> </ul>	<b><u>IV. Finalize Evaluation Report</u></b> <ul style="list-style-type: none"> <li>▪ Circulate draft report to UNDP-GEF and relevant stakeholders</li> <li>▪ Integrate comments and submit <b><u>final Evaluation Report</u></b></li> </ul>

19. Finally, the Evaluator signed and applied the “*Code of Conduct*” for Evaluation Consultants (see Annex 4). The Evaluator conducted evaluation activities, which were *independent, impartial* and *rigorous*. This TE clearly contributed to learning and accountability and the Evaluator had personal and professional integrity and was guided by propriety in the conduct of his business.

### **2.3.2. Evaluation Instruments**

20. The evaluation provides evidence-based information that is *credible, reliable* and *useful*. Information

<sup>2</sup> [http://www.betterevaluation.org/en/plan/approach/utilization\\_focused\\_evaluation](http://www.betterevaluation.org/en/plan/approach/utilization_focused_evaluation)

was mined from project documents, as secondary information, and as primary information obtained through data-gathering activities conducted for this evaluation; most prominently key informant interviews. Using several evaluation tools and gathering information from different types of stakeholders at different levels of management, the information collected was triangulated<sup>3</sup> through the concept of “multiple lines of evidence”, which validated the findings. To conduct this evaluation the following evaluation instruments were used:

**Evaluation Matrix:** An evaluation matrix was developed based on the evaluation scope presented in the TOR, the project logical framework and the review of key project documents (*see Annex 3*). This matrix is structured along the five evaluation criteria and includes all evaluation questions; including the scope presented in the guidance. The matrix provided overall directions for the evaluation and was used as a basis for interviewing people and reviewing project documents.

**Documentation Review:** The Evaluator conducted a documentation review in Canada and in PNG (*see Annex 5*). In addition to be a main source of information, documents were also used to prepare the fact-findings mission in PNG. A list of documents was identified during the start-up phase and further searches were done through the web and contacts. The list of documents was completed during the fact-findings mission.

**Interview Protocol:** Based on the evaluation matrix, an interview protocol was developed (*see Annex 6*) to solicit information from stakeholders. As part of the participatory approach, the Evaluator ensured that all parties viewed this tool as balanced, unbiased, and structured.

**Mission Agenda:** An agenda for the facts-finding mission in PNG was developed during the preparatory phase (*see Annex 7*). The list of Stakeholders to be interviewed was reviewed, ensuring it represents all project Stakeholders. Then, interviews were planned in advance of the mission with the objective to have a well-organized and planned mission to ensure a broad scan of Stakeholders’ views during the limited time allocated to the facts-finding mission.

**Key Informant Interviews:** Stakeholders were interviewed (*see Annex 8*) ensuring that a proper balance of men and women was selected. The semi-structured interviews were conducted using the interview protocol adapted for each interview. All interviews were conducted in person with some follow up using emails when needed. Confidentiality was guaranteed to the interviewees and the findings were incorporated in the final report.

**Achievement Rating:** The Evaluator rated project achievements using the “TE Ratings” guidance provided in the TORs. It included a six-point rating scale to measure progress towards results and project implementation and adaptive management and a four-point rating scale for sustainability (*see Annex 9*).

## 2.4. Evaluation Output

21. This terminal evaluation report documents the achievements of the project. It starts with an executive summary and includes four chapters. Chapter 1 presents an overview of the project; chapter 2 briefly describes the objective, scope, methodology, evaluation users and limitations of the evaluation; chapter 3 presents the findings of the evaluation; and chapter 4 presents the main conclusions, recommendations and lessons learned. Relevant annexes are found at the back end of the report.

## 2.5. Limitations and Constraints

22. The approach for this terminal evaluation was based on a planned level of effort of 26 days. It comprised a 5-day mission to PNG to interview key stakeholders and collect evaluative evidence. Due to a relatively low number of stakeholders involved in the project, the number of interviews during the Evaluator’s mission to PNG was limited. It included persons involved in the project at UNDP, at CEPA and also at the Department of National Planning and Monitoring. In order to compensate for this limited number of interviews and to have

---

<sup>3</sup> *Triangulation*: The use of three or more theories, sources or types of information to verify and substantiate an assessment. By combining multiple data sources, methods, analyses or theories, evaluators seek to overcome the bias that inevitably comes from single informants, single methods, single observations or single theories. (DFID, *Guidance on Evaluation and Review for DFID Staff*, London. 2005)



a good triangulation of evaluation findings, the Evaluator extended his reach to persons who worked on the project at the outset, and consultants who worked on the project to get their perspectives on the relevance of the project and its effectiveness in supporting PNG to strengthen its capacity to better manage environmental information. He also focused on gathering the maximum number of documents related to the project to provide additional background information to the project.

23. Nevertheless, within the context of these resources, the Evaluator was able to conduct a detailed assessment of actual results against expected results and successfully ascertains whether or not the project met its main objective - as laid down in the project document - and whether the project initiatives are, or are likely to be, sustainable after completion of the project. The Evaluator made recommendations for reinforcing the long-term sustainability of project achievements.

### 3. EVALUATION FINDINGS

24. This section presents the findings of this TE adhering to the basic structure proposed in the TORs and as reflected in the UNDP project evaluation guidance.

#### 3.1. Project Formulation

25. This section discusses the assessment of the formulation of the project, its overall design and strategy in the context of PNG.

##### 3.1.1. Analysis of Results and Resources Framework

26. The *Project Logical Framework Matrix* identified during the design phase of this project presents a clear set of expected results. No changes were made to the expected results in the *Project Logical Framework Matrix* during the inception phase. The review of the objective and outcomes indicates a logical “*chain of results*” – Activities → Outputs → Outcomes → Objective. The logic was to use project resources to implement planned activities to reach a set of expected outputs (5), which would contribute in achieving a set of expected outcomes (2), which together would contribute in achieving the overall objective of the project. The *Project Logical Framework Matrix* also includes a set of indicators with baseline and target values to be achieved by the end of the project. These indicators and targets have been used to monitor the performance of the project.

27. As discussed in Section 1 above, this project is a response to capacity gaps and priorities that were identified through the NCSA, which was finalized in 2010. This self-assessment found that the low systematic capacity to implement the Rio Conventions was mostly due to weak data and information management as well as not having the right indicators to monitor or measure the environmental performance in PNG. It found that while data did exist in various departments and different forms, it was not accessible in a form or timely for use in decision-making and for reporting purposes. The NCSA recommended the need for a comprehensive review and update of policies and legislation, as well as to strengthen existing information systems, including the need for new and improved methodologies for monitoring, evaluating, and reporting indicators of environmental impacts.

28. Within this context, the aim of the project was for PNG to develop and manage information for better planning decisions that help protect the global environment; resulting in improved capacities for meeting global environmental priorities. The attempt of the project was to address existing barriers, including:

- Implementation capacity and lack of adequate monitoring systems
- Weak links between national, provincial, district and local tiers of government
- Inadequate access to key data and information / inability to understand and address issues of property rights on PNG’s rich biodiversity
- No systematic way of knowing what information is available and from whom. Also lack of clarity, reliability, and accuracy
- Policy-makers are not sufficiently trained in how to use more complex knowledge
- Information is not shared freely between departments, agencies or authorities

29. The logic model of the project presented in the *Project Logical Framework Matrix* is summarized in table 4 below. It includes one objective, two outcomes and five outputs. For each expected outcome and the objective, targets to be achieved at the end of the project were identified.

**Table 4: Project Logic Model**

Expected Results	Targets at End of Project
<b>Project Objective:</b> To strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits	<ul style="list-style-type: none"><li>• Rio Convention obligations are being better implemented through an integrated system of data and information managements system.</li><li>• Future reports will not be data deficient</li><li>• Increased capacity within relevant stakeholder groups to handle data and information relevant to the Rio Convention</li></ul>

Expected Results	Targets at End of Project
<p><b>Outcome 1</b> - A capacity to manage and use integrated information systems for Rio Convention implementation</p> <ul style="list-style-type: none"> <li>● <b>Output 1.1:</b> A data storage and management system for all MEAs monitoring and reporting</li> <li>● <b>Output 1.2:</b> Strengthened Technical capacity to manage and use integrated information systems for Rio Convention implementation</li> </ul>	<ul style="list-style-type: none"> <li>● Baseline assessment of current management information system to be completed by month 4 of the project.</li> <li>● Targeted study of best practice web-based tools for environmental data and metadata sharing and storage management at all levels as part of the design of an integrated EMIS, completed by month 8.</li> <li>● Design and feasibility study of an integrated EMIS completed by month 8 and approved for implementation by month 12.</li> <li>● EMIS infrastructure installation begins by month 12 and completed by month 18</li> <li>● Expert working groups will be established under each of the Rio Conventions to review data and information needs for decision-making by month 2</li> <li>● Identified best practices for collecting technical data and information by month 6.</li> <li>● Best practice materials and training modules are collected and prepared by month 10 of the project.</li> <li>● Training courses begin by month 12. All technical government staff that have responsibilities related to the collection and use of environmental data will participate in all training courses. A minimum of 100 government staff have participated in training courses, with the average score of all attendees no lower than 80% test score. Training courses end by month 30.</li> <li>● At the beginning and ending of each course, each participant will be evaluated, to determine knowledge gained. This will be analyzed to determine incremental learning. This will be undertaken for each course.</li> </ul>
<p><b>Outcome 2</b> – Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices</p> <ul style="list-style-type: none"> <li>● <b>Output 2.1:</b> Institutional and organizational reforms to enable incorporation of global environment commitments into planning and monitoring processes</li> <li>● <b>Output 2.2:</b> Data flow system and tracking</li> <li>● <b>Output 2.3:</b> EMIS Demonstration</li> </ul>	<ul style="list-style-type: none"> <li>● Convene expert working group and stakeholder meetings to agree on recommendations of institutional reforms. Expert working group presents a consensus agreement on prioritized recommendations by month 12.</li> <li>● Prepare parliamentary brief to recommend and approve, as appropriate, institutional reforms by month 14.</li> <li>● Ministers and parliamentary members discuss parliamentary brief and approve appropriate decision by month 18.</li> <li>● Institutional reforms are initiated by target institutions by month 20. Over 67% of institutional reforms are completed by month 32.</li> <li>● Resource mobilization plan is prepared, peer reviewed and approved by Project Steering Committee by month 12.</li> <li>● Resource mobilization plan is under early implementation by month 14.</li> <li>● Memorandum of agreement among key partner agencies to pilot the sharing of data and information during the project is signed by month 3. New Memorandum of agreement is signed among key partner agencies to share data and information per institutional reforms signed by month 32.</li> <li>● An independent assessment of best practices and software for collecting and sharing data and information, including their use to prepare complex models. This study should be completed by month 8.</li> <li>● An institutional architecture will be constructed for the storage and transformation of data and information by month 10.</li> <li>● A tracking mechanism to monitor the use of data and information for policy formulation and development planning by month 10.</li> <li>● Contribution of the EMIS to the preparation of national reports under the Rio Conventions and other MEAs.</li> <li>● The Project Steering Committee will select a high value development plan by month 20.</li> <li>● Each Rio Convention expert working will review this same plan to identify the data and information requirements to evaluate it for its potential impacts on the global environment by month 21.</li> <li>● Develop an expanded EIA methodology that integrates the new best practice methodologies and EMIS by month 24.</li> <li>● Initiate the conduct of the new and improved EIA by month 25. Conduct a peer review of the draft EIA by month 27 and finalize the EIA by month 29.</li> <li>● Prepare lessons learned report between months 30 and 33.</li> </ul>

Source: Project Document.

30. The overall project – its rationale, its strategy, its proposed management structure - was reviewed during the inception phase and particularly at an inception workshop held in Port Moresby on December 14 and 15, 2015. No changes were made to the strategy of the project (objective, outcomes and outputs) and Stakeholders reconfirmed the commitment of the PNG government to strengthen the information system within the Conservation and Environment Protection Authority (CEPA) and the use of this system to access data and information to meet its reporting obligations to the Rio Conventions.

31. However, despite that no changes were made to the project strategy, discussions took place at the inception workshop to recognize the changes in project circumstances and to propose changes to the project implementation. One recommendation was to rescope the project to focus on the preparation of national reports and meet PNG's obligations under the UN Convention on Biological Diversity (CBD). The justification was to build on existing projects in the biodiversity area, which aimed at developing key data sources such as Species Information Management System; National Biodiversity Information System; Wildlife and CITES database system; Protected Area Register; and the demonstration on the Essential Biodiversity Information Management for PNG conducted by the Bishop Museum from Hawaii. It was recognized that with a relatively small budget (USD 500k) and a 3-year timeframe, the project needed to focus on one area. Additionally, instead of building a new environmental information management system, Stakeholders recommended to strengthen the existing systems in place at CEPA, including the procurement of Information Technology (IT) infrastructure where needed.

32. As a result, the recommendation made in the inception report was followed up with the negotiation of a one-year agreement (a micro-capital grant agreement<sup>4</sup> for non-credit related activities) between UNDP (on behalf of CEPA) and the Bishop Museum from Hawaii that came in effect on January 1, 2016. This agreement focused much on expanding the PNG's National Biodiversity Information System (NBIS), which was built on the initial work to develop a Species Information Management System (SIMS). The aim of these systems was to better manage biodiversity data and ultimately to be rolled in an Environmental Management Information System (EMIS), the objective of this project.

33. The detailed review of the project document conducted for this evaluation revealed a project formulation with a clear set of planned activities, which were expected to lead to the achievement of a set of expected results (*see Annex I*). It was a clear response to a national priority that was identified through the NCSA finalized in 2010 to strengthen the capacity of PNG to better manage environmental data. However, the review indicates a certain disconnect between the project objective and what seem to be the baseline on which the project was positioned. Several projects had been implemented before this project to strengthen the collection and management of environmental data. However, despite that these initiatives had larger budgets, such as the EU funded project to develop a database on forest cover with a budget of 10M euros, most of them were thematically based with a focus on biodiversity, or forest, or land degradation, etc. and were not able to make much progress toward a greater access to environmental information in PNG. Nevertheless, the CCCD project was a first attempt at addressing the issue of environmental monitoring in its entirety. When considering the baseline at the outset of the project it had a very ambitious objective with a limited budget and timeframe.

### **3.1.2. Assumptions and Risks**

34. Risks and assumptions were identified and presented in the project document. Five main risks were identified at the outset of this project as well as mitigation measures; which are presented in the table below:

---

4 UNDP provides micro-capital grants for both credit and non-credit purposes as inputs to its programme and project activities. Micro-capital grants are provided to support activities of non-governmental organizations (NGOs) and community-based organizations (CBOs). An individual micro-capital grant may not exceed \$150,000. A recipient organization may receive multiple grants provided the grants do not exceed on a cumulative basis \$300,000 within the same programme or project. The following types of activities are supported by grants for non-credit purposes:

- a) Strengthening the institutional capacity of local NGOs and CBOs;
- b) Supporting community-based self-help initiatives, which may include income-generating activities designed to alleviate poverty;
- c) Promoting advocacy activities and networking between civil society organizations (CSOs), government and donors; and
- d) Supporting NGOs and CBOs involved with local environmental protection and poverty eradication activities.

**Table 5:** List of Risks and Mitigation Measures Identified at the Formulation Phase

Project Risks	Mitigation Measures
1. Lack of absorptive capacity of national institutions to implement activities	<ul style="list-style-type: none"> <li>• This project will receive full government support</li> <li>• Involvement of the UNDP will ensure, the lack of absorptive capacity does not undermine the project</li> <li>• The various government authorities maintain commitment to negotiate and agree on differential enforcement of the EMIS to effectively meet Rio Convention obligations</li> <li>• The project will be executed in a transparent, holistic, adaptive, and collaborative manner</li> <li>• Members of the MEA technical committees will be comprised of proactive experts and project champions</li> <li>• Survey results will show an increased awareness and understanding of the Rio Conventions' implementation through standardized data and information collection method.</li> <li>• Lead agencies will allow their staff to attend all trainings</li> <li>• Best practices and lessons learned from other countries are appropriately used</li> <li>• The PNG parliament approves the institutional reforms</li> <li>• Enabling policy and legislation in place to support the signing of any MOA.</li> <li>• The relevant government agencies and stakeholders will participate fully in the program.</li> <li>• All stakeholders will have access in one way or another to the information that is stored in the system.</li> <li>• All relevant stakeholders are amendable to the reform to allow data to flow in the system.</li> </ul>
2. Delays in project implementation due to bureaucratic processes within the Government	
3. Frequent turn-over of staff especially after obtaining training	
4. Organizations aversion to change from business as usual to embracing the improved system	
5. Lack of policy and legislation to support aspects of the project	

Source: Project Document

35. These five risks cover most risks linked to the implementation of the project. It includes several key risks such as national agencies could have a limited absorptive capacity to implement the project; staff turn-over/retention once they acquire new IT skills and knowledge; and resistance to change and embrace a new system. On the basis of these risks, several assumptions were identified and presented in the *Logical Framework*.

36. The review of these risks and assumptions indicate a good set of risks faced by the project from its outset. However, another important risk for this project was that relevant institutions may not have sufficient resources (human and financial) to implement project activities. In order to succeed, the objective of this project was to develop capacities to measure, report and verify internationally agreed targets and indicators. It includes the acquisition of greater skills and knowledge, but it also necessitates key institutions with relevant human resources (staff) and a budget to sustain an EMIS. Without these human and financial resources, the project cannot succeed, particularly over the medium and long term.

### **3.1.3. Linkages between the Project and Other Interventions**

37. This Cross-Cutting Capacity Development (CCCD) project has been part of several projects implemented in PNG, seeking to improve the collection, storage and report on the state of the environment on PNG. During the formulation of the project, a list of environmental information management systems in PNG had been identified and presented in the project document as annex 2. It included a total of 7 systems being developed within CEPA; and a further 15 systems within other agencies and partners. Furthermore, 13 initiatives were identified during the design of this project as related programmes and projects. However, one characteristic unique to this CCCD project is that it focuses on all environmental data/information and not only on one particular area such as biodiversity, or land degradation, etc.

38. The brief review of the seven systems identified at CEPA during the formulation of this project indicates a low capacity within CEPA to collect, store and report on the state of the environment. The needs included the training of staff but also the need to invest in IT infrastructure to support these systems. Regarding the related programmes and projects, they include GEF support to formulate action and national reports such as the National Action Plan under the UNCCD, the National Biodiversity Strategy and Action Plan (NBSAP) and the National Implementation Plan (NIP) under the Stockholm POPs convention. Overall, the focus on the development of environmental management information system was limited. Hence, one reason why this issue

became a national priority during the NCSA process.

39. It is also important to note that this CCCD project is a continuous support from the GEF to PNG. It is a follow up project to the GEF funded NCSA conducted in PNG during the period 2006-2010. The NCSA was an innovative approach through which a GEF recipient country would assess its own capacity needs to implement the Rio conventions; and prepare an over-arching national capacity development action plan to maximize synergies between them and address global environmental issues. The process to conduct a NCSA included a set of five steps: (i) Inception; (ii) Stocktaking Exercise; (iii) Thematic Assessments; (iv) Cross-Cutting Analysis; and, (v) Capacity Development Action Plan and NCSA Final Report. In the case of PNG, the assessment was concluded with a strategy and action plan for cross-cutting capacity building across the three Rio Conventions<sup>5</sup>.

40. The NCSA conducted three thematic assessments (biodiversity, climate change and land degradation). Based on these assessments, eight cross-cutting issues related to the implementation of the Rio Conventions were identified, including: i) limited knowledge and information management; ii) limited coordination of national strategies for MEA implementation; iii) limited communication and awareness raising; iv) limited resource mobilization and project management; v) limited partnerships and wide participation; vi) limited institutional and organizational capacity of focal institution; vii) limited involvement in MEA negotiations and reporting; and viii) limited mainstreaming of the Rio Conventions across government and other stakeholders. Based on these prioritized issues, an extensive capacity development strategy was developed. It was noted that in this strategy information management, monitoring methodologies, indicators, and databases were recurrent themes throughout the strategy and under each Rio convention. The result of this self-assessment and action plan demonstrated clearly the need for such a project.

#### **3.1.4. Lessons from other Relevant Projects/Initiatives**

41. As discussed in the above section, this CCCD project was developed based on the results of the NCSA, which assessed capacity gaps, and prioritized issues. The need to address the capacity issue to manage and use an integrated environmental information system was selected as the main priority to be addressed by this project. As summarized above, the project is clearly addressing a national priority; it is a demand driven project.

42. In the meantime, these CCCD projects are also a flexible mechanism funded by the GEF to address critical capacity issues in countries related to the implementation of MEAs. The concept of this GEF mechanism is to build on existing mechanisms and structures, addressing national priorities, and using a unique inter-sectoral/inter-ministerial approach. The project is part of a set of projects funded by the GEF under the “*Strategic Approach to Enhance Capacity Building*” policy. Under GEF6<sup>6</sup>, the strategy for this cross-cutting capacity development programme (CCCD) states that “*it will facilitate the acquisition, exchange and use of knowledge, skills, good practices, behavior necessary to shape and influence national planning and budgeting processes and implementation in support of global environmental benefits*”. It had five objectives (a) to integrate global environmental needs into management information systems; (b) to strengthen consultative and management structures and mechanisms; (c) to integrate Multilateral Environmental Agreements' provisions within national policy, legislative, and regulatory frameworks; (d) to pilot innovative economic and financial tools for Convention implementation; and (e) to update NCSAs. This project falls under the first objective.

43. In the meantime, the Evaluator noted that despite the implementation of over 30 similar GEF-funded projects to this one under the category “*Improving Environmental Information, Monitoring and Reporting*”, no linkages nor exchanges were developed with other similar projects in other countries. Some of these other projects included: developing an environmental indicator model and a comprehensive data flow system in Croatia; strengthening the monitoring and reporting system for MEAs in Egypt; developing and implementing an integrated multi-convention information and reporting system in Kenya; aligning Albania’s environmental information management and monitoring system with the global environmental reporting; improving the generation, access, and use of environmental information and knowledge related to the MEAs in Cambodia;

---

5 UNDP, GEF, Government of PNG, March 2010, *National Capacity Self-Assessment Project: Assessing the Capacity of Papua New Guinea to Implement the United Nations Convention on Biological Diversity (UNCBD), the United Nations Convention to Combat Desertification (UNCCD), and the United Nations Framework Convention on Climate Change (UNFCCC)*.

6 It was noted that the funding of this programme under GEF-7 was discontinued.

and increasing St. Lucia's capacity to monitor MEAs implementation of MEAs and sustainable development. It also included projects in Pacific countries such as Integrating global environmental priorities into national policies and programmes in Kiribati, Capacity building for mainstreaming MEA objectives into inter-ministerial structures and mechanisms in Fiji, Mainstreaming global environmental priorities into national policies and programmes in Palau and the same in Vanuatu. It is a missed opportunity. The development of linkages and exchanges among these projects would have provided good synergies, learning from each other, and access to a greater pool of experts and best practices.

### 3.1.5. Planned Stakeholder Participation

44. During the project development phase, key project stakeholders were identified and consulted. They are governmental representatives as well as non-state actors from academia, the private sector, and civil society organizations. They include key government agencies that are mandated by law to address PNG's obligations to the MEAs. It was anticipated that these stakeholders will participate in developing the EMIS, as well as receiving training on best practices for its use, including the preparation of country planning reports. Furthermore, it was anticipated that these stakeholders will also participate in the learn-by-doing exercises in order to raise their level of critical thinking and analytical capabilities for integrating the Rio Conventions into policy interventions, as well as monitoring and evaluation.

45. Included in the list of key stakeholders, the project planned to involve non-governmental organizations (NGOs), which for most of them are engaged in implementing the sustainable environment agenda in PNG. Despite that a lot of conservation work is being done by NGOs, it was recognized that no information on these achievements were reflected nationally; including in national reports submitted to MEAs. It was anticipated that their engagement in the project, would facilitate the recording and reporting of these achievements.

46. The table below indicates the anticipated roles for key Stakeholders identified during the formulation stage:

**Table 6: Initial Stakeholders Involvement Plan**

Stakeholder	Anticipated Role in Project
Department of Environment and Conservation/ Conservation and Environment Protection Authority	<ul style="list-style-type: none"> <li>As the main executing government agency, DEC/CEPA will be responsible for overall implementation of the project and establishment of the national PA system.</li> </ul>
Department of National Planning and Monitoring (DNPM)	<ul style="list-style-type: none"> <li>DNPM will monitor overall progress of the project as part of its role in supporting implementation of the UNDP Country Programme.</li> </ul>
Academia and Research Institutions	<ul style="list-style-type: none"> <li>To provide training (including for field staff and technical managers) as well as to help establish national standards and systems for PA management.</li> </ul>
Provincial and Local Level Government	<ul style="list-style-type: none"> <li>Their roles would be to support the implementation of the project at the local levels. They can support the project activities and also benefit from the project capacity building activities.</li> </ul>
NGOs (Both national and international)	<ul style="list-style-type: none"> <li>Their roles would be to work in collaboration with CEPA and DNPM to implement activities of the project. Additionally, they can be potential financial or technical partners, providing needed data and information and at the same time benefit from the project</li> </ul>
Private Sector and parastatal agencies	<ul style="list-style-type: none"> <li>They can be potential financial and technical partners, and sources of data and information.</li> </ul>
Local Communities and Landowner Groups	<ul style="list-style-type: none"> <li>Primary partners in the establishment and management of Conservation Areas, and the main beneficiaries of livelihood and income generation support.</li> </ul>

Source: project document

47. The Evaluator also noted that the gender dimension was not considered in the project document. No reference is made to gender considerations in the baseline information such as the existence or not of gender-disaggregated environmental data nor any reference to consider gender in the implementation of the project.

48. However, the need to include gender considerations into any projects in PNGs cannot be overstated. A Country Gender Profile for PNG conducted by JICA in 2010 states that the Gender Development Index (GDI) of PNG in 2005 was 0.529, placing PNG 124th among 157 countries. A study on how to improve gender inclusiveness and participation in PNG's REDD+ strategy and policies (2015) found that the empowerment of women and gender equality are core issues for PNG's development. In PNG women are generally underrepresented as decision makers and in positions of power; however, they play key roles in the economy and resource management and are often significantly impacted by any changes in resource management policies. In PNG, natural resource use is a gendered practice. Women are often mostly responsible for specific subsistence needs of the family. Over 80% of PNG's food is produced by women and women contribute more than 60% of the effort involved in the country's food production. The study concludes that the role of women in the management of natural resources in PNG is critical; and that gender considerations complying with international standards is a must in any conservation projects.

### **3.1.6. Planned Replication Approach**

49. The planned replication strategy described in the project document was based on the collaborative agreements among stakeholders to share environmental data. It was anticipated that by using the EMIS on a high value development plan through the environmental impact assessment process, it will demonstrate the value in accessing and sharing environmental data; hence to replicate/scale-up the use of the EMIS. It was also anticipated that this generated knowledge and the acquired skills would be transferrable to other national reporting processes under other MEAs in addition to the Rio Conventions, as well as using this knowledge and skills for planning at the regional and local levels.

50. The review of this approach indicates a valid strategy for replicating the results of the project; though it is mostly based on the successful implementation of the EMIS, which was a very ambitious objective for this project when considering the available financial resources and the timeframe. The reality is that the project is ending soon but there is still some work to do before PNG could claim to have an open environmental data portal (*see Section 3.3.1*). Nevertheless, the approach for replicating the EMIS is still valid but it should happen later in the future, once the system is fully developed. For the time being the focus is still on the development of a web-based open data portal.

### **3.1.7. UNDP Comparative Advantage**

51. The interventions of the UN system in PNG is guided by partnership agreements between the UN system and the government of PNG known as United Nations Development Assistance Development Frameworks (UNDAFs). The CCCD project was developed under the UN Country Programme 2008-2011 and the UNDAF 2012-2015 which was aligned with the PNG Medium-Term Development Plan 2011-2015. This 2012-2015 framework focused on four key outcome areas or clusters: a) Governance for Equitable Development; b) Social Justice, Protection and Gender Equality; c) Access to Basic Services; and d) Environment, Climate Change and Disaster Risk Management. Under the last cluster, the expected outcome was that *“by 2015, the government and civil society would have enhanced their capacity to implement biodiversity conservation, low carbon and climate resilient development initiatives for environmental sustainability and improved community livelihoods to reduce the vulnerability of women, girls, men and boys to disaster risks”*. Following a Common Country Analysis done in 2016, four priorities for the UN system intervention in PNG emerged and formed the current UNDAF 2018-2022: i) *People* - Inclusive Human Development & Equitable Services; ii) *Prosperity* - Inclusive & Sustainable Growth; iii) *Planet* - Sustainable Management of Natural Resources, Biodiversity Conservation, Strengthened Climate & Disaster Resilience; and iv) *Peace* - Promoting Inclusive, Governance, Justice & Peace.

52. Under these frameworks guiding the UN system intervention in PNG, the focus of UNDP on the environment was on supporting the government of PNG, Civil Society Organizations (CSOs), and other stakeholders to develop policies and regulatory frameworks on Disaster Risk Management (DRM) and climate change adaptation through transparent and participatory processes, including the facilitation of partnerships between the government and the private sector for Payment for Ecosystem Services (PES). Currently and in line with the UNDAF 2018-2022, UNDP has been leveraging its comparative advantage to support the development of specific measures for climate-change adaptation and resilience-building; in collaboration with



development partners, civil society organizations, national-level institutions and local governments.

53. UNDP is a leading development organization in PNG. It established and signed a Standard Basic Assistance Agreement between the government of PNG and UNDP in April 1981. UNDP has a large climate change portfolio and interventions at the community level in PNG to address issues such as gender inequality, poverty, widening economic disparity, lack of opportunity for youth, geographically isolated groups and communities affected by hazards. Adaptation measures support the resilience of subsistence-level agricultural communities, which are among the country's most vulnerable groups. To address challenges related to environmental protection and conservation, UNDP continues its partnership with the government at national and local levels, civil society and development partners to expand the protected areas network, developing legal frameworks on conservation, strengthening institutional capacities and establishing a sustainable financing mechanism to manage protected areas. It also includes the support to the government to benefit from a potential international REDD+ financial mechanism tied to reducing greenhouse gas emission from the forest sector.

54. UNDP plays a crucial role in helping the government of PNG meet its obligations for environmental protection, providing technical and advisory support for biodiversity conservation, sustainable use and management of natural resources, climate change-related risks, and other thematic areas, including support to protected areas. UNDP interventions in PNG are guided by the UNDAF 2018-2022, which contains four programme priorities. The CCCD project is falling under the third programme priority- *Sustainable Management of Natural Resources, Biodiversity Conservation, Strengthened Climate & Disaster Resilience*.

### **3.1.8. Management Arrangements**

55. The management arrangements planned at the onset of the project included:

- *GEF Implementing Agency*: UNDP serves as the GEF implementing agency for the project, responsible for transparent practices, appropriate conduct and professional auditing. It also includes quarterly financial and technical monitoring as part of its oversight functions.
- *Executing Agency in PNG*: The Department of Environment and Conservation (DEC)<sup>7</sup> acts as the executing agency and has overall responsibility for timely achieving the project objective and outcomes. CEPA designated a senior official to act as the *National Project Director (NPD)*, whom provides the strategic oversight and guidance to project implementation.
- *Project Advisory Board (PAB)*: A PAB was constituted to serve as the executive decision-making body for the project. It includes representatives from key partners to the project. It is chaired by the NPD. The PAB provides strategic directions and management guidance for the implementation of the project. The PAB ensures that the project remains on course to deliver the desired outcomes of the required quality. The PAB was to review and approve project annual work plans (AWPs), progress reports, and approve programmatic modifications to project execution, as appropriate and in accordance with UNDP procedures. It met only once over the course of the project (Feb. 15, 2018).
- *National Project Director (NPD)*: A senior government official designated by CEPA is responsible for the administrative, financial and technical coordination of the project and reporting progress, and overall management oversight of the project.
- *Project Management Unit (PMU)*: A PMU was to be established at CEPA to carry out the coordination and day-to-day management of the project with due time and diligence including preparation of annual work-plans and progress reports. It is headed by a full time Project Manager (PM) and supported by a part-time Project Assistant.
- *Part time Consultants/Experts*: As required, the project implementation team hired technical expertise to provide technical support for the different components of the project and create knowledge products as needed.

---

<sup>7</sup> The DEC became the Conservation and Environment Protection Authority (CEPA) under the Conservation and Environment Protection Act of 2014 (CEPA Act) taking over the role of PNG's environmental regulator.

- *Management Procedures:* The financial arrangements and procedures for the project were governed by the UNDP rules and regulations applicable for project implemented through the National Implementation Modality (NIM). All procurement and financial transactions were governed by applicable UNDP regulations, including the recruitment of staff and consultants/experts using standard UNDP recruitment procedures.

56. The Evaluator found that the management arrangements – as anticipated in the project document - were adequate for the implementation of the project. They provided the project partners with clear roles and responsibilities for all parties including clear reporting lines of authority. However, despite these adequate arrangements, the PAB met for the first and only time in February 2018. Before 2018, a Project Board was set up for three projects, including the CCCD project. It met a few times but the lack of focus on a specific project did not provide the attention of stakeholders that was needed to address the implementation issues. Overall, the fact of not having a specific PAB focusing on the CCCD project certainly hampered a good engagement of stakeholders. As discussed later in section 3.3.1, the implementation of the project has been a “bumpy” road. An earlier involvement of the PAB would have helped to review the issues faced by the project implementation team and identify the necessary corrective measures to move forward.

## 3.2. Project Implementation

57. This section discusses the assessment of how the project has been implemented. It assessed how efficient the management of the project was and how conducive it was to contribute to a successful project.

### 3.2.1. Adaptive Management

58. The project has been implemented under the NIM modality, that is project resources were allocated, administered and reported with UNDP country office support under the binding Letter of Agreement signed between UNDP and CEPA. Project activities were to be carried out by the project team in partnership with CEPA and reported to UNDP as per established guidelines. However, despite clear implementation modalities, and as just discussed above, the implementation of the project has been “bumpy”; it faced several administrative and management difficulties throughout its cycle.

59. The review conducted for this evaluation revealed that several factors contributed to this “bumpy” road. As discussed above, the lack of focus of the initial PB on the CCCD project hampered its implementation and prevented the stakeholders to review and address more specifically and speedily the issues faced by the project. As a result, the slow progress made from the outset and the lack of actions to mitigate the issues at hand contributed to a certain disinterest from stakeholders including CEPA as the executing agency to implement the project; hence, compounding the issues and preventing the project to move forward.

60. Additionally, the project was also to have an office within CEPA to facilitate the coordination between UNDP and CEPA. However, at the time of the terminal evaluation, an office was still available to the project but has not really been used.

61. The lack of a strong implementation team from the outset of the project also hampered the smooth implementation of project activities. By design, the project was to have only a part time project manager. A part-time project manager was hired in March 2016; however, the person did not like the position and left. The project then stayed without a project manager until 2017 when another project manager was hired. However, her time was divided between this project and 2 other projects. In addition, at the outset most partners had a limited knowledge of information system (IS) and information management (IM). There was no clear common vision of what the project should do and where the project should go. The lack of available skills, knowledge and vision, all contributed to a slow start of the project and over time, a certain resistance to any roadmap to implement project activities from stakeholders emerged; hence contributing to the slow progress observed by the Evaluator, particularly from the start to end of 2017.

62. Nevertheless, despite all these difficulties, adaptive management has been used to address the issues at hand and try to move the project forward. The review of project activities conducted since its outset indicates three “bumps” where the project made some good progress:

- *Involvement of the Bishop Museum from Hawaii (2016):* Looking for some directions from the

outset, project stakeholders looked into applying the Australian model in PNG using an existing cooperation agreement already in place between DEC (CEPA) and the department of environment of Australia. Following discussions among stakeholders in PNG and Australian counterparts, no follow up actions took place. However, one person, who was part of these negotiations, was from the Bishop Museum from Hawaii. In collaboration with some stakeholders, a project emerged to move the project forward, which resulted in a micro-capital grant agreement between the Bishop Museum and UNDP for the period Jan. 1, 2016 to Feb. 29, 2017 and a budget of USD 150,000. The objective of this agreement was to implement CCCD activities under outcome 1 with a performance target that was to strengthen/expand existing systems to manage biodiversity data with at least 150,000 additional georeferenced species occurrence records (plants and animals) and place them under CEPA's management (from a baseline of 6,883 species recorded in the existing Species Information Management System (SIMS)). On the basis of this agreement, cataloguing of species took place and a large volume of biodiversity data was produced and handed over to CEPA (a total of 303,832 georeferenced records was provided). However, by the end of 2016, this agreement was not continued, and the work conducted by the Bishop Museum stopped. It is not clear exactly why this initiative came to a stop but as of the end of 2016 and following the production of this large number of datasets, PNG was still not with any IT/IS infrastructure to store and manage this information; the main objective of this project.

- ***Support the Design of an integrated Environment Information Management System for Papua New Guinea (2017-2018):*** Following the involvement of the Bishop Museum and a relatively “quiet” period in 2017, the project drafted TORs to hire an expert, who would support stakeholders in designing an integrated EMIS. This consultancy was to take stock of existing systems including five key systems: SIMS, NBIS, Wildlife and CITES database system, Protected Area Register and the datasets produced by the Bishop Museum. Then on the basis of this review elaborate an action plan and TORs to design and develop the EMIS. This consultancy, using international experiences, “pushed” for the acceptance of an open environmental data portal approach and the need for data sharing, including the use of the CKAN data model<sup>8</sup>. The consultancy produced an action plan to develop the EMIS, including the various steps needed for the development of the system in the short-term and in the medium-term. This action plan was also accompanied by TORs to hire/recruit the expertise needed to develop such a system. Through this process, a first contact was made between the CCCD project and the “*INFORM*” project<sup>9</sup> and it was recommended to collaborate with this project to avoid duplication of efforts and reducing overall costs to develop an EMIS.
- ***Supporting the Development of the Open Data Portal for Papua New Guinea (2018):*** Following on the recommendation to collaborate with the *INFORM* project, CEPA and UNDP decided to enter into an agreement with SPREP to collaborate in the development of an EMIS for PNG. A micro-capital grant agreement was established between UNDP and SPREP in mid-2018 with a budget of USD 150,000. The scope of this agreement included three components: 1) Development of Open Data Portal back-end and reporting tool for SOE and CBD; 2) Mapping of data flow and identification of gaps in capacity; and 3) Development of data sharing policy using an open data portal. In continuity with the previous phase, the system developed by the *INFORM* project was to be developed using DKAN; a complimentary offering to CKAN in the effort to make data more open and accessible, which consists mostly in integrating Drupal and PHP ecosystems to CKAN.

63. Despite many difficulties faced by the project, the flexibility in implementing activities provided a good management framework to adapt the way forward, building on existing opportunities. When considering the nature of this project with the need of highly skilled people in both environmental monitoring and information

8 The Comprehensive Knowledge Archive Network (CKAN) is a web-based open-source management system for the storage and distribution of open data. Being initially inspired by the package management capabilities of Debian Linux, CKAN has developed into a powerful data catalogue system that is mainly used by public institutions seeking to share their data with the general public. CKAN's codebase is maintained by Open Knowledge International. The system is used in various government data catalogues, such as the UK's data.gov.uk, the Dutch National Data Register, the United States government's Data.gov and the Australian government's "Gov 2.0".

9 The *INFORM* project is a GEF funded project, implemented by UNEP and executed by the South Pacific Regional Environment Programme (SPREP). As its title indicates it is a project to Build National And Regional Capacity To Implement Multilateral Environment Agreements (MEA) By Strengthening Planning And State Of Environment Assessment And Reporting In The Pacific. It has a budget of USD 4.32M and its inception workshop was in late 2017. The *INFORM* project helps Pacific islands to have reliable access to their own national datasets for environmental information, as well as a process and guide for information use standards.

technology (IT), the limited resources available and the limited common vision on what was needed, the use of adaptive management allowed the project to get somewhere (see Section 3.3.1). Additionally, the collaboration with the *INFORM* project, provides good opportunities to sustain the EMIS with additional resources from the *INFORM* project to last until mid-2020 and possibly more in the medium term.

64. It is also worth noting that from 2017 a project manager was hired to oversee the implementation of the CCCD project. It was not a full time position but yet provided excellent support to move the project forward. The project manager played a key role in the procurement process to recruit a consultant to support the design of an EMIS and also in developing the micro-capital grant agreement with SPREP. The project manager was also the key architect to develop the request for a one-year no-cost extension of the project to April 2019.

### **3.2.2. Partnership Arrangements**

65. As discussed in Section 3.1.5 and 3.1.8, stakeholder engagement and management arrangements of the project identified during the formulation of the project were adequate for the implementation of the project; they provided the project with clear roles and responsibilities for each party. However, as discussed in Section 3.1.8, a Project Board was setup, but it focused on 3 projects including the CCCD project. It is only in February 2018 that a PAB was constituted only for this project and met for the first and only time so far. This setup contributed to a low engagement of stakeholders in the project, prevented a close monitoring of the project progress, limited the review of issues at hand and the decisions to make for corrective actions.

66. The low engagement of stakeholders through the PAB, the slow progress of the project during the initial years, the lack of a project manager and the relatively low budget of this project contributed to a receding interest of key stakeholders over time including CEPA as the executing agency in investing time and resources in this project. As a result, the project almost came to a halt in 2017. This is shown in the level of project disbursement in 2017 which were only USD 36,711 (*see Section 3.2.3*).

67. In term of partnership agreements, it is worth noting that during the formulation stage it was anticipated that the project would institutionalize partnerships between government agencies but also externally-funded projects and programmes on data and information sharing and develop robust yet adaptable data sharing protocols. Due to a slow progress in developing the EMIS, the project was only able to focus on these partnerships in 2018 in parallel to activities conducted with the *INFORM* project. One example of such partnership is a Memorandum of Understanding (MOU) that was prepared in late 2018 between CEPA and the Mineral Resources Authority and regarding “*the exchange of data, related information and other services*”. The purpose of this agreement is to state that the Parties will work cooperatively to ensure the data, related information and other services described in the Data License Agreement (DLA) are delivered in accordance with the terms of that agreement. It includes that the Parties will work collaboratively to: build and maintain their working relationship; establish and implement standards for data exchange and other services to improve reliability, quality, timeliness and access to information; commit to sharing data even where there are data gaps and issues about the quality of the data, and identify opportunities to work in partnership to eliminate duplication of effort and support government initiatives.

68. Based on the review conducted for this evaluation, this partnership approach was a necessary measure to move forward and develop an open environmental data portal. However, it also shows the need for raising awareness on data sharing among decision-makers, the need to develop capacities in the areas of data management and information systems and ultimately the need for a government-wide data sharing approach. Regarding the position of the government, it is worth noting that the Prime Minister launched in 2018 an initiative focusing on data needed for formulating and monitoring development plans as well as monitoring the progress toward the SDGs. A data collection centre has been setup at the national planning agency with a link with CEPA. Templates for collecting data have been provided to respective development agencies and an ongoing dialogue on data sharing and accessibility among agencies has taken place. It is a perfect timing for the CCCD project, the *INFORM* project and CEPA to launch an open environmental data portal as well as release the “*CEPA Data Sharing Policy*”.

### **3.2.3. Project Finance**

69. As indicated in Section 3.2.1, the implementation modality of the project to allocate, administer and

report on project resources is the UNDP support to NIM<sup>10</sup> (National Implementation Modality) approach; that is project activities are carried out by the project management team in partnership with CEPA, the national executing agency for the project.

70. The financial records are consolidated into the UNDP-ATLAS system as the accounting and financial system for all UNDP projects. It allows the project management team to obtain financial reports to the last point of data entry. These reports - Combined Delivery Reports (CDRs) - produce financial information broken down by line items such as local consultant fees, travel tickets, printing and publications, utilities, etc. and presented by outcome (two + project management). Based on the UNDP financial control mechanisms, the project benefited from good financial control mechanisms allowing for the timely flow of funds. It was reported to the Evaluator that no financial audit of the project finances had been conducted due to the small size of the project.

71. The total approved investment in the project was estimated at USD 1,150,000, of which USD 500,000 constituted the grant funding from GEF and USD 650,000 to be co-financed.

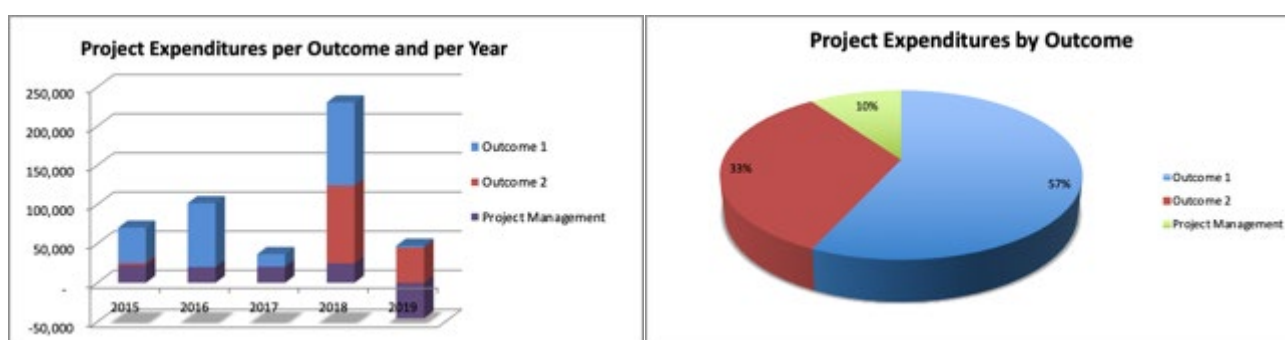
### GEF Funds

72. The review of financial records as recorded in the UNDP Atlas system indicates that as of end of March 2019, over 88% of the GEF grant is already expended and it is expected that 100% of the GEF grant will be expended by the end of project in April 2019. The breakdown of project expenditures by outcome and by year is presented in the table below.

**Table 7: UNDP-GEF Project Funds Disbursement Status (in USD)**

Component	Budget (USD)	2015	2016	2017	2018	2019 <sup>11</sup>	Total (USD)	Outcome/ Total Expenses
Outcome 1	244,500	45,000	81,425	16,014	106,188	2,303	250,930	56.8%
Outcome 2	208,000	2,812	-	-	99,345	45,074	147,231	33.4%
Project Management	47,500	22,676	20,245	20,697	24,941	-45,273	43,286	9.8%
<b>TOTAL</b>	<b>500,000</b>	<b>70,488</b>	<b>101,670</b>	<b>36,711</b>	<b>230,475</b>	<b>2,103</b>	<b>441,447</b>	<b>100%</b>

Sources: UNDP Atlas Financial Reports (Combined Delivery Reports to March 2019 (CDRs)) and information collected from the project management team.



73. The financial figures presented above indicate that so far over 57% of the total GEF grant was expended on outcome 1 that was to enhance the “*capacity to manage and use integrated information systems for Rio Convention implementation*”. Another 33% of the total GEF grant was expended on outcome 2 that was to

10 UNDP defines NIM (National Implementation Modality) as the management of UNDP programme activities in a specific programme country carried out by an eligible national entity of that country. It is expected to contribute most effectively to: (i) greater national self-reliance by effective use and strengthening of the management capabilities, and technical expertise of national institutions and individuals, through learning by doing; (ii) enhanced sustainability of development programmes and projects by increasing national ownership of, and commitment to development activities; and (iii) reduced workload and integration with national programmes through greater use of appropriate national systems and procedures. (Source: UNDP Financial Resources)

11 It includes actual expenditures to End of March 2019

strengthen institutions “for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices”. The remaining expenditures (10%) were expended on project management.

74. When comparing the actual expenditures (USD 441,447) to the original budget per outcome, which was developed during the formulation of the project, a deviation is observed. So far, project expenditures recorded under outcome 1 are USD 6,430 over the initial budget (+2.6%); those recorded under outcome 2 are USD 60,769 under the initial budget (-29.2%) and project management expenditures are USD 4,214 under budget (-8.9%). The Evaluator noted that project management expenses were corrected in April 2019 to reflect the true cost of project management. As a result, the percentage disbursed under project management (9.8% of total expenditures) is in line with the original budget.

75. These disbursements along the timeline indicate clearly the “bumpy” implementation of this project as discussed in section 3.2.1. The disbursements corresponding to the involvement of the Bishop Museum in 2016 can be seen on the diagram as well as the support for designing the EMIS and the development of the open data portal in 2018.

76. As of end of March 2019 actual project expenditures are USD 441,447 or just over 88% of the total GEF grant. A remaining amount of USD 58,553 (12% of the GEF grant) is left to be disbursed/expended during the last month of the project to end of April 2019. According to the project management team, this amount is totally committed; it is a matter of finalizing the procurement processes and processing payments to expend this remaining amount. Based on the review of project financial reports, it is expected that the GEF grant of USD 500,000 will be fully expended by the end of the project.

77. The review of AWP budgets against the yearly actual expenditures (GEF grant + UNDP co-financing) confirms the “bumpy” road to implement this project. The table below indicates that for the first year, the project spent only 37% of the AWP budget, followed by 49% and 10% for 2016 and 2017 respectively. However, following the increase of activities in 2018, 88% of the AWP were expended.

**Table 8: Annual Work Plans versus Actual Expenditures (GEF grant + UNDP Contribution)**

Years	AWP Budgets	Actual Expenditures	% Spent
2015	197,000	72,558	37%
2016	278,206	135,536	49%
2017	349,650	36,711	10%
2018	261,280	230,475	88%

Sources: Project AWPs and UNDP-Atlas CDR Reports

### Co-financing

78. The co-financing commitments at the outset of the project totaled the amount of USD 650,000 with USD 600,000 from CEPA (50% in kind and 50% in cash) and the rest (USD 50,000) from UNDP in cash. The review noted that these two commitments were confirmed by official letters at the outset of this project. The table below indicates the breakdown of this co-financing.

**Table 9: Co-financing Status**

Partner	Type	Commitments (USD)	Actuals (USD)
UNDP	Cash	50,000	35,936
CEPA	Cash	300,000	0
CEPA	In kind	300,000	400,000
INFORM project	In kind	0	?
<b>Total (USD)</b>		<b>650,000</b>	<b>435,936</b>

Source: Project Document and information collected from the project management team.

79. As of end of March 2019, the UNDP cash co-financing contribution to the project recorded in the UNDP

Atlas system was USD 35,936 or 72% of the initial cash co-financing commitment. According to discussion with UNDP during the mission of the Evaluator to PNG, the amount of USD 35,936 should be the final UNDP co-financing contribution to the project; due mostly to the lack of available UNDP TRAC funds.

80. Regarding co-financing contributions - both in kind and in cash - from CEPA, the reported figures to the Evaluator were \$400k as in-kind contribution to the project. Despite a lower amount reported when compared to the planned level of co-financing by the government, the Evaluator confirmed that CEPA – the national executing agency of the project - has contributed in-kind resources to the implementation of this project. It was not possible within the context of this evaluation to measure more accurately this co-financed amount, however, their involvement in project activities such as PAB meetings, workshops, and also overseeing the planning and implementation project activities – including the availability of an office - are a testimony to their in-kind contribution.

81. Finally, the agreement between CEPA, UNDP and SPREP within the context of the *INFORM* project (see Section 3.2.1), has also contributed to the co-financing of the CCCD project; though it was not anticipated at the formulation stage of the CCCD project. By pulling resources from both projects together, synergies were found, and greater achievements are expected from both initiatives. The Evaluator was not able to measure the co-financing amount from the *INFORM* project. However, in the context of the *INFORM* project funded by a GEF grant of USD 4.32M and covering the 14 Pacific Island Countries (PIC), the *INFORM* project is contributing to the development in PNG of a “*reliable access to their own national datasets for environmental information, as well as a process and guide for information use standards*”; a common objective with the CCCD project.

### **3.2.4. Monitoring & Evaluation (M&E) Approach**

82. A Monitoring Framework and Evaluation Plan was developed during the formulation of the project in accordance with UNDP and GEF procedures. A total indicative cost of USD 40,000 was budgeted, representing 8% of the total GEF grant; an adequate budget to monitor a project of this size. This plan lists monitoring and evaluation activities that were to be implemented during the lifetime of the project, including this terminal evaluation. The plan was based on the *Project Logical Framework Matrix* that included a set of performance monitoring indicators along with their corresponding targets and sources of verification.

83. A summary of the operating modalities of the M&E plan is as follows:

- Performance indicators: A set of 20 indicators with their respective baselines and 25 targets by the end of the project were identified and documented in the *Project Logical Framework Matrix*. They have been used to monitor/measure the performance of the project;
- An inception phase where the M&E plan was reviewed and discussed at an inception workshop (December 14-15, 2015). Slight changes to the project targets were made and documented in the project inception report;
- The Project Manager ensured the day-to-day monitoring, particularly to monitor the implementation of annual work plans;
- Periodic monitoring of implementation progress: to be undertaken by the UNDP CO and with other pertinent stakeholders as deemed appropriate and relevant (particularly the PAB members).
- The PMU has had the responsibility to produce progress reports documenting/measuring the progress made by the project for any given period and to report the progress made by the project to the PAB. The reporting function has included two main types of progress reports:
  - Quarterly Progress Reports: This is a UNDP requirement. Recorded in Atlas, these progress reports highlight the main updates on the performance of the project.
  - Annual Project Reports / Project Implementation Reports (APR/PIRs): These reports measure the progress made by the project during the past year and overall since its inception. They include a review of the development objective, measuring the progress made - using the performance indicators - to achieve the overall expected objective and outcomes; and a review of the implementation measuring the progress made during the past year. The Evaluator noted that due to the fact that the GEF grant was below USD 1M, there is no GEF requirement to produce PIRs.
- Final Evaluation: An independent final evaluation focusing on: a) cost-effectiveness, efficiency

and timeliness of project implementation and performance; b) issues requiring decisions and actions; and c) initial lessons learned about project design, implementation and management. No mid-term evaluation was conducted as the overall GEF grant is below USD 2M.

- *A Terminal Review Meeting*: to be held by the PAB, with invitation to other relevant government and municipal stakeholders as necessary, in the last month of project operations.
- *Financial Statements and Annual Audits*: Certified periodic financial statements and an annual audit of the financial statements were to be provided by UNDP Resident Representative, following UNDP Financial Regulations and Rules and applicable Audit policies.

84. The set of indicators to measure the progress of the project was reviewed by the Evaluator. The project was approved with a set of 20 indicators, which were presented in the *Project Logical Framework Matrix* with their respective baselines and 25 related targets to be achieved by the end of the project. The list of indicators and their respective targets are presented in the table below:

**Table 10: List of Performance Indicators**

Project Outcomes	Indicators	Targets
<b>Project Objective:</b> To strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits	<ol style="list-style-type: none"> <li>1. An integrated environmental information management system for monitoring and reporting of PNG's MEA targets and indicators</li> <li>2. Capacity to use the information management system for monitoring and reporting of PNG's MEA targets and indicators</li> </ol>	<ul style="list-style-type: none"> <li>• Rio Convention obligations are being better implemented through an integrated system of data and information managements system.</li> <li>• Future reports will not be data deficient</li> <li>• Increased capacity within relevant stakeholder groups to handle data and information relevant to the Rio Convention</li> </ul>
<b>Outcome 1 - A capacity to manage and use integrated information systems for Rio Convention implementation</b> <ul style="list-style-type: none"> <li>• <b>Output 1.1:</b> A data storage and management system for all MEAs monitoring and reporting</li> <li>• <b>Output 1.2:</b> Strengthened Technical capacity to manage and use integrated information systems for Rio Convention implementation</li> </ul>	<ol style="list-style-type: none"> <li>3. In-depth baseline assessment of current management information system.</li> <li>4. A review of best practice tools for environmental data and metadata sharing and storage management at all levels as part of the design of an integrated EMIS</li> <li>5. An integrated EMIS infrastructure</li> <li>6. Expert working groups will be established under each of the Rio Conventions</li> <li>7. A collection of the best practices for collecting technical data and information for the Rio Conventions.</li> <li>8. Lead agencies identified who will collect the required data and information for Rio Reporting.</li> <li>9. A training course module for all technical government staff that have responsibilities related to the collection and use of environmental data participate in all training courses.</li> </ol>	<ul style="list-style-type: none"> <li>• Baseline assessment of current management information system to be completed by month 4 of the project.</li> <li>• Targeted study of best practice web-based tools for environmental data and metadata sharing and storage management at all levels as part of the design of an integrated EMIS, completed by month 8.</li> <li>• Design and feasibility study of an integrated EMIS completed by month 8 and approved for implementation by month 12.</li> <li>• EMIS infrastructure installation begins by month 12 and completed by month 18</li> <li>• Expert working groups will be established under each of the Rio Conventions to review data and information needs for decision-making by month 2</li> <li>• Identified best practices for collecting technical data and information by month 6.</li> <li>• Best practice materials and training modules are collected and prepared by month 10 of the project.</li> <li>• Training courses begin by month 12. All technical government staff that have responsibilities related to the collection and use of environmental data will participate in all training courses. A minimum of 100 government staff have participated in training courses, with the average score of all attendees no lower than 80% test score. Training courses end by month 30.</li> <li>• At the beginning and ending of each course, each participant will be evaluated, to determine knowledge gained. This will be analyzed to determine incremental learning. This will be undertaken for each course.</li> </ul>
<b>Outcome 2 – Institutional strengthening for improved monitoring of the global</b>	<ol style="list-style-type: none"> <li>10. Agreement on recommendations of institutional reforms.</li> </ol>	<ul style="list-style-type: none"> <li>• Convene expert working group and stakeholder meetings to agree on recommendations of institutional reforms. Expert working group presents a consensus</li> </ul>



Project Outcomes	Indicators	Targets
<p>environment and capacity to replicate successful environmental information management and integration practices</p> <ul style="list-style-type: none"> <li>● <b>Output 2.1:</b> Institutional and organizational reforms to enable incorporation of global environment commitments into planning and monitoring processes</li> <li>● <b>Output 2.2:</b> Data flow system and tracking</li> <li>● <b>Output 2.3:</b> EMIS Demonstration</li> </ul>	<p>11. Parliamentary brief for approval on appropriate, institutional reforms</p> <p><del>Parliament's approval on proposed institutional reforms</del></p> <p><del>Institutional reforms initiated in target institutions</del></p> <p>12. Resource mobilization plan is prepared, peer reviewed and approved by Project Steering Committee</p> <p>13. Memorandum of agreement among key partner agencies to pilot the sharing of data and information during the project life</p> <p><del>New Memorandum of agreement is signed among key partner agencies to share data and information per institutional reforms.</del></p> <p>14. A collection of best practices and software for collecting and sharing data and information, including their use to prepare complex models.</p> <p>15. An architecture for the storage and transformation of data and information</p> <p>16. A mechanism for monitoring the use of data and information for policy formulation and development planning</p> <p>17. Using the EMIS for the preparation of national reports under the Rio Conventions and other MEAs.</p> <p><del>A high value development plan</del></p> <p>18. A collection of data and information requirements for their potential impacts on the global environment</p> <p>19. An expanded EIA methodology that integrates the new best practice methodologies and EMIS.</p> <p>20. A peer review of the draft EIA</p>	<p>agreement on prioritized recommendations by month 12.</p> <ul style="list-style-type: none"> <li>● Prepare parliamentary brief to recommend and approve, as appropriate, institutional reforms by month 14.</li> <li>● <del>Ministers and parliamentary members discuss parliamentary brief and approve appropriate decision by month 18.</del></li> <li>● <del>Institutional reforms are initiated by target institutions by month 20. Over 67% of institutional reforms are completed by month 32.</del></li> <li>● Resource mobilization plan is prepared, peer reviewed and approved by Project Steering Committee by month 12.</li> <li>● Resource mobilization plan is under early implementation by month 14.</li> <li>● Memorandum of agreement among key partner agencies to pilot the sharing of data and information during the project is signed by month 3.</li> <li>● <del>New Memorandum of agreement is signed among key partner agencies to share data and information per institutional reforms signed by month 32.</del></li> <li>● An independent assessment of best practices and software for collecting and sharing data and information, including their use to prepare complex models. This study should be completed by month 8.</li> <li>● An institutional architecture will be constructed for the storage and transformation of data and information by month 10.</li> <li>● A tracking mechanism to monitor the use of data and information for policy formulation and development planning by month 10.</li> <li>● Contribution of the EMIS to the preparation of national reports under the Rio Conventions and other MEAs.</li> <li>● <del>The Project Steering Committee will select a high value development plan by month 20.</del></li> <li>● Each Rio Convention expert working will review this same plan to identify the data and information requirements to evaluate it for its potential impacts on the global environment by month 21.</li> <li>● Develop an expanded EIA methodology that integrates the new best practice methodologies and EMIS by month 24.</li> <li>● Initiate the conduct of the new and improved EIA by month 25. Conduct a peer review of the draft EIA by month 27 and finalize the EIA by month 29.</li> <li>● Prepare lessons learned report between months 30 and 33.</li> </ul>

Source: Project Document and Progress Reports

85. The M&E plan – including the indicators and targets in the Results and Resources Framework - was reviewed during the inception phase and few slight changes were made. It was added that the expected integrated EMIS infrastructure from the project (indicator #5) would be within CEPA. Other changes include the deletion of 4 indicators and their respective targets under outcome 1 & 2 - in red and strikethrough in the table above - and to ensure that the focus on measuring the impact of the project is on the establishment of standard data sharing agreements, setting out the responsibilities of each institution nominated in these agreements as well as the project to explore the sustainability of project achievements beyond the project life.

86. The indicators and targets presented in the table above have been those used to measure the progress of

the project and to report the progress made in the APR reports. The review of these indicators and their respective targets reveals that they are SMART<sup>12</sup> indicators. It is an adequate set of indicators that has been used to measure how well the project progresses. With clear baselines and targets, it makes them unambiguous indicators that are specific, measurable, available and relevant for the project in a timely manner.

87. Moreover, the review indicates that they are progressive and sequential. They allow the measurement of progress overtime by setting up milestones to be met by the project. For instance, to measure how well output 1.1 - that is to develop a data storage and management system for all MEAs monitoring and reporting - is being delivered, a series of three indicators and four targets were identified. To succeed in achieving this output, the project need to complete a baseline assessment by month 4; to complete a targeted study of web-based tools for environmental data and metadata sharing best practices by month 8; to complete a feasibility study for an integrated EMIS by month 8 and the EMIS concept approved for implementation by month 12; and finally an EMIS installed by month 18. The same logic applies for measuring progress for the other outputs.

88. This is a good logic to monitor and measure the progress made by a project; all indicators/targets were timebound. However, it also imposes a certain rigor in the implementation with limited flexibility to adapt to changing conditions. The proposed timing for the 25 targets in the project document represents in fact the implementation schedule of the project. In the case of this CCCD project, which faced various implementation difficulties since its outset, this implementation schedule became very quickly obsolete. Most targets were not met as planned in the project document; including the order of each of these targets. Nevertheless, what is important is that at the end of the project, relevant stakeholders in PNG should have a greater capacity to monitor the environment and to report the status of the environment to the respective MEAs. As it is discussed in section 3.3.1, despite difficulties, the project was able to deliver some key results with some good opportunities to move forward after the end of the project.

89. In addition to this set of indicators and targets the project was to be monitored with the use of a scorecard to assess the development of related capacities in PNG. This scorecard was completed at the outset of the project to establish a baseline (2014). It provided another set of performance indicators to measure the progress made in developing the capacities needed for developing and maintaining the environmental information management exchange system developed with the support of the project. However, the Evaluator noted that this scorecard has not been updated since the outset of the project (*see Section 3.3.2*).

90. The M&E plan – including its set of performance indicators and the capacity development scorecard - provided the project with a good framework to measure its progress/performance. However, due to the fact that this project budget is below USD 1M, no PIR was required by GEF and a decision was made by UNDP to not produce PIRs. The result is that limited reporting on the project is available and no ratings on how well the project has been progressing has been given since its outset. Only two annual progress reports (APRs) are available (2016 & 2018). Together, they do not provide the “full picture” of how well the project has been progressing over time. In addition to these annual reports, monthly reports have been produced since 2017 by the new Project Coordinator. They provide good information on activities conducted by the project but are limited in their assessment of how the project is progressing and achieving its expected results. The Evaluator found that, as a lesson, the production of annual PIRs are a good monitoring tool to record the progress made, to flag any implementation issues and to provide a concise documentation product, which can easily be communicated to key stakeholders, particularly PAB members.

### **3.2.5. Contribution of UNDP and Implementing Partner**

91. UNDP was to provide the required guidance to apply UNDP project management procedures such as procurement, hiring and contracting as well as guidance for reporting project progress. By design, UNDP was to play a role of quality assurance over the implementation of the project, ensuring that the required qualities for project activities were fulfilled. Overall, UNDP was to backstop the project with its own resources, supported the project management team throughout the implementation.

92. CEPA, as the national executing agency, was to have a key role in the implementation of this project as the main government anchor point of the project. The Director of the Policy Department at CEPA was the

---

<sup>12</sup> SMART: Specific, Measurable, Attainable, Relevant and Time-bound

NPD and chaired the PAB, which was formed in 2018. CEPA was to play a facilitator role for the project, providing the government/institutional context for the legitimization of project-supported activities; including a key link with the National Planning Department.

93. However, the contribution of both UNDP and CEPA - as respectively the GEF implementing agency and the national executing agency of the project - to support the implementation/execution of the project has been marginally satisfactory. Both organizations participated actively in the design of the project. In their respective area of responsibility, they were to provide adequate support to the project to ensure an efficient use of GEF resources and an effective implementation of the project. However, for reasons that the Evaluator was not able to identify during the mission to PNG, this support from both organizations has been limited, particularly when the implementation of the project was stalled such as in 2017. It seems that it took too long to react to the needs for moving the project forward.

94. It is true that it is a relatively small project for both organizations and as such the importance of the project may have been secondary to other larger projects implemented/executed by UNDP and CEPA; hence explaining partly the slow reaction of both organizations to address the critical issues that hampered its implementation. However, the overall review of the entire project cycle indicates that the fact that no project coordinators were on board full time from the outset and that the project did not have its specific PAB until 2018 may have also contributed to the slow reaction to address implementation/execution issues. The CCCD project was part of three projects reviewed by a project board, which is not a good approach when there are urgent needs to be addressed.




95. Nevertheless, the Evaluator also noted a big change in the contribution of both Partners - UNDP and CEPA - since later in 2017. A project coordinator was hired part time mid-2017, a no-cost extension of the project was approved, and a PAB was formed specifically for the CCCD project and met for the first time in February 2018. These actions seem to have re-energized the key Partners. Under the leadership of the project coordinator, the project launched the search for a consultant to design an EMIS for PNG. This assignment was followed by the identification and negotiations with the *INFORM* project (implemented by SPREP/CEPA) to implement jointly activities required for the development of an EMIS at CEPA. After an on-again and off-again implementation, the project has been enjoying a good implementation period from mid-2017 with critical positive achievements (*see Section 3.3.1 below*). A common vision seemed to have emerged; as one interviewee said, “*the project started with a vision but no clarity how to get there*”. Through the recent work implemented since mid-2017, there is a better understanding on how to get there! Additionally, the good engagement of CEPA should ensure the legitimization of project achievements; hence contributing to the long-term sustainability of project results.

### 3.3. Project Results

96. This section discusses the assessment of project results; how effective was the project to deliver its expected results, how sustainable these achievements will be over the long-term, and what are the remaining barriers limiting the effectiveness of the project.

#### 3.3.1. Overall Achievements/Results

97. As presented in Sections 3.1, the project has been implemented through two (2) components. The implementation progress is measured through a set of 20 indicators, each one with its respective target(s) to be achieved by the end of the project. Below is a table listing key results achieved by the project against each expected outcome, using the corresponding targets to measure the progress made. Additionally, a color “*traffic light system*” code was used to represent the level of progress achieved by the project.

	Completed, indicator shows successful achievement
	Indicator shows expected completion by the end of the project
	Indicator shows poor achievement – unlikely to be completed by project closure

**Table 11: List of Achievements vs. Expected Outcomes**

Expected Results	Project Targets	Results	TE Assess.
<p><b>Outcome 1 - A</b> capacity to manage and use integrated information systems for Rio Convention implementation</p> <ul style="list-style-type: none"> <li>● <b>Output 1.1:</b> A data storage and management system for all MEAs monitoring and reporting</li> <li>● <b>Output 1.2:</b> Strengthened Technical capacity to manage and use integrated information systems for Rio Convention implementation</li> </ul>	<ul style="list-style-type: none"> <li>● Rio Convention obligations are being better implemented through an integrated system of data and information managements system.</li> <li>● Future reports will not be data deficient</li> <li>● Increased capacity within relevant stakeholder groups to handle data and information relevant to the Rio Convention</li> <li>● Baseline assessment of current management information system to be completed</li> <li>● Targeted study of best practice web-based tools for environmental data and metadata sharing and storage management at all levels as part of the design of an integrated EMIS</li> <li>● Design and feasibility study of an integrated EMIS and approved for implementation</li> <li>● EMIS infrastructure installation completed</li> <li>● Expert working groups will be established under each of the Rio Conventions to review data and information needs for decision-making</li> <li>● Identified best practices for collecting technical data and information</li> <li>● Best practice materials and training modules are collected and prepared</li> <li>● Training courses delivered. All technical government staff that have responsibilities related to the collection and use of environmental data will participate in all training courses. A minimum of 100 government staff have participated in training courses, with the average score of all attendees no lower than 80% test score.</li> <li>● At the beginning and ending of each course, each participant will be evaluated, to determine knowledge gained. This will be analyzed to determine incremental learning. This will be undertaken for each course.</li> </ul>	<ul style="list-style-type: none"> <li>● Communications requesting relevant agencies to provide data related to Rio conventions and to inform of the initiatives under this project were made between 2016-2017.</li> <li>● Identified data sources required for National Biodiversity Strategic and Action Plan and the 5th as well as 6th national report to CBD.</li> <li>● Identification of ICT requirements for the Open Environmental Data Portal completed in Dec 2017, including using CKAN, a free and open source software. Concept accepted by CEPA and approved by the PAB in February 2018.</li> <li>● Negotiations between UNDP, CEPA and SPREP to change the chosen platform from CKAN to DKAN and start configuring DKAN for CEPA's data sharing needs in March 2018.</li> <li>● Agreement between SPREP, CEPA and UNDP to collaborate as an opportunity to better harmonize the current initiatives being delivered by the UNDP and UNEP-SPREP to better support CEPA's information management capacities.</li> <li>● Provided training for data analysis for CBD indicators.</li> <li>● Developed training modules on the use of the open data portal in collaboration with the <i>INFORM</i> Project (SPREP).</li> <li>● Launch of the open environmental data portal and data sharing policy at CEPA in March 2019.</li> </ul>	
<p><b>Outcome 2 –</b> Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices</p> <ul style="list-style-type: none"> <li>● <b>Output 2.1:</b> Institutional and organizational</li> </ul>	<ul style="list-style-type: none"> <li>● Convene expert working group and stakeholder meetings to agree on recommendations of institutional reforms. Expert working group presents a consensus agreement on prioritized recommendations</li> <li>● Prepare parliamentary brief to recommend and approve, as appropriate, institutional reforms</li> <li>● Resource mobilization plan is prepared, peer reviewed and approved by Project Steering Committee</li> <li>● Resource mobilization plan is under early implementation</li> </ul>	<ul style="list-style-type: none"> <li>● As a result of the grant agreement, Bishop Museum supplied CEPA with: <ul style="list-style-type: none"> <li>○ 144,774 georeferenced specimen records of amphibians and reptiles from the Papuan region. These data were originally obtained from some 30 museums around the world with significant Papuan holdings.</li> <li>○ 159,058 records of Papua New Guinea plants which have enhanced data from the PNG Plants Database.</li> <li>○ GIS shapefiles of 342 amphibians, 335 reptiles, 298</li> </ul> </li> </ul>	

Expected Results	Project Targets	Results	TE Assess.
<p>reforms to enable incorporation of global environment commitments into planning and monitoring processes</p> <ul style="list-style-type: none"> <li>● <b>Output 2.2:</b> Data flow system and tracking</li> <li>● <b>Output 2.3:</b> EMIS Demonstration</li> </ul>	<ul style="list-style-type: none"> <li>● Memorandum of agreement among key partner agencies to pilot the sharing of data and information during the project is signed.</li> <li>● An independent assessment of best practices and software for collecting and sharing data and information, including their use to prepare complex models.</li> <li>● An institutional architecture will be constructed for the storage and transformation of data and information</li> <li>● A tracking mechanism to monitor the use of data and information for policy formulation and development planning.</li> <li>● Contribution of the EMIS to the preparation of national reports under the Rio Conventions and other MEAs.</li> <li>● Each Rio Convention expert working will review this same plan to identify the data and information requirements to evaluate it for its potential impacts on the global environment</li> <li>● Develop an expanded EIA methodology that integrates the new best practice methodologies and EMIS</li> <li>● Initiate the conduct of the new and improved EIA. Conduct a peer review of the draft EIA and finalize the EIA</li> <li>● Prepare lessons learned report</li> </ul>	<p>mammals and 813 birds, for a total of 1,788 taxa. These files which include all known species as of mid-2016 were incorporated into the updated PoWPA exercise conducted by the University of Queensland.</p> <ul style="list-style-type: none"> <li>● Development of data sharing agreements with relevant line-agencies and CEPA with the assistance of the Constitution and Law Reform Commission on the drafting of the data sharing agreements.</li> <li>● Data sharing agreements (MOUs) are drafted and should go through government processes that may delay the signing of agreements. All 5 agreements with key line agencies that were willing to share relevant datasets with CEPA should be signed by April 2019 (end of project). These agreements include sharing data on the open data platform currently being set up in collaboration with SPREP's INFORM Project (<a href="https://png-data.sprep.org/">https://png-data.sprep.org/</a>)</li> <li>● Supported SPREP for the identification of business processes and data flow diagrams for CEPA technical divisions; focusing on the integration of various datasets both within CEPA and outside of CEPA</li> <li>● Assistance from the UN Biodiversity Lab to provide spatial information to help with the preparation of the 6th National Report to CBD and a link will be made with the open data portal.</li> </ul>	

Source: Adapted from project progress reports and information collected during the field mission.

98. As discussed in other sections of this evaluation report, the implementation of the project has been “bumpy” with periods with good progress and periods with limited progress. Overall, the effectiveness of the project to achieve its expected results, is rated as marginally satisfactory. Despite many issues faced by the project throughout its lifetime, the recent development with the collaboration with the INFORM Project has been leading to the development of an open environmental data portal (<https://png-data.sprep.org/>) as well as a CEPA Data Sharing Policy; both were launched recently at a national workshop on March 26, 2019.

99. Despite a project strategy with a clear set of expected results, as discussed in section 3.1.1, it was an ambitious project, which required specific skills and knowledge. As one interviewee for this evaluation said, “we had a vision of where to go but no clarity on how to get there”. The review conducted for this evaluation reveals that stakeholders struggled “to clarify how to get there”. A first attempt was decided to go with the collaboration of the Bishop Museum from Hawaii. However, with a strong focus on collecting datasets on biodiversity in PNG, and no progress made on developing an information infrastructure to store and manage environmental information, this initiative was stopped in late 2016-early 2017. A second attempt emerged in mid-2017 to recruit an expert to design the EMIS. This attempt was followed with the start of the collaboration with the similar regional INFORM project implemented by SPREP which is still ongoing in PNG and will continue after the end of the CCCD project.

100. Overall and as discussed in section 3.2.1, the implementation of the project can be summarized into 3



main phases:

- **Phase 1: *Involvement of the Bishop Museum from Hawaii (2016)*:** Following negotiations between the Bishop Museum from Hawaii and in collaboration with some stakeholders, a project emerged, which resulted in a micro-capital grant agreement between the Bishop Museum and UNDP for the period Jan. 1, 2016 to Feb. 29, 2017 and a budget of USD 150,000. The objective of this agreement was to implement CCCD activities under outcome 1 with a performance target that was to strengthen/expand existing systems to manage biodiversity data. Under this agreement, cataloguing of species took place and a large volume of biodiversity data was produced and handed over to CEPA (a total of 303,832 georeferenced records was provided).
- **Phase 2: *Support the Design of an integrated Environment Information Management System for Papua New Guinea (2017-2018)*:** The project recruited an international consultant to support stakeholders in designing an integrated EMIS. The consultancy took stock of existing systems including SIMS, NBIS, Wildlife and CITES database system, Protected Area Register and the datasets produced by the Bishop Museum. Then, elaborated an action plan and TORs to design and develop the EMIS, including the approach for an open environmental data portal using the CKAN data model (*see footnote 8*). This consultancy was concluded with the identification of the “*INFORM*” project (*see footnote 9*) and the recommendation to collaborate with this project to avoid duplication of efforts and reducing overall costs to develop an EMIS for PNG.
- **Phase 3: *Supporting the Development of the Open Data Portal for Papua New Guinea (2018-19)*:** Based on the recommendation to collaborate with the *INFORM* project, a micro-capital grant agreement was established between UNDP and SPREP in mid-2018 with a budget of USD 150,000 to develop an EMIS. The agreement included three components: 1) Development of Open Data Portal back-end and reporting tool for SOE and CBD; 2) Mapping of data flow and identification of gaps in capacity; and 3) Development of data sharing policy using an open data portal. In continuity with the previous phase, the system developed by the *INFORM* project was to be developed using DKAN; a complimentary offering to CKAN in the effort to make data more open and accessible, which consists mostly in integrating Drupal and PHP ecosystems to CKAN.

101. As indicated with the color code, the second outcome has been rated in red that is the “*indicator shows poor achievement – unlikely to be completed by project closure*”. This is mostly due to the fact that this second outcome was to focus on reforming institutions and incorporating global environment commitments into planning and monitoring processes, as well as demonstrating the EMIS value through the EIA process. As of the time of this terminal evaluation, not much has been done in these areas; mostly due to the fact that the EMIS has only been launched in March 2019. This outcome could have only been implemented once the EMIS is functioning and be able to provide timely and accurate environmental data/information.

102. Nevertheless, PNG is now equipped with an EMIS to store, manage and report environmental information. An open environmental data portal is now accessible by the public and populated with some key datasets. CEPA also released its Data Sharing Policy, which is to encourage the free exchange of data within CEPA, with other government agencies and institutions within Papua New Guinea and with the public, as appropriate; while at the same time, ensure that sensitive information (including commercially sensitive data) held by CEPA is not compromised.

### 3.3.2. Attainment of Project Objective / Impact

103. The review of project achievements presented in the previous section 3.3.1 reveals that the implementation has been marginally satisfactory; some expected results planned at the outset of the project will not be met by the end of the project. The table below presents the key results of this project against the objective and its related performance indicators and targets.

**Table 12:** List of Achievements vs. Objective

Expected Result	Project Target	Results
<b>Project Objective:</b> To strengthen national capacities to measure, report and verify	<ul style="list-style-type: none"> <li>• Rio Convention obligations are being better implemented through an integrated</li> </ul>	<ul style="list-style-type: none"> <li>• Essential biodiversity information for CEPA reviewed and updated by Bishop Museum. In particular on CITES, Ramsar, water use and other aspects of biodiversity</li> </ul>

Expected Result	Project Target	Results
internationally agreed targets and indicators of global environment benefits	system of data and information managements system. • Future reports will not be data deficient • Increased capacity within relevant stakeholder groups to handle data and information relevant to the Rio Convention	information required to report on the progress on CBD, UNCCD and UNFCCC. • A functional open environmental data portal at CEPA using the web-based open-source management system DKAN for the storage and distribution of open data ( <a href="https://png-data.sprep.org/">https://png-data.sprep.org/</a> ) • A Data Sharing Policy to encourage the free exchange of data within CEPA, with other government agencies and institutions within Papua New Guinea and with the public • Five data sharing agreements (MOUs) between CEPA and key line agencies that were willing to share relevant datasets on the open data platform should be signed by the end of the project. • Training modules developed and training of staff on using and maintaining the open data portal started.

Source: Adapted from project progress reports and information collected during the field mission

104. When comparing key results with the objective, the project contributed “*to strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits*”. The project will have a long-term positive impact on strengthening the capacities to better manage environmental information and report nationally and internationally on the status of the environment in PNG. CEPA is now equipped with an open environmental data portal as well as data sharing policy to provide guidelines on sharing environmental information.

105. Despite various implementation issues faced by the project, the project was finally able to make good progress. It is true that the project could have delivered more results and be closer to all its expected results. However, it would have required a number of conditions to be met at the outset of the project such as a “*greater clarity on how to get there*”, existence of skills and knowledge among stakeholders, better access to expertise in IM/IS for managing environmental information, better management arrangements with a full-time project coordinator and a PAB focusing on this project, etc.

106. In insight, when considering the baseline on which the project was to be implemented and its set of expected results, it was, by far, a too ambitious project with limited resources and time. However, as it stands at the time of this terminal evaluation and as discussed in the previous section, PNG is now equipped with an EMIS to store, manage and report environmental information. CEPA has a web-based open environmental data portal populated with a good initial set of data accessible by all. It also has a data sharing policy to encourage the free exchange of data, which is much in line with the current government strategy to focus on better data for development plans and the implementation of SDGs.

107. It is a good step forward to improve national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits (objective of the project). However, the task of improving the management of environmental information as it was identified in the NCSA (*see Section 3.1.1*), has only begun. The project has been able to make a good contribution with the development of an EMIS. A good infrastructure is now in place to better manage information and report on the environment and to give access to environmental information to decision-makers. However, more efforts and resources are needed to consolidate these achievements. At the time of this evaluation, the web-based system was launched. The datasets contained in the system are mostly environmental reports such as Biennial Update Reports (BURs), State of Conservation Report, IUCN Redlist Data, Intended Nationally Determined Contribution (INDC) reports, and many more. As it is currently, it provides a good “cloud” library of documents related to the environment in PNG. The next big steps will be to strengthen the collection of environmental data, to develop a database in the backend of the system to store this data, and to design user interfaces to visualize this data. Strengthening the management of environmental information is a work in progress. When considering the project resources and its timeline, good “*building blocks*” have been put in place; however, much more is needed to consolidate these achievements.

108. From a capacity development point of view, a scorecard was developed at the formulation stage to

monitor the progress made in strengthening capacities against a baseline determined at the outset of the project. As part of the GEF CCCD programme, measuring the performance of this type of project does not lend itself readily to programme indicators, such as improving the estimation of greenhouse gas emissions, reducing the percentage of people to the impact of climate change, or percentage increase of protected areas containing endangered endemic species. Instead, CCCD projects are measured by output, process, and performance indicators that are proxies to the framework indicators of improved capacities for the global environment. To this end, a scorecard has been developed by UNDP, UNEP and GEF to measure the progress made in strengthening crosscutting capacities in five major areas: stakeholder engagement; information and knowledge; policy and legislation development; management and implementation; and monitoring and evaluation. The result of this scorecard is presented in the table below.

**Table 13: Scorecard on Capacity Results**

Capacity Results	Score at beginning of project	Score at end of project
CR 1: Capacities for engagement	5/9	?/9
CR 2: Capacities to generate, access and use information and knowledge	5/15	?/15
CR 3: Capacities for strategy, policy and legislation development	5/9	?/9
CR 4: Capacities for management and implementation	2/6	?/6
CR 5: Capacities to monitor and evaluate	0/6	?/6
<b>Total:</b>	<b>17/45</b>	<b>??/45</b>

109. Unfortunately, this scorecard has not been used by the project implementation team; it has been overlooked by the country office/project team. As a result, no mid-term nor end of project scores were provided to the Evaluator. The baseline scores (at time of formulation of the project) indicate low capacities to generate, access and use information and knowledge as well as capacities for management and information and capacities to monitor and evaluate. Overall, the baseline score indicates a score equals to about one third of the maximum score.

#### ***Remaining barriers to achieve the project objective***

110. The rationale of this project was based on addressing some key barriers. As discussed in section 1 of this report, the NCSA completed in 2010 found that the overall low capacity to implement the Rio Conventions was in large part due to weak data and information management that is necessary for making sound decisions and planning good practice interventions, as well as not having the right indicator to monitor or measure performance. Furthermore, it found that some data did exist in various departments and different forms, but these datasets were not accessible in a form or timely for use in decision-making and for reporting purposes.

111. Despite that it is difficult to measure the contribution of the project in removing this key issue, the assessment conducted for this terminal evaluation confirms that project activities contributed in the partial removal of this barrier. As discussed above and in the previous section 3.3.1, the project supported the development of an infrastructure to store, verify and report environmental information. CEPA has now an open environmental data portal given access to environmental information in PNG and a policy to facilitate the sharing of environmental information.

112. In the meantime, the review indicates that few barriers may still hinder future progress. It includes the lack of financial and skilled human resources; more capacities are needed to maintain and update the data portal; greater capacity of decision-makers to use more complex environmental knowledge; weak links between national, provincial, district and local tiers of government limiting the data collection at the local level and rolling up this information at national level; and greater data sharing among government agencies. Finally, despite the good ownership of project achievements by CEPA, there is still the need to politically “anchor” the subject of environmental information management at the government level, to ensure a good political visibility for decision-makers of the need to have access to accurate and timely environmental information.



### 3.3.3. Relevance

113. As discussed in chapter 3.1, the project has been relevant for PNG. Its timing was good; it provided the government with additional resources to develop capacities seeking to improve the monitoring of the environment and to make environmental information available to policy and decision-makers. The project concept emerged from national priorities to strengthen this area.

114. The project was formulated on the basis of a review of barriers, issues, capacity gaps and priorities, which were identified during the NCSA conducted during the period 2006-2010. Among the findings of this self-assessment one crosscutting issue related to the implementation of the Rio Conventions in PNG was the limited knowledge and information management. It was found that data and information management that is necessary for making sound decisions and planning good practice interventions was weak, and that indicators to monitor or measure environmental performance were not adequate. Furthermore, the second MDGs national comprehensive progress report for PNG<sup>13</sup> stated that despite that “*PNG has signed a large number of MEAs, it does not have the capacity to collect and analyze most of the data required for effective monitoring of these MEAs*”. Moreover, the report also concludes that “*without major improvement in DEC’s database (now CEPA), as well as improvements in technical expertise in the area of monitoring, this will not be possible*”; i.e. to monitor more effectively progress made in the management of natural resources, including better database system to collect, store and report environmental information but also identify good set of environmental indicators.

115. Faced with this issue of having better access to environmental information, PNG has been supported by externally-funded projects to strengthen this sector. However, most initiatives focused on a limited scope such as biodiversity, land degradation, forestry, etc. The uniqueness of the CCCD project was that its focus was on strengthening environmental monitoring and environmental information management in its entirety. As a result, it has been a direct response to the barriers discussed above; addressing a national priority that has been identified since 2010. Rooted in these priorities, the CCCD project has been relevant for PNG.

116. The relevance of the project can also be found in the *Papua New Guinea Development Strategic Plan 2010-2030*. This plan recognizes the weaknesses in the monitoring of the natural and human built environment and the need to establish databases for better monitoring the environment. It also states that there is a need to enhance planning, monitoring and reporting systems. In a more recent context, the project is also relevant within the *Strategy for the Development of Statistics 2018-2027*. This strategy seeks to involve all the stakeholders in the national statistical system: data suppliers, statistics producers, data users, training institutions, local and international organizations and development partners in the development of statistics in PNG. The strategy proposes five strategic themes translated into objectives and activities in the action plan; they include: 1) strengthening the coordination mechanism; 2) developing human resource capacity; 3) strengthening the quality of the national statistical system products; 4) disseminating, accessing and using statistical information; and 5) mobilizing funding for implementing the strategy. Finally, the Medium-Term Development Plan III 2018-2020 includes the goal of promoting PNG’s environmental sustainability under which one strategy is to improve the monitoring and reporting of environmental issues and behavioral trends as well as the goal for an effective monitoring and mitigating climate change impacts. Together, the focus on the need for more and better environmental information makes this project all the more relevant.

117. The project is also highly relevant within the GEF Cross-Cutting Capacity Development (CCCD) programme. As discussed in section 3.1.4, the CCCD programme is a flexible mechanism funded by the GEF to address critical capacity issues related to the implementation of MEAs in countries. The concept of this mechanism is to build on existing mechanisms and structures, addressing national priorities, and using a unique inter-sectoral/inter-ministerial approach. This project is part of a set of projects funded by the GEF under the “*Strategic Approach to Enhance Capacity Building*” policy. Under GEF-6<sup>14</sup>, the strategy for this CCCD programme states that “*it will facilitate the acquisition, exchange and use of knowledge, skills, good practices, behavior necessary to shape and influence national planning and budgeting processes and implementation in support of global environmental benefits*”. It had five objectives (a) to integrate global environmental needs

---

13 Department of National Planning and Monitoring, UNDP, September 2010, *PNG – MDGs Second National Progress Comprehensive Report for PNG 2010*

14 It was noted that the funding of this programme under GEF7 was discontinued.

Terminal Evaluation of the UNDP-GEF-Government of PNG Project “*Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits*” (PIMS 4930)

into management information systems; (b) to strengthen consultative and management structures and mechanisms; (c) to integrate Multilateral Environmental Agreements' provisions within national policy, legislative, and regulatory frameworks; (d) to pilot innovative economic and financial tools for Convention implementation; and (e) to update NCSAs. The review found that this project, seeking to strengthen the underlying information and knowledge management foundations upon which PNG can undertake a more holistic and comprehensive approach for analyzing policy interventions from a Rio Convention perspective, is perfectly aligned with the CCCD programme strategy.

118. Finally, as discussed in section 3.1.7, the project is also relevant for UNDP in PNG. As part of its country programme, UNDP interventions in PNG are guided by the UNDAF 2018-2022. It plays a crucial role in helping the government of PNG meet its obligations for environmental protection, providing technical and advisory support for biodiversity conservation, sustainable use and management of natural resources, climate change-related risks, and other thematic areas. The CCCD project is part of the third programme priority- *Sustainable Management of Natural Resources, Biodiversity Conservation, Strengthened Climate & Disaster Resilience*.

### **3.3.4. Efficiency**

119. The implementation of the project has faced many administrative and management difficulties. As discussed in other parts of this report, the implementation of the project has been a “bumpy” ride, which affected its overall effectiveness. As discussed in section 3.2.1, several factors contributed to these difficulties. It includes a project board which was not exclusively set up for this project but had 3 projects to oversee; a part time Project Manager was hired in March 2016 but left soon after and the project stayed without any project coordinator until 2017; an office was made available at CEPA for the project but was never occupied; and the lack of available skills, knowledge and vision also contributed as barriers for a good implementation of the project.

120. Nevertheless, adaptive management has been used to address the issues at hand and try to move the project forward. A first attempt at moving the project forward was with the collaboration with the Bishop Museum from Hawaii in 2016 through a micro-capital grant agreement; a UNDP mechanism to mobilize project resources with not-for-profit organizations. This collaboration was more focused on gathering datasets on biodiversity and less on the development of an IT/IS infrastructure to store and manage environmental information. The agreement was terminated at the end of 2016. Then, near the end of 2017 an expert was recruited to design an EMIS for CEPA. This short assignment identified the existence of the *INFORM* project, a UNEP-SPREP-GEF regional initiative to support Pacific countries in developing their capacities to implement MEAs. As a result, another collaborative agreement was signed with SPREP and financial resources from the *INFORM* project and from the CCCD project were pulled together to implement an EMIS for PNG. As of the end of March 2019, an open-source environmental data portal was launched and is now providing easy access to key existing environmental datasets. Through this type of adaptation, the project certainly demonstrated its ability to adapt to changing environment.

121. The review conducted for this evaluation, indicates that when considering the nature of this project with the need of highly skilled people in both environmental monitoring and information technology, the limited resources available and the limited common vision on what was needed to be done to achieve its objective, the use of adaptive management and its flexibility allowed the project to move forward and achieve some key expected results; particularly the development of “*capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits*”. The project could have delivered more results but as discussed in section 3.1.1, it was an ambitious project with a limited timeframe. Moreover, the difficulties encountered by the project – particularly the difficulties to find adequate expertise – could be expected when considering the need for such complex IT and IS skills and knowledge as well as environmental management expertise to improve environmental monitoring of a country.

### **3.3.5. Country Ownership**

122. As discussed in other sections of this report, the ownership of project achievements by CEPA is good. The project has been addressing a key national priority that was to strengthen the monitoring of the environment and to make environmental information available to policy and decision-makers. The project was

formulated on the basis that environmental data and information management that is necessary for making good decisions and planning good interventions was weak, and that CEPA needed to identify the proper indicators to monitor and measure the performance of managing the natural resources in PNG. It is a response to a prioritized need.

123. As discussed in section 3.1.3, the timing of the project was also good. Several initiatives had taken place prior to this CCCD project but none of these projects focused on the overall environmental monitoring area. Instead they all focus on one or two areas such as climate change, or biodiversity, forestry, etc. Furthermore, most of these activities were project-driven and limited progress was achieved to raise the capacity of CEPA to better monitor the environment in PNG. The CCCD project offered the possibility to tackle the issue from an environmental monitoring point of view. Additionally, the approach taken to use an open source software system such as DKAN offered the possibility to upload existing datasets in various format without the need to convert these datasets. CEPA has now an open-source environment data portal and has been developing its capacity to maintain, update and upgrade the platform over time. They own it and plan to make use of it!

124. It is expected that the ownership of project results by CEPA will contribute to the long-term sustainability of these achievements. These achievements are being mainstreamed into the management systems and instruments used by CEPA; they should be sustained over the long-term. The web-based data portal is now functional and partly populated with key existing environmental datasets. Based on observations collected during this evaluation, the building blocks developed with the support of the project should be sustained over the long term. PNG has now a web-based platform providing some key datasets, which are now accessible by policy and decision-makers.

### **3.3.6. Mainstreaming**

125. The review of project achievements indicates that most of them are already institutionalized and mainstreamed within CEPA as the national agency responsible for monitoring the environment. CEPA is the entity that is the custodian of the web-based environmental data portal. The Data Sharing Policy developed for CEPA has now been launched and it is now part of the CEPA policy instruments to manage and monitor the natural resources in PNG.

126. Despite a slow start, which affected the interest of CEPA at the beginning of this CCCD project, the last 18 months of implementation of the project reengaged the stakeholders and particularly CEPA. Following a short phase to design the system needed for PNG in late 2017 - early 2018, the agreement between CEPA, SPREP and UNDP signed in mid-2018 to jointly develop the data portal, reignited the stakeholders' interest in the project; particularly the CEPA interest in finally having an operational web-based data portal for environmental and sustainable development information.

127. This project – though ambitious and with limited time and resources - was to develop capacities in environmental monitoring and reporting within CEPA, including sharing data with other key departments and agencies. Despite that the project did not meet all its targets it contributed to building the foundations for an improved national environmental monitoring system. PNG is now equipped with an operational web-based environmental data portal. The CCCD project has played a catalytic role in developing this first base. CEPA should now move to the next phase that is the consolidation of the platform, including the development of the required capacities within CEPA to maintain, update and upgrade the platform as well as continue the promotion of sharing information to be used by policy and decision-makers. The Evaluator noted that the INFORM project should be able to support CEPA's activities in this area for another year until mid-2020.

128. Within the context of implementing SDGs in PNG, the project – by improving the monitoring and the sharing of environment data - has contributed to the monitoring of the implementation of SDGs. Environmental information is now more accessible through a web-based data portal; it provides a more reliable environmental information base. The review of the global targets and indicators indicates that the project has particularly contributed to one target under the SDG 12 that is “*By 2030, ensure that people everywhere have the relevant information and awareness for sustainable development and lifestyles in harmony with nature (target 12.8)*”; however by strengthening the availability of reliable environmental information in PNG, the project also contributed indirectly to several other targets such as targets 6.6, 12.2, 12.4, 12.A, 12.B, 14.4, 15.1, 15.9, 17.9.

129. Regarding poverty alleviation – a UNDP priority – the objective of the project is such that it did not have direct links to promote poverty alleviation. It would only be that by improving the monitoring of environmental impacts, the management of the environment should also improve over the long term, and by extension, it could be said, that it may have a positive impact to alleviate poverty. However, this CCCD project does not directly promote poverty alleviation.

130. Finally, as discussed in section 3.1.5, the gender dimension was not considered in the project document. No reference is made to gender considerations in the baseline information. However, the Evaluator noted that despite that gender was not considered in the project formulation, the need to consider and mainstream gender into all projects in PNG could not be overstated. A study on how to improve gender inclusiveness and participation in PNG's REDD+ strategy concluded that the role of women in the management of natural resources in PNG is critical and that gender considerations complying with international standards is a must in any conservation projects. This is also confirmed by the UNDAF 2018-2022 that states that PNG faces significant gender inequality. As the UN development assistance framework for PNG, it promotes a gender-sensitive approach, including the need to conduct gender-sensitive risk assessments in all areas of the assistance framework and the use of a gender scorecard to assess the performance in gender mainstreaming.

### **3.3.7. Sustainability**

131. The sustainability strategy detailed in the project document focuses mostly on securing institutional reforms that will be project-based and legitimized through Memoranda of Agreement. It was based on the strategy to develop collaborative arrangements for the active engagement of partner stakeholders in the establishment of the EMIS, in particular on the agreement of global environmental data and information that need to be systematically measured and coded. Furthermore, it was anticipated that these arrangements would also facilitate the sharing of data and information at a sufficiently low transactional cost to make sharing an overall better option than working in silos. However, the strategy also detailed that the EMIS must also be accompanied by a clear and thorough analysis and the establishment of incentives, preferably non-monetized incentives. These include accountability for quality analyses and the significant lowering of the opportunity cost of business-as-usual.

132. It is a valid strategy; these agreements should facilitate the sharing of environmental information, which is also much aligned with the current strategy of the Department of National Planning to improve data collection and analysis related to development plans in PNG. However, this sustainability strategy is also somewhat missing the necessary technical capacities needed to maintain and upgrade such a system on an ongoing basis. In addition to the needed transfer of skills and knowledge it also includes the required financial and human resources to be available for the system to be sustained over the medium and long-term.

133. Before discussing the various risks below, the Evaluator noted that the project achievements are already well institutionalized within CEPA, the institution responsible for monitoring the environment in PNG. In particular, CEPA is the custodian of the web-based open environmental data portal (EMIS). The system has been launched at the end of March 2019 and it is now under their supervision. Capacity development has taken place through training of staff and will continue after the end of the CCCD project through the *INFORM* project until mid-2020. In addition, the recently launched CEPA Data Sharing Policy should also be sustained over the medium and long-term. It is part of CEPA's policy instruments to implement their vision that is "*to ensure natural and physical resources are managed to sustain environmental quality and human well-being*". CEPA's strategy on data sharing is also part of the government to reform this area and make data more accessible and shared among decision and policy-makers.

#### ***Financial risk to Sustainability***

134. Financial risk is an area where some questions related to the long-term sustainability of project achievements need some attention. As discussed throughout this report, the project has delivered a web-based data portal (<https://png-data.sprep.org/>) to improve the capacity to manage and use integrated information systems needed for the implementation of the Rio Conventions. This is a good first step. An infrastructure is now in place to better monitor and report on the environment and to give access to environmental information to policy and decision-makers. However, as discussed in section 3.3.2, much more efforts and resources are needed to consolidate these achievements. The government will need to increase its budgetary resources to allow the continuation of strengthening this area in PNG; including the recurrent cost of web hosting and

domain registration as well as the human and financial resources to maintain, update and upgrade the platform over time. The good news is that so far, the review confirms the government's commitment to strengthen the monitoring of the environment and the sharing of this information. It is a priority for CEPA, but it is also much aligned with the overall government approach to better monitor the development sectors in PNG and share this information in the context of implementing the SDGs. In the meantime, it is recommended that the project identified a roadmap for the way forward after the end of the project. This roadmap should particularly focus on the critical milestones to be met in the future and needed for keeping the priority on the agenda of CEPA as well the government agenda.

#### ***Socio-economic risk to Sustainability***

135. The review indicates that there is no socio-economic risk to sustainability. In the worst-case scenario which would be that the project has a limited impact over the long term, no negative effect is anticipated other than the continuation of the “*business as usual*” scenario, which would keep the priority needs to provide better environmental information at the forefront of the government agenda. Nevertheless, the current scenario is that the project has made some progress, and it is expected that project achievements will be sustained over the long term. It is a good step forward to improve national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits. Much more is needed in this area but the CCCD project supported the development of “building blocks” on which CEPA and possibly other donor-funded projects could expand in the future. No socio-economic risks due to this project are anticipated in the future.

#### ***Institutional framework and governance risk to Sustainability***

136. Similar to above, no institutional framework and governance risk to sustainability are anticipated. As discussed earlier, the project is a response to address a set of underlying barriers revolving around environmental monitoring. As the NCSA concluded, the overall low capacity to implement the Rio Conventions was in large part due to weak data and information management that is necessary for making sound decisions and planning good practice interventions, as well as not having the right indicator to monitor or measure performance. A good step was made with the support of the CCCD project consisting of the development of a web-based environmental data portal. It has been accompanied by the development of capacities of staff at CEPA focusing on transfer of skills and knowledge. In addition, data sharing agreements with key institutions to share datasets with CEPA have been drafted and are in the process of being reviewed by the government before their final approval. It is anticipated that CEPA will continue in the same direction to strengthen its capacity to better monitor and report on the status of the environment in PNG, including the provision of data for EIAs and for permits.

#### ***Environmental risk to Sustainability***

137. The review did not find any environmental risks to the sustainability of project outcomes. The project has supported the development of a web-based environmental data portal to improve the sharing of environmental information. Ultimately, the achievement of the project that is “*to strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits*”, should have medium and long-term positive environmental impacts over the natural resources in PNG. The development of a web-based platform to share information should provide better environmental information to decision-makers and policy-makers and contribute to a more sustainable approach for managing natural resources in PNG.

### **3.3.8. Catalytic Role**

138. The GEF defines the catalytic role of projects as one of the ten operational principles for the development and implementation of the GEF work program. The GEF hopes to fund projects in such a way so as to attract additional resources, pursue strategies that have a greater result than the project itself, and/or accelerate a process of development or change. The review of the catalytic role of the CCCD project is to consider the extent to which the project has demonstrated: a) production of a public good, b) demonstration, c) replication, and d) scaling up.

139. Considering the GEF definition of the catalytic role, the CCCD project has had a certain catalytic role. The project produced a public good with the development of a web-based open environmental data portal. This new platform was launched recently, so it has not been tested yet; however, it is a user-friendly interface providing the most environmental information in PNG, which should be appreciated by users. However, at

this point in time, it is too early to discuss demonstration and too remote to envisage replication and scaling up. Nevertheless, it is hoped that this platform will be expanded and becoming the central node to access environmental information in PNG but much more work is needed to get there.

140. The good news is that even if the CCCD project is ending soon, the initiative led by SPREP in collaboration with CEPA under the *INFORM* project will carry on until 2020. In the coming months, this platform will be demonstrated and tested and the feedback from users will be used to improve it. It will be a consolidation period with a focus on skill development for staff at CEPA to be able to maintain and upgrade the platform as necessary, including continuing to populate the portal with additional environmental information that will be made available.

## 4. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

### 4.1. Conclusions

#### *Project Formulation*

**a) A relevant project for PNG addressing a national priority that provided the government with resources to improve environmental monitoring and to make environmental information available to policy and decision-makers.**

141. The project concept emerged from national priorities to strengthen this area. It was formulated on the basis of a review of barriers, issues, capacity gaps and priorities, which were identified during the NCSA conducted during the period 2006-2010. It was found that data and information management that is necessary for making sound decisions and planning good practice interventions was weak, and that indicators to monitor or measure environmental performance were not adequate; hence hampering the implementation of the Rio Conventions in PNG. Furthermore, the second MDGs national comprehensive progress report for PNG stated that despite that “PNG has signed a large number of MEAs, it does not have the capacity to collect and analyze most of the data required for effective monitoring of these MEAs”.

142. The relevance of the project can also be found in the *Papua New Guinea Development Strategic Plan 2010-2030*. This plan recognizes the weaknesses in the monitoring of the natural and human built environment and the need to establish databases for better monitoring of the environment. It also states that there is a need to enhance planning, monitoring and reporting systems. In a more recent context, the project is also relevant within the *Strategy for the Development of Statistics 2018-2027*. Finally, the Medium-Term Development Plan III 2018-2020 includes the goal of promoting PNG’s environmental sustainability under which one strategy is to improve the monitoring and reporting of environmental issues and behavioral trends as well as the goal for an effective monitoring and mitigating climate change impacts. Together, the focus on the need for more and better environmental information makes this project very relevant.

**b) A logical project document with a clear set of expected results but too ambitious and not connected enough with the baseline identified at the formulation stage.**

143. The project was well formulated with a clear set of planned activities, which were expected to lead to the achievement of a set of expected results. It was a clear response to a national priority that was identified through the NCSA to strengthen the capacity of PNG to better manage environmental data. However, the review indicates a certain disconnect between the project objective and what seem to be the baseline on which the project was positioned. Several projects had been implemented before this project to strengthen the collection and management of environmental data but despite having larger budgets, most of these initiatives were thematically based and were not able to make much progress toward a greater access to environmental information in PNG. The CCCD project was a first attempt at addressing the issue of environmental monitoring in its entirety; a very ambitious objective with a limited budget and timeframe. However, as one stakeholder mentioned, at the start of the project “we had a vision where to go but nobody knew how to get there”!

#### *Project Implementation*

**c) The project implementation team used adaptive management extensively reinventing the implementation approach of the project to adapt to changing circumstances.**

144. The use of adaptive management provided a good flexibility to adapt the approach for implementing the project. It was needed when considering the complexity of such project. It required highly skilled people in both environmental monitoring and information technology; it had a limited availability of human and financial resources; and there was a limited common vision on how to achieve the objective. The difficulties encountered by the project – particularly the difficulties to find adequate expertise – were to be expected when considering the need to find experts combining IT and IS expertise with environmental management and monitoring expertise. In the meantime, these difficulties were compounded with the limited focus of the initial Project Board on this project, the late availability of an office at CEPA for the project implementation team and a project budget to support a project manager on a part-time basis only. Nevertheless, the use of adaptive management allowed the project to move forward and to partially achieve the development of “*capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits*”.

**d) The implementation of the project has been “bumpy” with three “boom and bust” cycles.**

145. The implementation of the project has been a “bumpy” ride, with three “boom and bust” cycles: a) a first attempt at moving the project forward was with the opportunity to collaborate with the Bishop Museum from Hawaii in 2016. A micro-capital grant agreement was signed. However, this collaboration was more focused on gathering datasets on biodiversity and less on the development of an IT/IS infrastructure to store and manage environmental information. The agreement was terminated at the end of 2016; b) a second attempt, near the end of 2017, was with the recruitment of an expert to design an EMIS for CEPA. This assignment produced a design for an EMIS, with an action plan and TORs to recruit a firm to develop the system. It also identified the existence of the *INFORM* project, a UNEP-SPREP-GEF regional initiative to support Pacific countries in developing their capacities to implement MEAs; c) the third attempt was the signature of a collaborative agreement with the *INFORM* project through SPREP to combine the projects financial resources to jointly develop an EMIS for CEPA. As of the end of March 2019, an open-source environmental data portal was launched and is now providing easy access to key existing environmental datasets.

**e) The design of the management arrangements at the formulation stage were adequate, but they did not pan out as anticipated during the implementation.**

146. The management arrangements – as anticipated in the project document - were adequate for the implementation of the project. They provided project partners with clear roles and responsibilities for all parties including clear reporting lines of authority. However, despite these arrangements, the Project Board set up at the outset of the project was overseeing three projects together. It met a few times but the responsibility to oversee three projects did not provide enough attention of stakeholders to address the implementation issues of the CCCD project. It is only in February 2018 that a Project Advisory Board (PAB) specific for the CCCD project met for the first and only time. The result is that for the most part, the project did not have its own forum to discuss implementation issues, and to identify and decide on corrective measures to address the implementation bottlenecks. Both implementing and executing agencies, i.e. UNDP and CEPA, could have played a greater role in helping to address these implementation issues but again, the lack of a proper forum prevented the discourse of such actions. The initial PB arrangements did not provide the project with the proper mechanism to address management issues and contributed to the limited effectiveness of the project.

**f) The approach to develop Data License Agreement (DLA) is a good concept in the context of PNG to develop data sharing protocol and improve data sharing among government agencies.**

147. The plan was for the project to institutionalize partnerships between government agencies and with externally-funded projects and programmes on data and information sharing, including data sharing protocols. One example of such partnerships is a Memorandum of Understanding (MOU) that was prepared in late 2018 between CEPA and the Mineral Resources Authority and regarding “*the exchange of data, related information and other services*”. The purpose of this agreement is to state that the Parties will work cooperatively to ensure the data, related information and other services described in the *Data License Agreement (DLA)* are delivered in accordance with the terms of that agreement. It includes that the Parties will work collaboratively to: build and maintain their working relationship; establish and implement standards for data exchange and other services to improve reliability, quality, timeliness and access to information; commit to sharing data even where there are data gaps and issues about the quality of the data, and identify opportunities to work in

partnership to eliminate duplication of effort and support government initiatives. This partnership approach is much aligned with the recently launched government initiative “*Strategy for the Development of Statistics 2018-2027*”. DLAs are a good concept to expand the sharing of data among government agencies

**g) The plan to monitor and evaluate the project was good; however, the decision not to produce PIRs prevented the timely communication of progress to key stakeholders and the early identification of critical issues hampering the implementation.**

148. The M&E plan – including its set of performance indicators and the capacity development scorecard – provided the project with a good framework to measure its progress/performance. However, due to the fact that this project budget is below USD 2M, no PIR was required by GEF and a decision was made by UNDP to not produce PIRs. The result is that limited reporting on the project is available and no ratings on how well the project has been progressing has been given since its outset. Only two annual progress reports (APRs) are available (2016 & 2018). Together, they do not provide the “full picture” of how well the project has been progressing over time. Monthly reports have been produced since 2017 by the new Project Coordinator. They provide good information on activities conducted by the project but are limited in their assessment of how the project is progressing towards its expected results. The limited annual reviews of the progress made by the project prevented the documentation and consequently the communication of critical implementation issues to key stakeholders, including the necessary corrective measures to be implemented.

**h) Missed opportunities to collaborate with about 30 similar projects worldwide funded by GEF to exchange experiences, best practices and lessons learned.**

149. The focus on environmental monitoring and information management is a development area known as complex, involving many players, lots of coordination needs and requiring highly skilled expertise. This CCCD project is part of the GEF CCCD programme funded by GEF-5 & 6. It includes a portfolio of 30+ similar projects throughout the world, which are all focused on “*facilitating the acquisition, exchange and use of knowledge, skills, good practices, behavior necessary to shape and influence national planning and budgeting processes and implementation in support of global environmental benefits*”. More specifically, these 30 projects, focus on “*integrating global environmental needs into management information systems*”. From a global perspective, these 30+ projects could have found opportunities to share, link and exchange best practices and lessons learned, including the localization and availability of expertise and the access to optimal resources to develop such systems. No network exists to link these projects and it is a missed opportunity.

### **Project Results**

**i) The project has met some of its key targets, including the launch of an open-source environmental data portal and a data sharing policy for CEPA.**

150. The implementation of the project has been “bumpy” with “booms and busts” - periods with good progress and periods with limited progress. Overall, the effectiveness of the project to achieve its expected results, is rated as marginally satisfactory; it did not meet all its targets, particularly under the second outcome, which was to “*strengthen institutions for improving the monitoring of the global environment and capacity to replicate successful environmental information management and integration practices*”. This second outcome was to focus on reforming institutions and incorporating global environment commitments into planning and monitoring processes, as well as demonstrating the EMIS value through the EIA process. At the end of this project, not much has been done in these areas; mostly due to the fact that the EMIS has only been launched in March 2019. The second outcome could only have been implemented once the EMIS is functioning and be able to provide timely and accurate environmental data/information. However, under the first outcome, through a collaborative agreement with SPREP, an open environmental data portal (<https://png-data.sprep.org/>) as well as a CEPA Data Sharing Policy have been developed; both were launched recently at a national workshop in Port Moresby on March 26, 2019.

151. Despite a clear set of expected results, it was an ambitious project and there was a lack of clarity on how to achieve the objective of the project at the beginning. Nevertheless, through trial and error, the project finally delivered an EMIS. PNG is now equipped with an EMIS to store, manage and report environmental information. This open source environmental data portal is now accessible by the public and populated with



some key environmental datasets. CEPA also released its Data Sharing Policy, which is to encourage the free exchange of data within CEPA, with other government agencies and institutions within Papua New Guinea and with the public, as appropriate; while at the same time, ensuring that sensitive information (including commercially sensitive data) held by CEPA is not compromised.

**j) Good progress was made to improve accessibility to environmental information in PNG but there are still barriers that may hinder future progress.**

152. The project was to address a prioritized need identified through the NCSA completed in 2010. This assessment found that the overall low capacity to implement the Rio Conventions was in large part due to weak data and information management that is necessary for making informed decisions and planning good development actions, as well as not having the right indicator to monitor or measure performance. Furthermore, it found that some data did exist in various departments and different forms, but these datasets were not accessible in a form or timely for use in decision-making and for reporting purposes.

153. With the existence now of an open source environmental data portal and a data sharing policy to encourage the free exchange of environmental data, the project certainly contributed to the partial removal of this barrier. However, few barriers may still hinder future progress. It includes the lack of financial and skilled human resources; more capacities to maintain, update and upgrade the data portal; greater capacity for decision-makers to use more complex environmental knowledge; weak links between national, provincial, district and local tiers of government limiting the data collection at the local level and rolling up this information at national level; and greater data sharing among government agencies. Finally, despite the good ownership of project achievements by CEPA, there is still the need to politically “anchor” the subject of environmental information management at the government level, to ensure a good political visibility for decision-makers of the need to have free access to accurate and timely environmental information.

### ***Sustainability***

**k) Project achievements are already institutionalized within CEPA, they should be sustainable in the long run.**

154. CEPA, the government entity responsible for monitoring and managing the environment in PNG is the custodian of the open-source environmental data portal (EMIS) developed by SPREP with the support of the CCCD project. With the CEPA data sharing policy launched in March 2019, there are now part of CEPA instruments to implement their vision that is “*to ensure natural and physical resources are managed to sustain environmental quality and human well-being*”. Capacity development has taken place through training of staff. CEPA’s strategy on data sharing is also part of the government to reform this area and make data more accessible and shared among decision and policy-makers. Project achievements should be sustained over the long-term.

**l) The collaborative agreement to work jointly with SPREP will contribute to the long-term sustainability of project achievements.**

155. The CCCD project is ending in April 2019. However, the initiative led by SPREP in collaboration with CEPA under the *INFORM* project also funded by GEF will carry on until mid-2020. As a result, the work to develop and install an EMIS at CEPA will carry on for the time being. In the coming months, this platform will be demonstrated and tested and the feedback from users will be used to improve it. It will be a consolidation period with a focus on skill development for staff at CEPA to be able to maintain, update and upgrade the platform as necessary, including continuing to populate the portal with additional environmental information that will be made available. Strengthening the monitoring of the environment and the sharing of this information is a priority for CEPA, and it is much aligned with the overall government approach to better monitor the development sectors in PNG and share this information in the context of implementing the SDGs. The sustainability of this environmental data portal is looking good for the foreseeable future.

## **4.2. Recommendations**

156. Based on the findings of this terminal evaluation, the following recommendations are suggested.

**Recommendation 1: It is recommended to develop a roadmap for the way forward after the end of the project.**

***Issue to Address***

157. The project ended in April 2019. CEPA has now an EMIS to store, manage and report environmental information; and it is already populated with some key environmental datasets. CEPA also released its Data Sharing Policy, which is to encourage the free exchange of environmental data within CEPA and with other government departments. The government is committed to continue strengthening the monitoring of the environment and the sharing of this information. It is a priority for CEPA, and it is also much aligned with the overall government approach to better monitor the development sectors in PNG and share this information in the context of implementing the SDGs. In order to help CEPA move forward, it is recommended that the project identified a roadmap for the way forward focusing on the critical milestones to be met in the future. This roadmap should also include the key achievements supported by the project. It would also help CEPA to keep this priority on its agenda for the years to come.

**Recommendation 2: It is recommended to develop a project concept, which could become part of the GEF-7 resource mobilization in PNG.**

***Issue to Address***

158. The GEF-7 STAR allocation for PNG is about USD 19.31M (USD 1M for climate change, 17.31M for biodiversity and 1M for land degradation). PNG is still at an early stage to plan the use of GEF-7 financial resources; hence there are funding opportunities for projects related to the GEF strategies in climate change, biodiversity, and land degradation. It is recommended to develop a project concept to further help CEPA in developing its capacity to monitor the environment and store, manage and report this environmental information. A particular focus should be on improving the monitoring of environmental indicators that are part of international reporting obligations under MEAs ratified by PNG.

159. In addition to submit the funding request to the regular GEF funding mechanism, PNG could also include this concept into a larger concept project and submit the request under the *Impact Programmes*, also funded by GEF-7. This is a concept to help countries pursue holistic and integrated approaches for greater transformational change in key economic systems, and in line with their national development priorities. The impact programmes collectively address major drivers of environmental degradation and/or deliver multiple benefits across the many thematic dimensions the GEF is mandated to deliver. Three main areas for action to foster transformational impact were identified: 1) promoting sustainable food systems to tackle negative externalities in value chain; 2) promoting deforestation-free agricultural commodity supply chains; and 3) promoting large-scale restoration of degradation landscapes for sustainable production and ecosystem services. The focus is on reducing the threats from where and how food is produced.

**Recommendation 3: It is recommended to include gender mainstreaming into all development projects in PNG implemented by UNDP.**

***Issue to Address***

160. No gender dimension was considered in the project document; no reference is made to gender considerations in the baseline information. However, the need to consider gender into all projects in PNG could not be overstated. The role of women in the management of natural resources in PNG is critical and that gender considerations complying with international standards is a must in any conservation projects. The UNDAF 2018-2022 states that PNG faces significant gender inequality and as a response it promotes a gender-sensitive approach into all its operations. It is recommended that all projects developed by UNDP include gender mainstreaming into the project strategies, including the need to conduct gender-sensitive risk assessments and the use of a gender scorecard to assess the performance in gender mainstreaming.

**Recommendation 4: It is recommended that all funded activities to prepare multilateral convention reports use the open environmental data portal.**

***Issue to Address***

161. PNG is now equipped with a data infrastructure to store, manage and report environmental information. It is recommended that all funded activities to prepare convention reports use this platform. It includes the GEF funded enabling activities and funding from other donors to prepare convention reports in the biodiversity and land degradation areas as well as the National Communications, the Biennial Update Reports (BURs), and the Nationally Determined Contributions (NDC) report to UNFCCC. The use of the platform will reinforce/demonstrate the usefulness and consolidate/validate the portal.

### **4.3. Lessons Learned**

162. Several lessons learned are presented below. There are based on the review of project documents, interviews with key informants and analysis of the information collected for this evaluation:

- It is critical for such project to have a dedicated Project Board from its outset to serve as the executive decision-making. It is constituted to provide strategic directions and management guidance. It also reviews the progress made and assess if the project remains on course to deliver the desired outcomes of the required quality. Finally, it is also the proper body to decide and implement corrective measures as necessary.
- Despite not being a GEF requirement for such project (grant lower than USD 1M), the completion of Project Implementation Reviews (PIRs) using the GEF template is a good management practice. It is a tool to measure – and record - the progress made by the project. Over time, it becomes the “memory” of the project, particularly when there are project staff turnover, and it provides good accountability for what the project has achieved.
- Adaptive management is a key management instrument for this type of project, providing the necessary flexibility to review and reinvent the approach to implement the project as needed to secure project deliverables while maintaining adherence to the overall project design.
- A project that is a response to national needs and priorities is often very relevant for stakeholders and beneficiaries and its chance of being implemented effectively are maximized.
- When formulating this type of projects requiring highly skilled experts, it is critical to conduct an extensive assessment of existing capacities in order to design activities and identify expected results, which should be achievable during the lifetime of the project and within its allocated budget.

## Annex 1: Project Expected Results and Planned Activities

The table below was compiled from the list of expected results and planned activities as anticipated in the project document. It was used during the assignment by the Evaluator as a succinct summary of what is expected from this project. Progress made against these expected results and expected targets was assessed during this evaluation and reported in the TE report.

**Long-term Goal:** To develop and manage information for better planning decisions that help protect the global environment

**Project Objective:** To strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits

Intended Outcomes	Expected Outputs	Budget per Outcome	Indicative Activities
<b>Outcome 1 – A</b> capacity to manage and use integrated information systems for Rio Convention implementation	<b>Output 1.1:</b> A data storage and management system for all MEAs monitoring and reporting	<b>GEF \$244,500</b> <b>Co-financing \$275,000</b>	<ul style="list-style-type: none"> <li>• Baseline assessment of current management information system</li> <li>• Targeted study of best practice web-based tools for data management and sharing</li> <li>• EMIS architecture designed and feasibility study for its installation</li> <li>• EMIS infrastructure installation</li> </ul>
	<b>Output 1.2:</b> Strengthened Technical capacity to manage and use integrated information systems for Rio Convention implementation		<ul style="list-style-type: none"> <li>• Best practice analytical methodologies and skills for measuring global environmental impacts and trends</li> <li>• Materials and training modules developed</li> <li>• Training courses implemented</li> </ul>
<b>Outcome 2 –</b> Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices	<b>Output 2.1:</b> Institutional and organizational reforms to enable incorporation of global environment commitments into planning and monitoring processes	<b>GEF \$208,000</b> <b>Co-financing \$209,000</b>	<ul style="list-style-type: none"> <li>• Recommended institutional reforms</li> <li>• Parliamentary approval of recommended institutional reforms</li> <li>• Memorandum of Agreement to pilot data and information sharing</li> <li>• Resource mobilization plan</li> </ul>
	<b>Output 2.2:</b> Data flow system and tracking		<ul style="list-style-type: none"> <li>• Assessment of best practices and software for collecting and sharing data and information</li> <li>• Construct institutional architecture for storage and transformation of data and information</li> <li>• Develop tracking system of data and information use</li> </ul>
	<b>Output 2.3:</b> EMIS Demonstration		<ul style="list-style-type: none"> <li>• Develop expanded EIA methodology based on EMIS</li> <li>• Pilot/test the EMIS through an expanded Environmental Impact Assessment on a high value development plan</li> <li>• Test revenue stream for EMIS</li> </ul>
<b>Project Management</b>		<b>GEF: \$47,500 + Co-financing: \$166,000</b>	
<b>Total Budget</b>		<b>GEF: \$500,000 + Co-financing: \$650,000 = Total: \$1,150,000</b>	

Source: Project Document

## Annex 2: Terms of Reference



### Terms of Reference

#### International consultant to undertake UNDP/CCCD Project Terminal Evaluation

<b>Project Title:</b>	Cross-Cutting Capacity Development
<b>Type of Contract:</b>	Individual Contract
<b>Duration:</b>	26 days over the period of 2 months starting in March 2019
<b>Location:</b>	Home based, Port Moresby
<b>Application Deadline:</b>	March 01, 2019

**Please note that UNDP is not in the position to accept incomplete applications - please make sure that your application contains all details as specified below in this notice.**

### INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits* (PIMS # 4930.) The essentials of the project to be evaluated are as follows:

### PROJECT SUMMARY TABLE

Project Title:	Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits9			
GEF Project ID:	5178		<u>at endorsement</u> (Million US\$)	<u>at completion</u> (Million US\$)
UNDP Project ID:	4930 (PIMS+) 00090395 (Atlas Output ID)	GEF financing:	0.5	0.5
Country:	Papua New Guinea	IA/EA own:	0.05 (grant)	0.03 (grant)
Region:	Asia and the Pacific	Government:	0.3 (grant) 0.3 (in-kind)	0.0 (grant) 0.4 (in-kind)
Focal Area:	Multi Focal	Other:		
FA Objectives, (OP/SP):	CD2 To generate, access and use information and knowledge CD5 To enhance capacities to monitor and evaluate environmental impacts and trends	Total co-financing:	1.15	0.0
Executing Agency:	UNDP	Total Project Cost:	1.15	0.93
Other Partners involved:	CEPA	ProDoc Signature (date project began):		7-Oct-2014
		(Operational) Closing Date:	Proposed: 7-Oct-2017	Actual: 7-Apr-2019

## PROJECT DESCRIPTION

---

This project builds upon the commitment of the Government to strengthen the environmental management information system within the Department of Environment and Conservation. The barriers to good environmental governance for the global environment are fundamentally an issue of accessing good knowledge and having a good system by which to make best use of this knowledge. The sustainable development baseline of the project lies in the Government's commitment to set up an environmental management information system, upon which GEF support will be used to strengthen the use of this system to access data and information directly relevant to the three Rio Conventions. In this way, the preparation of planning frameworks can be better informed of global environmental trends. GEF funds will be used to train government staff through directed workshops on *how* to collect and manage data and information relevant to planning best practices for global environmental governance in the three Rio Convention focal areas. The learn-by-doing exercises will be used to take the training one step further to train people to critical think about the know of data and information to create knowledge through practical testing and application. Whereas the GEF focal area projects currently under operation focus on the development, testing and application of focal area best practices, the CCCD project is targeted to institutionalizing the underlying set of capacities to carry out this work. The objective of this project is therefore to strengthen targeted capacities to establish and use an integrated Environmental Management Information System. In addition to the installation of the integrated EMIS and training on its use, the project will help institutionalize the EMIS by demonstrating its value and financial sustainability to stakeholders, as well as facilitating the appropriate legislative and institutional reforms.

## OBJECTIVE AND SCOPE

---

The project was designed to strengthen targeted capacities to establish and use an integrated Environmental Management Information System. In addition to the installation of the integrated EMIS and training on its use, the project aimed to help institutionalize the EMIS by demonstrating its value and financial sustainability to stakeholders, as well as facilitating the appropriate legislative and institutional reforms.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

## EVALUATION APPROACH AND METHOD

---

An overall approach and method<sup>15</sup> for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR ([Annex C](#)). The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to Port Moresby, Papua New Guinea. Interviews will be held with national project director from, Conservation and Environment Protection Authority; the UNDP CO project manager and other relevant stakeholders involved in the project.

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

---

<sup>15</sup> For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

## EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see [Annex A](#)), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex D](#).

Evaluation Ratings:			
1. Monitoring and Evaluation	rating	2. IA& EA Execution	rating
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	rating	4. Sustainability	rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental:	
		Overall likelihood of sustainability:	

## PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (US\$)		Government (US\$)		Partner Agency (US\$)		Total (US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
UNDP (Grant)	50,000.00	35,935.52		0.00	0.00	0.00	50,000.	35,935.52
GEF (Grant)	500,000.00	439,242.71					500,000	439,242.71
Loans/Concessions							-	-
• In-kind support			300,000	400,000			300,000	400,000
• DEC (Grant)			300,000				300,000	0
• Other	0.00						-	-
Totals	550,000.00	475,178.23	600,000	400,000	0.00	0.00	1,150,000	875,178.23

## MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

## IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.<sup>16</sup>

<sup>16</sup> A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)

## CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions, recommendations** and **lessons**.

## IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Papua New Guinea. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

## EVALUATION TIMEFRAME

The total duration of the evaluation will be 26 days according to the following plan:

Activity	Timing	Completion Date
<b>Preparation</b>	4 days	01-Mar-2019
<b>Evaluation Mission</b>	10 days	18-Mar-2019
<b>Draft Evaluation Report</b>	10 days	01-Apr-2019
<b>Final Report</b>	2 days	10-Apr-2019

## EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
<b>Inception Report</b>	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
<b>Presentation</b>	Initial Findings	End of evaluation mission	To project management, UNDP CO
<b>Draft Final Report</b>	Full report, (per annexed template) with annexes	Within 10days of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
<b>Final Report*</b>	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

\*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

## TEAM COMPOSITION

The evaluation team will be composed of one international evaluator. The consultant shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The evaluator must present the following qualifications:

- A Master's degree in natural resource management / environmental management / business/public administration other related disciplines
- Minimum 6 years of relevant professional experience in the field of environmental management
- Knowledge of UNDP and GEF monitoring and evaluation policies and guidelines – at least 2 GEF funded project evaluation experiences preferably with focus on multi-focal area capacity development project, e.g. on the three thematic areas of the 3Rio convention namely Climate Change, Biodiversity, and Land Degradation
- Previous experience with results-based monitoring and evaluation methodologies;
- Technical knowledge in the targeted focal area(s) – multi-focal area capacity development
- Proficiency in oral and written English



## EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#)

## PAYMENT MODALITIES AND SPECIFICATIONS

%	Milestone
10%	Submission and acceptance of inception report
40%	Following submission and approval of the 1 <sup>ST</sup> draft terminal evaluation report
50%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

## APPLICATION PROCESS

The applicants will be sought from a roster with recommendations from the regional hub. Applicants are requested to apply by February 22, 2019. Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will consider the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

## ANNEXES TO TERMS OF REFERENCE

- Annex A: Project Logical Framework
- Annex B: List of Documents to be reviewed by the evaluator
- Annex C: Evaluation Questions
- Annex D: Rating Scales
- Annex E: Evaluation Consultant Code of Conduct and Agreement Form
- Annex F: Evaluation Report Outline
- Annex G: Evaluation Report Clearance Form

### Annex 3: Evaluation Matrix

The evaluation matrix below served as a general guide for the evaluation. It provided directions for the evaluation; particularly for the collection of relevant data. It was used as a basis for interviewing people and reviewing project documents. It also provided a basis for structuring the evaluation report as a whole.

Reviewed Component	Sub-Question	Indicators	Sources	Data Collection Method
<b>Review criteria: Relevance</b> - How does the project relate to the main objectives of the GEF, UNDP and to planning decisions that help protect the global environment of PNG?				
<i>Is the Project relevant to GEF objectives?</i>	<ul style="list-style-type: none"> <li>How does the Project support the related strategic priorities of the GEF; particularly its CCCD strategy?</li> <li>Were GEF criteria for project identification adequate in view of actual needs?</li> </ul>	<ul style="list-style-type: none"> <li>Level of coherence between project objectives and those of the GEF</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>GEF policies and strategies</li> <li>GEF web site</li> </ul>	<ul style="list-style-type: none"> <li>Documents analyses</li> <li>Interviews with government officials and other partners</li> </ul>
<i>Is the Project relevant to UNDP objectives?</i>	<ul style="list-style-type: none"> <li>How does the project support the objectives of UNDP in this sector?</li> </ul>	<ul style="list-style-type: none"> <li>Existence of a clear relationship between project objectives and country programme objectives of UNDP</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>UNDP strategies and programme</li> </ul>	<ul style="list-style-type: none"> <li>Documents analyses</li> <li>Interviews with government officials and other partners</li> </ul>
<i>Is the Project relevant to PNG's planning decisions that help protect the global environment?</i>	<ul style="list-style-type: none"> <li>Does the project follow the government's stated priorities?</li> <li>How does the Project improve PNG's planning decisions that help protect the global environment in PNG?</li> <li>Does the project address the identified problem?</li> <li>How country-driven is the Project?</li> <li>Does the Project adequately take into account national realities, both in terms of institutional framework and programming, in its design and its implementation?</li> <li>To what extent were national partners involved in the design of the Project?</li> </ul>	<ul style="list-style-type: none"> <li>Degree to which the project improve PNG's planning decisions that help protect the global environment</li> <li>Degree of coherence between the project and national priorities, policies and strategies; particularly related to planning decisions</li> <li>Appreciation from national stakeholders with respect to adequacy of project design and implementation to national realities and existing capacities?</li> <li>Level of involvement of Government officials and other partners into the project</li> <li>Coherence between needs expressed by national stakeholders and UNDP criteria</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>National policies, strategies and programmes</li> <li>Key government officials and other partners</li> </ul>	<ul style="list-style-type: none"> <li>Documents analyses</li> <li>Interviews with government officials and other partners</li> </ul>
<i>Does the Project address the needs of target beneficiaries?</i>	<ul style="list-style-type: none"> <li>How does the project support the needs of target beneficiaries?</li> <li>Is the implementation of the project being inclusive of all relevant Stakeholders?</li> <li>Are local beneficiaries and stakeholders adequately involved in project formulation and implementation?</li> </ul>	<ul style="list-style-type: none"> <li>Strength of the link between project expected results and the needs of target beneficiaries</li> <li>Degree of involvement and inclusiveness of beneficiaries and stakeholders in project design and implementation</li> </ul>	<ul style="list-style-type: none"> <li>Beneficiaries and stakeholders</li> <li>Needs assessment studies</li> <li>Project documents</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews with beneficiaries and stakeholders</li> </ul>
<i>Is the Project internally</i>	<ul style="list-style-type: none"> <li>Was the project sourced through a demand-driven approach?</li> <li>Is there a direct and strong link between project expected results (<i>Logical Framework</i>) and the project design (in terms of project</li> </ul>	<ul style="list-style-type: none"> <li>Level of coherence between project expected results and internal project design logic</li> <li>Level of coherence between project design and project implementation approach</li> </ul>	<ul style="list-style-type: none"> <li>Program and project documents</li> <li>Key project stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Key Interviews</li> </ul>

Reviewed Component	Sub-Question	Indicators	Sources	Data Collection Method
<i>coherent in its design?</i>	<ul style="list-style-type: none"> <li>components, choice of partners, structure, delivery mechanism, scope, budget, use of resources etc.)?</li> <li>Is the length of the project conducive to achieve project outcomes?</li> </ul>			
<i>How is the Project relevant in light of other donors?</i>	<ul style="list-style-type: none"> <li>With regards to PNG, does the project remain relevant in terms of areas of focus and targeting of key activities?</li> <li>How does GEF help to fill gaps (or give additional stimulus) that are crucial but are not covered by other donors?</li> </ul>	<ul style="list-style-type: none"> <li>Degree to which the project was coherent and complementary to other donor programming in PNG</li> <li>List of programs and funds in which future developments, ideas and partnerships of the project are eligible?</li> </ul>	<ul style="list-style-type: none"> <li>Other Donors' policies and programming documents</li> <li>Other Donor representatives</li> <li>Project documents</li> </ul>	<ul style="list-style-type: none"> <li>Documents analyses</li> <li>Interviews with other Donors</li> </ul>
<b>Future directions for similar Projects</b>	<ul style="list-style-type: none"> <li>What lessons have been learnt and what changes could have been made to the project in order to strengthen the alignment between the project and the Partners' priorities and areas of focus?</li> <li>How could the project better target and address priorities and development challenges of targeted beneficiaries?</li> </ul>		<ul style="list-style-type: none"> <li>Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Data analysis</li> </ul>
<b>Review criteria: Effectiveness – To what extent have the expected outcomes and objectives of the project been achieved?</b>				
<i>How is the Project effective in achieving its expected outcomes?</i>	<ul style="list-style-type: none"> <li>How is the project being effective in achieving its expected outcomes? <ul style="list-style-type: none"> <li>A capacity to manage and use integrated information systems for Rio Convention implementation</li> <li>Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>New methodologies, skills and knowledge to improve the planning decisions that help protect the global environment</li> <li>Change in capacity for information management: knowledge acquisition and sharing; effective data gathering, methods and procedures for reporting.</li> <li>Change in capacity for awareness raising: <ul style="list-style-type: none"> <li>Stakeholder involvement and government awareness</li> <li>Change in local stakeholder behavior</li> </ul> </li> <li>Change in capacity in policy making and planning: <ul style="list-style-type: none"> <li>Policy reform</li> <li>Legislation/regulation change</li> <li>Development of national and local strategies and plans</li> </ul> </li> <li>Change in capacity in implementation and enforcement: <ul style="list-style-type: none"> <li>Design and implementation of risk assessments</li> <li>Implementation of national and local strategies and action plans through adequate institutional frameworks and their maintenance</li> <li>Monitoring and evaluation</li> </ul> </li> <li>Change in capacity in mobilizing resources: <ul style="list-style-type: none"> <li>Leverage of resources</li> <li>Human resources</li> <li>Appropriate practices</li> <li>Mobilization of advisory services</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>Key stakeholders including UNDP, Project Team, Representatives of Gov. and other Partners</li> <li>Research findings</li> </ul>	<ul style="list-style-type: none"> <li>Documents analysis</li> <li>Meetings with main Project Partners</li> <li>Interviews with project beneficiaries</li> </ul>
<i>How is risk and risk</i>	<ul style="list-style-type: none"> <li>How well are risks and assumptions being managed?</li> </ul>	<ul style="list-style-type: none"> <li>Completeness of risk identification and assumptions during project planning</li> </ul>	<ul style="list-style-type: none"> <li>Atlas risk log</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>

Reviewed Component	Sub-Question	Indicators	Sources	Data Collection Method
<i>mitigation being managed?</i>	<ul style="list-style-type: none"> <li>What is the quality of risk mitigation strategies developed? Are they sufficient?</li> <li>Are there clear strategies for risk mitigation related with long-term sustainability of the project?</li> </ul>	<ul style="list-style-type: none"> <li>Quality of existing information systems in place to identify emerging risks and other issues?</li> <li>Quality of risk mitigations strategies developed and followed</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP, Project Staff and Project Partners</li> </ul>	
<b>Future directions for similar Projects</b>	<ul style="list-style-type: none"> <li>What lessons have been learnt for the project to achieve its outcomes?</li> <li>What changes could have been made (if any) to the formulation of the project in order to improve the achievement of project's expected results?</li> <li>How could the project be more effective in achieving its results?</li> </ul>		<ul style="list-style-type: none"> <li>Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Data analysis</li> </ul>
<b>Review criteria: Efficiency – Has the project been implemented efficiently, cost-effectively and in-line with international and national norms and standards?</b>				
<i>Is Project support channeled in an efficient way?</i>	<ul style="list-style-type: none"> <li>Was adaptive management used or needed to ensure efficient resource use?</li> <li>Does the <i>Logical Framework</i> and work plans and any changes made to them used as management tools during implementation?</li> <li>Are accounting and financial systems in place adequate for project management and producing accurate and timely financial information?</li> <li>How adequate is the M&amp;E framework (indicators &amp; targets)?</li> <li>Are progress reports produced accurately, timely and responded to reporting requirements including adaptive management changes?</li> <li>Is project implementation as cost effective as originally proposed (planned vs. actual)?</li> <li>Is the leveraging of funds (co-financing) happened as planned?</li> <li>Are financial resources utilized efficiently? Could financial resources have been used more efficiently?</li> <li>How is RBM used during project implementation?</li> <li>Is the project decision-making effective?</li> <li>Does the government provide continuous strategic directions to the project's formulation and implementation?</li> <li>Have these directions provided by the government guided the activities and outcomes of the project?</li> <li>Are there an institutionalized or informal feedback or dissemination mechanisms to ensure that findings, lessons learned and recommendations pertaining to project formulation and implementation effectiveness were shared among project stakeholders, UNDP staff and other relevant organizations for ongoing project adjustment and improvement?</li> <li>Does the project mainstream gender considerations into its implementation?</li> </ul>	<ul style="list-style-type: none"> <li>Availability and quality of financial and progress reports</li> <li>Timeliness and adequacy of reporting provided</li> <li>Level of discrepancy between planned and utilized financial expenditures</li> <li>Planned vs. actual funds leveraged</li> <li>Cost in view of results achieved compared to costs of similar projects from other organizations</li> <li>Adequacy of project choices in view of existing context, infrastructure and cost</li> <li>Quality of RBM reporting (progress reporting, monitoring and evaluation)</li> <li>Occurrence of change in project formulation/ implementation approach (i.e. restructuring) when needed to improve project efficiency</li> <li>Existence, quality and use of M&amp;E, feedback and dissemination mechanism to share findings, lessons learned and recommendation on effectiveness of project design.</li> <li>Cost associated with delivery mechanism and management structure compare to alternatives</li> <li>Gender disaggregated data in project documents</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP, Representatives of Gov. and Project Staff</li> <li>Beneficiaries and Project partners</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Key Interviews</li> </ul>

Reviewed Component	Sub-Question	Indicators	Sources	Data Collection Method
<i>How efficient are partnership arrangements for the Project?</i>	<ul style="list-style-type: none"> <li>Was the government engaged?</li> <li>How does the government demonstrate its ownership of the projects?</li> <li>Did the government provide a counterpart to the project?</li> <li>To what extent partnerships/linkages between institutions/organizations are encouraged and supported?</li> <li>Which partnerships/linkages are facilitated? Which one can be considered sustainable?</li> <li>What is the level of efficiency of cooperation and collaboration arrangements? (between local actors, UNDP and relevant government entities)</li> <li>Which methods were successful or not and why?</li> </ul>	<ul style="list-style-type: none"> <li>Specific activities conducted to support the development of cooperative arrangements between partners,</li> <li>Examples of supported partnerships</li> <li>Evidence that particular partnerships/linkages will be sustained</li> <li>Types/quality of partnership cooperation methods utilized</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>Project Partners</li> <li>UNDP, Representatives of Gov. and Project Staff</li> <li>Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>
<i>Does the Project efficiently utilize local capacity in implementation ?</i>	<ul style="list-style-type: none"> <li>Was an appropriate balance struck between utilization of international expertise and local capacity?</li> <li>Does the project support mutual benefits through sharing of knowledge and experiences, training, technology transfer among developing countries?</li> <li>Did the Project take into account local capacity in formulation and implementation of the project?</li> <li>Was there an effective collaboration with scientific institutions with competence in environmental management and monitoring?</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of total expertise utilized taken from PNG</li> <li>Number/quality of analyses done to assess local capacity potential and absorptive capacity</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP, Project Team and Project partners</li> <li>Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>
<b>Future directions for similar Projects</b>	<ul style="list-style-type: none"> <li>What lessons can be learnt from the project on efficiency?</li> <li>How could the project have more efficiently addressed its key priorities (in terms of management structures and procedures, partnerships arrangements etc....)?</li> <li>What changes could have been made (if any) to the project in order to improve its efficiency?</li> </ul>		<ul style="list-style-type: none"> <li>Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Data analysis</li> </ul>
<b>Review criteria: Impacts - Are there indications that the project has contributed to making the best practices and innovative approaches for measuring, reporting and verifying internationally agreed targets and indicators of global environment benefits?</b>				
<i>How is the Project effective in achieving its long-term objective?</i>	<ul style="list-style-type: none"> <li>Will the project achieve its objective that is to strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits?</li> </ul>	<ul style="list-style-type: none"> <li>Changes in capacity: <ul style="list-style-type: none"> <li>To pool/mobilize resources</li> <li>To provide an enabling environment,</li> <li>For implementation of related strategies and programmes through adequate institutional frameworks and their maintenance,</li> </ul> </li> <li>Changes in use and implementation of sustainable alternatives</li> <li>Changes to the quantity and strength of barriers such as change in: <ul style="list-style-type: none"> <li>Implementation capacity</li> <li>Lack of adequate environmental monitoring systems</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>Key Stakeholders</li> <li>Research findings</li> </ul>	<ul style="list-style-type: none"> <li>Documents analysis</li> <li>Meetings with UNDP, Project Team and project Partners</li> <li>Interviews with project beneficiaries and other stakeholders</li> </ul>

Reviewed Component	Sub-Question	Indicators	Sources	Data Collection Method
		<ul style="list-style-type: none"> <li>○ Weak coordination among central agencies</li> <li>○ Inadequate allocation of implementation funds</li> <li>○ Weak links between the national, provincial, district and local tiers of government</li> <li>○ Inadequate access to key environmental data and information</li> <li>○ Policy-makers are not sufficiently trained in how to use more complex environmental knowledge</li> <li>○ General public has limited awareness of the urgency of environmental degradation</li> <li>○ Environmental information is not shared freely between departments, agencies or authorities</li> </ul>		
<i>How is the Project impacting the local environment?</i>	<ul style="list-style-type: none"> <li>■ What are the impacts or likely impacts of the project on? <ul style="list-style-type: none"> <li>○ Local environment;</li> <li>○ Poverty; and,</li> <li>○ Other socio-economic issues.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>■ Provide specific examples of impacts at those three levels, as relevant</li> </ul>	<ul style="list-style-type: none"> <li>■ Project documents</li> <li>■ Key Stakeholders</li> <li>■ Research findings</li> </ul>	<ul style="list-style-type: none"> <li>■ Data analysis</li> <li>■ Interviews with key stakeholders</li> </ul>
<b>Future directions for the Project</b>	<ul style="list-style-type: none"> <li>■ How could the project build on its successes and learn from its weaknesses in order to enhance the potential for impact of ongoing and future initiatives?</li> </ul>		<ul style="list-style-type: none"> <li>■ Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>■ Data analysis</li> </ul>
<b>Review criteria: Sustainability - To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</b>				
<i>Are sustainability issues adequately integrated in Project design?</i>	<ul style="list-style-type: none"> <li>■ Were sustainability issues integrated into the formulation and implementation of the project?</li> <li>■ Does the project employ government implementing and/or monitoring systems?</li> <li>■ Is the government involved in the sustainability strategy for project outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>■ Evidence/Quality of sustainability strategy</li> <li>■ Evidence/Quality of steps taken to address sustainability</li> </ul>	<ul style="list-style-type: none"> <li>■ Project documents and evaluations</li> <li>■ UNDP, project staff and project Partners</li> <li>■ Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>■ Document analysis</li> <li>■ Interviews</li> </ul>
<i>Did the project adequately address financial and economic</i>	<ul style="list-style-type: none"> <li>■ Did the project adequately address financial and economic sustainability issues?</li> <li>■ Are the recurrent costs after project completion sustainable?</li> </ul>	<ul style="list-style-type: none"> <li>■ Level and source of future financial support to be provided to relevant sectors and activities after project end?</li> <li>■ Evidence of commitments from international partners, governments or other stakeholders to financially support relevant sectors of activities after project end</li> <li>■ Level of recurrent costs after completion of project and funding sources for those recurrent costs</li> </ul>	<ul style="list-style-type: none"> <li>■ Project documents and evaluations</li> <li>■ UNDP, project staff and project Partners</li> <li>■ Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>■ Document analysis</li> <li>■ Interviews</li> </ul>

Reviewed Component	Sub-Question	Indicators	Sources	Data Collection Method
<i>sustainability issues?</i>				
<i>Are there organizational arrangements and continuation of activities issues?</i>	<ul style="list-style-type: none"> <li>Are project results well assimilated by organizations and their internal systems and procedures?</li> <li>Is there evidence that project partners will continue their activities beyond project support?</li> <li>Has there been a buy-in process, or was there no need to sell the project and buy support?</li> <li>What degree is there of local ownership of initiatives and results?</li> <li>Were appropriate ‘champions’ being identified and/or supported?</li> </ul>	<ul style="list-style-type: none"> <li>Degree to which project activities and results have been taken over by local counterparts or institutions/organizations</li> <li>Level of financial support to be provided to relevant sectors and activities by in-country actors after project end</li> <li>Number/quality of champions identified</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP, project staff and project Partners</li> <li>Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>
<i>Is there an adequate enabling environment to sustain the project achievements?</i>	<ul style="list-style-type: none"> <li>Are laws, policies and frameworks addressed through the project, in order to address sustainability of key initiatives and reforms?</li> <li>Are the necessary related capacities for lawmaking and enforcement built?</li> <li>What is the level of political commitment to build on the results of the project?</li> </ul>	<ul style="list-style-type: none"> <li>Efforts to support the development of relevant laws and policies</li> <li>State of enforcement and law making capacity</li> <li>Evidence of commitment by the political class through speeches, enactment of laws and resource allocation to priorities</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP, project staff and project Partners</li> <li>Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>
<i>Will institutional and individual capacities adequate at the end of the project</i>	<ul style="list-style-type: none"> <li>Is the capacity in place at the national, and local level adequate to ensure sustainability of results achieved to date?</li> </ul>	<ul style="list-style-type: none"> <li>Elements in place in those different management functions, at appropriate levels (national and local) in terms of adequate structures, strategies, systems, skills, incentives and interrelationships with other key actors</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP, Project staff and project Partners</li> <li>Beneficiaries</li> <li>Capacity assessments available, if any</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Documentation review</li> </ul>
<i>Are there any social and/or political sustainability issues?</i>	<ul style="list-style-type: none"> <li>Did the project contribute to key building blocks for social and political sustainability?</li> <li>Did the project contribute to local Stakeholders’ acceptance of the new practices?</li> </ul>	<ul style="list-style-type: none"> <li>Example of contributions to sustainable political and social change with regard to the management and monitoring of the environment</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>UNDP, project staff and project Partners</li> <li>Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Documentation review</li> </ul>
<i>Will achievements be replicable?</i>	<ul style="list-style-type: none"> <li>Were project activities and results replicated elsewhere and/or scaled up?</li> <li>What was the project contribution to replication or scaling up of innovative practices or mechanisms to improve the management of chemicals?</li> </ul>	<ul style="list-style-type: none"> <li>Number/quality of replicated initiatives</li> <li>Number/quality of replicated innovative initiatives</li> <li>Volume of additional investment leveraged</li> </ul>	<ul style="list-style-type: none"> <li>Other donor programming documents</li> <li>Beneficiaries</li> <li>UNDP, project staff and project Partners</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>

Reviewed Component	Sub-Question	Indicators	Sources	Data Collection Method
	<ul style="list-style-type: none"> <li>Does the project has a catalytic role?</li> </ul>			
<i>Are there any challenges to sustainability of the Project</i>	<ul style="list-style-type: none"> <li>What are the main challenges that may hinder sustainability of efforts?</li> <li>Have any of these been addressed through project management?</li> <li>What could be the possible measures to further contribute to the sustainability of efforts achieved with the project?</li> </ul>	<ul style="list-style-type: none"> <li>Challenges in view of building blocks of sustainability as presented above</li> <li>Recent changes which may present new challenges to the project</li> </ul>	<ul style="list-style-type: none"> <li>Project documents and evaluations</li> <li>Beneficiaries</li> <li>UNDP, project staff and project Partners</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>
<b>Future directions for the Project</b>	<ul style="list-style-type: none"> <li>Which areas/arrangements under the project show the strongest potential for lasting long-term results?</li> <li>What are the key challenges and obstacles to the sustainability of results of project initiatives that must be directly and quickly addressed?</li> <li>How can the experience and good project practices influence the strategies to transform the management and monitoring of the environment in PNG?</li> <li>Are national decision-making institutions (Parliament, Government etc.) ready to improve their measures to transform the planning decisions that help protect the global environment in PNG?</li> </ul>		<ul style="list-style-type: none"> <li>Data collected throughout evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Data analysis</li> </ul>



## Annex 4: UNEG Code of Conduct for Evaluation Consultants

### *Evaluators / Consultants:*

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

### **Evaluation Consultant Agreement Form**

Agreement to abide by the Code of Conduct for Evaluation in the UN System

***I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.***

*Name of Consultant:*  
***Jean-Joseph Bellamy***

*Signed in:* Ottawa on April 1, 2019

*Signature:* \_\_\_\_\_



## **Annex 5: List of Documents Reviewed**

- Bishop Museum, *Compilation of data collected under the micro-capital grant*
- Bishop Museum, February 28, 2017, *Interim Report – Tranche 1 – Milestone 1*
- Bishop Museum, June 12, 2018, *Final Report*
- Care, October 2015, *Initial Rapid Gender Assessment Report – PNG 2015 El Nino*
- CEPA, *Data Champions for Open Environmental Data Portal under the Cross-Cutting Capacity Development Project*
- CEPA, *Data Sharing Policy*
- CEPA, *Introductory Workshop for Open Environmental Data Portal under the Cross-Cutting Capacity Development Project* (Invitation Letter)
- CEPA, June 8, 2018, *Letter to UNDP: UNDP and SPREP Collaboration to Improve CEPA Information Management Capacity*
- Daniela Rey, Bensolo Ken, August 2016, *Identification and Assessment of Information Systems and Reporting Mechanisms in PNG, Relevant for the Design of the Safeguards Information System*
- Department of National Planning and Monitoring, March 2010, *PNG Development Strategic Plan 2010-2030*
- Department of National Planning and Monitoring, May 2018, *PNG Strategy for the Development of Statistics Implementation Plan 2018-2027 (Volume 1 & 2)*
- Department of National Planning and Monitoring, *PNG – Medium Term Development Plan III 2018-2022, Volume 1 Development Planning Framework and Strategic Priorities*
- Department of National Planning and Monitoring, September 2010, *Millennium Development Goals Second National Progress Comprehensive Report for PNG 2010*
- Eightyoptions, *CEPA Business Processes and Data Workflow Mapping*
- EU, MWH, January 2006, *Country Environmental Profile – Papua New Guinea*
- GEF, December 21, 2012, *Project Preparation Grant: Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits*
- GEF, February 25, 2013, *PIF: Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits*
- GEF, Government of PNG, UNDP, *Data Management Initiative for CEPA – Establishing the Open Environmental Data Portal*
- GEF, Government of PNG, UNDP, February 15, 2018, *Project Board Minutes of Meeting #1/2018*
- GEF, Government of PNG, UNDP, March 2010, *National Capacity Self Assessment Project: Assessing the Capacity of Papua New Guinea to Implement the United Nations Convention on Biological Diversity (UNCBD), the United Nations Convention to Combat Desertification (UNCCD), and the United Nations Framework Convention on Climate Change (UNFCCC)*
- GEF, Government of PNG, UNDP, *Terms of Reference: Data Champions for Open Environmental Data Portal*
- GEF, Government of PNG, UNDP, *Terms of Reference: Supporting Development of the Open Data Portal for PNG*
- GEF, January 29, 2013, *PIF: Building national and regional capacity to implement MEAs by strengthening planning, and state of environment assessment and reporting in the Pacific Islands*
- GEF, UN Environment, SPREP, *Inform: Environmental Information for Decision Making*
- GEF, UNDP, *CCCD Project: Annual Project Reports: 2016, 2018+Annexes*
- GEF, UNDP, SPREP, *Pacific Adaptation to Climate Change, PNG: Report of In-Country Consultations*

GEF, *UNDP/SPREP Project Document: Enhancing Capacity to Develop Global and Regional Environmental Projects in the Pacific*

Government of PNG, *Papua New Guinea Vision 2050*

Government of PNG, *Summary Report for PNG – Millennium Development Goals 2015*

Government of PNG, UNDP, *Standard Basic Assistance Agreement*

Jan Burdziej (Dr.), *Building Environmental Management Information System (EMIS) for PNG*

Jan Burdziej (Dr.), October 23, 2017, *Support in the Design of an integrated Environment Information Management System for Papua New Guinea – Inception Report*

Jan Burdziej (Dr.), *Support in the Design of an integrated Environment Information Management System for Papua New Guinea – Action Plan*

Jan Burdziej (Dr.), *Support in the Design of an integrated Environment Information Management System for Papua New Guinea – Recommendations Towards the EMIS*

Jan Burdziej (Dr.), *Support in the Design of an integrated Environment Information Management System for Papua New Guinea – Terms of Reference for the Open Environmental Data Portal for CEPA*

JICA, IMG Inc., February 2010, *Country Gender Profile: PNG*

REDD+, Government of PNG, Forest Carbon Partnership, UNDP, *Situation Analysis and Recommendations for Improving Gender Inclusiveness and Participation in Papua New Guinea's National REDD+ Strategy and Policies*

Ronald B. Mitchell (Dr.), February 25, 2012, *Synthesis on National Capacity Self-Assessment Reports in the Pacific Region*

SPREP, *Inform Project – PNG CEPA Consultation 15<sup>th</sup>-19<sup>th</sup> October 2018*

SPREP, June 2018, *Support to develop further the Papua New Guinea Open Data Portal*

Trond Norheim (Dr.), October 2017, *Evaluation Report - Terminal Evaluation for the “Enhancing Capacity to Develop Global Environment Projects in the Pacific” (CCCD) UNDP PIMS 5160, GEF PMIS 6982*

UN, July 12, 2011, *Draft Common Country Programme Document for PNG, 2012-2015*

UN, May 20, 2017, *Country Programme Document for PNG (2018-2022)*

UN, October 2016, *Common Country Analysis – to Support Development of the UNDAF*

UN, *PNG UNDAF 2012-2015*

UN, *PNG UNDAF 2018-2022*

UNDP, Bishop Museum, *Grant Agreement (Micro-Capital Grant Agreement) for Non-Credit Related Activities*

UNDP, *CCCD Annual Work Plans (2015, 2016, 2017, 2018)*

UNDP, *Combined Delivery Reports (Atlas): 2015, 2016, 2017, 2018, 2019*

UNDP, GEF, Government of PNG, *Project Document: Strengthening Capacities to Measure, Report and Verify Indicators of Global Environment Benefits*

UNDP, June 22, 2018, *Letter to CEPA: UNDP and SPREP Collaboration to Improve CEPA Information Management Capacity*

UNDP, October 2012, *Guidance on Micro-Capital Grants*

UNDP, SPREP, *Grant Agreement (Micro-Capital Grant Agreement) for Non-Credit Related Activities*

UNDP, *Terms of Reference to Support in the Design of an integrated Environment Information Management System for Papua New Guinea*

UNDP, *UNDP PNG – An Overview*

UNEP, *Project Document: Building national and regional capacity to implement MEAs by strengthening planning, and state of environment assessment and reporting in the Pacific Islands*

\_\_\_\_\_, *CCCD Project – Status Reports: monthly reports from October 2017 to December 2018*

\_\_\_\_\_, *December 2015, CCCD Project – Inception Report*

\_\_\_\_\_, *First Draft PNG Data Portal*

\_\_\_\_\_, *Memorandum of Understanding Between CEPA and Mineral Resources Authority Regarding the Exchange of Data, related Information and other Services*

\_\_\_\_\_, *Project Status on UNDP/GEF Projects Implemented by CEPA*

\_\_\_\_\_, *Terms of Reference: Data Sharing Policy for CEPA-PNG*

\_\_\_\_\_, *Terms of Reference: PNG National Coordinator / Environmental Specialist*

\_\_\_\_\_, *Terms of Reference: Systems Analyst PNG Data Portal and Reporting Tool Tailoring & Business processes and data flow mapping*

### ***Website Consulted***

[www.thegef.org](http://www.thegef.org)

<http://www.pg.undp.org>

<https://www.sprep.org/members/papua-new-guinea-papouasie-nouvelle-guinee>

<https://www.sprep.org/inform>

<https://www.sprep.org/pacc>

<https://www.unenvironment.org/news-and-stories/story/informing-action-pacific-nations-unite-environment>

<http://www.pngcepa.com>

<http://www.ccda.gov.pg>

<https://ckan.org>

<https://getdkan.org/index.html>

<https://erc.undp.org/evaluation/evaluations/detail/7810#>

## Annex 6: Interview Protocol

*Note: This is a guide for the Interviewer (a simplified version of the evaluation matrix). Not all questions were asked to each interviewee; it was a reminder for the Interviewer about the type of information required to complete the evaluation and a guide to prepare the semi-structured interviews. Confidentiality was guaranteed to the Interviewees and the findings once “triangulated” were incorporated in the report.*

---

### **I. RELEVANCE** - *How does the project relate to the main objectives of the GEF, UNDP and to planning decisions that help protect the global environment of PNG?*

---

- I.1. Is the Project relevant to GEF objectives?
- I.2. Is the Project relevant to UNDP objectives?
- I.3. Is the Project relevant to PNG’s planning decisions that help protect the global environment?
- I.4. Does the Project address the needs of target beneficiaries?
- I.5. Is the Project internally coherent in its design?
- I.6. How is the Project relevant in light of other donors?

#### ***Future directions for similar projects***

- I.7. What lessons have been learnt and what changes could have been made to the project in order to strengthen the alignment between the project and the Partners’ priorities and areas of focus?
- I.8. How could the project better target and address priorities and development challenges of targeted beneficiaries?

---

### **II. EFFECTIVENESS** – *To what extent have the expected outcomes and objectives of the project been achieved?*

---

- II.1. How is the Project effective in achieving its expected outcomes?
  - A capacity to manage and use integrated information systems for Rio Convention implementation
  - Institutional strengthening for improved monitoring of the global environment and capacity to replicate successful environmental information management and integration practices
- II.2. How is risk and risk mitigation being managed?

#### ***Future directions for similar projects***

- II.3. What lessons have been learnt for the project to achieve its outcomes?
- II.4. What changes could have been made (if any) to the formulation of the project in order to improve the achievement of project’s expected results?
- II.5. How could the project be more effective in achieving its results?

---

### **III. EFFICIENCY** - *Has the project been implemented efficiently, cost-effectively and in-line with international and national norms and standards?*

---

- III.1. Is adaptive management used or needed to ensure efficient resource use?
- III.2. Do the *Logical Framework* and work plans and any changes made to them used as management tools during implementation?
- III.3. Are accounting and financial systems in place adequate for project management and producing accurate and timely financial information?
- III.4. How adequate is the M&E framework (indicators & targets)?
- III.5. Are progress reports produced accurately, timely and respond to reporting requirements including adaptive management changes?
- III.6. Is project implementation as cost effective as originally proposed (planned vs. actual)?
- III.7. Is the leveraging of funds (co-financing) happening as planned?
- III.8. Are financial resources utilized efficiently? Could financial resources have been used more efficiently?
- III.9. How is RBM used during project implementation?

- III.10. Are there an institutionalized or informal feedback or dissemination mechanism for lessons learned for ongoing project adjustment and improvement?
- III.11. Does the project mainstream gender considerations into its implementation?
- III.12. Is the government engaged?
- III.13. To what extent are partnerships/ linkages between institutions/ organizations encouraged and supported?
- III.14. Which partnerships/linkages are facilitated? Which one can be considered sustainable?
- III.15. What is the level of efficiency of cooperation and collaboration arrangements? (between local actors, UNDP, and relevant government entities)
- III.16. Is an appropriate balance struck between utilization of international expertise and local capacity?
- III.17. Did the project take into account local capacity in design and implementation of the project?

***Future directions for the project***

- III.18. What lessons can be learnt from the project on efficiency?
- III.19. How could the project have more efficiently addressed its key priorities (in terms of management structures and procedures, partnerships arrangements, etc., ...)?

---

**IV. IMPACTS** - *Are there indications that the project has contributed to making the best practices and innovative approaches for measuring, reporting and verifying internationally agreed targets and indicators of global environment benefits?*

---

- IV.1. Will the project achieve its objective that is to strengthen national capacities to measure, report and verify internationally agreed targets and indicators of global environment benefits?
- IV.2. How is the Project impacting local environment and socio-economic issues?

***Future directions for the project***

- IV.3. How could the project build on its successes and learn from its weaknesses in order to enhance the potential for impact of ongoing and future initiatives?

---

**V. SUSTAINABILITY** - *To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?*

---

- V.1. Were sustainability issues adequately integrated in project formulation?
- V.2. Does the project adequately address financial and economic sustainability issues?
- V.3. Is there evidence that project partners will continue their activities beyond project support?
- V.4. Are laws, policies and frameworks being addressed through the project, in order to address sustainability of key initiatives and reforms?
- V.5. Is the capacity in place at the national and local levels adequate to ensure sustainability of results achieved to date?
- V.6. Does the project contribute to key building blocks for social and political sustainability?
- V.7. Are project activities and results being replicated elsewhere and/or scaled up?
- V.8. What are the main challenges that may hinder sustainability of efforts?

***Future directions for the project***

- V.9. Which areas/arrangements under the project show the strongest potential for lasting long-term results?
- V.10. What are the key challenges and obstacles to the sustainability of results of project initiatives that must be directly and quickly addressed?

## Annex 7: Evaluation Mission Agenda

### Project Terminal Evaluation (Mission to PNG: Jean-Joseph Bellamy)

#### Agenda for April 8-12, 2019

Date / Time	Organization	Name
Thursday (04/04/2019)		
07:00	Departure from Ottawa	
Sunday (07/04/2019)		
05:00	Arrival in Port Moresby, PNG	
Monday (08/04/2019)		
09:00	UNDP Port Moresby	Mr. Edward Vrkic, Senior Climate Change Advisor, UNDP Ms. Gretel Orake, Project Coordinator, CCCD Ms. Gwen Maru, Programme Analyst (Energy & Environment), UNDP Ms. Momenat Al-Khateeb, Technical Specialist (Finance), PSU, UNDP Ms. Linda Kapus-Barae, Programme Assistant Analyst (Energy & Environment), UNDP.
10:30	UNDP	Reviewed notes and documents
14:00	CEPA	Mr. Gerard Natera, Manager, GIS, Policy Division, CEPA
15:30	Hotel	Reviewed notes and documents
Tuesday (09/04/2019)		
8:00 – 12:00	UNDP	Reviewed notes and documents
14:00	CEPA	Mr. Biatu Bito, National Project Coordinator, INFORM Project, SPREP
15:30	Hotel	Reviewed notes and documents
Wednesday (10/04/2018)		
8:00	Hotel	Reviewed finances and AWP of the project
10:00	UNDP	Ms. Emily Fajardo, Chief Technical Advisor (GEF Projects), UNDP
12:00	UNDP business lunch	Mr. Ed Vckic, Senior Climate Change Advisor, UNDP
14:00	UNDP/Hotel	Reviewed notes and documents
Thursday (11/04/2019)		
8:00	Hotel	Reviewed notes and documents
11:00	UNDP	Ms. Gwen Maru, Programme Analyst (Energy & Environment), UNDP
13:00	CEPA	Mr. Maion Virobo, Director, Policy Division, CEPA Mr. Richard Balone, Manager, IT, Corporate Services Division, CEPA
15:00	Department of National Planning & Monitoring	Mr. John Igitoi, Manager, PNG Strategy for Development Statistics. Mr. Alex Ginet, Assistant Secretary Ms. Chi-Haru Sai'i, Aid Coordinator Mr. Killian Sesega, A/Senior M&E Officer
Friday (12/04/2019)		
8:00	Hotel	Prepared Evaluation Initial Findings
14:00	UNDP	Final review of information collected
16:00	UNDP – Mission Debriefing	Mr. Ed Vckic, Senior Climate Change Advisor, UNDP Ms. Gretel Orake, Project Co-ordinator, CCCD Project
Saturday (13/04/2019)		
16:50	Departure from Port Moresby	
Sunday (14/04/2019)		
21:40	Arrival in Ottawa	
Tuesday (23/04/2019)		
09:00 (Apia	Sype Interview	Mr. Paul Anderson, <i>INFORM</i> Project Manager, SPREP

Date / Time	Organization	Name
time)		
<b>Tuesday (24/04/2019)</b>		
8:00	Skype Interview	Mr. Jan Burdziej, Consultant
<b>Tuesday (25/04/2019)</b>		
11:00 (Ottawa time)	Sype Interview	Mr. Tom Twining-Ward, RTA, UNDP
<b>Tuesday (02/05/2019)</b>		
08:00 (Ottawa time)	Sype Interview	Ms. Eva Huttova, Financial Officer, UNDP



## Annex 8: List of People Interviewed

#	Name	Position	Organization
Mr.	Alex Ginet	Assistant Secretary	Department of National Planning
Mr.	Biatus Bito	National Project Coordinator	INFORM Project, SPREP
Ms.	Chi-Haru Sai'i	Aid Coordinator	Department of National Planning
Mr.	Edward Vckic	Senior Climate Change Advisor	UNDP
Ms.	Emily Fajardo	Chief Technical Advisor (GEF Projects)	UNDP
Ms.	Eva Huttova	Financial Officer	UNDP
Mr.	Gerard Natera	Manager, GIS, Policy Division	CEPA
Ms.	Gretel Orake	Project Co-ordinator	CCCD Project
Ms.	Gwen Maru	Programme Analyst (Energy & Environment)	UNDP
Mr.	Jan Burdziej	Consultant	
Mr.	John Igitoi	Manager, PNG Strategy for Development Statistics	Department of National Planning
Ms.	Linda Kapus-Barae,	Programme Assistant Analyst (Energy & Environment)	UNDP
Mr.	Maion Virobo	Director, Policy Division, CEPA	CEPA
Ms.	Momenat Al-Khateeb	Technical Specialist (Finance), PSU	UNDP
Mr.	Paul Anderson,	INFORM Project Manager	SPREP
Mr.	Richard Balone	Manager, IT, Corporate Services Division	CEPA
Mr.	Killian Sesega	A/Senior M&E Officer	Department of National Planning
Mr.	Tom Twining-Ward	Regional Technical Advisor	UNDP

*Met 18 people (7 women and 11 men)*

## Annex 9: Rating Scales

As per UNDP-GEF guidance, the TE Evaluator used the following scales to rate the project:

- A 6-point scale to rate the project effectiveness, efficiency, overall project outcome Rating, M&E, IA & EA Execution
- A 4-point scale to rate the sustainability of project achievements
- A 2-point scale to rate the relevance of the project

Ratings for Project effectiveness, efficiency, overall project outcome Rating, M&E, IA & EA Execution		
6	Highly Satisfactory (HS)	Implementation of all seven components – management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”.
5	Satisfactory (S)	Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.
4	Moderately Satisfactory (MS)	Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action.
3	Moderately Unsatisfactory (MU)	Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action.
2	Unsatisfactory (U)	Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.
1	Highly Unsatisfactory (HU)	Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management.

Ratings for Sustainability		
4	Likely (L)	Negligible risks to sustainability, with key outcomes on track to be achieved by the project’s closure and expected to continue into the foreseeable future
3	Moderately Likely (ML)	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review
2	Moderately Unlikely (MU)	Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
1	Unlikely (U)	Severe risks that project outcomes as well as key outputs will not be sustained

Ratings for Progress Relevance		
2	Relevant (R)	The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”.
1	Not Relevant (NR)	The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.

Ratings for Impact: Improvement, Environmental Stress Reduction, Progress Towards Stress/Status Change	
3	Significant (S)
2	Minimal (M)
1	Negligible (N)

## **Annex 10: Audit Trail**

The audit trail is presented in a separate file.

**Annex 11: Evaluation Report Clearance Form**

**EVALUATION REPORT CLEARANCE FORM**

*Evaluation Report Reviewed and Cleared by*

***UNDP Country Office***

Name: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

***UNDP RTA***

Name: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_