



Project Title: "Capacity Building for Improved Decision Making Related to the Global Environment"

PIMS: 4925

Atlas Project ID: 00092545

GEF PMIS # 5471

Executing Agency: Ministry of Environment and Sustainable Development

Focal Area: Multi-Focal Areas

GEF Operational Program (GEF 5)/Strategic Program: CD2, CD3, CD4

Region: Latin-America and the Caribbean

Report of the Terminal Evaluation Mission



Time Frame: 1 to 30 April 2019

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30 April 2019

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The interviews with Econ. Yan Esperanza, Executive Director of the Moises Bertoni Foundation, Ing. Antonio Arpea, a private environmental consultant and Ing. Edmilce Ugarte, Director of the Fondo de Conservación de Bosques Tropicales, all provided great insight as to the perception of the contribution of this project, as seen by the NGO community and the private sector environmental consultants who are of course both clients and partners of MADES in promoting climate mitigation and adaptation, good land use practices and the conservation of biological resources.

The interviews with Mr. Alfonso Fernandez de Castro, UNDP Deputy Resident Representative and Ms. Veronique Gerard, UNDP Programme Officer for Sustainable Development were very productive. They proved to be very aware of the findings on sustainability that the FE mission identified and indicated their willingness to address this issue. For this, the consultant is grateful.

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ABBREVIATIONS

CBD	Convention on Biodiversity
CMNUCC	Second National Communication on Climate Change
CONAM	National environmental Council
CPAP	UNDP Country Programme Action Plan (for Paraguay)
DINAC	National Aeronautics Directorate (responsible for hydrometeorology)
EA	Executing Agency
ENPAB	National Strategy and Plan for Conservation of Biological Diversity
FE	Final Project Evaluation (FE)
GEF	Global Environmental Facility
IA	Implementing Agency
INFONA	National Forestry Institute
IT	Information Technology
MADES	Ministry of Environment and Sustainable Development
NCSA	National Capacity Self-assessment Project
NGO	Non-Governmental Organization
PIU	Project Implementation Unit
PIR	Project Implementation Report
PRODOC	Project Document
SEAM	National Environmental Secretariat
SENATICS	National Secretariat for Information and Communication Technologies
SIAM	National Environmental Information System
SISNAM	National Environmental System
UNDP	United Nations Development Programme
UNDP-CO	United Nations Development Programme Country Office (Paraguay)
UNCCD	UN Convention to Combat Desertification
UNDAF	UN Development Assistance Framework (for Paraguay)
UNFCCC	UN Framework Convention on Climate Change
USD	United States Dollar

PART A - EXECUTIVE SUMMARY

The Final Project Evaluation (FE) is the final part of the Monitoring and Evaluation plan of the UNDP/GEF Project: “Capacity Building for Improved Decision Making Related to the Global Environment”. This project was operationally concluded and closed in April 30th. 2019 The FE mission to Paraguay was conducted from April 1st. to 12th. 2019. Extensive consultations with the project partners were also conducted prior to and following the mission to ensure a proper understanding of the project’s relevance, design, effectiveness, efficiency, impact, sustainability, national ownership, management structure, budgetary level and the adequacy of financial support, implementation arrangements, and M&E planned results, all of which leads to the submission of this FE report.

BACKGROUND

Paraguay is a country that has a proven vocation for the preservation of the environment, as well as the fight against climate change, food security and harmonious and sustainable development. In compliance with this, Paraguay is a signatory to the Rio conventions such as: the Convention on Biological Diversity; the Convention to Combat Desertification and Drought; and the United Nations Framework Convention on Climate Change. It has also ratified the Cartagena Protocol on Biosafety and the Kyoto Protocol on the limitation of greenhouse gas emissions. Paraguay has also acceded to and/or ratified other treaties and protocols related to the protection of wetlands, the protection of endangered species, the protection of the ozone layer, the control of hazardous wastes, the control of the transfer of hazardous chemicals, the control of persistent organic pollutants, the conservation of migrant species, the preservation of phylogenetic resources, and mercury pollution.

To meet all these commitments, through Law 1561/00 of December 30, 1999, created the National System of the Environment (SISNAM) comprising two key bodies:

(1) The National Council of the Environment (CONAM) whose members are the representatives of the environmental units of the ministries, secretariats and sectorial public organs, the secretariats and environmental departments of the departmental and municipal governments; and the representatives of the guild entities, as well as of the private productive sectors and of the environmental non-governmental organizations without profit aims.

(2) The Secretariat of the Environment (SEAM), which presides over CONAM and serves as its secretariat. The objective of this body is to formulate, coordinate, execute and oversee national environmental policy.

In its first years of operation, it became evident that, despite advances in the production of policies and instruments, there was still a lack of technical capacities in the various agencies involved, a lack of coordination among these agencies, a lack of involvement of the main stakeholders and the institutions involved in CONAM’s work, deficiencies in both the quantity and quality of the data collected by the different SISNAM actors, as well as mechanisms for processing, analysing and converting them into reports that serve as a basis for taking the required decisions.

In order to remedy these shortcomings, over time the Government of Paraguay took a number of measures, among them:

- through SEAM requested the cooperation of UNDP and the GEF to co-finance and carry out a project: (1) strengthen the Ministry of the Environment and the entire SISNAM in order to alleviate deficiencies in data collection and management, (2) improve SISNAM coordination in support of environmental obligations under the treaties, protocols, and conventions of which the country is a member, and (3) sensitize and strengthen all social actors to formulate and implement better environmental plans.
- raised the political profile of SEAM, making it part of the Ministerial Cabinet by turning it into the Ministry of the Environment; and

- through SEAM requested the cooperation of UNDP and the GEF to co-finance and carry out a project: (1) strengthen the Ministry of the Environment and the entire SISNAM in order to alleviate deficiencies in data collection and management, (2) improve SISNAM coordination in support of environmental obligations under the treaties, protocols, and conventions of which the country is a member, and (3) sensitize and strengthen all social actors to formulate and implement better environmental plans.

It is important to note that the CONAM met only twice and it became clear that coordination at that level was not possible. The CONAM was dissolved by law.

PROJECT OBJECTIVE, COMPONENTS, RESULTS AND PRODUCTS

The objective of the project is to: Improve decision-making for the global environment in Paraguay. The project was conceived to achieve this by strengthening the SEAM (now MADES) and through the CONAM provide the SEAM with a platform to influence the planning process at the national and local levels.

To this end, the project was to focus on strengthening capacities to create and access better data and information, as well as develop the analytical skills to implement the obligations of the Rio Conventions.

The project contemplated the following three components:

Component 1: Strengthening the management of data and information related to the global Environment.

Component 2: Improved institutional arrangements to catalyse the implementation of the Rio Conventions.

Component 3: Strengthening technical capacities to implement the obligations of the Rio Conventions

Each component was designed to lead to an outcome at the end of the project.

The expected Outcomes were:

Outcome 1: At the end of the project, better data and information will be more readily available and accessible to inform planners and decision-makers when formulating and implementing development plans for the sector.

Outcome 2: At the end of the Project, the institutional mechanisms and structures will enable the best practices for the implementation of the Rio Conventions are incorporated into development plans for the sector.

Outcome 3: At the end of the Project, the awareness and knowledge of social actors and others stakeholders to formulate and implement development plans that are environmentally sound and sustainable are considerably increased.

Each result in turn entails obtaining certain Products by carrying out Activities that use Inputs in a logical chain known as the Logical Framework. In order to know whether the outputs have been achieved, a series of Baseline Indicators describing the situation at the beginning of the Project and a

series of Success Indicators describing the expected situation at the end of the Project have been predetermined in the design of the Project itself. The FE mission will follow this logical chain.

The main project data are summarized in **TABLE 1 - PROJECT SYNOPSIS**

Project Title: Capacity Building for Improved Decision Making Related to the Global Environment				
GEF Project identification:	5471		At the time of approval (in USD)	At time of completion (in USD)
UNDP identification of the:	4925 (PIMS) 00084609 (Atlas Award ID) 00092545 (Atlas Project ID)	GEF Financial Contribution	880,000.00	880,000.00
Country:	Paraguay	IA (UNDP) co-financing:	200,000.00 (UNDP) (in kind)	200,000.00
Region:	Latin America and the Caribbean	Government Contribution:	640,000.00 (in kind) 160,000.00 (in cash)	1,222,094.00 (in kind)
Focal Area	Multi-Focal			
Executing Agency	MADES	Total Project Expenditures	1,720,000.00	2,302,094.00
Other Partners:	UNDP	Date of signature of the Project Document (Start date of the project):		15 Sep 2015
		Project Operational Closing date:	Proposed: 15 Sep 2018	Actual: 30 April 2019

TABLE 2 – OVERALL RATINGS

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

Note: Ratings Key is given in Table 7: Evaluation Criteria.

KEY PROJECT ACHIEVEMENTS (AS OF 30 APRIL 2019).

• Component 1:

- 33 environmental indicators validated
- 3 agreement signed with: the Government of Boqueron, SENATICS, DINAC & 9 agreements in process
- MADES Web totally updated
- Environmental Information System (SIAM) control module operational
- Modules for climate change, biodiversity & desertification designed and operational by 30 Apr.
- Training plan for 5 years in planning completed
- 639 persons trained in data management & the use of the SIAM system (over 55% were women)

• Component 2:

- Thematic analysis CBD, UNCCD and UNFCCC elaborated
- Comprehensive training program developed
- Analytical report synthesizing the three Rio conventions completed
- Comprehensive training program for this component developed
- Pilot project document prepared
- Pilot project implemented
- Lessons Learned study conducted
- Draft replication strategy
- 6 workshops for sub-national development strategy replicated

• Component 3:

- Communication plan developed and 80% implemented
- New website launched and includes a digital library divided by each Rio Convention
- Facebook and Tweeter accounts established
- 60 spots in the Guaraní TV channel aired & 5298 radio spots aired in Asunción and the interior.
- 3 workshops/meetings launched with the participation of 53 persons of which 64% were women
- 86 gov. officials (involved in planning) trained in monitoring & enforcing environmental legislation
- 20 workshops on strengthening the technical capacity of social actors and on planning practice frameworks Rio Conventions completed (193 officials – 40% women)
- 15 articles on relevance of the Rio conventions for economic development of Paraguay published
- 14 awareness workshops for 1,307 participants (women, children and men) completed
- 2 panel discussions and public dialogue completed, albeit with scant participation
- 41 national dialogue sessions involving 804 people, of whom 46% were women
- 2 sub-national dialogue sessions with 118 participants of which 62.5% were women
- 1 Journalist Awareness Forum with the participation of 98 people, of whom 65% were women
- 4 project management meetings with the participation of 33 people of which 67% were women

ADDITIONAL PRODUCTS NOT ORIGINALLY FORESEEN IN THE PRODOC

- An online payment system linked to the SIAM environmental information platform
- A financial control system for MADES
- Training in Project Management for key MADES staff
- The creation of a Project Management Unit within the Planning General Directorate
- Project control and follow-up systems to automate the work of the Project Management Unit
- A web site for the Boqueron Governorate with a strong environmental awareness component

MISSION FINDINGS

ON RELEVANCE OF THE PROJECT: The Evaluation Mission believes the project to have been in its inception, is now and hopefully will continue to be in the future very relevant (see chapter on Sustainability below). It is directly related to the Government of Paraguay's international obligations under the framework of the three Rio Conventions. It falls directly under three of the GEF's Focal Areas (Climate Change, Biodiversity and Land Degradation). It is relevant to Outputs 3.1 and 3.2 of the UNDAF for Paraguay (2015-19) which point to increasing the capacity of the country to mitigate and adapt to environmental conditions and to improving conservation practices in order to reduce deforestation, land degradation and the sustainability of the country's biodiversity. Similarly, the project contributes to the achievement of Outputs 2.5 that refers to food security and 1.3 that refers to empowering women. The project was also in line with a series of government policies as outlined in the National Strategy and Plan for the Conservation of Biological Diversity (ENPAB in spanish); the Second National Communication on Climate Change (CMNUCC in spanish); national plans and policy for dealing with soil degradation and many other environmental policies, plans and laws.

ON THE PROJECT'S DESIGN: The FE mission consultant is of the opinion that there were some flaws in the original design of the project. One could mention two as follows:

- while the overall objective of the project was a very ambitious one, designed to empower the SEAM (now MADES) to spearhead the inclusion of the environmental dimension into the national, regional and local planning processes, the resources allocated (US\$ 880,000) and the time frame to do this were not realistic;
- attempting to achieve this objective at a high level (almost at the political level) based on a SEAM which was under-staffed, under-budgeted and that at that time did not possess the political clout to summon the necessary authority to carry out this role, was overly optimistic.

It is notable that in spite of these limitations MADES and the PIU have managed to produce some very significant results that are now poised to give MADES the tools to play such a role in the future. However, much will depend on the investment made to sustain this effort. To this end the FE mission will make some recommendations below.

ON EFFECTIVENESS: The FE Mission was glad to note that for all practical effects, the 27 expected outputs have been produced and all the expected 9 outcomes have been achieved as planned. Most importantly, the Government of Paraguay is complying with its obligations under the 3 main Rio Conventions. The FE Mission therefore considers this project highly successful as can be seen in “**Table 10: Evaluation of the project situation as per the log-frame up to April 2019**” and the ratings given in **Table 6: FE Rating for Project Performance**.

ON EFFICIENCY: The FE Mission had opportunity to discuss at length with the National Project Director, the Technical Advisor- Head of the PIU and the staff of the Project Implementing Unit. The FE Missions was also glad to note that over 98% of the cash budget has been spent. The in-kind contributions materialized at 100%. The FE Mission was not able to obtain a detailed accounting on the in-kind contribution of the Paraguay, however given that they have produced, for all practical effects, the expected Outputs and Outcomes, the Mission believes it is clear that they contributed all the required manpower and equipment that allowed this achievement. The FE mission evaluator took note that the cash contribution from UNDP planned in the PRODOC (US\$200,000) did not materialize. For further details, please see Tables 4 and 5 below.

ON THE IMPACT OF THE PROJECT: The FE Mission had an opportunity to talk with an array of stakeholders and there was unanimity amongst them that this project had been crucial in providing:

- the training and communication strategy to generate awareness of environmental problems faced by Paraguay; the international obligations that the country has acquired under the three Rio Treaties as well as other environmental agreements; and the links that exist between long term sustainable development and protection of the environment.

- the systems (SIAM, On-line payments, Project Control and Web pages) required to allow MADES to discharge its responsibilities, as well as to establish links with other central and decentralized governmental institutions that have a role to play in environmental matters.
- with the strong support of the Minister, assisted in raising the credibility of the MADES vis a vis other ministries and the public image.

ON SUSTAINABILITY: Regrettably, the FE mission heard from all sources interviewed, including the Minister, the fear that the important achievements and momentum generated may not be consolidated. The main reason for this was expressed by all as the weakness of a Ministry that is very short on budget and staff (although the technical level and commitment of that staff is judged by the FE mission as outstanding). There was also a fear that, as the project came to an end, the PIU and IT consulting staff, which was viewed by all interviewees as key to the changes that have taken place within MADES, would leave a great void that the Ministry. It was universally felt that at this time, on its own the Ministry was not yet prepared to absorb the crucial functions the PIU plays. The FE mission consultant fully shares this concern. To that effect this report contains a recommendation designed to address this point.

CONCLUSIONS:

1. The concept behind the project was highly relevant and continues to be so.
2. Practically all of the Outputs planned in the PRODOC were achieved in full. In fact, the project produced a series of additional very crucial outputs that were not foreseen in the PRODOC but that were complementary to those envisioned.
3. The project design, in terms of the logic behind the expected outcomes, outputs and the required activities to achieve those outputs, was coherent and achievable. The baseline and success indicators and the means of their verification were in line with the expected outcomes and outputs.
4. The Macro-Objective of the project, i.e. to empower the SEAM (now MADES) to spearhead the inclusion of the environmental dimension into the national, regional and local planning processes, was somewhat overambitious. The real capacity and clout of the SEAM at the time of design, as well as in the resources allocated by the UNDP/GEF and the timeframe to achieve this objective were, in the opinion of the FE mission consultant, overestimated.
5. The project was very well managed by an excellent team of professionals that conformed the PIU and received very good support from the UNDP field office and the MADES.
6. The project's financial/administrative execution was transparent and excellent, as attested by both the government and external auditors.
7. The profile and understanding of environmental issues and of the three Rio Conventions amongst: 1) government staff of different ministries and entities; 2) decentralized government staff; 3) Users of the services of MADES; and 4) the general public was greatly enhanced by the activities of this project.
8. The project has assisted MADES in establishing a solid base for the Macro-Objective to be reached in the not too distant future, subject to ensuring the sustainability of the effort for another year or two (SEE RECOMMENDATIONS BELOW).
9. All in all, it is the opinion of the FE evaluation mission consultant that the investment by the UNDP/GEF has produced tangible and important changes (outcomes) and therefore has been very worthwhile

RECOMMENDATIONS:

To the Minister and the UNDP Office:

- Recommendation 1: A dialogue should start as soon as possible in order to identify funding sources that can provide the Ministry of the Environment with the means to ensure the

necessary technical support to the SIAM over the next two years. (details provided in point A under Financial Sustainability above)

Recommendation 2: A dialogue should start as soon as possible in order to identify funding sources that can provide the Ministry of the Environment with the means to establish a solid Project Implementation Unit that reports directly to the highest level in MADES. (details provided in point B under Financial Sustainability above)

PART B - MAIN TEXT

I. INTRODUCTION

I.1 PURPOSE OF THE EVALUATION

As per the “UNDP/GEF Terminal Evaluation Guidelines” for UNDP/GEF supported projects this Final Project Evaluation has the following purposes:

- To promote accountability and transparency, and to assess and disclose the extent of project accomplishments.
- To synthesize lessons that can help to improve the selection, design and implementation of future UNDP/GEF activities.
- To provide feedback on issues that are recurrent across the UNDP/GEF portfolio and need attention and on improvements regarding previously identified issues.
- To contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefits.
- To gauge the extent of project convergence with other UN and UNDP priorities, including harmonization with other UN Development Assistance Framework (UNDAF) and UNDP Country Programme Action Plan (CPAP) outcomes and outputs.

The aforementioned guidelines are designed to enhance compliance with both UNDP and GEF evaluation policies and procedures which are consistent and mutually reinforcing, and use common standards. The guidelines also respond to GEF requirements established to ensure that final evaluations of GEF-financed projects should include ratings for each of the following project design/implementation categories: relevance, effectiveness, efficiency, monitoring and future sustainability of project results.

I.2 SCOPE & METHODOLOGY OF THE FINAL EVALUATION

The Final Project Evaluation (FE), was carried out by an independent consultant. The Terms of Reference (TOR) of the mission were put together by MADES in consultation with the UNDP field office in Paraguay and the contractual and travel arrangements for the evaluation were done by MADES, in its capacity as the GEF Executing Agent for the project entitled “Capacity Building for Improved Decision Making Related to the Global Environment”

In addition to evaluating the relevance, effectiveness, efficiency and future sustainability of the project activities in relation to the stated objectives, the FE was asked to review the management arrangements, identify any useful lessons that can be applied by UNDP/GEF in future projects and make appropriate targeted recommendations that stem from the evidence that the mission collected through their desk review and interviews of stakeholders.

The FE was conducted over a period of 26 working days between 1st. and the 30th. of April 2019. A total of 10 working days (12 calendar days) were reserved for the Evaluation Mission Team to carry out interviews in Asunción and Filadélfia. This took place between the 1st. and 12th. of April 2019. The approach was determined by the terms of reference (log-frame analysis, change theory, RBB validation). While the project is of an institutional strengthening nature, every interviewee was asked to identify

its effect on gender. The responses were triangulated with other interviews and/or documentation. All interviewees were advised that confidentiality would be kept. Full details of the objectives of the FE can be found in the TOR, but the evaluation has concentrated on assessing the relevance, design, implementation (in terms of quality and timeliness of inputs, financial planning, and monitoring and evaluation; the efficiency and effectiveness of activities carried out and the objectives and outcomes achieved) as well as the likely future sustainability of its results, its likely impact and the involvement of stakeholders. The draft Final Evaluation Report, was revised after receipt of comments (all parties involved were satisfied with the report as drafted) and finalised on the 14 of May 2019. The text has been revised to ensure there were no inaccuracies and a note to the effect that all parties were satisfied with the report included in an “audit trail” table (see Table 12).

The evaluation was conducted using a “participatory approach” to provide it with sufficient evidence upon which to base its conclusions:

- face-to-face interviews with the PIU team
- face-to-face interviews with all the concerned UNDP staff
- face-to-face interviews with the Minister and all the concerned MADES staff
- face-to-face interviews with all the concerned staff of the Boqueron Department Governorate
- face-to-face interviews with representatives of the private sector and NGO community

A full list of people interviewed is given in Table 8.

The FE Team has made every effort to evaluate using the criteria listed in the *UNDP Monitoring and Evaluation Policy*, namely:

- Relevance – the extent to which the activity is suited to local and national development priorities and organisational policies, including changes over time, as well as the extent to which the project is in line with the GEF Operational Programmes or the strategic priorities under which the project was funded.
- Effectiveness – the extent to which an objective has been achieved or how likely it is to be achieved.
- Efficiency – the extent to which results have been delivered in the most efficient way and with the least costly resources possible.
- Results – the positive and negative, and foreseen and unforeseen, changes to and effects produced by a development intervention. In GEF terms, results include direct project outputs, short-to medium term outcomes, and longer-term impact including global environmental benefits, replication effects and other, local effects.
- Sustainability – the likely ability of an intervention to continue to deliver benefits for an extended period of time after completion. Projects need to be environmentally as well as financially and socially sustainable.

I.3 CONSTRAINTS

The mission faced no major constraints.

I.4 STRUCTURE OF THE EVALUATION REPORT

The FE Report is structured in line with UNDP’s guidelines. It starts with an Executive Summary of the report, giving a brief context in which the project was inserted, as well as its background, its key successes, the key concerns identified by the FE Team, the main conclusion reached and the principal recommendations formulated.

This is followed by an Introduction, which outlines in greater detail the purpose of the FE, the scope, and methodology used and the constraints that the mission faced during the FE.

- Project Description and Development Context
 - Project Start and Duration
 - Immediate and Development Objectives of the Project

- Project Design
- Underlying Assumptions and Risks
- Overall Management Structure and Stakeholder Participation
- Project Result
 - Overall Project Findings
 - Baseline Indicator
 - Gender
 - Monitoring, Evaluation and Implementation
 - Reporting and Communication
 - Achievement in Terms of Project Outcomes and Output
 - Country Ownership
 - Sustainability
 - Ratings
- Conclusions and Recommendations
 - Conclusion
 - Recommendation
- Annexes.

I.5 PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

I.5.1 PROJECT START AND DURATION

The Project Document was signed in September 2015 for the duration of three years. However, few project activities were undertaken in the first year. Project activities started in earnest in 2016. The project duration was extended by seven months and will end on April 30th 2019.

The key timelines which are planned or expected for project implementation are shown in Table below.

TABLE 3 - KEY TIMELINE FOR PROJECT IMPLEMENTATION.

Key project's milestones	Date
Submission of Concept to GEF	1 July 2013
Approval of the Concept by the GEF Board	5 December 2013
Development of a Full Project Proposal	31 December 2014
Submission to GEF of a Full Project Proposal	5 January 2015
CEO approval of project document (CEO ER)	23 January 2015
Project Document Signature date	15 September 2015
Project activities launched	December 2015
Mid-term Review Date	Does not apply.
Original Planned Closing Date	15 September 2018
Revised Closing Date	30 April 2019
Final Project Evaluation	March-April 2019

I.5.2 IMMEDIATE AND DEVELOPMENT OBJECTIVES OF THE PROJECT

The project is aimed at enabling the Government of Paraguay to design public policies and measures for both appropriate environmental management and compliance its international obligations under the three Rio Treaties, through: (1) *the strengthening the management of data and information related to the global environment*; (2) *the establishment of improved institutional arrangements aimed catalysing the implementation of the Rio Conventions*; and (3) *the strengthening of technical capacities to implement the obligations of the Rio Conventions*.

As stated above in the Executive Summary the concept was based on the legal framework created by the law (No. 1561/00 of May2000) that established the SISNAM, CONAM and SEAM. The premise was that the SEAM (now MADES), once endowed with better trained staff and strong data/information systems could, through the CONAM, influence the planning processes at both the central and local levels as well as interact with private sector investors and trade unions who were also members of CONAM.

I.5.3 PROJECT DESIGN

As stated above in the Executive Summary, the concept was based on the legal framework created by the law (No. 1561/00 of May2000) that established the SISNAM, CONAM and SEAM. The premise was that the SEAM (now MADES) once endowed with better trained staff and strong data/information systems could, through the CONAM, influence the planning processes at both the central and local levels as well as interact with private sector investors and trade unions who were also members of CONAM.

In practice however, this proved to be a somewhat optimistic concept. The SEAM at that time did not possess the technical and political clout to play this role. This resulted in the CONAM, the instrument by which SEAM was to influence the planning processes, meeting only a few times before it was officially dissolved by law.

Recognizing this over-optimistic concept, SEAM, the UNDP and the PIU focused on taking very practical measures in order to strengthen the SEAM. This was done through technical and political actions. On the technical side, the project concentrated on ensuring that all the outputs and products mentioned in the PRODOC were met with a pragmatic approach. Strengthening the technical capacity of SEAM and providing it with systems to manage efficiently its mandate such as the SIAM, the parallel on line client payment system, a project management unit, a renewed web site, a communication strategy to create awareness on environmental matters and carrying out a pilot experience with a regional government, were all parts of the strengthening of SEAM. On the political side, the SEAM's profile was greatly strengthened when in 2018 it became a Ministry (MADES). The FE consultant is convinced that this became only possible through the results obtained by the project and the resolute vision of the new Minister of the Environment and Sustainable Development.

I.5.4 UNDERLYING ASSUMPTIONS AND RISKS

The three main risks identified at project formulation phase are as follows:

1. Possible bureaucratic delays that may affect the project's implementation.

This risk did not materialize in any significant way. MADES, the PIU and the UNDP field office managed their respective roles well, and in general terms within acceptable timeframes. The project is finalizing with only a minor extension to the anticipated date.

2. Possible lack of cooperation between other ministries and entities and SEAM (now MADES).

As stated, this did indeed happen. In the opinion of the FE mission evaluator, SEAM was not seen at the time as a strong entity, endowed with the legal instruments, the technical capacity and the political clout to act as the secretariat of the CONAM.

Fortunately, this reality was recognized by SEAM, the PIU and the UNDP early on, and as stated above the strategy was changed. It is the opinion of the FE mission evaluator that the success of this change in strategy, has changed this perception. A MADES, endowed with a better trained staff and effective systems such as SIAM, and a Minister willing to assert leadership on environmental issues, now commands the respect of other government entities as well as of the users of environmental services. The FE mission evaluator was able to sit in on a presentation of the SIAM system to the national comptroller's office and at the conclusion of that presentation, it was evident the staff of that office were more than impressed with what one of them stated was a model for other ministries to follow and hook up with. Similarly, in talking to a representative of the private sector environmental consultant's

association, they admitted that, while months ago they were skeptical that the SIAM system could benefit them, they were now convinced it was a great step forward.

Their concern, fully shared by the FE mission evaluator, is that with the disappearance of the project's PIU as of 30 April 2019, MADES may not have the human and financial resources to sustain these gains. The FE mission evaluator has had conversations with the Minister, the UNDP field office and others on the need to address this concern and a recommendation to do this is included in this report.

(3) Possible political changes that may result in a dilution of political support

This risk also did not materialize. On the contrary, with the arrival of a new Minister came the decisive support to implement transparent and efficient systems like SIAM which was at first greatly resisted by special interests. His decisive political support was instrumental in affecting vital changes that the project had worked for and advocated for MADES.

I.5.5 OVERALL MANAGEMENT STRUCTURE AND STAKEHOLDER PARTICIPATION

The UNDP National Implementation Modality was chosen as the most suitable implementation modality for this project. This was done, to ensure broad stakeholder participation and to create an implementing environment of great flexibility and efficiency. With regard to the choice of the national Executing Agent, at the time the project was drafted, the National Environmental Secretariat (SEAM) was selected. SEAM was conceived as part of a system for environmental management (SISNAM) that also included a high level coordinating body (CONAM) in which most other ministries as well as regional and local governments and civil society was represented. In practice this scheme proved to be unviable as the SEAM did not have the necessary convening power to make it work.

In 2018, the Government of Paraguay decided to convert the Secretariat into the Ministry of Environment and Sustainable Development (MADES). Based on this new status as a Ministry, the project changed tactics to a more realistic coordinating mechanism. It is now implementing a series of bi-lateral inter-agency agreements with other concerned ministries, the National Forestry Institute (INFONA) some regional governments and others. The FE mission evaluator is convinced that this new structure, together with tools and awareness the project have created and promoted, will allow MADES to play the leadership role that was envisioned in the PRODOC. All of this of course in the assumption that MADES continues to receive the necessary financial and human resources support to maintain those tools until MADES can do so on its own (see section on recommendations).

The management structure of the project was also supported by the UNDP field office, which carried out some support functions such as financial transfers.

I.5.6 ADAPTIVE MANAGEMENT

The Project's adaptive management is judged by the FE mission evaluator as very good. During the course of the project's implementation, the PIU had to make managerial adjustments and produce additional outputs that were not foreseen in the original project document. It had to adjust to changes that occurred in the transition from SEAM to MADES. The FE mission evaluator is convinced this was the result of a highly capable PIU staff which managed the project with great managerial adaptability, order and superb record keeping, as well as by the efficient support and advice from the UNDP-CO and the support of key MADES staff including the Minister himself.

I.6 PROJECT RESULTS

I.6.1 OVERALL PROJECT FINDINGS

ON RELEVANCE OF THE PROJECT: The Evaluation Mission believes the project to have been in its inception, is now and hopefully will continue to be in the future very relevant (see chapter on Sustainability below). It is directly related to the Government of Paraguay's international obligations under the framework of the three Rio Conventions. It falls directly under three of the GEF's Focal Areas (Climate Change, Biodiversity and Land Degradation). It is relevant to Outputs 3.1 and 3.2 of the UNDAF for Paraguay (2015-19) which point to increasing the capacity of the country to mitigate and adapt to environmental conditions and to improving conservation practices in order to reduce deforestation, land degradation and the sustainability of the country's biodiversity. Similarly, the project contributes to the achievement of Outputs 2.5 that refers to food security and 1.3 that refers to empowering women. The project was also in line with a series of government policies as outlined in the National Strategy and Plan for the Conservation of Biological Diversity (ENPAB in spanish); the Second National Communication on Climate Change (CMNUCC in spanish); national plans and policy for dealing with soil degradation and many other environmental policies, plans and laws.

ON THE PROJECT'S DESIGN: The FE mission consultant is of the opinion that there were some flaws in the original design of the project. One could mention two as follows:

- while the overall objective of the project was a very ambitious one, designed to empower the SEAM (now MADES) to spearhead the inclusion of the environmental dimension into the national, regional and local planning processes, the resources allocated (US\$ 880,000) and the time frame to do this were not realistic;
- attempting to achieve this objective at a high level (almost at the political level) based on a SEAM which was under-staffed, under-budgeted and that at that time did not possess the political clout to summon the necessary authority to carry out this role, was overly optimistic.

It is notable that in spite of these limitations MADES and the PIU have managed to produce some very significant results that are now poised to give MADES the tools to play such a role in the future. However, much will depend on the investment made to sustain this effort. To this end the FE mission will make some recommendations below.

ON EFFECTIVENESS: The FE Mission was glad to note that for all practical effects, the 27 expected outputs have been produced and all the expected 9 outcomes have been achieved as planned. Most importantly, the Government of Paraguay is complying with its obligations under the 3 main Rio Conventions. The FE Mission therefore considers this project highly successful as can be seen in “**Table 10: Evaluation of the project situation as per the logframe up to April 2019**” and the ratings given in **Table 6: FE Rating for Project Performance**.

ON EFFICIENCY: The FE Mission had opportunity to discuss at length with the National Project Director, the Technical Advisor- Head of the PIU and the staff of the Project Implementing Unit. The FE Missions was also glad to note that over 98% of the cash budget has been spent. The in-kind contributions materialized at 100%. The FE Mission was not able to obtain a detailed accounting on the in-kind contribution of the Paraguay, however given that they have produced, for all practical effects, the expected Outputs and Outcomes, the Mission believes it is clear that they contributed all the required manpower and equipment that allowed this achievement. The FE mission evaluator took note that the cash contribution from UNDP planned in the PRODOC (US\$200,000) did not materialize. For further details, please see Tables 4 and 5 below.

The following tables provide a vision of the financial management of the project.

Table 4 - Total disbursement of GEF funds by output (end of December 2017) (US\$) against full project budget, as per Project Document

Component	2015			2016			2017			2018			2019		
Outcome	Budget	Actual	%	Budget	Actual	%	Budget	Actual	%	Budget	Actual	%	Budget	Actual	%
Outcome 1	13.000	5.730,82	44%	48.418,18	38.494,01	79,50%	47.500	37.231,93	78,38%	105.082,88	93.095,30	88,59%	30.447,94	30.224,92	99,26%
Outcome 2	12.400	5.056,71	40,78%	35.864,38	30.472,17	84,96%	115.638,97	97.490,64	84,30%	118.780,48	96.873,78	81,56%	70.535,70	69.954,17	77,63%
Outcome 3	7.800	6.203,95	79,54%	43.317,31	40.127,75	92,63%	143.704,20	117.790,04	81,96%	76.794,55	67.889,17	90,15%	38.770,00	38.630,90	92,76%
Outcome 4 (PIU)	16.000	14.548,81	90,93%	25.129,00	24.058,86	95,74%	27.504,80	26.476,95	96,26%	14.915,38	13.568,52	91%	1.346,86	1.346,86	100%
ME	0	0,00	0,00%	0	0,00	0	0	0,00	0	2.700	1.343,15	49,74%	22.446	22.446,00	100%
TOTAL	49.200	31.540,29	64,10%	152.728,87	133.152,79	87,18%	334.347,97	278.989,56	83,44%	318.273,29	272.769,92	85,70%	163.546,50	162.602,85	99,42%

OBS: 1- Los datos financieros del año 2019 son aproximados ya que la tasa de cambio fue tomada del mes de mayo y algunos pagos fueron efectuados posterior a esto.
2. En los años 2015,2016,2017 no existia un componente de monitoreo.

PIU: Unidad de Implementación del Proyecto
ME: Monitoreo

Table 5 - Total Co-financing of the project.

Sources of Co-Financing	Name of Co-Financer	Type of Co-Financing	Amount Confirmed at CEO Endorsement (US\$)	Actual Amount Contributed at Terminal Evaluation (US \$)	Actual % of Expected Amount
GEF	GEF	Grant (Cash)	880,000	768,962.06	87.4%
UNDP-TRAC	UNDP	Grant (in kind)	200,000	0	0%
Government of Paraguay	Government of Paraguay	in kind cash	640,00 160,000	1,233,631.78	154.2%
TOTAL			1,880,000	2,002,593.84	106.5%

ON THE IMPACT OF THE PROJECT: The FE Mission had an opportunity to talk with an array of stakeholders and there was unanimity amongst them that this project had been crucial in providing:

- the training and communication strategy to generate awareness of environmental problems faced by Paraguay; the international obligations that the country has acquired under the three Rio Treaties as well as other environmental agreements; and the links that exist between long term sustainable development and protection of the environment.

- the systems (SIAM, On-line payments, Project Control and Web pages) required to allow MADES to discharge its responsibilities, as well as to establish links with other central and decentralized governmental institutions that have a role to play in environmental matters.
- with the strong support of the Minister, assisted in raising the credibility of the MADES vis a vis other ministries and the public image.

ON SUSTAINABILITY: Regrettably, the FE mission heard from all sources interviewed, including the Minister, the fear that the important achievements and momentum generated may not be consolidated. The main reason for this was expressed by all as the weakness of a Ministry that is very short on budget and staff (although the technical level and commitment of that staff is judged by the FE mission as outstanding). There was also a fear that, as the project came to an end, the PIU and IT consulting staff, which was viewed by all interviewees as key to the changes that have taken place within MADES, would leave a great void at the Ministry. It was universally felt that at this time, on its own the Ministry was not yet prepared to absorb the crucial functions the PIU plays. The FE mission consultant fully shares this concern. To that effect this report contains a recommendation designed to address this point.

I.6.2 GENDER

For obvious reasons environmental degradation affects both women, children and men. It could be argued that in fact any project that supports the strengthening of the capacity to comply with the principles and obligations of the Rio Conventions serves women even more as: - many rural household heads are women; - women tend to be more vulnerable to the effects of climate change and desertification; constitute 52% of the population worldwide. As far as the consultant can tell and given the nature of the project, no specific gender issues were included in the project's design.

From a human capital development perspective, the project trained 3,251 persons. Of these, 1,793 or 55.2 % were women. Of the key senior MADES staff (Director General and Director level) the FE mission evaluator interviewed, 6 of 12 are females. With regard to the project's management structure, 4 of the six members of the PIU including the more senior ones were females, as is the Programme Officer in charge of environmental/sustainable development projects in the UNDP field office.

I.6.3 MONITORING AND EVALUATION

In the opinion of the FE Mission, the project had a sound M& E Plan, that was executed in its entirety and in a timely manner in terms of project advancement. The roles and responsibilities of each partner were established in advance, were clear and were adhered to. The logframe was, as stated, somewhat optimistic in the time frame and financial resources required. However, the logframe was accurate in the way the logic behind the production of Outputs and Outcomes and Results was built. It contained some S.M.A.R.T baseline and end of project success indicators. While the means of verification were in most cases implicit, it is clear from the results the project has achieved that the logframe was of sufficient clarity to allow for the attainment of all the expected products.

I.6.4 REPORTING AND COMMUNICATION

The National Project Director and the PMU coordinated well with the UNDP-CO keeping it informed on the project's progress. The UNDP-CO received quarterly progress reports providing updates on the status of planned activities, the status of the overall project schedule, the outputs completed, and an outline of the activities planned for the following quarter. The major findings contained in these reports were incorporated into annual reports (PIRs). The National Project Director and the UNDP-CO ensured that there was a fluid and constant exchange of information and a dialogue between all parties.

The PIU designed and implemented a very solid communications strategy that was fully consistent with the results anticipated in the PRODOC. This strategy involved multi-media channels (radio, TV, printed news, workshops, promotional material etc.) and was of a nationwide scope. All individuals interviewed (within MADES, in the Boqueron Governorate, civil society and the NGO community) agreed that this

strategy had made a significant contribution to raising both the public's awareness of environmental issues as well as the profile of MADES.

1.6.5 ACHIEVEMENTS IN TERMS OF PROJECT OUTCOMES AND OUTPUTS

Considering the results achieved under each of the outcomes, and the progress toward the overall objective, the project effectiveness is rated overall as Highly Satisfactory. The project generated numerous significant achievements that have given MADES the training and tools it requires to play its role efficiently and fully, carried out a successful decentralized planning pilot operation in Boqueron Department and greatly increased the awareness of the country's obligations under the three Rio Treaties as well as on environmental concerns in general.

Based on the respective indicators and overall level of progress toward the four outcomes, the outcomes rating are as follows:

TABLE 6 - Evaluation of the project situation as per the log-frame

Component Outcome and Outputs	Evaluation*					
	HS	S	MS	MU	U	HU
Outcome 1: By the end of the project, better data and information will be more easily available and accessible to inform planners and decision-makers when formulating and implementing sector development plans	X					
Output 1.1: Develop comprehensive set of indicators	X					
Output 1.2: Strengthen networking of environmental management information systems		X				
Output 1.3: Training programme and materials on improved data and information management	X					
Outcome 2: By the end of the project, institutional mechanisms and structures will allow for best practices for Rio Convention implementation to be mainstreamed into sector development plans	X					
Output 2.1: Assessment of policy and legislative barriers to Rio Convention mainstreaming	X					
Output 2.2: Consultative and decision-making processes on Rio Convention		X				
Output 2.3: Pilot two sub-national projects		X				
Output 2.4: Replication strategy for sub-national Rio Convention mainstreaming	X					
Output 2.5: Resource mobilization strategy for Rio Convention mainstreaming		X				
Outcome 3: By the end of the project, the awareness and knowledge of social actors and other stakeholders to formulate and implement environmentally sound and sustainable development plans is greatly enhanced	X					
Output 3.1: Public awareness campaign	X					
Output 3.2: Training programme and knowledge materials		X				

Component Outcome and Outputs	Evaluation*					
	HS	S	MS	MU	U	HU
Output 3.3: Awareness-raising workshops and dialogues		X				
OVERALL PROJECT RATING:	X					

* Note: HS = Highly satisfactory; S = Satisfactory; MS = Marginally satisfactory; MU= Marginally unsatisfactory; U= Unsatisfactory; HU= Highly Unsatisfactory

I.6.6 COUNTRY OWNERSHIP

The project was an initiative of the Government of Paraguay. It was designed and drafted with the participation of SEAM technical staff, and as stated above, it responds to existing government policy documents as well as the UNDAF and UNDP CPAP which are UN documents drafted jointly in response to and within the framework of Government of Paraguay's priorities and plans. The project has been seamlessly integrated into the MADES structure, so much so that the PIU is viewed as a key unit within the Ministry.

Considering all of this, as well as the seriousness with which the MADES has shown in executing this project, the FE Mission concludes that the Government of Paraguay has indeed taken full ownership of the project.

I.6.7 SUSTAINABILITY

The FE Evaluation Mission believes that the impact of the project may not be sustainable beyond the project life unless some actions are taken and therefore rates the overall sustainability as MODERATELY LIKELY.

Financial Sustainability:

- A. There was important opposition to the establishment of the SIAM. The SIAM was only adopted after the new minister took over in the second half of 2019. His commitment to establish an advanced, fully transparent system for environmental management that prevents fraud and links with other data bases was the key factor in the operationalization of the SIAM. The system only became operational as of 2-1-2019. Therefore, no financial provision (post or adequate training) for supporting the system was foreseen within the 2019 budget. If the System were to ever fail, the opposition to it from people interested to reverting to the past paper based non-transparent system would immediately return. While the Minister is making every effort to seek funding, it is the opinion of the FE mission evaluator that there needs to be at least two additional persons dedicated to maintaining the system with the following profiles:
 - 1- Infrastructure Technician with at least 2 years of experience. Knowledge of infrastructure and platform administration (using CISCO, JUPITER or ALCATEL) as well as virtualization technologies, Linux and Windows Server operative systems and storage technologies, an understanding of information security, router, switches and hub management, monitoring and control operational tools, WAN/LAN knowledge, operation of freeware, knowledge of server applications such as TOCAMPTS, JBOSS, knowledge of TCP'IP protocols.
 - 2- Analyst-developer with at least 2 years of experience developing web systems using Javascript, html, JS, CSS, Query. Bootstrap, Thymeleaf, Hibernate, and Spring MVC.Experienced in developing web solutions on platform.Net and experience

using Windows and Linux and data bases (SQL Server, My SQL o Postgresql) and knowledge analyzing and designing graphic environments using UML methodology.

- B. The second significant achievement of the NCSA project is also in danger of not being sustainable or significant. NCSA helped establish a Project Management Unit. This Unit is currently staffed by only one relatively junior person and is located in the Directorate General of Planning. It is the opinion of the FE evaluator that this is TOTALLY inadequate, both in terms of staffing and of location within the MADES structure. The FE mission evaluator is convinced that if so such a Unit were adequately staffed (at least 3 persons with a solid experience in Project substantive, operational and financial management) and reporting directly to the Minister, MADES could secure important international project support from both existing and new donor-partners. Donor-partners want to entrust their projects to experienced managers that can marshal support at the highest level.

Since it is clear that MADES will not be able to finance these two sets of post until the 2021 or 2022 budget, it is of some urgency to find funding that can bridge the gap between the end of this project and 2021- 2022. The UNDP-CO which has an interest in ensuring that the legacy of the NCSA project becomes sustainable, should assist the Minister in the search for bridge financing. The FE mission evaluator has informed both the Minister and UNDP of his concern in this regard.

Socio-Economic Sustainability:

MADES' profile within the country has certainly been raised since mid 2018, There are several reasons for this, but certainly the products of the NCSA project have made a significant contribution to this end. There is an increased awareness of the need to focus on sustainable ways of developing the country, so there is a good base to assure the socio-economic sustainability of the products of NCSA, if the previous point is addressed. However, the lesson to be drawn from the experience with the CONAM can indicate that in some circles (ministries related to production and employment as well as some private sector actors) may still view MADES as a bureaucratic entity that puts obstacles in the way of their objectives rather than a true partner that is there to assist and find rational ways in which their objectives.

The FE mission evaluator believes it might be wise that MADES consider undertaking a communications/ public relations campaign designed to help stakeholders understand that the Ministry is their best partner in ensuring they can promote sound investment, create really sustainable employment and establish the conditions to continue to produce and export in a competitive environment where the rational use of resources is now a requirement. .

Institutional Sustainability:

The FE mission evaluator is convinced that MADES' future and its political clout within government and society as a whole, will greatly depend, amongst other things, on addressing the two points above.

Environmental Sustainability:

No obstacles to the environmental sustainability of the NCSA outcomes are evident at this time.

TABLE 7 - RATINGS FOR PROJECT PERFORMANCE

As per UNDP guidelines, the FE ratings are consolidated below.

Criterion	Comments	Rating
Monitoring and Evaluation		
Overall quality of M&E	The design of M&E was up to standard with a fully itemised and cost Plan included in the Project Document covering all the various M&E steps including the allocation of responsibilities.	Satisfactory
M&E design at project start up	As above.	Satisfactory
M&E Plan Implementation	M&E implementation has been standard, with excellent progress monitoring and strong internal activity monitoring. The achievement/impact monitoring, normally the weak point of any project's M&E, is particularly noteworthy for its quality and effectiveness and has been used to influence management decisions.	Highly Satisfactory
IA & EA Execution:		
Overall Quality of Project Implementation/Execution	The Project has been well-organised and well-managed throughout providing products of the highest technical quality on time and within budget, while responding effectively to a range of internal and external challenges through good adaptive management.	Highly Satisfactory
Implementing Agency Execution	The Ministry of Environment (MADES) assembled a coherent, well-integrated team of the high calibre which exhibited a real drive to ensure their targets were met, a demand for high technical quality in all that they did, and a desire to communicate their knowledge to others.	Highly Satisfactory
Executing Agency Execution	UNDP has provided an high level of supervision and backstopping to the Project, and its performance has benefitted as a direct result.	Highly Satisfactory
Outcomes		
Overall Quality of Project Outcomes	The FE mission feels that Overall quality is of the high order.	Highly Satisfactory
Relevance	The Project is consistent with the country's international obligation under the Rio Treaties, with the UNDAF and UNDP CPAP. I was congruent with Paraguay's latest planning documents as well as with the country's legislation. It is therefore congruent with GEF and national priorities, and remains pertinent.	Relevant
Effectiveness	A review of the outcomes and output shows the overall likelihood that the intended impact is Likely <u>only if the sustainability concerns expressed in this report are addressed</u> . Assuming they are, the rating suggested is: .	Satisfactory
Cost-effectiveness (Efficiency)	The project has originally conceived has been respected. The project management costs have been kept to a very acceptable level. The substantial co-financing in the form of in-kind contributions materialized as foreseen. Unfortunately, the cash contribution foreseen did not materialize. The project has been very well managed and the FE Mission considers it very efficient.	Highly Satisfactory

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Sustainability:		Moderately Satisfactory
Overall likelihood of risks to Sustainability	There is a substantial risk to the overall sustainability of the outcomes of this project. It is evident that with the disappearance of the PIU, MADES may not be able to consolidate the systems that the project has produced. The Minister is aware and concerned about this and has discussed this with the UNDP field office, as has the FE mission evaluator. Fortunately, the UNDP has expressed its willingness to consider ways of using financing from other projects to maintain key people and functions until 2021 when MADES could obtain the necessary funding for the incorporation of these functions/posts into its budgetary structure. <u>Based on this willingness expressed by UNDP, the evaluator rates this as:</u>	Moderately likely
Financial resources	See the reasons expressed in the box on Overall Sustainability above.	Moderately Likely
Socio-economic	The Project has undoubtedly achieved raising the awareness of environmental issues as well as the obligations Paraguay acquired as a signatory of the Rio Conventions and other regional environmental accords within civil society at large. Therefore the FE evaluator believes the momentum generated justifies the rating of:	Likely
Institutional framework and governance	The institutions responsible to the project were technically and legally strengthened. If the issue of the medium term financial sustainability of key posts is addressed, the sustainability of institutional framework and governance is assured. Therefore, the FE mission evaluator believes the right rating would be:	Moderately Likely
Environmental	There are always environmental risks in developing countries. However, given the level of awareness that is now present in civil society as a whole, the FE mission evaluator believes the rating warranted is:	Likely
Overall Impact:		Satisfactory
Environmental Status Improvement	The capacity of MADES was greatly increased with the training and systems provided. Environmental awareness in both governmental and civil society circles was greatly enhanced.	Satisfactory
Environmental Stress Reduction	Not Applicable as this is an institutional strengthening project.	N.A.
Progress towards stress/status change	The establishment of an institutional set up, systems that can support additional legislation if required, enhanced institutional capacity, the initiation of evidence based planning and the level of commitment from all sectors are encouraging signs.	Satisfactory
Overall Project Results		Highly Satisfactory

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CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS

I.X.1 Conclusions:

- The concept behind the project was highly relevant and continues to be so.
- Practically all of the Outputs planned in the PRODOC were achieved in full. In fact, the project produced a series of additional very crucial outputs that went beyond the PRODOC but that were complementary to those envisioned.
- The project design, in terms of the logic behind the expected outcomes, outputs and the required activities to achieve those outputs, was coherent and achievable. The baseline and success indicators and the means of their verification were in line with the expected outcomes and outputs.
- The Macro-Objective of the project, i.e. to empower the SEAM (now MADES) to spearhead the inclusion of the environmental dimension into the national, regional and local planning processes, was somewhat overambitious. The real capacity and clout of the SEAM at the time of design, as well as in the resources allocated by the UNDP/GEF and the timeframe to achieve this objective were, in the opinion of the FE mission consultant, overestimated.
- The project was very well managed by an excellent team of professionals that conformed the PIU and received very good support from the UNDP field office and the MADES.
- The project's financial/administrative execution was transparent and excellent, as attested by both the government and external auditors.
- The profile and understanding of environmental issues and of the three Rio Conventions amongst: 1) government staff of different ministries and entities; 2) decentralized government staff; 3) Users of the services of MADES; and 4) the general public was greatly enhanced by the activities of this project.
- The project has assisted MADES in establishing a solid base for the Macro-Objective to be reached in the not too distant future, subject to ensuring the sustainability of the effort for another year or two (SEE RECOMMENDATIONS BELOW).
- All in all, it is the opinion of the FE evaluation mission consultant that the investment by the UNDP/GEF has produced tangible and important changes (outcomes) and therefore has been very worthwhile

IX.2 Lessons:

- Delay in getting the project moving shows that the implementation of new procedures or processes is slow, so it requires the participation and above all the involvement of all parties, both internal and external to the institution. The time required to implement the development of technical and analytical skills should not be underestimated in the design stage of projects.
- The project required important adjustments. The flexibility of coordination in project management is key for success. To avoid this, the expected products of the project must also respond to the results and strategic objectives of the institution. This makes it possible that changes in authorities do not affect the continuity of projects.
- It is not enough to provide the recipient institution with the tools (systems) necessary to carry out its international obligations. The post project needs in human and financial resources necessary to maintain those systems must be anticipated and planned for.

IX.3 Recommendations:

To the Minister and the UNDP Office:

Recommendation 1: A dialogue should start as soon as possible in order to identify funding sources that can provide the Ministry of the Environment with the means to ensure the necessary technical support to the SIAM over the next two years. (details provided in point A under Financial Sustainability above)

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Recommendation 2: A dialogue should start as soon as possible in order to identify funding sources that can provide the Ministry of the Environment with the means to establish a solid Project Implementation Unit that reports directly to the highest level in MADES. (details provided in point B under Financial Sustainability above)

TABLE 8 - List of Persons Interviewed by the FE Mission – In THE order interviewed

#	Name	Institution
1	Lic. Graciela Miret Director General Planning	Ministry of the Environment and Sustainable Development (MADES)
2	Dra. Amelia Ramirez Director, Anti-Corruption, Transparency and Access to Information Unit	Ministry of the Environment and Sustainable Development (MADES)
3	Ing. David Fariña Director General Water Resources	Ministry of the Environment and Sustainable Development (MADES)
4	Lic. David Maldelburger Director General Biodiversity Control and Protection	Ministry of the Environment and Sustainable Development (MADES)
5	Ing. Ulises Lovera Director General General Directorate for Climate Change	Ministry of the Environment and Sustainable Development (MADES)
6	Ing. Gustavo Gonzalez Chief, Grenhouse Gas Unit General Directorate for Climate Change	Ministry of the Environment and Sustainable Development (MADES)
7	Lic. Gabriela Hutteman Technical Expert General Directorate for Climate Change	Ministry of the Environment and Sustainable Development (MADES)
8.	Lic. Antonella Piacentini Chief, Mitigation Department General Directorate for Climate Change	Ministry of the Environment and Sustainable Development (MADES)
9	Ing. Celeste Gonzalez Consultant General Directorate for Climate Change	Ministry of the Environment and Sustainable Development (MADES)
10	Ing. Nora Paez Chief, Adaptation Department General Directorate for Climate Change	Ministry of the Environment and Sustainable Development (MADES)

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11	Dr. Diego Lezcano Director General Environmental Quality and Natural Resources Control	Ministry of the Environment and Sustainable Development (MADES)
12	Lic. Carolina Pedrozo Director, Environmental Impact General Directorate for Environmental Quality and Natural Resources Control	Ministry of the Environment and Sustainable Development (MADES)
13	Lic. Victor Yambay Director General Administration and Finance	Ministry of the Environment and Sustainable Development(MADES)
14	Ing. Edmilce Ugarte Director,	Fondo de Conservación de Bosques Tropicales (NGO)
15	Econ. Yan Esperanza Executive Director	Fundación Moises Bertoni (NGO)
16	Ing. Maria Auxiliadora Espinoza Control Technician	Ministry of the Environment and Sustainable Development (MADES)
17	Lic. César A. Oviedo Verdún Minister,	Ministry of the Environment and Sustainable Development (MADES)
18	Ing. Antonio Arpea Member of the Board	Asociación de Consultores Ambientales del Paraguay (Private Sector Environmental Consultants Association)
19	Dr. Dario Medina V. Governor,	Governorate of the Boquerón Department (decentralized government)Chaco Region
20	Ing. Roxana Ortiz Director, Environmental Matters	
21	Ing. Claudia Jiménez Regional Advisor, Chaco	UNDP GEF Promesa Project
22	Mr. Hugo Baez Production and Develoment Technician	Boqueron Governorate
23 & 24	Mr. Feliciano Martinez and Mr. Javier Cuellar Media Communications Technicians	Boqueron Governorate
25	Mr. Alfonso Fernandez de Castro UNDP Deputy Resident Representative	UNDP Paraguay
26	Ms. Veronique Gerard Programme Officer, Sustainable Development	UNDP Paraguay
27	Ing. Karem Elizeche Technical Coordinator	Project Implementation Unit, NACS
28	Lic. Gilda Añazco Member	Project Implementation Unit, NACS
29	Dra. Adriana Decoud Member	Project Implementation Unit, NACS

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ANNEX 1 - LIST OF REFERENCES MADE AVAILABLE

- Project Document
- Quarterly Project Reports
- PIR for 2017
- PIR for 2018
- Annual Report for 2015 (Spanish)
- Annual Report for 2016 (Spanish)
- Annual Report for 2017 (Spanish)
- Audit Report 2015,2016,2017
- NCSA Log-Frame Tables
- NCSA Work Plan
- Social and Environmental Diagnostic
- Letter of Agreement between MADES and UNDP for the execution of NCSA
- Criteria for Social and Environmental Reviews
- Several budget related documents
- Listings of Environmental Laws
- Environmental Projects Investment Plan (2018-2023)

TABLE 9 - Evaluation Questions

<u>Evaluation Criteria/Questions</u>	<u>Indicators</u>	<u>Sources</u>	<u>Methodology</u>
Relevance: How does the project related to the main objective of the GEF focal area, and to the environment and development priorities at the local, regional and national level?	<ul style="list-style-type: none"> Project objectives and activities related to objective of GEF focal area and priorities at national, local and regional level Consistency and contribution to GEF focal area objectives and to national development strategies Stakeholder views of project significance and potential impact related to the project objective 	<ul style="list-style-type: none"> Project documents, report and GEF document Interview with authorities at different level 	<ul style="list-style-type: none"> Project report review in the light of UN, UNDP and GEF document Interviews with relevant personnel
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?	<ul style="list-style-type: none"> Level of achievement of expected outcomes or objectives to date Long term changes in management processes, practices and awareness that can be attributable to the project Enhanced capacity of relevant institutions Favourable policies and effective implementation of mitigation/adaptation activates 	<ul style="list-style-type: none"> Change in the ground situation observed. Policies reviewed to address issues Policies effectively implemented Institutions strengthened 	<ul style="list-style-type: none"> Report with information on effective implementation of mitigation/adaptation Report on intuition setup Interaction with the policy level people to ground level communities and field staffs. Polity document review report. Field verification of activities
Efficiency: Was the project implemented efficiently in-line with international and national norms and standards?	<ul style="list-style-type: none"> Reasonableness of the costs relative to scale of outputs generated Efficiencies in project delivery modalities Consistency and contribution to GEF focal area objectives and to national development strategies Changes in project circumstances that may have affected the project relevance and effectiveness 	<ul style="list-style-type: none"> Financial statements Project structure and function Project document and annual reports Experience of project staffs and other relevant stakeholders 	<ul style="list-style-type: none"> Analysis of financial statements. Analysis of project structure and functionalities Analysis of project circumstances in project document (past and present) Interaction with relevant stakeholders
Sustainability: To what extent are there financial, institutional, socio-economic, and/or environmental risks to sustaining long-term project results?	<ul style="list-style-type: none"> Degree to which outputs and outcomes are embedded within the institutional framework (policy, laws, organizations, procedures) Implementation of measures to assist financial sustainability of project results Observable changes in attitudes, beliefs and behaviours as a result of the project Measurable improvements from baseline levels in knowledge and skills of targeted staffs. 	<ul style="list-style-type: none"> Project report Observation in the field Interview with stakeholders 	<ul style="list-style-type: none"> Review of project reports. Observation in the field to see impact on the ground Interaction with stakeholders
Impacts: Are there indications that the project has contributed to, or enabled progress towards reduced environmental stress and/or improved ecological status?	<ul style="list-style-type: none"> Favourable policies formulated/amended Improved monitoring mechanism Technically capacity of relevant institution strengthened. Regular monitoring helped to generate updated information which helped National Communication and also evidence based planning exercise. Financial arrangement made activities sustainable. Measurable improvements from baseline levels in knowledge and skills of targeted staff/other stakeholders. Measurable improvements from baseline levels in the management functions of the responsible organizations that were targeted by the project. 	<ul style="list-style-type: none"> Project Reports Interview with stakeholders. Observation in the field. 	<ul style="list-style-type: none"> Review of project reports/documents. Interaction with local to national level stakeholders. Field observation.

TABLE 10: Summary Evaluation of Project Achievements by Objectives and Outcomes

The Project logframe in the Project Document was revised in the Inception Report. The present evaluation matrix uses the version contained in the Inception Report.

• **Key:**

GREEN = Indicators show achievement successful at the end of the Project.

YELLOW = Indicators show achievement nearly successful at the end of the Project.

RED = Indicators not achieved at the end of Project.

HATCHED COLOUR = estimate; situation either unclear or indicator inadequate to make a firm assessment against.

Project Title: “Capacity development for improved decision-making for the global environment in Paraguay”

Project Objective/Outputs	Desired Outcome	Baseline Level Indicator	End of project Target Indicator	Final Evaluation Level & Assessment	Achievement Rating	Justification for Rating
A. Strengthen technical capacities to develop and integrate global environmental criteria and indicators into more holistic and resilient planning frameworks.	<ul style="list-style-type: none"> A strengthened integrated environmental information management system for monitoring and reporting of Paraguay's MEA targets and indicators Capacity to use the information management system for monitoring and reporting of Paraguay's MEA targets and indicators Institutional and technical capacities are 	<ul style="list-style-type: none"> Paraguay has taken steps to integrate environmental considerations into planning, such as the creation of SISNAM and CONAM but the positive results are limited Paraguay has limited capacity for handling data and information for reporting on MEA including the Rio Conventions 	<ul style="list-style-type: none"> Rio Convention obligations are being better implemented through an integrated system of data and information managements system. Increased capacity within relevant stakeholder groups to handle data and information relevant to the Rio Convention 	<p>SIAM information system is now operational. System can be accessed by other users to retrieve relevant information to their work.</p> <p>They payment's system associated with SIAM is now operational.</p> <p>The new MADES web site has a wealth of environmental info. that users can access and links to other data bases including SIAM no operational.</p>	HS	With the deployment of the SIAM and other systems created by the project as well as the signature of various inter-agency agreements, Paraguay has indeed begun to integrate environmental data into the various planning processes.

	<p>strengthened to create knowledge and mainstream Rio Conventions within national development frameworks</p> <ul style="list-style-type: none"> Awareness and environmental education on the linkages between Rio Conventions and national sustainable development objectives 	<ul style="list-style-type: none"> There are gaps in information and the tools by which to collect and manage this information, as well as analytical skills to create knowledge and apply best practices. Environmental plans and strategies are only partially implemented. 		<p>33 training activities with 849 participants completed both to create capacity and awareness.</p> <p>Training plan for 5 years in planning completed create capacity and awareness</p>		
Outcome 1: By the end of the project, better data and information will be more easily available and accessible to inform planners and decision-makers when formulating and implementing sector development plans						
Output 1.1: Develop comprehensive set of indicators	<ul style="list-style-type: none"> Sets of national standards of environmental data are identified Frequency of working group meetings 	<ul style="list-style-type: none"> Paraguay has several entities that are in charge of monitoring however there is an insufficiency of resources for adequate monitoring Indicators are incomplete and methods, metrics, and technology are outdated and/or inefficient 	<ul style="list-style-type: none"> Baseline assessment of the current management information systems finalized by month 6 Expert working group to select best appropriate indicators with representation from the Rio Convention Focal Points and key regulatory agencies meets every three (3) months for the first 12 months, and every quarter for the rest of the project 	<p>33 environmental indicators validated</p> <p>MADES Web totally updated</p> <p>Environmental Information System (SIAM) control module operational</p> <p>Modules for climate change, biodiversity & desertification designed and operational by 30 Apr.</p> <p>Training plan for 5 years in planning completed</p>	HS	<p>Environmental indicators identified and validated.</p>

			<ul style="list-style-type: none"> Appropriate sets of national standards of environmental data and information are identified, as well as regulation necessary for improving coordination and communication at the national level for better reporting system by month 23 	639 persons trained in data management & the use of the SIAM system (over 55% were women)		
Output 1.2: Strengthen networking of environmental management information systems	<ul style="list-style-type: none"> Cooperative agreements on data and information management Installation of environmental management information system infrastructure Electronic information--sharing mechanism Frequency of MEA technical committee meetings 	<ul style="list-style-type: none"> Paraguay has barriers to the access of high quality data, information and knowledge, which is due to cost, technology, and sharing policies Although environmental information is partially available, the sharing is limited to a handful of partner stakeholders, and usually undertaken within the construct of projects. The sharing of information to municipal and district authorities is particularly limited, in 	<ul style="list-style-type: none"> Three expert working groups to review best practices for data and information sharing and collection convened by month 4 Targeted study of best practice web-based tools for environmental data and metadata sharing and storage management completed by month 6. Data and information needs for each line agency compiled by month 6 Best practices report on data collection methods drafted, 	<p>3 agreement signed with: the government of Boqueron, Senatics, DINAC & 9 agreents in process.</p> <p>These studies and a training plan were carried out by a consultant (Rodrigo Benitez)</p> <p>Infrastructure fos SIAM in place.</p> <p>Many working arrangements with other institutions now in</p>	NS	Base studies were finalized. 9 agreements to share data should be in place by 30/4/19

		<p>large part because of the absorptive capacities of the receiving institutions.</p> <ul style="list-style-type: none"> ▪ Eternally funded projects have been largely thematic, and largely focused on capacity assessments 	<p>reviewed, and finalized and distributed to relevant stakeholders by month 7.</p> <ul style="list-style-type: none"> ▪ Expert workshops and stakeholder meetings to select the best institutional arrangements to manage data and information convened by month 5 ▪ Expert working groups presents a consensus agreement on prioritized recommendations by month 12. ▪ Negotiate and facilitate networking cooperative agreements on data and information management with key institutions ▪ Inter-ministerial convened council by month 7, meets four (4) times to discuss and approve recommendations for data and information collection and management as well as 	<p>place, others will be completed by 30/4/19</p>		
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			<p>training programmes before month 8</p> <ul style="list-style-type: none"> ▪ Memorandum of Agreement among partner agencies and other stakeholder is signed by month 8, new Memorandum is signed by month 32 ▪ At least five (5) different channels of environmental data and information flow through the environmental management information system are agreed upon by month 28 ▪ Electronic information--sharing mechanism on identified priority activities in the context of the Rio Convention is identified by the MEA technical committee and approved by the inter-ministerial council by month 28 ▪ Designs for integrated environmental management information system drafted by month 9, distributed to 			
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			<p>stakeholders for review by month 10, and finalized by month 11</p> <ul style="list-style-type: none"> ▪ Feasibility study conducted by month 13, finalized by month 14 • Environmental management information system infrastructure installation begins by month 20 			
<p>Output 1.3: Training programme and materials on improved data and information management</p>	<ul style="list-style-type: none"> ▪ Survey data on training needs ▪ New training manual is created 	<ul style="list-style-type: none"> ▪ The exchange of data, information, and knowledge as they relate to making better decisions that reflect global environmental criteria in sectoral development plans is minimal. ▪ Environmental information is partially available and the sharing is limited ▪ The sharing of information to municipal and district authorities is particularly limited, in large part because of the absorptive capacities of the receiving institutions. ▪ Existing training is limited 	<ul style="list-style-type: none"> ▪ Comprehensive assessment of training needs to manage data and information finalized by month 6 ▪ Expert workshop to review best practices for data collection (activity 1.2.1) and ways of incorporating best practices into training curricula convened by month 9 ▪ Comprehensive training programme and curriculum finalized by month 11 ▪ Training programme commences by month 12 ▪ Four (4) training 	<p>639 persons trained in data collection, data management & the use of the SIAM system (over 55% were women)</p>	<p>HS</p>	<p>Completed</p>

			<p>workshops and related exercises begin by month 13</p> <ul style="list-style-type: none"> ▪ Learn-by-doing training workshops held no earlier than month 14 and the final workshop held no later than month HS19 ▪ Feedback collected from evaluations from trainees on course effectiveness. Results analyzed by month 23 ▪ At least 250 officials drawn from national, provincial and district level offices of the 16 key technical agencies and other key stakeholder representatives training. ▪ A minimum of 100 government staff have participated in training courses by month 28 ▪ Ten (10) one-day sensitization workshops to raise awareness by at least 150 mid-level and senior decision-makers and planners by month 32 			
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			<ul style="list-style-type: none"> New training manual is created and tested by month 30 			
Outcome 2: By the end of the project, institutional mechanisms and structures will allow for best practices for Rio Convention implementation to be mainstreamed into sector development plans.						
Output 2.1: Assessment of policy and legislative barriers to Rio Convention mainstreaming	<ul style="list-style-type: none"> Endorsed policy recommendations to legitimize guidelines Thematic reports Frequency of MEA technical committee meetings 	<ul style="list-style-type: none"> The regulatory framework for environmental, forest, and agricultural policy, as well as environmental laws and regulations in force is adequate, however, they are not effectively enforced. Paraguay's current system of environmental governance is not very effective, with inadequate information and knowledge being used to formulate high quality and resilient sectoral and regional development plans and strategies. 	<ul style="list-style-type: none"> The three (3) in-depth thematic analyses (CBD, CCD, and FCCC) of Paraguay's environmental governance are drafted by month 6. The analytical report that synthesizes all three Rio Conventions is drafted and endorsed by the MEA technical working groups by month 8. MEA working groups draft policy recommendations for CONAM by month 8. Comprehensive learning-by-doing training programme to reconcile weaknesses/gaps in key environmental policies and legal instruments Identify and collect new guidelines, tools, and other resources and make available through the electronic 	Thematic Analysis Of the three Coventions finalized Integrated training Prog. for this point completed.HSHS Legal structure studies 6 regional workshops on replication completed Strategy Paper Finalized.	HS	Completed

			<p>platform by month 12</p> <ul style="list-style-type: none"> Comprehensive training programme drafted by month 16 and endorsed by the MEA working groups by month 17 At least 80 government staff members have participated in training workshops by month 30 Formulate appropriate by-laws and operational guidance to mainstream Rio Conventions, drafted and finalized by month 18, validated in stakeholder workshop by month 24 Policy recommendations to legitimize these guidelines are prepared, submitted, and approved by the inter-ministerial council by month 30 			
Output 2.2: Consultative and decision-making processes on Rio Convention implementation	<ul style="list-style-type: none"> Memorandum of Agreement among partner agencies and other stakeholder organizations to pilot the sharing of data and 	<ul style="list-style-type: none"> There is poor communication and weak collaboration among stakeholder institutions, notably SISNAM. Despite its 	<ul style="list-style-type: none"> Four working groups meetings: the first meeting of the working group will review and discuss the preliminary findings of the institutional 	CONAM was inoperative. It met only once and was ultimately dissolved by law early on in the project's implementation phase. It is being replaced by a	N.A.	Not applicable. With the disappearance of CONAM the project was forced to make a strategic change.

	<p>information</p> <ul style="list-style-type: none"> Frequency of working group meetings 	<p>existence, CONAM does not meet as mandated.</p> <ul style="list-style-type: none"> The exchange of data, information, and knowledge as they relate to making better decisions that reflect global environmental criteria in sectoral development plans is minimal. Although environmental information is partially available, the sharing is limited to a handful of partner stakeholders, and usually undertaken within the construct of projects. The sharing of information to municipal and district authorities is particularly limited, in large part because of the absorptive capacities of the receiving institutions. 	<p>assessments, provide input to finalize the assessment on environmental governance in Paraguay, as well as the formulation of the two sub-national pilot projects by month 5</p> <ul style="list-style-type: none"> The second meeting of the working group will review the final reports and provide policy recommendations to be incorporated into the drafting of the Memorandum of Agreement of 2.2.2 by month 9. The third working group meeting will convene by month 18 to facilitate consultative and decision-making on the two pilot sub-national projects. The fourth working group meeting will convene by month 28 to review project findings to date and endorse recommendations for CONAM uptake. Memorandum of Agreement among partner 	series of inter-institutional agreements.		
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			agencies and other stakeholder organizations to pilot the sharing of data and information during the project is drafted by month 10, signed by partner agencies and key non-state stakeholder organizations to share data and information per institutional reforms by month 13			
Output 2.3: Pilot two sub-national projects	<ul style="list-style-type: none"> Project document for the implementation of the two pilot projects for formulating integrated development plans that reflect strong and measurable criteria and indicators for meeting Rio Convention obligations. Prepare lessons learned study on sub-national Rio Convention mainstreaming. 	<ul style="list-style-type: none"> Suitable environmental strategies and plans are partially produced but only partially implemented due to various constraints such as insufficient knowledge of best practices or skills to formulate more resilient and integrated land-use and development plans, as well as inadequate financial resources. The integration of global environment of 	<ul style="list-style-type: none"> Finalize the selection of the municipality and district, as well as the specific type of development plan for the pilot activities. Prepare a project document for implementation. The municipality and district for piloting Rio Convention mainstreaming activities are selected by month 3. Sub-national pilot project document is prepared and finalized by month 7. 	<div>Pilot PRODOC completed</div> <div>Pilot implemented</div> <div>Lessons Learnt Analysis carried out</div>		Completed

		<p>environmental issues in sectoral and regional planning is not systematic and rarely carried out.</p> <ul style="list-style-type: none"> ▪ Implement sub-national pilot projects identified in 2.3.1. This activity will consist of multiple learning-by-doing workshops with the widest diversity of stakeholders ▪ Projects are implemented by month 24. ▪ Prepare lessons learned study on sub-national Rio Convention mainstreaming ▪ Undertake a comprehensive review of the lessons learned on sub-national Rio Convention mainstreaming. ▪ Lessons learned study completed by month 32 		HS	
<p>Output 2.4: Replication strategy for sub-national Rio Convention mainstreaming</p>	<ul style="list-style-type: none"> ▪ Final replication strategy 	<ul style="list-style-type: none"> ▪ Paraguay has number of environmental projects that seek to demonstrate and catalyze action to meet Rio Convention obligations through market instruments, such as the 	<ul style="list-style-type: none"> ▪ Convene expert working group to review best practice replication strategies by month 20 ▪ Draft replication strategy by month 26, peer-reviewed and finalized by month 28 ▪ Draft replication strategy is formally 	<p>Borrador estrategia de replica listo</p> <p>6 talleres sub-nacionales para la elaboración de la estrategia de réplica llevados a cabo</p>	

		<p>Mainstreaming Biodiversity Conservation and Sustainable Land Management into Production Practices in all Bioregions and Biomes.</p> <ul style="list-style-type: none"> CONAM has the mandate to approve policies that are intended to catalyze advances in environmental conservation. However, CONAM has not convened sufficiently frequently to carry out this mandate. The implementation of conservation efforts have largely operated within the framework of existing policy frameworks and carried out within the construct of externally funded projects. Projects have been largely thematic, and largely focused on 	<p>approved by CONAM by month 32.</p> <ul style="list-style-type: none"> Six (6) sub-national workshops are convened between months 22 and 24 to provide input into the draft replication strategy. Sub-national workshops are convened review draft replication strategy by month 26 and to validate final replication strategy by month 30. 	HS	Completed
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		capacity assessments.				
Output 2.5: Resource mobilization strategy for Rio Convention mainstreaming	<ul style="list-style-type: none"> Baseline analysis of financing needs for environmental management information system Feasibility study on financial and economic instruments to pilot 	<ul style="list-style-type: none"> Although the resource requirements are known, they are very limited, and those resources that are available are not being managed effectively. Managers that are responsible for budget are not sufficiently engaged in resource mobilization. 	<ul style="list-style-type: none"> In-depth financial and economic analysis associated with the long-term financing of the environmental management information system, analytical report drafted, peer reviewed, and completed by month 10 Identify best practice and innovative financial and economic instruments for piloting. Feasibility study on financial and economic instruments to pilot completed by month 18 Establish expert group of finance and economic experts for the peer review of activities 2.5.1 and 2.5.2, as well as to champion resource mobilization efforts. This group will also meet to discuss the financial implications of the environmental governance activity 1.1.2. Experts will be government finance and economic experts, as well 	Study and guidelines on resources mobilization drafted. (Econ. Sandra Perrins)	HS	Completed

			<p>as independent experts working in the private and non-profit sectors.</p> <ul style="list-style-type: none"> ▪ Expert working undertake a desk review of the drafts of the analytical report and feasibility study, and meet at least once to discuss the findings of each within one month of their completion, i.e., by months 15 and 19 ▪ Resource mobilization strategy drafted by month 19 ▪ Expert working group reviews and guides the revision and finalization of the resource mobilization strategy by month 25 ▪ Resource mobilization strategy approved by month 28 ▪ Formulate operational procedures for the allocation of resources to finance decentralized resource management drafted by month 22 ▪ Operational procedures tested and piloted in two (2) sub- 		
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			national development plans by month 26.			
Outcome 3: By the end of the project, the awareness and knowledge of social actors and other stakeholders to formulate and implement environmentally sound and sustainable development plans is greatly enhanced						
Output 3.1: Public awareness campaign	<ul style="list-style-type: none"> Facebook page created PSA on television or radio One-day Kick-Off Conference to raise high profile of project One-day Project Results Conference to showcase lessons learned and best practices Survey data on environmental attitudes and values 	<ul style="list-style-type: none"> The general public in Paraguay is generally unaware or unconcerned about the environment or the Rio Conventions, in particular about the contribution of the Rio Conventions to meeting local and national socio-economic priorities 	<ul style="list-style-type: none"> Baseline awareness report prepared by month 6. Project end awareness report prepared by month 34. Over 100 participants attend Kick-Off and Results Conference One PSA completed for television or radio by month 12, with the first airing by month 15. At least 50 airings of the PSA on television or at least 100 airings of the PSA on radio, by month 34. Number of unique visits to the SEAM Rio Convention mainstreaming webpages has increased by at least 10% between months 6 and 33. 		HS	Completed.
				Communications Plan drafted		
				New MADES web page Includes info. on Rio Conventions.		
				Facebook page designed and uploaded		
				60 TV spots aired. 5298 radio spots aired throughout the country.		
				Inception Conference for the project was carried out with more than 100 participants		

			<ul style="list-style-type: none"> Facebook page created by month 6, with 750 likes by month 19 and 1,000 likes by month 33 			
Output 3.2: Training programme and knowledge materials	<ul style="list-style-type: none"> Articles on the relevancy of the Rio Conventions to Paraguay's national socio-economic development Five-year training programme 	<ul style="list-style-type: none"> Some training is provided, but none on the integration of Rio Convention provisions into sectoral and regional planning. When technology transfer takes place, there are no national experts to operationalize the activities (as they lack the capacity to do so). Although there has been a limited amount of applied research that has informed the formulation of environmental, forest and agricultural policy, this is not sufficiently taken to the point informing their strategic implementation. This includes an insufficiency of expertise and use of 	<ul style="list-style-type: none"> Training needs report drafted by month 6, and finalized and endorsed by Project Board by month 8 At least 80 government staff members have participated in training workshops on strengthening the technical abilities of social actors by month 3 Ten (10) learning-by-doing training workshops on Rio Convention-resilient planning frameworks for public are convened by month 14 Project board approves a five-year training programme by month 32. Analyze results by month 32 of feedback from learning-by-doing training workshops on Rio Convention-resilient 	80 government staff directly involved in the planning process, trained in environmental monitoring and enforcement of environmental laws.	HS	Completed.
				10 hands on training workshops held on resiliency planning in the framework of the three Rio Conventions. 250 government officials Trained.		
				12 articles on the relevance of the Rio Conventions to the economic development of Paraguay published by the end of 2018.		

		<p>applied research to inform the formulation of integrated land-use and development plans at the sub-national level.</p> <ul style="list-style-type: none"> There are gaps in information and the tools by which to collect and manage this information, as well as analytical skills to create knowledge and apply best practices. Constraints such as insufficient knowledge of best practices or skills to formulate more resilient and integrated land-use and development plans exist in Paraguay 	<ul style="list-style-type: none"> At least 12 articles on the relevancy of the Rio Conventions to Paraguay's national socio-economic development are written and published 			
Output 3.3: Awareness-raising workshops and dialogues	<ul style="list-style-type: none"> Three (3) expert panel discussions on Rio Convention sub-themes Articles in the popular press and literature on the Rio Conventions and their implications to local socio-economic priorities have increased 10% over the baseline indicator 	<ul style="list-style-type: none"> Paraguay has been carrying out a number of activities to promote environmental consciousness. However, they are thematic. Articles on the Rio Conventions are being published, but in specialized literature 	<ul style="list-style-type: none"> Awareness-raising module on Rio Conventions mainstreaming for institutional representatives is finalized by month 9 Two (2) national awareness-raising workshops on Rio Convention 	<p>2 national and 4 sub-national awareness workshops on the incorporation of the Rio Conventions carried out with 200 participants</p> <p>2 public debates on the Rio Conventions held.</p>		

		<p>that is largely read by environmental supporters or in the popular literature during crisis events, with few exceptions</p> <ul style="list-style-type: none"> ▪ The private sector is primarily focused on traditional approaches to maximizing profits, seeing environmental issues as an added transaction cost that reduces profits 	<p>mainstreaming with >25 participants are convened by month 12, and another one between month 25-32</p> <ul style="list-style-type: none"> ▪ Four (4) sub-national awareness-raising workshops on Rio Convention mainstreaming with > 25 participants are convened by month 23, another regional workshop with >25 participants convened between months 25 & 32 ▪ Four (4) national dialogues on environmental data/information availability and access with at least 30 unique participants attending each dialogue every six (6) ▪ Three (3) sub-national dialogues on environmental data/information availability and access with at least 90 participants held by months 12, 18, and 24. ▪ Three private sector sensitization panel 	<p>4 national dialogues on the availability and access of environmental information held. Each with at least 30 participants.</p> <p>3 sub-national dialogues on the availability and access of environmental information held with at least 90</p> <p>3 discussion tables on fund raising carried out with 30 private sector representatives</p> <p>6 awareness workshops for journalists held with 20 participants each.</p>	NC	Mostly completed.
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			<p>discussions with at least 30 private sector representatives, one held each year, the first by month 12.</p> <ul style="list-style-type: none"> ▪ Six (6) media awareness workshops held (twice per year), each with at least 20 participating media representatives, the first by month 7. ▪ Articles in the popular press and literature on the Rio Conventions and their implications to local socio-economic priorities have increased 10% over the baseline indicator assessed as part of the activity 3.1.2. 			
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TABLE 11: Evaluation Criteria

Criteria used to evaluate the Project by the Final Evaluation Team

Highly Satisfactory (HS)	Project is expected to achieve or exceed all its major global environmental objectives, and yield substantial global environmental benefits, without major shortcomings. The project can be presented as “good practice”.
Satisfactory (S)	Project is expected to achieve most of its major global environmental objectives, and yield satisfactory global environmental benefits, with only minor shortcomings.
Marginally Satisfactory (MS)	Project is expected to achieve most of its major relevant objectives but with either significant shortcomings or modest overall relevance. Project is expected not to achieve some of its major global environmental objectives or yield some of the expected global environment benefits.
Marginally Unsatisfactory (MU)	Project is expected to achieve some of its major global environmental objectives with major shortcomings or is expected to achieve only some of its major global environmental objectives.
Unsatisfactory (U)	Project is expected notto achieve most of its major global environment objectives or to yield any satisfactory global environmental benefits.
Highly Unsatisfactory (U)	The project has failed to achieve, and is not expected to achieve, any of its major global environment objectives with no worthwhile benefits.

Scale used to evaluate the sustainability of the Project

Likely (L)	There are no risks affecting this dimension of sustainability.
Moderately Likely (ML)	There are moderate risks that affect this dimension of sustainability.
Moderately Unlikely (MU)	There are significant risks that affect this dimension of sustainability.
Unlikely (U)	There are severe risks that affect this dimension of sustainability.

iii) Rating scale for outcomes and progress towards “intermediate states”Indicator Assessment Key: Green= Achieved Yellow= Partially achieved Red= Not achieved

TABLE 12: UNDP-GEF FE Report Audit Trail

Project Title: Capacity Building for Improved Decision Making Related to the Global Environment
UNDP PIMS: 4925

Author	Date	Para No./ comment location	Comment/Feedback on the draft TE report	MTR Consultant's response and actions taken
			THE REPORT WAS ACCEPTED, AS PRESENTED IN DRAFT FORM BY ALL PARTIES. SEVERAL WEEKS LATER, COMMENTS WERE SENT BY GEF, THE CONSULTANT AGREED TO REVIEW ONCE AGAIN THE SUBSTANTIVE POINTS MADE< AND INCLUDE IN THE REPORT THE CHANGES THAT SEEMED APPROPRIATE. AS PER STANDING GEF INSTRUCTIONS, THE AUDIT TRAIL TABLE WAS SUBMITTED SEPARATELY.	

ANNEX 2 - Evaluation Report Clearance Form

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared by	
UNDP Country Office	
Name: <u>Veronique Gerard</u>	
Signature: <u>[Signature]</u>	Date: _____
UNDP GEF RTA	
Name: <u>Tom Twining-Ward</u>	
Signature: <u>[Signature]</u>	Date: <u>17/2/2020</u>