
**Mid-term Evaluation of the UN Environment
“Clean Seas Campaign”
(Contributing to the Global Partnership on Marine Litter project)**



**Evaluation Office of UN Environment
October 2019**



Evaluation Office of UN Environment

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Mid-Term Evaluation of the Clean Seas Campaign

(UN Environment PIMS ID - 01882)

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This Mid-term Evaluation was prepared for the Evaluation Office of UN Environment by Steve Tibbett, as Lead Consultant. Steve is an experienced advocacy specialist and evaluator, with a background in advocacy and campaigning on human rights and development issues, including as Director of Policy and Campaigns for ActionAid UK.

The evaluation draws on contributions from Jeremy Smith and Jim Coe. Jeremy Smith has more than twenty years' experience as a campaign coordinator, manager and evaluator. He has designed and led campaigns for Health Action International and Amnesty International. Jim Coe has since 2001 been a freelance consultant providing strategy support to, and evaluating, campaigning and advocacy. Prior to that he was Strategy Development & Learning Manager at Oxfam GB.

The evaluation also includes input from Josh Feldberg and his team at 89up who conducted the social media analytics work. Another consultant, Elena Lucchi, helped with the inception phase of the evaluation.

Steve, Jeremy, Jim and Elena are members of the Advocacy Hub, which is an association of consultants who specialise in evaluation and strategy advice to civil society in the areas of advocacy, campaigning and organisational development.

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ABOUT THE EVALUATION

Joint Evaluation: No

Report Language(s): English

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Brief Description: This evaluation looks at the Clean Seas Campaign results, including outcomes, impact, likely impact and campaign performance. It makes suggestions to improve the operational effectiveness of the campaign and of future campaign.

Keywords: Plastics, marine litter, single-use, environment, seas, pollution.

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List of acronyms and abbreviations

EC	European Commission
GPML	Global Partnership on Marine Litter
ICA	Internal Cooperation Agreement
KPIs	Key Performance Indicators
LAC	Latin America and Caribbean
POW	Program of Work
SIDA	Swedish International Development Cooperation Agency
TOC	Theory of Change
UN	United Nations
USD	United States dollars
UNEA	United Nations Environment Assembly
WED	World Environment Day
323.1	Project 323.1: Global Partnership on Marine Litter – Out of sight, out of mind – changing the state of marine litter

Project Identification Table

UN Environment PIMS ID:	01882	'Clean Seas Campaign' Contributing to the Global Partnership on Marine Litter (GPML) project.	
Implementing Partners	N/A		
Sub-programme:	Ecosystems Division	Expected Accomplishment(s):	Programme of Work [POW] 2014/15 EA (b) Use of ecosystem management approaches in countries to sustain ecosystem services from coastal and marine systems increased. POW 2018/19 EA (a) The health and productivity of marine, freshwater and terrestrial ecosystems are institutionalized in education, monitoring and cross-sector and transboundary collaboration frameworks at the national and international level.
UN Environment approval date:	April 2015	Programme of Work Output(s):	POW 16/17 Output (b) 3: The GPA global partnerships on wastewater and marine litter scaled up and technical support provided for catalytic actions in countries. POW 18/19 Output (a) 2: Technical assistance and partnerships on effective conservation measures and monitoring thereof (ecosystem management, ecological representativeness and connectivity).
Expected start date:	April 2015	Actual start date:	6 May 2015
Planned completion date:	GPML project had a planned end date of December 2017. Clean Seas Campaign has a planned end date of December 2020.	Actual completion date:	GPML project ends December 2018. Clean Seas Campaign: Phase 1: May 2015 – June 2018; Phase 2: July 2018 – December 2019; Phase 3: 2020
Planned project budget at approval:	GPML: USD 5,245,333 Clean Seas Campaign: USD 1,977,000 (Phase 1)	Actual total expenditures reported as of [date]:	GPML: USD TBC Clean Seas Campaign: USD 1,778,000 (Phase 1)
Planned Environment Fund allocation:	GPML: USD 1,779,403 Clean Seas Campaign: USD TBC	Actual Environment Fund expenditures reported as of [date]:	GPML: USD TBC Clean Seas Campaign: USD None
Planned Extra-Budgetary Financing:	GPML: USD 3,465,930 Clean Seas Campaign: USD TBC	Secured Extra-Budgetary Financing:	GPML: USD TBC Clean Seas Campaign: USD 1,894,343
		Actual Extra-Budgetary Financing expenditures reported as of [date]:	GPML: USD TBC Clean Seas Campaign: USD 1,794,675
First disbursement:	May 2015	Date of financial closure:	N/A
No. of revisions:	1	Date of last revision:	June 2018

No. of Steering Committee meetings:	N/A	Date of last/next Steering Committee meeting:	Last: N/A	Next: N/A
Mid-term Review/ Evaluation (planned date):	GPML: August 2016 Clean Seas Campaign:	Mid-term Review/ Evaluation (actual date):	GPML: None (evaluation of previous phase completed May 2016) Clean Seas Campaign: Nov 2018 – March 2019	
Terminal Evaluation (planned date):	GPML: Will prepare a Project Final Report by May 2019. Clean Seas Campaign: TBD	Terminal Evaluation (actual date):	Not applicable	
Coverage - Country(ies):	GPML: Albania, Barbados, Bosnia and Herzegovina, Cape Verde, Cote d'Ivoire, Dominican Republic, Egypt, Fiji, Guatemala, Indonesia, Jamaica, Montenegro, Panama, Saint Lucia, Samoa, Seychelles, Sierra Leone, Turkey, Uruguay, Vietnam	Coverage - Region(s):	GPML: Global, Regional (Africa, Asia Pacific, Europe, Latin America and Caribbean, North America, West Asia) and National Clean Seas Campaign: Global	
Dates of previous project phases:	Previous phase of GPML: Dec 2010- Dec 2014 USD 1,688,493. 53-P5 'Harmful Substances and Hazardous Waste and Resource Efficiency'	Status of future project phases:	New phase of GPML being prepared, anticipated implementation during 2019-22	

Executive Summary

1. **The Clean Seas Campaign** has set out to address the issue of plastic waste - vast quantities of which end up in the oceans harming wildlife and contaminating the food chain - through a broad-based, global, public-facing campaign that aims to win meaningful action from governments and industry. The campaign was implemented across three phases:

- Phase 1: Educate and engage (to mid-2018)
- Phase 2: Collaborate (from mid-2018-end 2019)
- Phase 3: Replicate and scale (2020)

2. The campaign's **Theory of Change** is based on the premise that compelling communications will help increase public and consumer concern, and shift attitudes in favour of action, as well as helping to drive changes in public behaviours. And that, in turn, increased signs of public concern, and changes in public behaviour, will affect calculations made by decision makers in government and industry around the need to act. The campaign seeks to achieve these shifts through a mix of events, partnerships, and online and offline channels and vehicles.

3. This Mid-term Evaluation of the campaign seeks to assess campaign performance from its launch in February 2017 up to the end of Phase One in June 2018. It aims to determine the likelihood of the campaign achieving and sustaining its intended outcomes and impacts. The evaluation has had two primary **purposes**:

- to provide evidence of results to meet accountability requirements, and
- to promote operational improvements, learning and knowledge sharing of results and lessons learned among UN Environment, Member States and other partners.

The evaluation also seeks to assess '**strategic questions**' in four areas:

- the adequacy of the campaign's monitoring system;
- campaign contribution to achieving the Direct Outcome Global Partnership on Marine Litter;
- the relative merits to being administered within the Global Partnership on Marine Litter project;
- harvesting transferable lessons and recommendations.

4. The campaign has overall evaluation rating of **Satisfactory**. The evaluation ratings for specific areas of the campaign can be found in the main report's Conclusions.

5. The Clean Seas Campaign's aim of reducing marine litter is central the UN Environment priorities, relevant UN Environment Assembly resolutions and has a clear **relevance** and additional value within the Global Partnership on Marine Litter, wider UN Environment priorities and other initiatives and campaigns.

6. The campaign was reasonably well **designed**. It relied on detailed analysis of the context and the issue, alighting on a communications-based approach, but did not fully work out a mechanism for making countries that signed up to the campaign take further action.

7. The **context** for the campaign was broadly favourable, with some less favourable elements outweighed by burgeoning public and political interest in environmental issues and – particularly – single use plastics and marine pollution.
8. Campaign **outputs** have been generally well targeted and professionally delivered and delivery of outputs is rated Highly Satisfactory. Overall, outputs have been well executed and have collectively helped increase the salience of the issue. Events such as beach clean-up operations, the Clean Seas Virtual Reality experience and the Flipflop Dhows were rated highly. Social media has been a key vehicle for campaign communications. Data shows that there was a huge spike in sharing of the campaign and related topics after the launch. Traditional media coverage was also high with growing content relating to government action. A number of private sector and institutional partnerships were secured with some taking notable action in support of the campaign. Key media multipliers have been helpful on occasion.
9. There have been strong **outcomes** in terms of support shown by governments, with 51 countries having joined the campaign by 8th June 2018. A number of these governments have taken action or have made substantive commitments to take action. India, for example, made an ambitious pledge in June 2018 to eliminate all single use plastics by 2022. Although achieving this pledge will be very challenging, it is nonetheless highly significant. Beyond India, there are a number of other countries and regions that have seen pledges, such as the LAC region where a number of countries have signed up and, in some cases, taken action and across the African continent, where 34 countries have taken action of some kind. China is said to be moving towards a greater level of commitment. However, there are also countries that are not yet taking action, and in some cases action to follow up the pledge to join the campaign has been minimal or lacking.
10. Some work with **industry** has produced important results and the campaign has been framed in ways designed to encourage companies to sign up. Volvo, for example, made two ambitious commitments: to remove single-use plastic from all their offices, restaurants and events by the end of 2019; and to ensure 25% of plastics in new cars are made from recycled sources by 2025. A number of hotel associations and hotel chains are also taking action to ban or curtail single use plastics. However, overall this is an area of less robust promises and action.
11. Both online data and interview feedback point to growing momentum around people better **understanding** the downsides of single-use plastics and being concerned about this. The issue has entered the consciousness of many people globally, even if unevenly. This assertion is made in the absence of global level research exploring public attitudes and opinion.
12. Shifts in **consumer behaviours and calls for action** are also difficult to be precise about. However, the data reveals that the online conversation was qualitatively different before and after the launch of the campaign. Actions in one place have had a reverberating effect and much of the most shared media content centres around other countries' successful initiatives. There is anecdotal evidence of some wider shifts in behaviours in certain geographies.
13. The Clean Seas Campaign's **contribution** is as part of a wider movement for change. It forms part of a longer-term narrative which has also included many civil society groups, scientists and marine experts, grassroots groups, and media outlets, including many organisations and outlets. UN Environment has been a prominent actor on social media and the campaign has been a major contributor to the conversation. During the campaign period, government action has tended to grow as the salience of the issue and public concerns have increased. UN Environment's influence is

clearer in some contexts than others. The movement made by the Modi government, for example, has clear links to UN Environment's work. In Kenya too, there are strong grounds for acknowledging that UN Environment bolstered the position of the Minister intent on pushing through a tough plastics ban. A key added value of UN Environment has been its convening power, with a number of UNEA resolutions calling on countries to significantly reduce single use plastics.

14. In campaigns of this type it is difficult to be certain about **impact**. Plastic production as a whole, single use plastic production in particular and marine litter are continuing to grow. However, it is plausible and likely that some impact has been achieved, for example as a result of the bans on single use plastic bags and other government initiatives that have reduced single use plastics. Impact at the national or regional level may be clearer than at an aggregate / global level. Furthermore, it is likely that more impact will accrue in the future, due in part to the delayed effect of regulations and other changes. However further impact may depend on action taken to ensure promises are implemented, including by UN Environment, which is currently uncertain.
15. In terms of **efficiency**, some challenges in the relationship between those responsible for the campaign and those responsible for managing finances were cited in reporting, with concerns around delays in funding, and short-term deadlines. This has made forward-planning difficult. Levels of resourcing, while significant, have been described as inadequate for meeting both the global challenge of the problem of marine litter and the opportunity represented by the growing number of country pledges. The campaign launch was delayed by nearly two years, which has been put down to a combination of factors including staff turnover, funding delays and sign off mechanisms between divisions. Cross-divisional campaign coordination is functional at an operational level, but at a strategic level there are inefficiencies stemming from a lack of clarity over decision-making, faltering governance procedures, and the dynamic relating to how funding is decided.
16. **Campaign monitoring** design has lacked a coherent and consistent overview of the overarching logic of the campaign and how that could be best conceptualised in an overall approach to tracking and making judgments around progress. It's not clear how the objectives and outcomes fit with the theory of change, nor is it possible to see an obvious read-across from the objectives and outcomes to the KPIs. The KPIs themselves do not represent a compelling distillation of what is most important about the campaign.
17. No specific plan exists for campaign **sustainability**, but, in terms of outcomes, momentum has continued into Phase 2 and the issues of single use plastics and marine litter are still high on the media agenda. Sustainability will likely depend on whether interest can be further sustained vis-à-vis other issues, whether there is a political push back and the degree to which civil society and other bodies continue to work on the issue. Financially, the activities look able to be continued in the short to medium term, but longer-term funding is not yet secure.
18. Overall, and in response to the **strategic questions**, the campaign has managed to contribute a good deal to the achievement of the Direct Outcome of the Global Partnership on Marine Litter via the development of campaigns and awareness materials. Design and use of KPIs, baseline data and the campaign's monitoring system to support the evaluation of the campaign across all three of its intended phases has been sub-optimal. While the campaign has not always been entirely well coordinated with the Global Partnership on Marine Litter, the problem of marine litter is widely recognised as an important challenge in global agenda and declarations, policy decisions and national actions to reduce the negative impact of marine litter on the environment have burgeoned. Situating the programmatic and financial administration of the campaign within the Global

Partnership on Marine Litter project has been a mixed blessing. It has ensured that the campaign is grounded in, and linked with, UN and wider strategic objectives and priorities. At the same, the campaign has at times suffered from being less linked up in practice, in terms of the coordination of campaigning and advocacy work, for example around how, practically, outcomes achieved through the communications work (including signals of government support to the campaign and its aims) would then be built on through dedicated policy follow up. The campaign has also lacked the full independence funding-wise that is ideally required for forward planning.

Lessons and recommendations

19. **Lesson 1:** The campaign shows that it is possible for UN Environment to shape and promote clear and salient messages through media and online channels and ensure that these are promoted and shared widely.
20. **Lesson 2:** The campaign has used clever and globally relevant communications techniques to become part of a wider movement for change and move the conversation away from traditional Northern audiences.
21. **Lesson 3:** A broader and more widely-owned strategy that maximised the potential to exploit opportunities as they arose - through seamless engagement of communications and policy functions - and that was properly resourced, should have been agreed and followed through from the outset.
22. **Lesson 4:** Better decision-making structures and systems at the operational, strategic and governance levels are required in order for the campaign to be more effective.
23. **Lesson 5:** The division of roles and responsibilities between central campaign staff technical and regional staff should be clearer.
24. **Lesson 6:** A campaign should have monitoring systems in place, including digital monitoring.
25. **Recommendation 1:** Systematise tracking and follow-up of pledges made by states by maintaining a record of commitments and policy changes and using this to inform ongoing engagement with governments, (which could include a mix of advocacy and/or practical support) - targeting in particular those that are major sources of plastic pollution to ensure conversion of promises into practice and to allow for elevating cases of 'champion governments'.
26. **Recommendation 2:** UN Environment should undertake a supplementary assessment to understand how well the individual pledge mechanism is working in terms of stimulating actual behaviour change.
27. **Recommendation 3:** Develop a more comprehensive industry strategy focused on sectors not individual businesses.
28. **Recommendation 4:** Develop an expanded approach to working with civil society, including other large-scale initiatives with goals that overlap with those of the campaign, in order to increase mutual understanding of each other's added value and to maximise complementarity, and include as an explicit element of the exit strategy, articulated at the beginning of any future phases.

29. **Recommendation 5:** Building on existing work done during this evaluation, ensure robust and appropriate indicators of success are agreed and operationalise this into a robust monitoring system for the campaign.
30. **Recommendation 6:** Develop a campaign strategy that lays out how the preceding recommendations will be implemented and establishes a clearer structure for cross-divisional cooperation, strategic leadership and oversight.
31. **Recommendation 7:** Using the revised Campaign Strategy, seek to raise funds, informed by the question of whether it's advantageous to be under a UN project, to allow the campaign to plan with greater confidence to capitalise on the progress made to date and adequately address its weaknesses.

1 Introduction

32. The Clean Seas Campaign has set out to address the issue of marine litter. The use of plastics has increased exponentially in recent decades and much of it ends up in the oceans. Once in the oceans, it is extremely costly and challenging to recover.
33. There is an apparent lack of viable, low-cost, large-scale alternatives to plastics, and so while large-scale improvement of waste management is needed to reduce the amount of plastics going into the ocean in the short-term, it is contended by the campaign that the ultimate solution is a systemic reduction of the consumption and production of plastic.
34. The Clean Seas Campaign is premised on the need to highlight the impact of plastic waste in the oceans through a broad-based, global, public-facing campaign that wins meaningful action to tackle the issue.
35. The campaign has operated to the following phases:
- Phase 1: Educate & Engage (23rd February 2017 – 30th June 2018)
 - Phase 2: Collaborate (1st July 2018 – 31st December 2019); and
 - Phase 3: Replicate and scale (2020)
36. The Clean Seas Campaign contributes to the Global Partnership on Marine Litter [GPML] project. The project sits in the Ecosystems Division of UN Environment and is aligned with the Medium-Term Strategy. The relevant Programmes of Work are:
- Programme of Work [POW] 2014/15 EA (b) Use of ecosystem management approaches in countries to sustain ecosystem services from coastal and marine systems increased.
 - POW 2018/19 EA (a) The health and productivity of marine, freshwater and terrestrial ecosystems are institutionalized in education, monitoring and cross-sector and transboundary collaboration frameworks at the national and international level.
 - POW 16/17 Output (b) 3: The GPA global partnerships on wastewater and marine litter scaled up and technical support provided for catalytic actions in countries.
 - POW 18/19 Output (a) 2: Technical assistance and partnerships on effective conservation measures and monitoring thereof (ecosystem management, ecological representativeness and connectivity).

2 Evaluation methods

2.1 Purpose and scope of the evaluation

37. As set out in the Terms of Reference, “The Mid-term Evaluation will assess campaign performance to date (in terms of relevance, effectiveness and efficiency), and determine the likelihood of the campaign achieving its intended outcomes and impacts, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and

(ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, the Member States and other partners.”¹

38. Part of fulfilling this second purpose involves sharing the lessons of the evaluation among UN Environment staff, Member States and other partners to improve the implementation of the campaign and to inform future campaign formulation and strategy.

39. The Terms of Reference also cite a set of ‘strategic questions’ that the evaluation should seek to address:

- To what extent are the key performance indicators, baseline data and monitoring system adequate to support the evaluation of the performance of the campaign across all three of its intended phases? What improvements could be made to improve its evaluability?
- To what extent, and in what ways, has the Clean Seas Campaign contributed to the achievement of the Direct Outcome of the Global Partnership on Marine Litter, via its delivery against Output 3? Have any contributions been made intentionally and in a coordinated and collaborative manner?
- What are the benefits/disadvantages of the Clean Seas Campaign being administered programmatically and financially within the Global Partnership on Marine Litter project?
- As this is the first time a campaign is being evaluated at UN Environment, within the ‘Lessons Learned’ and ‘Recommendations’ sections, particular attention should be paid to providing lessons and recommendations that are transferrable to other campaigns at UNEP.

2.2 Evaluation objectives

40. To achieve these purposes, the focus of the evaluation has been to:

- assess campaign performance to date;
- determine the likelihood of the campaign achieving its intended outcomes and impacts;
- gauge the sustainability of results achieved;
- assess the strategic effectiveness of the campaign, its relevance, and aspects of efficiency;
- provide insight into any factors that are currently affecting the performance of the campaign;
- suggest corrective actions in the form of a practical set of recommendations for the remainder of the campaign, and to inform future campaigns.

2.3 Target audience

41. The target audience for the evaluation is primarily UN Environment staff, that is, campaign staff and other communications staff, senior managers, Ecosystems Division staff and others who are involved in running or supporting campaigns in UN Environment. In line with UN Environment procedures, this report will be published on the UN Environment website.

¹ Evaluation Office of UN Environment: Terms of Reference: Mid-Term Evaluation of the UN Environment project: “Clean Seas Campaign” contributing to the Global Partnership on Marine Litter project (GPML), April 2018

2.4 Evaluation Approach

2.4.1 Initial investigations

42. The evaluation team presented an initial analysis and critique of the campaign – specifically its design and theory of change [TOC] – in an inception report. Findings at this stage in the evaluation were based on interviews with a small number of core staff involved in the campaign, alongside an early review of relevant campaign documentation. Drawing on this analysis, the evaluators reconstructed the campaign’s TOC and, once this was signed off by relevant UN Environment staff, used the reconstructed TOC to set the parameters for the main phase of data collection, also taking into account the various requirements set out around commentary on design, strategy, financing, monitoring and reporting, and so forth.

2.4.2 Main information gathering phase

43. This phase of the evaluation has been based on a mixed-method approach, with a dual quantitative and qualitative focus.

Quantitative

44. Online data capture and analysis has been undertaken by sub-contractor 89up using a social listening approach. This has involved monitoring digital conversations to understand what people globally have been saying about the Clean Seas campaign and its various elements, and about ocean plastics more generally.

45. 89up undertook the social listening component of the evaluation through a combination of bespoke and off-the-shelf tools that tracked a set of hashtags and topics associated with the campaign and with the issue. These were jointly agreed with Clean Seas campaign staff and included search terms across 9 global languages. This enabled 89up to interrogate the topics and keywords that have been driving conversations about the campaign and related issues of plastic pollution. Analysis of these conversations and mentions - and of the trends relating to this - has supported an assessment of which outputs, moments and actors have generated most response and interest in relation to the campaign and its messages.

46. The social listening element has focused predominantly on Twitter, followed by Instagram.

47. As agreed with UN Environment, the social listening element of the evaluation has been demarcated by phases of the campaign, as follows:

- Pre-campaign: 23rd February 2016 - 22nd February 2017
- Campaign Phase 1 (representing the period of primary interest as defined in the evaluation terms of reference): 23rd February 2017 – 30th June 2018
- Campaign Phase 2: 1st July 2018 – 7th June 2019

48. Limitations encountered as part of this quantitative component of the review included:

- Some specific issues with access to data, for example in relation to campaign website metrics, resulting from the fact that analytics measurement was only partially set up by the campaign team at the time of launch.
- The more generic limitation that data relating to Facebook usage cannot be extracted through social listening methods.

Qualitative

49. The qualitative component of the evaluation comprised two main elements:
- literature and documentation review;
 - interviews with internal and external stakeholders.
50. The literature review focused on internal documentation that encompassed campaign strategy, planning and reporting. It also drew on some relevant external documentation, notably expert commentary on the issue of marine plastics and how it has evolved over time.
51. In relation to interviews, the evaluation team developed an overall semi-structured interview framework and applied it with some flexibility to allow for tailoring according to who was being interviewed. Drawing from the TOC at evaluation, the question framework probed the following areas:
- strategic relevance & project design;
 - effectiveness of outputs and tactics;
 - outcomes;
 - likelihood of impact;
 - the role of Clean Seas campaign versus other actors and factors.
52. Interviews were held with contributors from the following stakeholder categories:
- UN Environment staff at HQ and in regional and national offices;
 - funders of the campaign;
 - journalists;
 - corporate partners;
 - government representatives;
 - ambassadors and other influencers.
53. The Clean Seas team developed an initial list of potential interviewees based on some guidance provided by the evaluation team. The list of people to contact was jointly agreed.
54. The evaluation team conducted thirty interviews in total. Twelve of these were with external stakeholders from across the categories highlighted above. All interviews were conducted on a non-attributable basis.
55. Limitations encountered as part of this qualitative component of the review included:
- The key document that sets out the Campaign's original intentions and anticipated scope of work is the Campaign Strategy developed in November 2016. As this document was not closely used to guide the implementation of the Campaign, there is considerable disconnect between the scope of work/KPIs and the course of action that was followed. Although this may be understood as the nature of a responsive campaign, from an evaluation perspective this document sets out the intentionality and causal pathway of the Campaign and has been used as a framework against which Campaign performance has been reviewed. Credit has also been given for positive achievements beyond this strategy.
 - The evaluation had limited input from some potential interviewees. In particular the number of government officials and goodwill ambassadors who contributed to the evaluation was quite low.
 - For some external interviewees, the Clean Seas Campaign is not clearly separated in their thinking - and therefore in the answers they gave - from wider UN Environment outputs and activities, such

as other related policy work, research and other work under the GPML and via the Ecosystems division.

- The scale and scope of the evaluation was modest compared to the scale and scope of the campaign and areas of interest, meaning that in some cases only headline assessments are possible. The evaluation budget and approach precluded the possibility of in-depth country case studies for example, which could have generated greater insight into the routes of influence and the interchange between them.

2.4.3 Analysing data and information

56. Data from the quantitative social listening study was originally analysed in isolation, with findings and conclusions presented in an extensive slide deck.

57. In parallel, the evaluation team collated and aggregated the qualitative information, and then using a standardised analytical approach the evaluators (a) familiarised themselves with the full data set; (b) searched for themes and sorted information by themes based on this first cut; (c) reviewed and refined those themes; and finally (d) elaborated findings and conclusions.

58. The evaluation team used the quantitative data from the social listening investigations to triangulate findings and conclusions from the qualitative component of the evaluation, and as a source of new insights.

3 The Campaign

3.1 Stakeholders

59. In the campaign design phase, consultants PCI Media conducted a detailed analysis of potential stakeholders² and identified government, industry actors and wider public audiences (consumers and citizens) as the primary stakeholder groups. This assessment has held through the lifetime of the campaign to date:

Table 1: Campaign stakeholders

Typology of campaign stakeholders	Comprising	Engagement and role
Primary stakeholders		
Government decision makers	Focal points, officials and ministers in relevant countries	These relationships are managed by the Ecosystems division
Industry actors	Decision makers in companies	There has been some, although not extensive, engagement and partnerships with industry actors around change of policy and practice in relation to plastics by both GPML and the Clean Seas Campaign.

² In PCI Media Impact: 'United Nations Environmental Program: Campaign to Reduce Marine Litter, Project Deliverables: Background Research, Market Analysis & Stakeholder Mapping', no date.

Wider public audiences	Global public audiences, as both consumers and citizens	Via a mix of engagement mechanisms, as per the theory of change, the campaign has sought to ensure that public audiences consider their own behaviours as well as exerting influence on government and industry decision makers.
Other stakeholders		
Ambassadors	Influencers willing to showcase the campaign and its aims	The role of influencers is discussed in the section Output: Goodwill ambassadors and celebrities
Industry partners	Industry partners who can both complement and magnify campaign messages.	The role of industry partners is discussed in the section Output: Stakeholders and partnerships

60. More details about these stakeholder groups, and their interactions with the campaign, are set out in the Effectiveness section.

61. Gender dimensions have been referenced and considered, if not deeply, as part of the campaign. The campaign strategy notes, for example, that women are a key target audience as purchasers and consumers of some of the products whose consumption the campaign seeks to reduce. But given the campaign set up, there is little scope for targeted segmentation along gender or other lines or for other differentiation among stakeholder groups. At the level of activities and tactics, eight of the campaign’s twenty-two goodwill ambassadors are women.

3.2 Context

62. Vast quantities of plastic end up in the oceans on a daily basis, harming wildlife and contaminating the food chain. The scale of the problem is illustrated both in the amount of plastic found in the guts of marine fauna and in the volume of plastic waste found across the world’s beaches and seas.

63. The oceans plastics problem is one of production, consumption and waste management: too much plastic is produced and consumed and most of it is disposed of with no regard for its lasting human and environmental impact. Not only in its most visible forms – plastic bags and plastic packaging – but also as an ingredient of cosmetics, plastics are ubiquitous and their original selling point – their indestructability – has become a curse.

64. Plastic is ubiquitous because it is cheap and convenient and there are no alternatives comparable in the scale of uses to which they can be put. It is a product which exemplifies a disposable approach to production and consumption by which things are produced at such low cost that there is no incentive to make repeated use of them. Plastic is both cause and symptom of business models that privilege here-and-now cost and convenience criteria over longer-term sustainability criteria.

65. Improvements in waste management can reduce exposure to harm and alleviate some of the visible effects of excess plastic, including beach pollution. But substantial change demands a reduction in the production and consumption of plastic – a reduction in global dependence on plastic as a cheap packaging solution or replacement for other products in manufacturing processes.

66. UN Environment and civil society groups have sounded the alarm about oceans plastics for a number of years. The logic of the campaign strategy is based on the thinking that these efforts hit a ceiling

of limited political traction because they were not underwritten by a groundswell of public concern and demand for action from states and companies. The Clean Seas Campaign is designed to fill this gap by mobilising public concern to make the context for advocacy more propitious.

3.3 Objectives and components

67. The campaign is not a project of UN Environment and therefore has not outlined outputs and outcomes in the same way as a project might. Nevertheless, the 2016 Campaign Strategy sets out the following objectives and outcomes.³

Table 2: Campaign objectives

Objectives	Expected outcomes
Objective 1) To harmonise different (global) campaigning efforts against marine litter into a global call for action in order to raise the issue's significance to wider global recognition	Coalition for action established to work with the GPML and other partners to support the development and implementation of the campaign
Objective 2) To raise the general public awareness of the detrimental environmental, economic and social impacts of marine litter	General public's awareness of plastic impact rises leading to shift in consumption choices from single-use plastic products to reusable products
Objective 3) To highlight/promote national government initiatives that aim to reduce use of single-use plastics and micro-plastics and improve waste management.	Improved legislation and enforcement of municipal and national policies that reduce plastic waste, in particular non-recoverable, single-use, low-value or low-quality plastics
Objective 4) To engage industry/businesses in the campaign through e.g. profiling of industry champions that have implemented policies to improve plastics management.	Increased number of companies who are adopting a solution-based approach and setting new standards around plastic usage and production; which would lead to a reduction of single use packaging and products

68. These objectives and anticipated outcomes are not clearly linked to a timetable, but the strategy does set out three campaign phases over 5 years, as follows:

- Phase 1: Educate and engage (to end 2018)
- Phase 2: Collaborate (from 2018-end 2019)
- Phase 3: Replicate and scale (2020)

3.4 Project implementation structure

69. Demarcation and articulation of roles in the campaign has followed what looks like a standard approach that organisations undertaking initiatives of this type typically adopt for campaigns that are complex and multi-divisional. These roles have been formally set out in the campaign documentation:⁴

³ United Nations Environment Programme, 2016, "Campaign to Reduce Marine Litter, Campaign Strategy"

⁴ Internal document: 'Clean Seas Campaign Roles and Responsibilities'

Table 3: Summary of campaign architecture

Level of oversight	Campaign architecture	Function
Strategy and governance	Steering Group: Director and Deputy Director of Communications Division; Director of Ecosystems Division; Subprogramme Coordinator for Chemicals and Waste; Head of the Global Programme of Action; Branch leader for Oceans; Regional Office Directors where relevant.	Meet periodically to review progress against Key Performance Indicators, identify potential opportunities for cost-savings and ensure coherence in UN Environment’s approach.
Operational management	Lead managers: Programme officers from Ecosystems and Communications.	Review the implementation of the campaign strategy and deal with day-to-day decisions in line with the strategy and feedback from the Steering Group. Joint supervision of Campaign staff.
	Implementation team: Head of Advocacy, Campaign Coordinator, social media, web, design, multimedia, digital strategy, news and media, regional information officers where relevant.	Meet weekly to coordinate the different elements of the campaign.
Delivery	Operational coordination: Campaign consultant/manager	Oversee day to day aspects of the campaign

70. Demarcation of responsibilities between Divisions was established as follows:

Table 4 : Demarcation of roles between Divisions with regard to key audiences

	General Public	Governments	Media	Private Sector	Civil society & academia
Lead	Communications Division	Ecosystems Division	Communications Division	Ecosystems Division	Ecosystems Division
Supporting	Ecosystems Division Technical information provided upon request	Communications Division Communications support provided upon request by governments	Ecosystems Division Technical information provided upon request	Communications Division Communications support provided upon request	Communications Division Communications support provided upon request

71. In each case, detail about what ‘lead’ and ‘support’ entails has been codified:

Table 5: Divisional lead and support roles

Lead role	Support role
<ul style="list-style-type: none"> Leads on setting priorities for strategic outreach, leads on joint discussions in these areas and keeps track of these (e.g. googledocs) Leads on coordination with relevant entities First point of outreach to relevant entities First point of contact for relevant entities that contact UN Environment 	<ul style="list-style-type: none"> Provides input to priorities for strategic outreach and coordinates with Lead prior to reach out to entities where they are not the lead

- | | |
|---|--|
| <ul style="list-style-type: none"> • <i>Judges when there is limited capacity in terms of time to engage properly with relevant entities in order to manage existing engagement and maintain high-quality engagement</i> • <i>Involves supporting when focus of relevant entity shifts from e.g. Technical to Communications/Outreach</i> | |
|---|--|

3.5 Changes in design

72. The evaluation team is not aware of any formal revisions made to the campaign. Continual changes to the operationalisation of strategy were made as budget allocations were made.

3.6 Financing

3.6.1 Budgeting

73. Staff produced three fully worked up budget scenarios for the campaign, each broken down by output areas and by phase. The five-year budgets set out three different scenarios:

- 'Focused' – based on expenditure of \$500k per year
- 'Optimised' – based on expenditure of \$2m per year
- 'Comprehensive' – based on expenditure of \$6m per year

74. This represents a very broad range of the campaign's possible scale in that scenario 3 is greater than scenario 1 by a factor of 12.

75. The campaign strategy established a set of KPIs for the campaign. Overall, these present a complicated picture because the KPIs are different for each of the three phases of the campaign (albeit with some overlap), and, in each case, three different targets are set out, relating to the three budget scenarios.

76. There is not a direct read across from the budgets to the KPIs, but this is to be expected in this (or any) campaign where different activities combine to deliver results rather than there being a more linear process with one input delivering one output. It's also the case that the campaign budgets and campaign phases don't sync.

3.6.2 Sources of funding

77. Because the campaign has been managed as a sub-element of a project and not as a discrete project, specific information about actual campaign spending has been difficult to extract from the data available. It has not been straightforward to establish the sequencing of the different budgets or to clarify which budgets or records of actual spending represent the latest, live versions. This is not to question the quality of ongoing budget management but to point out that retrospective analysis has been difficult.

78. In the most limited, 'focused' scenario, year one (and launch) budget was as follows:

Table 6: Campaign Year 1 budget

Outputs	Launch	Year 1
PHASE 1		
Translation of materials	10,000	25,000
Photography for campaign materials	1,000	1,000
Infographics / digital assets	5,000	5,000
Media engagement / outreach		10,000
Clean Seas Communications for Development toolkit		40,000
Static micro-content with 1 goodwill ambassador		10,000
Clean Seas campaign video & audio-visual content		40,000
Other campaign development costs	11,760	
Social media purchase to increase visibility of the campaign		20,000
Phase 1 subtotal	27,760	151,000
PHASE 2		
Clean Seas Multimedia Exhibition		30,000
Citizen Engagement / Activity: World's Largest Beach and Waterway Clean-up		50,000
Phase 2 subtotal		80,000
Staff Costs		
Web developer	22,890	
Designer	16,350	
Writer dedicated for the launch (2 months)	13,000	
Consultant to oversee campaign and resource mobilization		96,000
Oversight		27,030
Content and Copy		13,000
Staff subtotal	52,240	136,030
Subtotal Phase 1, 2, 3 and Other	80,000	367,030
Monitoring & Evaluation (10%)	5,000	36,703
Contingencies (15%)	15,000	55,055
Subtotal	100,000	458,788
Overhead (13%)		59,642
'FOCUSED' TOTAL BUDGET	100,000	518,430

79. Actual internal sub-allotments⁵ from the Ecosystems Division relating to the campaign for the period under review were made as follows, as detailed in a series of Internal Cooperation Agreements [ICAs]:⁶

Table 7: Internal allocations to the campaign

Date	Amount	Allocation (via sub-allotments)	Note
May 2015	\$105,000	Initial design and development	
Dec 16	\$92,000	Campaign launch and first phase	
May 17	\$30,000	Virtual reality exhibition	
Oct 17	\$98,130	Film and outreach linked to Volvo Oceans Race	
Nov 17	\$168,555	Misc. deliverables	Via 323.1 from Swedish International Development Cooperation Agency [SIDA]
Nov 17	\$110,000	Preparation for World Environment Day	Via GPML from SIDA
Nov 17	\$25,000	Report and merchandise	Via GPML from SIDA
Nov 17	\$40,000	Toolkit translation and merchandise	Via GPML from SIDA
SUB TOTAL	\$563,685		(Excludes initial seed funding for development)

80. Grants from the Swedish International Development Cooperation Agency [SIDA] have been allocated to the campaign via GPML and therefore these allocations were tied to specific campaign elements, as identified in the table above. It is clear from the agreements, and from Communications Division staff feedback, that these sub grants from GPML were often tied to short-term deliverables.

81. The campaign has also procured direct funding from external sources.⁷ Internal documentation sets out how this donor funding has been allocated across outputs.⁸ The campaign team seems to have been alert to opportunities for co-funding, or for exploiting the advantages of working with external partners and has identified opportunities for in-kind support - for example, through media partner Kurzgesagt promoting a Clean Seas video through their channels, and as part of the Flipflop expedition where partner-organised events radically extended the initiative’s reach.

Table 8: External funding sources

Donor	Funds	Notes
Environment Fund	\$27,000	Details of grant unknown
Norway (incorporated in 2018 budget)	\$150,000	Date of grant unknown, spending incorporated in 2018 budget
Norway – for regions	\$239,000	Date of grant unknown, spending incorporated in 2018 budget
11th Hour Foundation	\$150,000	Contract signed in December 2017

⁵ ‘Sub-allotments’ refer to funds secured under the GPML project and administratively allocated to the campaign.

⁶ Collated from ICAs shared with the evaluation team.

⁷ Data from ‘Donor funding 2017/18’ document

⁸ Clean Seas Budget Year 1. v latest

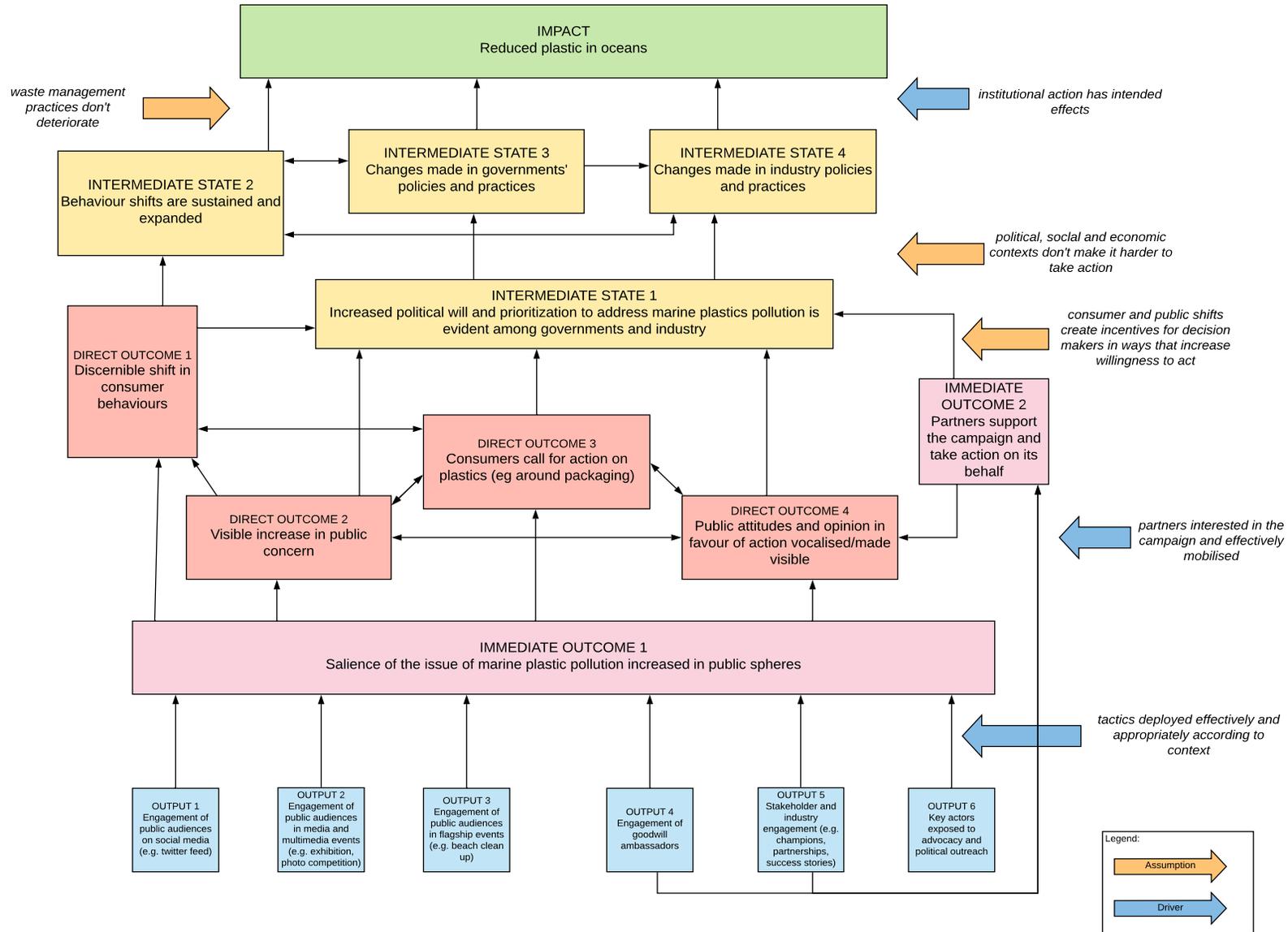
SUB TOTAL	\$566,000	
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82. Based on the above analysis of income sources, the total of secured funds to the campaign from the period from launch to end 2018 has been \$1,129,685. This falls well short of the 'optimised' scenario and represents spending that is nearer to, but goes beyond, the 'focused' scenario.

4 Theory of Change at Evaluation

The TOC at evaluation is set out below.

Figure 1: Theory of change at evaluation



83. The overarching logic of the campaign is sound. It is that compelling communications will help increase public and consumer concern, and shift attitudes in favour of action, as well as helping to drive changes in public behaviours. And that, in turn, increased signs of public concern, and changes in public behaviour, will affect calculations made by decision makers in government and industry around the need to act on this issue.
84. The Clean Seas campaign is seeking to achieve these shifts through a mix of events, partnerships, and online and offline channels and vehicles involving messages and messengers deployed across multiple geographies.
85. Hence the starting logic is that the campaign will deploy a set of outputs that individually and collectively contribute, along with others' efforts, to build the salience of the issue in the public sphere, across different geographies and contexts.
86. As the TOC at evaluation sets out, this notion of 'salience' is more concretely manifested in a set of 'direct outcomes' that relate - respectively - to shifts in public and consumer concern, attitudes and opinion, and behaviours. The campaign logic is further based on the assessment that, if effectively channelled, these shifts can lead to visible calls from public audiences that powerholders should take action to address the problem.
87. This public element of the campaign is the component that most clearly fits within the aegis of the Communications Division. However, the overarching logic extends beyond public action to encompass the expectation - captured in a set of intermediate states - that government and industry actors will shift policies and practices, partly at least in response to public pressure and signs that the public are looking to decision-makers to take positive action and would be likely to give support to any actions taken.
88. It is important to also note that such a change process is non-linear, and that, for example, actions taken by governments or industry can also influence public opinion, potentially both negatively and positively. 'Influencers' have an additional role in the change process, operating differently from the change process at public level, in the space between the public and decision makers.
89. The TOC at evaluation additionally identifies a number of primary drivers and assumptions that are important to understand in making an assessment of the campaign.
90. In general terms it is reasonable to suggest that signs of increased public concern about - and action around - an issue create a greater likelihood of that issue being given higher political priority. However, this depends on a range of wider contexts remaining stable, whereas in reality decision-making will also be influenced by factors such as:
- political change (support for action may come from a particular Party or group, so who has political power and who doesn't may affect prospects for progress);
 - longer term social trends (relating to the salience of environmental issues and their perceived comparative importance against other issues facing communities and nations);
 - economic shifts (which may lead to possibilities around reusing or recycling materials being perceived as more or less urgent).
91. Another key assumption is that, whilst the campaign rightly seeks to work with and through partners, how successful this strategy is will necessarily depend on some factors

that UN Environment can control (for example around how UN Environment itself operates as a partner), but also some factors outside UN Environment's control (for example around decision-making and prioritisation processes within partner organisations).

92. Finally, with regard to impact, there is widescale evidence from analysis of policy-making that even where the intention is positive, there can be all sorts of reasons (to do with how policies are implemented at local level, for example, or because of unanticipated consequences) that might mean that their practical impact may not be exactly as intended.

5 Evaluation findings

5.1 Strategic Relevance

93. Reducing marine litter is key to three of seven priority areas within UN Environment's Medium-Term Strategy. As referenced in the campaign strategy, these three priority areas are:

- healthy ecosystems provide a secure supply of ecosystem goods and services for human well-being;
- waste reduction and sound waste management lead to reduced negative impacts from waste on environmental and human health; and
- enhanced institutional capacity of public and private sectors to invest in sustainable management practices, including sustainable lifestyles and consumption patterns are increasingly adopted.⁹

94. These priorities have been endorsed / confirmed in four resolutions of the 4th UN Environment Assembly on held in March 2019, where a resolution was adopted 'Addressing single-use plastic products pollution' and the 3rd Assembly in January 2018, where a resolution focused on 'Marine litter and microplastics'.¹⁰ Another relevant resolution was adopted in March 2019 'Addressing single-use plastic products pollution'.

95. Marine litter is also a target or success criterion for SDG 14, which aims to 'Conserve and sustainably use the oceans, seas and marine resources for sustainable development'. This goal incorporates a target to 'By 2025, prevent and significantly reduce marine pollution of all kinds, in particular from land-based activities, including marine debris and nutrient pollution'.¹¹

⁹ Referenced in Updated Campaign Strategy V21.11.16, p4.

¹⁰ In the more recent Assembly, issues of marine litter and oceans plastics tend to be referenced more frequently in resolutions primarily focused on other environmental issues, as with Resolution 7 on 'Environmentally Sound Management of Waste' and Resolution 11 on 'Protection of the marine environment from land-based activities'.

¹¹ <https://sustainabledevelopment.un.org/sdq14>

96. The campaign fits well with other UN Environment thematic sub-programmes¹², including a strong complementarity with work on climate change, environmental governance, and chemicals and waste.
97. The campaign is also relevant to UN Environment Strategic Priorities, especially South-South Cooperation. Social media has the advantage of crossing and diverging from traditional geographical and geo-political boundaries and allows all interested parties to take part outside 'national territories'.
98. The campaign falls under Output 3 – 'Campaigns and Outreach' – of the GPML project.¹³ Its genesis reflects a basic logic that policy work needs supporting with campaigning and advocacy focused on the personal care and consumer goods sectors.¹⁴ The development of the campaign is a reaction to the limitations of previous initiatives by other organisations which purportedly lacked reach, clout, a unified voice, content in other languages, and "attention on industry to act."¹⁵ As such, the campaign is a purposeful response to previously imperfect attempts to fulfil UN Environment goals.
99. The campaign is also a good fit with other civil society, government, media business and scientific campaigns and initiatives, including National Geographic's Planet or Plastic? Campaign, the EU's Plastics Strategy and UNESCO's Plastic Initiative which have all developed during the life of the Clean Seas campaign.
100. As reducing marine litter is central to the UN Environment priority areas, relevant UNEA resolution and has a clear fit and additional value within GPML, wider UN Environment priorities and other initiatives and campaigns, it is rated Highly Satisfactory.

5.2 Quality of campaign design

101. The campaign strategy laid out short-term/Phase 1 objectives to
- increase citizens' awareness,
 - secure recognition of the campaign, and
 - secure commitments by governments and industry to reduce waste and improve waste management.
102. An initial stakeholder mapping explored the drivers of, and barriers to, change in attitudes and behaviour among key stakeholder groups, reviewing the benefits, to them, of maintaining the status quo and the benefits arising from change.
103. More detailed policy and practice objectives for governments and industry, and behaviour change objectives for consumers, are set for the 2021 time-horizon of the Medium-Term Strategy and for the 2030 timeframe of the SDGs.¹⁶
104. The strategy anticipates the campaign's evolution from intensive outreach and promotion in Phase 1, through winning commitments from government and industry in Phase 2 to converting commitments into practice change in Phase 3.

¹² Up until December 2017 the GPML project, and therefore the associated Clean Seas campaign, operated within the Ecosystems Management Sub-Programme. Since January 2018 it has been included in the Chemicals and Waste Sub-Programme.

¹³ GPML output 3: 'campaigns and awareness materials developed; stakeholders taking relevant action, including gender specific, to reduce marine litter'.

¹⁴ Out of sight, out of mind – changing the state of marine litter globally; GPML Project Document, April 2015, p22-24.

¹⁵ Updated Campaign Strategy V21.11.16, p4-5.

¹⁶ Updated Campaign Strategy V21.11.16, p19-20.

105. The campaign's long-term impact goal is a closed-loop plastic material chain whereby plastics management is improved, non-recoverable plastics are phased out, single-use plastics are drastically reduced, and all plastics consumed re-enter the product life cycle, with no waste generated.
106. One interviewee involved in designing the campaign described the logic as being that "change comes when ... strong public movement, business and government, and civil society ... come together. You need to work with all [of these]." For this respondent, in this campaign, UN Environment attempts to be active across all three areas when it has previously tended to work mainly with governments. This represents a sound starting point and the strategy was consistent with, and reads across to, the campaign objectives.
107. The basic strategy underpinning the Clean Seas Campaign was centred – unsurprisingly given its location in Communications Division – on a communications-based approach. The Campaign Strategy states that: "The campaign will seek to work with key governments and leaders and work with governments to generate political leadership on this issue."¹⁷ Staff refer to a 'virtuous circle' of public, industry, government all moving together, in synergy.
108. The communications work bought a lot of opportunities and advantages: in the words of one interview respondent "it opened a lot of doors." Another said: "The [actual] strategy is ... communications-oriented. I think it is super-smart and has framed a lot of work."
109. In addition, the campaign strategy itself drew on, and benefitted from, sound background analysis. Interviewees concurred with what the strategy and other documents show: that research informing the campaign included a "pretty exhaustive" review of the context and the dynamics at play.
110. Less positively, one challenge in the design was that the different campaign scenarios (based on different anticipated spending levels) were necessarily speculative, in that they relied on funding decisions that were not under the control of the Communications Division. This made planning cumbersome in that multiple possible pathways had to be plotted, according to different possible levels of resourcing and made it harder to elaborate on, and follow, the kind of strategic 'red thread'¹⁸ that campaigns typically benefit from.
111. There were no specific strategies in the planning and strategy documents or related materials dealing with likely risks and challenges to the campaign and its theory of change, other than the planning for a number of different budget scenarios. No exit strategy was planned or foreseen. However, in its design, the campaign did contend with the shortcoming that there was very limited, if any, scope to tailor strategies and messages to specific contexts. Hence: "ideally, we would target certain countries [but] all we can do centrally is put out global messages in the UN languages and in key target countries' languages." In some cases, support from Regional Offices and from national staff mean that UN Environment could supplement this centralised, global messaging with some more targeted engagement.
112. There also remains a question in the minds of some observers about the degree to which the personal commitments that individuals have been invited by the campaign to

¹⁷ United Nations Environment Programme, November 21, 2016, "Campaign to Reduce Marine Litter: Campaign Strategy".

¹⁸ A red thread is a central simple logical narrative running through a campaign strategy.

make are the right strategy for the organisation to concentrate on. While there is power in reaching lots of people, there are lots of other pledges in circulation that are geared towards individuals. Pledges personalise and help internalise the need to act and public consent does encourage government action. But the mechanics by which individuals' commitment can be further cultivated – and how this can be mobilised in pushing for greater action from governments – is underarticulated.

113. The strategy was to get countries to join the campaign by making a general pledge, but without specifying what action would be taken. The campaign itself has no mechanism for countries to take action: the strategy focussed on getting countries to sign up to the campaign. The upside of this is that it made it easier for countries to sign up and the downside is that it risks that some countries made commitments based on political expediency without any real conviction to follow through.
114. There is a risk too that countries being able to say that they have signed up to the campaign undermines action in other areas, since they use their pledge in lieu of the need for other actions. In other cases, a change of government has meant that commitments have been watered down, as in the case of Brazil. Internal interviewees make the point that the campaign lacked lobbying power or a mandate – formal or informal – to turn promises into concrete action: “we had no stick” said one interviewee in the Communications Team.
115. The campaign’s ‘theory of change’ did not effectively represent its essential logic as understood by the campaign team, whose deliberations and thoughts about strategy were more developed and sophisticated than the diagrammatic theory of change itself suggests. Campaign ‘exit’ or sustainability was also not fully thought through at the design stage.
116. The campaign design has positive and negative elements but overall is functionally serviceable and therefore the rating for the quality of campaign design is Moderately Satisfactory.

5.3 External context

117. It is not straightforward to distil a unitary view of the campaign context, given its global breadth: trends apply unevenly in different regional and national contexts.
118. The campaign has, however, taken place during a period of political disruption with one dominant political feature of the period being that some states and some prominent political figures have demonstrated often radically reduced support for international institutions, multilateralism and global governance. This creates a difficult context with the potential to undermine the authority of the United Nations and its agencies, although most countries have generally held firm in their continuing political and monetary support.
119. Environmental concerns have increased in public and political prominence and support for action around environmental issues can be said to have been on the increase, despite some industry- and government-backed recidivism.
120. Overall, the issues of marine litter and single use plastics had increased in importance in the run up to the campaign. Feedback from interviewees suggests that the issues had been increasing in the media for some years prior to the campaign launch and that the

overall social, political and media context for the campaign, despite wider political concerns, was broadly positive.

121. Coinciding with the period under review, the campaign has been a contributor to – but also a beneficiary of – a broader spike in interest and concern about marine pollution. As one external interviewee put it: “Marine plastic pollution was the sustainability issue of 2018.” This is encapsulated by the fact that Collins Dictionary named “single-use” their word of the year in 2018, citing a four-fold increase in usage since 2013.¹⁹

122. The rating for Nature of External Context is Favourable.

5.4 Effectiveness

5.4.1 Assessment of campaign outputs and immediate outcomes²⁰

Output: engagement of audiences in flagship events²¹

Description of Output as envisaged ²²					
Key Events:²³ <ul style="list-style-type: none"> • World’s Largest Beach and Waterway Clean-up Event • Clean Seas Events: Working with Industry • Massive Open Online Course on Marine Litter 					
Relevant KPIs ^{24 25}	KPI Description	Target Budget: 500,000	Target Budget: USD 2,000,000	Target Budget: USD 6,000,000	Actuals
Number of clean-up sites/number of participants / increase in % litter collected for the 2017 beach clean-up	New participants in the 2017 Ocean Conservancy beach clean-up	Phase 1: 50,000	Phase 1: 200,000	Phase 1: 500,000	
Participants for Massive Open Online Course (MOOC)	Number of participants enrolled in the MOOC	Phase 1: 10,000	Phase 1: 30,000		12,000 ²⁶²⁷

¹⁹ <https://www.nationalgeographic.com/environment/2018/07/ocean-plastic-pollution-solutions/>

²⁰ Output 6 is not explicitly assessed in the report. It represents an element of the wider influencing effort – direct policy and advocacy engagement – that forms a vital part of the overall strategy but does not sit within the remit of the Clean Seas Campaign per se.

²¹ Relating to Output 4 in the ToC at evaluation.

²² As with any campaign of this type, not all events can be planned at the outset and so events described and analysed in the text below differs from what was planned.

²³ Updated Campaign Strategy V21.11.16, p13

²⁴ KPI’s as noted elsewhere in his report were not fully agreed, tracked or reported on. Therefore, while the evaluation has followed the advices of the evaluation office in presenting and commenting on them in places, commenting on KPIs is not considered a good indicator of success or otherwise.

²⁵ Updated Campaign Strategy V21.11.16, ANNEX 6. Key Performance Indicators (KPIs)

²⁶ according to staff reporting

²⁷ Registered participants, as reported in Heidi Savelli, 22 October 2018, “Implementation of Resolution 3/7 Marine litter and microplastics”

123. The beach clean-up events either inspired by or organised by the campaign in various locations including in the LAC region, East Africa and India were also widely cited as important, useful and well-planned. As one industry partner described it, they were a “good way to engage employees, many are very passionate [about plastic pollution] – they are very engaged, they sent lots of stories about what they had done.”
124. Those aware of the FlipFlopi dhow²⁸ and its journey praised UN Environment’s support in connecting it with political processes, including getting the President of Kenya and a Chinese celebrity to come on board. UN Environment was heavily involved during the expedition, setting up press conferences and using the momentum that the voyage created to leverage political action. This is a clear example of tying the campaign to a political influencing strategy.
125. UN Environment’s involvement with the Volvo Ocean Race provided another major opportunity for profile. A 'Turn the tide' boat, associated with the campaign, participated in the race and sent regular updates about plastic pollution along its journey around the world. In addition, Clean Seas will participate in the Race's 'Ocean Summits' in selected ports. According to the online analysis conducted by 89up, interest in the Volvo Ocean Race dominated phase 1 of the campaign: “The number of posts dedicated to this portion of the campaign significantly exceeded all other aspects of the campaign.” In Phase 2, @BYO_Bottle and @theflipflopi were the most mentioned users.
126. World Environment Day accounts for the highest volume of online posts – 25% of total posts – throughout the 3+ year period. There were also substantive spikes on World Oceans’ Day.

Output: Social media²⁹

Description of Output
<p>Social Media Campaign³⁰: Social media should serve two primary functions in this campaign: 1) Disseminate information about all products developed for the Clean Seas campaign, e.g. toolkits, infographics, videos, event promotion, etc.; and 2) Establish Clean Seas as the authoritative source of updates on marine litter by providing constant stream of issue information, videos, infographics, etc. that will redirect to the website for further information. Activity outputs include:</p> <ol style="list-style-type: none"> 1) Clean Seas social media outreach will be distributed through UN Environment’s global social media platforms (e.g. Facebook, Twitter, Instagram) and Chinese social media platforms (WeChat, Baidu, Qzone). All Clean Seas materials will be shared through social media, and at least two posts will be posted to each account each week to maintain Clean Seas presence and attention on issue. 2) Clean Seas campaign social media pack developed and shared with GPML partners, as well as UNCG and other supporters, to encourage sharing and use of Clean Seas and marine litter language and messages on social media. 3) Social media integration to encourage visitors to share information, videos, call to actions, photos of their activities, etc. <p>Challenges / participation activities for the public - through social media platforms.</p>

²⁸ A nine-metre, rainbow-coloured dhow made entirely from re-used plastic and flip flops, collected from Kenyan towns and beaches.

²⁹ Relating to Output 2 in the ToC at evaluation.

³⁰ Updated Campaign Strategy V21.11.16, p11.

Campaign Toolkit: will help equip target audiences and campaign partners with easy actionable practices, innovations or alternatives that can be implemented immediately. The digital toolkits allow participants to download all relevant content so they can use the brand and conduct their campaign/participation under the Clean Seas banner.

Relevant KPIs	KPI Description	Target	Target	Target	Actuals
		Budget: \$500,000	Budget: \$2,000,000	Budget: \$6,000,000	
Number of downloads of the campaign toolkit.	Downloads during the first year (Phase 1) of the campaign.	P1: 1,000	P1: 3,000	P1: 10,000	2700 downloads of CleanSeas brand assets by end 2017 ³¹

127. Social media has been a key vehicle for driving communications about the campaign. An analysis of language, content and hashtags related to the Clean Seas campaign gives the following summary picture of coverage on Twitter and Instagram.

Table 9: Campaign social media coverage

Campaign periods	Dates	Twitter		Instagram
		Total posts	Potential impressions	Total posts
Pre-campaign	23rd February 2016 - 22nd February 2017	134,045	980 million	9,525
Campaign Phase 1 ("During")	23rd February 2017 – 30th June 2018	1,906,540	18 billion	115,217
Campaign Phase 2 ("Post")	1st July 2018 – 7th June 2019	1,766,322	17 billion	73,178
Total		3,806,907	35.98 billion	

128. The data shows that there was a huge spike in coverage of the Clean Seas Campaign and related topics once the campaign was launched, and that this was essentially maintained during Phase 2.

129. 89Up, the company conducting the social media analysis, concluded that in phase 2 of the campaign, the campaign "encouraged people ... to be proactive in changing their environmental behaviour ... [and] as more people absorbed the severity of the situation, an increasing amount began to take it upon themselves and became part of the change". However, this is an extrapolated interpretation of the data, one possible reading of it, and not revealed by the data itself.

130. In terms of shareable content, findings from 89up reveal that "posts featuring statistics about the devastating effects of plastic on our oceans ... often resulted in the highest number of retweets." The analysis also states that "The havoc plastics cause to

³¹ from CleanSeas campaign 2017 internal narrative report - what is meant by 'assets' isn't specified

aquatic animals has also attracted wide attention ... the most widely shared article during phase 1 was about a whale whose death [occurred as a result] of plastic pollution.”

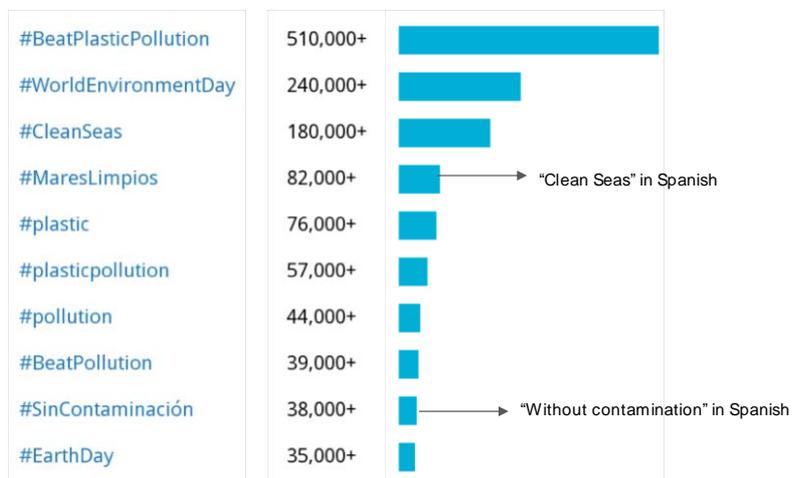
131. Branded content was typically shared by a “niche circle of users”, i.e. mostly users associated with the UN, rather than reaching beyond this group. #BeatPlasticPollution on the other hand was much more popular amongst wider audiences and was often used in the media and in Twitter posts that were unrelated to the campaign but discussing plastic pollution more widely.
132. Data from the main phase of the campaign - looking at the wider language used about the campaign - shows the prominence of #BeatPlasticPollution. This hashtag was not specifically linked to the campaign but was a vehicle to help promote broader messaging around marine plastic pollution.

Figure 2: Prominent hashtags



Wider social listening: Campaign Phase 1

Top Hashtags

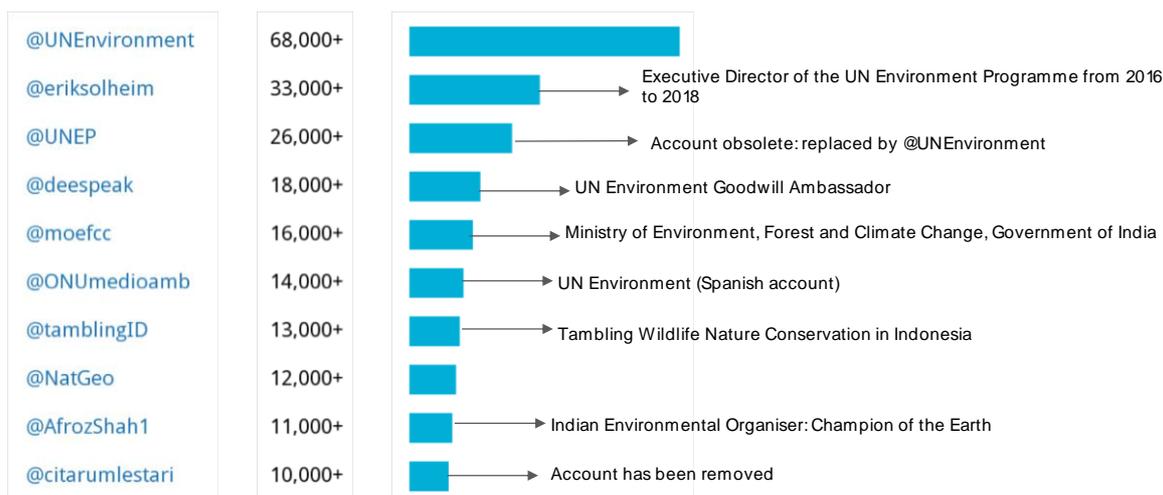


133. This data also highlights the most mentioned users:

Figure 3: Most mentioned users



Most mentioned users



134. Posts about taking the pledge to reduce plastic pollution were most often made on World Environment Day. There was high coverage of the pledge in India, linked to the Indian government’s own pledge.

Output: Goodwill ambassadors and celebrities³²

Description of Output					
<p>Goodwill Ambassadors Engagement³³: UN Environment’s Goodwill Ambassadors will be invited to help drive the campaign and advocate for the public to take action. Campaign materials developed with goodwill ambassadors will include:</p> <ul style="list-style-type: none"> Visuals (e.g. posters, images, short video segments) showing a message from the Goodwill Ambassadors supporting the campaign, call to action, Clean Seas branding and hashtag, website address. <p>Distribution via social media, through UN Environment channels and Goodwill Ambassadors’ accounts, of messages on the Clean Seas campaign and call to participate in Beach and Waterway Cleanup Day and mobile app challenge</p>					
Relevant KPIs	KPI Description	Target	Target	Target	Actual
		Budget: \$500,000	Budget: \$2,000,000	Budget: \$6,000,000	

³² Relating to Output 1 in the ToC at evaluation

³³ Updated Campaign Strategy V21.11.16, p13-14

Number of influencers engaging with the campaign on social media	Influencers using #cleanseas on social media	Phase 1: 50 Phase 2: 50	Phase 1: 100 Phase 2: 100	Phase 1: 300 Phase 2: 300	23 goodwill ambassadors
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135. The analysis by 89up also reveals that the top five UN ambassadors to engage with the campaign account for 85% of total posts by UN ambassadors, as shown below:

Table 10: Campaign coverage by ambassadors

Ambassador	Volume of tweets posted	% of total posts
Erik Solheim, Exec Director, UNEP ³⁴	535	39%
Dia Mirza	273	20%
Lewis Pugh	160	12%
Aidan Gallagher	110	8%
Adrian Grenier	77	6%

136. Ambassador Afroz Shah features prominently when looking at branded hashtags in India. Lewis Pugh’s posts were particularly highly retweeted and @EllyanneCGithae, who at 8 years old is Kenya’s youngest climate change ambassador, played an important role in generating Twitter coverage in Kenya.

137. During the lead up to WED 2018, when Indian Prime Minister Narendra Modi made the announcement that India will eliminate all single-use plastic by 2022, Ravi Shankar and others – including cricket, soccer and Bollywood stars – helped generate some online anticipation, which one internal interviewee described as “crucial” to the creation of background noise in the run-up to the announcement.

138. Two short videos featuring UN Environment Goodwill Ambassador Ellie Goulding were produced in December 2017, generating over 300,000 views across UN Environment platforms.

Output: Website³⁵

Description of Output
Campaign Website³⁶: The Clean Seas website will be the digital face of the campaign and will contain compelling graphics and narratives about the issue and solutions. The site will draw the general public to specific call-to-actions (CTAs). CTAs will motivate target audiences to take actions that can be easily adopted to begin mitigating the rapidly growing marine litter problem and encourage individuals to show case what they have done to address this issue - so that we can create a movement. The website will adopt multimedia, including social media, to engage audiences on the various mediums and platforms used. The website will also be linked to the GMPL site and other relevant partners’ respective websites – to drive traffic.

³⁴ Not a Goodwill ambassador but included in 89Up’s analysis, as a key influencer

³⁵ Relating to Output 2 in the ToC at evaluation

³⁶ Updated Campaign Strategy V21.11.16, p11

Relevant KPIs	KPI Description	Target Budget: 500,000	Target Budget: \$2,000,000	Target Budget: 6,000,000	Actuals
None identified					

139. As discussed below in paragraph 258, website data is not as comprehensive as it might have been, but website metrics for www.cleanseas.org reveal the following top line metrics showing a large increase and high numbers of page views in phase one followed by a significant decrease in year 2:

Table 11: Topline website data

	Pre-campaign	Campaign Phase 1	Campaign Phase 2
Total page views	291	715,950 (2,460% increase)	223,150 (69% decrease on Phase 1)

140. Overall feedback indicates that the website was a good source of stories, but some found the site hard to navigate and could not find the information that they were looking for in terms of updates and facts.

141. Some suggested that in more recent times the website has not been updated frequently enough (although these comments relate to the period beyond that of main interest of the evaluation).

Output: Engagement through media³⁷

Description of Output
<p>Audio-visual³⁸: Media is increasingly visual heavy, especially short videos, multimedia and infographics. UN Environment will create a campaign video that shows the fate of plastics from production and consumption to how they cycle through the ocean system, and how people are affected by marine litter. The campaign can also create short segments that highlight Clean Seas Heroes/Champions, individuals who are exemplary champions on the issue of marine litter and can encourage others to become champions as well. The videos should be disseminated widely through the GPML and UN Environment networks, as well as through social media.</p> <p>Multimedia Exhibition:</p> <p>Photo Challenge: A competition will be announced at the campaign launch inviting both amateurs and professional photographers and videographers to submit photos and videos in several categories. Winners will be announced during World Oceans Day 8 June 2017. Photos and videos will be used in the campaign as well as during specific curated exhibitions at key events such as UNEA-3.</p>

³⁷ Relating to Output 3 in the ToC at evaluation

³⁸ Updated Campaign Strategy V21.11.16, p12-13

Online electronic exhibition package for museums, zoos and aquariums: This will be developed in collaboration with the Oceans Project (GPML member) and based upon feedback from their network of 3000 museums, zoos and aquariums. It will be made available in several language versions before World Oceans Day for partners to download and select parts of the package for display in their venues. The photos and videos from the photo challenge will be part of a multimedia exhibition displayed in museums and/or to be offered to metros of major cities around the globe.

Relevant KPIs	KPI Description	Target	Target	Target	Actuals
		Budget: \$500,000	Budget: \$2,000,000	Budget: \$6,000,000	
Number of established media partnerships	New partnerships established with independent media outlets during the first year of the campaign.	Phase 1: 2	Phase 1: 10	Phase 1: 20	
Number of participants in the photo competition	Unique entries submitted for the photo competition.	Phase 1: 1,000	Phase 1: 1,000	Phase 1: 1,000	337
Number of venues hosting the marine litter exhibition	Venues hosting the electronic marine litter exhibition during the first year of the marine litter campaign.	Phase 1: 50	Phase 1: 200	Phase 1: 400	

142. The social listening analysis identified that the ‘UN photo challenge’ featured “extremely infrequently” in social media conversations related to the campaign. However, the hashtag associated with the photo challenge [#CleanSeasPhoto] wasn’t included as one of the search strings that the agency used to conduct the analysis, and so this is likely an under-reported element from the online review.

143. The Clean Seas Virtual Reality experience was launched at the UN Ocean Conference in June 2017 and featured subsequently at the Ministerial Conference on Environment and Development in Asia and the Pacific, in Bangkok, Thailand in September and the Conference on Reducing Marine Debris in ASEAN Region, also in Thailand, in November. The exhibition received over a thousand visitors.

144. Internal reporting reveals that by the end of 2017, the Clean Seas campaign had been mentioned in over 4,000 news pieces, in 35 languages and across 118 countries.

145. Social media analysis reveals that the number of posts and media content featuring branded content reduced in Phase 2. In this phase, the data reveals that “people appear to have concentrated less on the campaign and the UN, and more on the wider issue of plastic pollution.”

146. The table below shows the most shared media content in Phase 1 and 2. This clearly shows the increasing prominence of content relating to government action.

Figure 4: Most shared media content



Wider social listening: Campaign Phase 1

Total posts: 18,664

Most shared media content

Title	URL	Total Shares
Giant 'Dead Whale' Is Haunting Reminder of Massive Plastic Pollution Problem	http://expand-your-consciousness.com/giant-dead-whale-is-haunting-reminder-of-massive-plastic-pollution-problem/	1,082,868
Whales Dying From Plastic Pollution Are a Grave Reminder to Give Up Our Addiction to Plastics	https://livelovefruit.com/whales-dying-from-plastic-pollution/	797,277
Grocery bags and takeout containers aren't enough. It's time to phase out all single-use plastic	https://www.latimes.com/opinion/editorials/la-ed-plastic-plan-20180220-story.html	784,339
Taiwan Announces Ban on All Plastic Bags, Straws, and Utensils	https://www.globalcitizen.org/en/content/taiwan-ban-on-plastic-bags-straws-utensils-contain/	605,697
Scientists accidentally create mutant enzyme that eats plastic bottles	https://www.theguardian.com/environment/2018/apr/16/scientists-accidentally-create-mutant-enzyme-that-eats-plastic-bottles	327,761
The plastic pollution problem affects us all. Take your pledge.	https://www.nationalgeographic.com/environment/plasticpledge/	294,268
UK To Ban All Plastic Straws, Cotton Swabs, And Single-Use Plastics	https://www.forbes.com/sites/trevornace/2018/04/25/uk-to-ban-all-plastic-straws-q-tips-and-single-use-plastics/	243,748



Wider social listening: Campaign Phase 2

Total posts: 31,388

Most shared media content

Title	URL	Total shares
The EU just voted to completely ban single-use plastics	https://futurism.com/the-byte/single-use-plastics-ban-eu	1,430,130
Good News: Australia Found a Way to Save Water From Plastic Pollution and We Can Start Doing the Same	https://brightside.me/wonder-curiosities/good-news-australia-found-a-way-to-save-water-from-plastic-pollution-and-we-can-start-doing-the-same-650510/	541,398
New Zealand Announces Nationwide Plastic Bag Ban	https://www.tentree.com/blogs/posts/new-zealand-announces-nationwide-plastic-bag-ban?c=gasan	535,078
The End Of Plastic Cutlery, Plates And Straws: EU Market Says Goodbye To Single-Use Plastic Products	https://www.forbes.com/sites/anarciavaldivia/2019/01/22/the-end-of-plastic-cutlery-plates-and-straws-eu-market-says-goodbye-to-single-use-plastic-products/	533,739
Plastic Bags to Be Banned in New York; Second Statewide Ban, After California	https://www.nytimes.com/2019/03/28/nyregion/plastic-bag-ban.html	525,064
Australia Found A Simple Way To Save Water From Plastic Pollution And We Can Start Doing The Same	https://www.ibelieveinmthernature.com/my-world/australia-found-a-simple-way-to-save-water-from-plastic-pollution-and-we-can-start-doing-the-same/	501,340
Mexican company converts avocado pits into completely biodegradable plastic Latest News Science and Technology NowScienceNews.co.uk	https://www.nowscience.co.uk/single-post/2019/02/03/Mexican-company-converts-avocado-pits-into-completely-biodegradable-plastic	471,231

147. The most shared media article linked to the pledge – by far – was in National Geographic.³⁹

³⁹ <https://www.nationalgeographic.com/environment/plasticpledge/>

Output: Stakeholders and partnerships⁴⁰

Description of Output					
Stakeholder Engagement⁴¹					
<p>Industry Champions: To identify industry champions, the UN Environment will develop criteria of effective corporate action on reducing plastics for the search and selection. UN Environment will survey GMPL and other relevant networks to identify initiatives that would meet the criteria. UN Environment will then reach out to the companies of the initiatives to gain their participation in story development and develop materials that highlight innovative corporate initiatives to reduce plastics use. The materials will be disseminated through Clean Seas channels and business-specific channels. Finally, UN Environment will develop a toolkit that provides guidance and resources for businesses to develop and implement their own marine litter communications and become champions will be awarded of Clean Seas awards as part of the UN Environment Champions of the Earth Awards campaign messages.</p> <p>Corporate, Entertainment and Sports Partnerships: Clean Seas will look to form partnerships with industries that have a close relationship with particularly the sailing industry where partnerships / co-events will be explored. In addition to reaching out to the International Olympic Committee and main Triathlon races. These platforms have a wide audience and have already hosted beach clean-up activities and have therefore shown some enthusiasm about what further role they could play to address this issue. A core part of this campaign would be to seek out these corporate, entertainment and sports relationships that could address this issue.</p>					
Relevant KPIs	KPI Description	Target	Target	Target	Actuals
		Budget: \$500,000	Budget: \$2,000,000	Budget: \$6,000,000	
Number of confirmed civil society or private sector partnerships	New Partnerships established with civil society or private sectors partners during the first year of the campaign. At least 10 % of these should be with the private sector.	Phase 1: 50	Phase 1: 200	Phase 1: 500	65 hotels by Dec 17
Numbers of partners seeing increased interest in their work as a result of the campaign	Partners experiencing a significant interest in their marine litter-related efforts after joining the campaign.	30	60	90	

148. The campaign secured a number of private sector and institutional partnerships, including with DELL, Volvo Ocean Race, 11th Hour Project, Musto, Volvo Car, the World Association of Zoos and Aquariums, the Phuket Hotels Association, the Association of Arctic Expedition Cruise Operators and the International Association of Antarctica Tour Operators. It has also partnered with the Ellen MacArthur Foundation on a joint initiative

⁴⁰ Relating to Output 5 and in the ToC at evaluation.

⁴¹ Updated Campaign Strategy V21.11.16, p14.

called the New Plastics Economy-Global Commitment, which seeks to scale up and accelerate the shift towards a circular economy. The evaluation team has not located information specifying the total number of partnerships formed.

149. Some key partners have taken notable action in support of the campaign and its aims, as discussed in the section on Industry policy & practices below.

150. The top five 'industry partners' in terms of volume of content generated through social media, are listed below:

Table 12: Industry partners on Twitter

	Volume of tweets posted	% of total posts
Lonely Whale Foundation	410	24%
FlipFlopi	350	21%
Think Beyond Plastic	162	10%
Sky News	141	8%
Ocean Conservancy	82	5%

151. Feedback and data both point to outputs having been generally well targeted and professionally delivered. Overall delivery of outputs is rated Highly Satisfactory.

Immediate outcomes: Salience of the issue of marine plastic & support of partners for the campaign

152. Campaign events and outputs that were referenced as having led to increased interest in the issue include the "momentous" World Environment Day events in June 2018, the Flipflopi dhow, the Valentines 'Break Up' video and the links with – and inspiration of – various beach and sea clean-up operations. These last activities themselves constitute an important outcome of the campaign and are testament to both public concern and willingness to act against marine plastic pollution.

153. One interviewee suggested that the campaign has at times used or produced data or statistics that were not fully accurate and speculated that this could have been because the campaign "might have been suffering from a bit of lack of communication for those working on communications and the substance people."

154. There was some limited external feedback that some outputs have not always been sufficiently strategically linked to advocacy goals, in the sense that they could be more closely tied to political events and to maximising pressure on decision makers rather than being oriented to more personal actions or linked to specific media events.

155. Overall though, it is reasonable to assert that outputs have collectively contributed served to an increase the salience of the issue of marine plastic pollution in public and political arenas, even if it is hard to be specific about attribution on an issue affected by multiple actors and factors. As later sections affirm in terms of the results accruing from the campaign, it has fulfilled 323.1 GPML output 3 ('campaigns and awareness materials developed; stakeholders taking relevant action, including gender specific, to reduce marine litter').

156. Key media multipliers such as National Geographic and the BBC’s Blue Planet programme have been very helpful in themselves, and there is a general sense that the campaign has been supported in broad terms by both media outlets and civil society organisations. However, there is little evidence – beyond the mooted partnership agreement with Sky – that the Clean Seas Campaign’s relationship to these other initiatives has been conceived and leveraged in a particularly strategic way.
157. More effective partnerships exist at the national level in the support provided to Flipflop in Kenya, for example, and various beach clean-up operations, as well as the Volvo Ocean Race.
158. The campaign has worked with NGOs and other partners across sub-issues and, particularly, at or around events. In some countries or regions, for example in Kenya, an informal alliance of actors, including the Clean Seas Campaign, has been instrumental in pushing for change. At particular events, such as the UN Oceans Conference in 2017, partnerships with others including Avaaz were useful in generating traction.
159. Overall, however, there is a strong feeling – particularly amongst external respondents, but also amongst some internal interviewees – that partnerships have been somewhat piecemeal, “a bit random” and not necessarily strategically leveraged. In some cases, partners felt that UN Environment had “lost interest” in them. There was a feeling that working more with wider civil society alliances, coalitions and networks and also grassroots campaigners could have produced better, more sustainable results. One typical comment was: “they haven’t leveraged partners enough: they have trouble giving away control and have worries about what’s being said ... now they should double-down and get more civil society onboard and more industry on board and go to the next level.”
160. In part this was explained by there being a lack of staff to deal with partnerships. It has depended on individual Regional Offices’ capacity whether there has been greater local level engagement; in the Latin America and the Caribbean [LAC] region, for example, more alliances and partnerships have been formed, which may be partly attributed to the fact that there was a fulltime campaign manager (in the Brazil Office), a post not present in other regions.

5.4.2 Achievement of intermediate states and direct outcomes

Increased political will & changes made in government policies and practices⁴²

Outcome KPIs ⁴³	KPI Description	Target Budget: \$500,000	Target Budget: \$2,000,000	Target Budget: \$6,000,000	Actuals
Number of countries adopting the Clean Seas campaign	Countries adopting the Clean Seas campaign during the first year of the campaign (P1).	P1: 5	P1: 20	P1: 40	

⁴² This sub-section relates to “Intermediate States” 1 and 3 and Direct Outcome 5 in the reconstructed Theory of Change

⁴³ Updated Campaign Strategy V21.11.16, ANNEX 6. Key Performance Indicators (KPIs)

Number of participating countries	New countries adopting the campaign during its second phase (P2).	P2: 25	P2: 75	P2: 125	53 countries by June 18
Number of participating countries	Cumulative countries adopting the campaign during its second and third phase (P3).	P3: 50	P3: 100	P3: global	
Number of countries taking action	<ul style="list-style-type: none"> New government introducing market-based instruments to manage and reduce single-use plastics New governments introducing new policies to manage and reduce single-use plastics 	P3: 10	P3: 60	P3: 120	
Ban on microbeads	A complete phase out of microbeads.	P3: 10 countries	P3: 100 countries	P3: Global	
<35micrometer thick plastic bags phased out globally		P3: 10	P3: 50	P3: globally	

161. Politically, there has been a strong set of outcomes in terms of support shown by governments and other political authorities to the campaign and its aims.

162. There has been an impressive – and to a large extent unexpected – number of countries signing up to the campaign. By 8th June 2018, 51 countries had joined the campaign.⁴⁴ At the time of this evaluation, this number has risen to sixty.⁴⁵ This is above even the target set for the highest level of funding. As one internal respondent remarked, “Countries came on board quickly.” One external commentator – noting that the speed and extent of governments’ support has been greater than originally anticipated – identified that “[They did an] amazing job.” Even though many countries that made pledges are not among the big ocean polluters, the fact of countries signing up in large numbers has in itself created further momentum as noted below.

163. It is important to note that countries were effectively encouraged to join the campaign because UNEA resolutions had mandated them to take action against marine litter,⁴⁶ and

⁴⁴<https://www.unenvironment.org/news-and-stories/press-release/world-overwhelmingly-commits-protecting-oceans-and-clean-seas>

⁴⁵ As at 19/07/2019 From <https://www.cleanseas.org/tide-turners#companies>

⁴⁶ UN Environment member governments signed up to a United Nations Environment Assembly resolution, which builds on previous resolutions, in Nairobi in 2017 calling on countries to take action to reduce marine litter.

that the campaign has effectively been the subject of four resolutions. It is part of the success of the campaign to have added to the pressure that led to the issues being given such a degree of political recognition.

164. A number of governments – more than anticipated – have made substantive commitments (though clearly these cannot all be attributed to the campaign). Amongst pledges that offer a concrete commitment, going beyond merely ‘joining’ the campaign are the following:

Table 13: Summary of country pledges

Member state	Commitment
Algeria	To develop concrete solutions to recycle plastic
Australia	That 100% of packaging would be reusable, compostable or recyclable by 2025 and unnecessary single-use packaging would be phased out
Belize	To ban all single-use plastics by April 2019
Botswana	To ban the use of plastic carrier and flat bags effective from November 2018
Brazil	To create a management commission that will draft a marine litter plan
Chile	To ban plastic bags
Ecuador / Galapagos	To ban single-use plastics by August 2018
Egypt	To implement a new waste management system in Cairo
Guyana	To ban single-use plastic bags in three years, following national consultations
India	To eliminate all single use plastics in country by 2022
Indonesia	To reduce plastic debris by 70 per cent by 2025, and to spend US\$1 billion a year to curb ocean waste
Kenya	To ban all single use plastic bags
Nigeria	To open 26 major plastic recycling plants
Peru	To reduce single-use plastics (in legislative discussion)
Uruguay	To introduce legislation on sustainable use of plastic bags (in legislative discussion)

165. Clearly some of these commitments carry more significance – and have likely greater practical impact if implemented – than others.

166. The Indian government – which pledged in June 2018 to eliminate all single use plastics by 2022⁴⁷ – is widely seen as having made the landmark government pledge, ambitious in both the size of the challenge (in a country of 1.3 billion people) and timescale. Achieving this pledge will not be straightforward, not least because the country’s federal structure, which means that each individual Indian state will need to take action, but it is nevertheless seen as highly significant in political terms and helpful for putting pressure on other countries to take action. One India-watcher said: “If India manages it, it will be a big thing ... businesses have also pledged to address it. But India is growing. Although plastic bags have been banned in my city, you can still get them. At

⁴⁷ <https://www.cleansseas.org/impact/india-sets-pace-global-race-beat-plastic-pollution>

the moment, it is left up to states.” By 2019, local governments in more than half of India’s states and territories had drafted legislation seeking to reduce single-use plastic. Plastic shopping bag bans, shutting down factories and preventing import of plastic products are the most common form of action taken.⁴⁸ Another commentator said: “the decision to ban single-use plastic in India was taken at the highest level. Political commitment is there. There have been robust statements at state and federal levels. Some bans are being implemented at state level – with some challenges in terms of enforcement.”

167. It is also generally recognised that although some businesses – including Indian businesses – have committed to finding alternatives, and some alternatives do exist, there has not been adequate innovation and research and development to make the pledge a reality. However, that such a large country has made such a pledge has itself arguably made developing alternatives a more attractive proposition: “[there is] no viable alternative at the moment, it needs big investment in research and development [but] the India commitment shows industry there is money to be made in generating alternatives.”
168. Beyond India, there are a number of other countries and regions that have seen pledges and concrete action by governments and other authorities.
169. In the LAC region, a number of countries have signed up to the campaign and some have taken action. For example, in Chile, a small country with a long coastline, introduced a law that eliminates single use of plastic bags. Brazil also signed up to the campaign in 2017 and committed to develop an action plan in which UN Environment was “heavily involved.” However, a change of government in 2018 meant that while an action plan was still published (in March 2019), it was “very different in content [to what UN Environment had hoped for]: it does not focus on plastics, only on a broader category of marine litter.” According to interviewees, nine countries in Anglophone Caribbean countries have passed or are soon to pass bans, while Panama was the first country in Central America to ban plastic bags. Ecuador and Peru also have “important legislation” and the Galapagos Islands passed a law against single-use plastics in 2015 which “became a reality” in August 2018 after tacit pressure from UN Environment and media outlets.
170. Another area of action has been the African continent with 34 countries taking action.⁴⁹ There was particular success in Kenya where the government had attempted to bring in a ban on single use plastic bags a decade earlier but had been thwarted by business interests opposed to the idea. Interviewees suggested that local activists and the government had been supported by UN Environment, which helped enable the government to take action. The latest legislation – introduced in August 2017 – has been described as “the world’s toughest ban on plastic bags.”⁵⁰ Tanzania has followed suit, with a ban due to come into force in mid-2019. Some questions have been raised over the efficacy of such bans,⁵¹ but nevertheless, in Africa at least, such action has been surprisingly widespread.
171. In China, although the Government has not sought to ban single use plastic or single use plastic bags, it has begun individual rubbish classification, compelling households to sort plastics for recycling and has also acted on the importation of plastic waste from other countries. Although it has tended to focus more on air pollution, the Government of China is coming around to the idea of taking greater action on marine litter. There is also

⁴⁸ National Geographic, February 2019, “Plastic Bans in India.”

⁴⁹ Ephrat Livni, May 18th, 2019 “Africa is leading the world in plastic bag ban,” Quartz Africa.

⁵⁰ Jonathon Watts, 25th April 2018, “Eight months on, is the world’s most drastic plastic bag ban working?”, the Guardian.

⁵¹ See for instance <https://www.nationalgeographic.com/environment/2019/04/plastic-bag-bans-kenya-to-us-reduce-pollution/>

a sense that – with the Chinese government more than most governments – once rules are made, they tend to be strictly enforced. One informed comment was: “In the past two years it has changed a lot. ... on marine debris ... we don't have a strong link to the ocean. From my knowledge and experience is that the government will deliver when it says it will. They have taken the action on rubbish sorting. People refuse take away food because of it.”

172. There were times, for example in Latin America, when the campaign opened doors for UN Environment regional and country staff, in terms of getting politicians interested in taking part in something which was popular with the public or where the communications team had built relationships with media people in government departments. Overall, the campaign was designed – in some views – to give decision-makers a reason to act: “Political leaders always act when they believe in the change itself and when they see that it gets votes or political mileage. You need both. It’s the same with business leaders. They also don't want to go on holiday and swim with plastic.”

173. However, there are also countries that are not yet taking action, and in some cases action to follow up the pledge to join the campaign has been minimal or lacking. Interviewees posit several reasons for this, including the lack of credible, affordable alternatives to plastics and, in some countries, a lack of funding for improved waste management⁵². This consequence can also be seen as a question of political will and commitment.

174. Arguably, the mixed picture in terms if the extent to which commitments convert into action is a predictable result of the deliberate strategy of generating momentum by encouraging some kind of commitment, and then seeking to build on it. Built into that logic is the recognition that not all general commitments will translate to concrete action. As one internal respondent described it: “If you have a good commitment, then at least that’s something. We said: ‘let’s put a realistic [call to action out there]’. Now you have governments that have signed up but haven’t said what they are going to do. Some others have very significant commitments. Government have been part of the whole process [but] some commitments made by states are too vague.” Some noted too the absence of a clear reporting mechanism, alongside the initial sign-up mechanism.

175. The campaign operates to the assumption that political, social and economic contexts favour action. This assumption has been put under some strain by geopolitical trends that have seen a rise in the number of so-called ‘populist’ governments that tend to be less interested in supporting robust environmental action. Some civil society actors have criticized the current US government for playing a blocking role in recent UN negotiations for example.⁵³

Industry policy & practices⁵⁴

Outcome KPIs ⁵⁵	KPI Description	Target Budget: \$500,000	Target Budget: \$2,000,000	Target Budget: \$6,000,000	Actuals
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⁵² Although others suggest it may be more a question of political positioning.

⁵³ See, for instance, Laura Parker, 25 March 2019, ‘The world agrees there’s a plastic waste crisis—can it agree on a solution?’, National Geographic, and <https://www.theguardian.com/environment/2019/mar/15/us-accused-of-blocking-ambitious-global-action-against-plastic-pollution-un-conference-environment>

⁵⁴ In the reconstructed Theory of Change relates to Intermediate State 4

⁵⁵ Updated Campaign Strategy V21.11.16, ANNEX 6. Key Performance Indicators (KPIs)

Number of private sector champions identified and highlighted	New private sector champions identified and highlighted during the second phase (P2) of the campaign.	P2: 50	P2: 150	P2: 400	
Private sector committing to voluntary action	Companies reporting to commit to not use microbeads/single use plastic	P2: 100	P2: 250	P2: 400	
Number of private businesses improving their plastic management	Private sector companies improving their plastic management.	P3: 20	P3: 50	P3: 100	
Private sector committing to voluntary action	Cumulative number of companies reporting to commit to not use microbeads/single use plastic during first and second phase	P3: 50	P3: 100	P3: 200	

176. It is apparent from both feedback from the interviews and an examination of the literature that some work with industry has produced important results.

177. Volvo, a major campaign partner, joined the Campaign and made two ambitious commitments: to remove single-use plastic from all their offices, restaurants and events by the end of 2019; and to ensure 25% of plastics in new cars are made from recycled sources by 2025.⁵⁶

178. In the case of both commitments, steps are being made to meet them. And in the case of the second, these kinds of initiatives have the potential to lead to industry-wide change, as competitors seek to catch up and as supply chains react to signals from major purchasers. As with governments, this dynamic is helped by the widespread recognition that, in the words of one company interviewee, “We recognise that customers are increasingly interested in sustainable materials.”

179. A number of hotel associations and hotel chains – including those in areas where the campaign has been active, such as Zanzibar and Mombasa – are also taking action to ban or curtail single use plastics.⁵⁷

180. Notably, too, as part of WED 2018, six industry leaders made public and specific pledges to reduce package and single use plastics within their companies. The Chief Executive of Procter and Gamble, for example, committed that “all our global leadership brands ... will all have packaging which is 100 % re-usable and re-cyclable by 2030”.⁵⁸

⁵⁶ <https://www.cleaneas.org/tide-turners/companies/volvo-cars>

⁵⁷ See, for instance, <https://allafrica.com/stories/201901230631.html>

⁵⁸ <http://moef.gov.in/wp-content/uploads/2019/07/WED-Post-Show-Report-New-18122018.pdf>

181. The role of the campaign seems to have been important in driving these changes. Most likely they were already somewhere on the agenda but as an industry ally put it: “the campaign ... helped focus minds internally” on the need to act.
182. However, overall this is an area of less robust promises and action. One internal comment was: “It’s one group that we need to do more on. I am not sure the campaign has done well in articulating the [benefits to] business ... We need to do more in terms of why this needs to matter to business.”
183. UN agencies are, generally speaking, unable to ‘name-and-shame’ companies and consequently the campaign has been framed in ways designed to encourage companies to sign up. Whilst this approach comes with some limitations, it was cited as in positive terms by some, with interviewees generally endorsing UN Environment’s tone: “We worked well with UN Environment because our campaign is positive, not antagonistic, so we can get government, corporate and public support, which is very rare... the Flipflop chimed with that.”
184. Both from interviews and the analysis undertaken by 89up, it is reasonable to conclude that industry actors have gradually become more alert to their responsibilities around the need to implement actions to tackle plastic pollution. However, there is still a long way to go and the fact that some businesses have a direct interest in - or see a cost attached to - ending single use plastics means that progress has been difficult.
185. Earlier iterations of the Kenya plastic bag ban were resisted by powerful industry lobbies that exploited loopholes and weak enforcement capacity. Stronger political will by the Kenyan government, demonstrated in a very tough fines regime in the latest plastic ban legislation, has put industry on the backfoot, also reflecting that public opinion is said to be in favour of cutting back plastics usage.
186. Wider industry dynamics may also play out positively. Although some plastic producers are ‘married’ to the oil industry, most plastics users in industry are not. In the view of one interviewee, “some are more progressive than others. Business is moving fast, and it is down to the Clean Seas Campaign, not in an isolated [direct] sense, but with the wider partners and groups [to exploit this]. For example, the Modi announcement means that business [are beginning to] see the writing on the wall.”

Shifts in public concern, attitudes & opinion⁵⁹

187. Both online data and interview feedback point to growing momentum around people better understanding the downsides of single-use plastics and being concerned about this. Given the level of online and print media coverage, and the political response, it is fair to say that the issue has entered the consciousness of many people globally, even if this may be uneven according to geography, age and social status and is an assertion made in the absence of global level research exploring public attitudes and opinion.
188. In their content analysis, for example, 89up detect a move over time towards “certain expectations amongst society to help alleviate the plastic pollution problem.” This finding indicates that language is changing, and the default expectation is increasingly that companies and governments should be taking action to reduce their plastic footprint.

⁵⁹ In the reconstructed Theory of change this refers to ‘Direct Outcomes’ 2 & 4.

This expectation contrasts with the situation prior to the campaign’s launch, as shown in 89up’s analysis, when there was a more passive focus on plastic pollution as a problem.

189. Online data analysis reveals this to be a clear trend, but it also points to the need to be cautious about the scale of this trend. Benchmarking the issue of marine litter against comparable coverage of biodiversity over the same period suggests that plastic pollution still has relatively low comparative salience:

Table 14: Benchmarking online coverage of plastic pollution

Topic	Total posts
Plastic pollution	1.6m
Biodiversity loss	11.8m

190. One significant finding from an analysis of online data is that the campaign has helped shift the conversation geographically. As 89up concludes: “prior to the Campaign, the conversation was largely confined to the Western world, predominantly the USA ... Following the Clean Seas Campaign, the conversation began to spread to other areas of the world, including ... India ... (where) Indian model Dia Mirza and Afroz Shah (Indian lawyer and UN Environment’s Champion of the Earth) have been key influencers.” Additionally, the most retweeted post in phase 1 is in the Thai language, which also attests to the campaign’s global presence and influence.

191. Data relating to content by top five countries reveal this shift:

Table 15: Online coverage across ‘top five’ countries

Top 5 countries	% of total pre campaign	% of total in Phase 2
USA	41%	27%
UK	16%	16%
India	3%	11%
Canada	4%	5%
Mexico		4%
Australia	3%	

192. Interviewees gave anecdotal confirmation to this online evidence of increased interest. One said, “since I have been [in my current role], I have seen an absolute increase in awareness of the seas and the impact of plastics pollution on marine life [amongst both] the public and governments.”

193. Nevertheless, the fact that it is difficult to track public attitudes and concern on a global basis, and that little research on this was available, it remains a challenge for the campaign in terms of understanding the global picture and in terms of setting and measuring against meaningful KPIs.

Shifts in consumer behaviours & calls for action⁶⁰

Outcome KPIs⁶¹	KPI Description	Target Budget: \$500,000	Target Budget: \$2,000,000	Target Budget: \$6,000,000	Actuals
<u>Number of pledges to encourage Governments / industry take action on marine plastic debris</u>	<u>Cumulative number of people taking action to encourage Governments / industry change policies / improve plastic management</u>	P1: 40,000 P2: 200,000 P3: 2 million	P1: 500,000 P2: 500,000 P3: 5 million	P1: 3 million P2: 1 million P3: 10 million	76,000 by Mar 18
<u>Number of people taking action to reduce their own plastic footprint</u>	<u>Cumulative number of people having taken documented action to reduce their use of single-use plastics / microbeads</u>	P1: 10,000 P2: 100,000 P3: 1 million	P1: 50,000 P2: 250,000 P3: 2.5 million	P1: 500,000 P2: 500,000 P4: 5 million	

194. As with public concern and attitudes, it is difficult to be precise about this area of change. However, the data reveals that the online conversation was qualitatively different before and after the launch of the campaign. Findings show that the pre-campaign “conversation was passive rather than active ... Twitter users merely shared posts about the need to make a change and news updates,” but that then “the Clean Seas Campaign ... encouraged people to go beyond simply recognising the issue, and to be proactive in changing their environmental behaviour ... There is an increasing number of posts and media content being shared about country bans on single-use plastic.” This suggests the Campaign has been successful in focusing attention on – and orienting people to – action.

195. One other relevant finding is that, especially in Phase 2, actions in one place have had a reverberating effect: “when governments take action it gets shared globally, increasing the salience of the issue and encouraging others to act.” In Phase 2, much of the most shared media content “centres around other countries’ successful initiatives to take a stance against plastic pollution.”

196. 89up’s analysis of online conversations further reveals that “posts featuring individuals taking action ... drive conversation hugely on Twitter.” This points to a generalised sense of a cycle of action generating interest and pressure which then presumably helps drive further action.

197. The Clean Seas Pledge, which asks people to make personal commitments to reducing their use of single use plastics, has had 104,820 signatures to date,⁶² and is the

⁶⁰ In the reconstructed Theory of Change this refers to ‘Direct Outcomes’ 1 & 3 and Intermediate State 2

⁶¹ Updated Campaign Strategy V21.11.16, ANNEX 6. Key Performance Indicators (KPIs)

⁶² as of 29th July 2019, <https://www.cleanseas.org/pledge>

main way that individuals can engage directly with the campaign. Although the numbers signed up are not insignificant, as set out in Table 16, this falls short of the target set. An associated target was initially set relating to 'Number of people [actually] taking action to reduce their own plastic footprint' but there are no data around the extent to which pledges have led to practical action.

198. UN Environment has been able to undertake some partial analysis of the pledges, which reveals that adopting a re-usable water bottle and giving up plastic straws were the most popular pledges. But there is no evidence of what signatories have actually done as a result of the individual pledges they made.
199. From interviews, there is anecdotal evidence of some wider shifts in behaviours in certain geographies. For example, project outputs in China – where the campaign has largely been an online phenomenon – attracted more than 600 million readers and generated 32 million discussions on the micro-blog platform [in a cooperation between UN Environment and Interface news agency]. One interview from the region said: “Most Chinese people know the seriousness of plastic pollution through continuous transmission for a long time ... [Change] requires the determination of individuals, society and policy to make changes together [and so] it will take some time to really change Chinese consumption habits or lifestyles.”
200. As this quote from China illustrates, it is generally accepted that shifting consumer behaviour, in the absence of government action is difficult to achieve, certainly on any kind of global, sustainable scale.⁶³ Rather than changing their own behaviour themselves, people may simply go along with new legislation, for example, on plastic bags: government can facilitate a change in behaviours.
201. In the LAC region, many thousands participated in beach cleaning operations. A comment from Brazil suggested that, compared to other UN campaigns, this has been unprecedented in terms of reach: “we put UN Environment on another level in terms of visibility. There were lots of mentions in the media ... about 60% of all mentions in 2018 were to do with Clean Seas Campaign. It helped that WED was focused on plastics but even so, it is a significant result. The Clean Seas Campaign ... has been a game-changer”. In total, groups in 16 of the 17 coastal states of Brazil mobilized more than ten thousand people and collected over 24 tons of waste from Brazilian beaches.
202. Some external respondents cited a need for UN Environment to give more practical support. As one set out: “I would have appreciated clear guidance on what different products could be replaced with. We had to sort this out ourselves. It would have been good to have that information: what [to] replace single use plastic items with ... It would have been good to have been able to draw on the credibility and expertise of the UN.” But there were some mixed views as to whether, and to what extent, it was UN Environment’s – or the Clean Seas Campaign’s – job to develop and promote, [through a 5-year campaign, alternatives that would take much longer to identify and develop](#). There were attempts by the Campaign to promote some of the research which other Divisions had undertaken, including the report *Exploring the potential for adopting alternative materials to reduce marine plastic litter*, which was published in May 2018. It was also pointed out

⁶³ See, for instance, <http://theconversation.com/how-to-break-up-with-plastics-using-behavioural-science-99741>

by some commentators that work on alternatives was being undertaken by others, including the European Union and the Ellen Macarthur Foundation.

*Contribution of the campaign*⁶⁴

203. The Clean Seas Campaign has been the right campaign at the right time. It is part of a wider movement for change, and forms part of a longer-term narrative on marine litter and single-use plastics that has included UN Environment for some years, but which has also included many civil society groups, scientists and marine experts, grassroots groups, and media outlets, including many organisations and outlets that are beyond “the usual suspects, marine plastic pollution. It has been both a contributor to, and a beneficiary of, the momentum around marine plastic pollution. Indeed, as identified above, the role that the campaign has played in publicising national government action has itself had wider global effects.
204. UN Environment was arguably one of the first big organisations talking about plastic pollution. It was described by one internal interviewee as a “pioneer and source of information and data for others. Our reports were widely used by media and other CSOs. Lots of people were quoting us, [we played] a really important role as a point of reference.”
205. UN Environment has been a prominent actor on social media and the campaign has been a major contributor to the conversation. In turn, the communications side of the campaign has been effectively complemented by a more traditional high-level influencing role and backed by data and facts from the technical part of the organisation, building on a long history of involvement in the issue.
206. While it is not possible to be precise about the specifics of influencing in most cases – which are anyway different in each different context – available evidence shows that during the campaign period, government action has tended to grow as the salience of the issue and public concerns have increased.
207. In as much as it can be traced, UN Environment’s influence is clearer in some contexts than others. The movement made by the Modi government, for example, has clear links to UN Environment’s work, particularly the momentum created around WED. In Kenya too, there are strong grounds for acknowledging that UN Environment bolstered the position of the Minister intent on pushing through a tougher plastics ban.
208. A key added value of UN Environment has been its leverage and convening power to get decision-makers to the table in ways that NGOs cannot do so easily. UNEA resolutions calling on countries to significantly reduce single use plastics are specific markers of progress in the political arena, although other marine litter resolutions have been adopted by the UN Environment Assembly between 2014 and 2019.⁶⁵
209. The campaign has generated some action directly too. These actions have varied from the sign ups to the Clean Seas Pledge and country sign ups, which in themselves have facilitated action by individuals and government, to beach clean-up operations. In addition, it was a feature of the first phase of the campaign that the former Executive

⁶⁴ Relates to Immediate Outcome 2.

⁶⁵ <http://wedocs.unep.org/bitstream/handle/20.500.11822/28473/English.pdf?sequence=3&isAllowed=y> and those on Marine plastic debris and microplastics.

Director played a lead role in high-level political advocacy and events in support of the campaign, bringing useful political visibility.

210. Outcomes that can be directly attributed to the campaign are difficult to be unequivocal about but evidence suggests that the campaign has played a prominent role in raising and channelling public concern about the issue, and in helping to create an agenda that is more action-focused and so the rating here is Satisfactory.

5.4.3 Likelihood of Impact⁶⁶

211. Impact in this case, as defined in the Theory of Change, relates to “reduced plastic in the oceans.”

212. As with many campaigns of this type, and to an even greater extent than with outcomes themselves, it is difficult to talk with certainty about the impact of the campaign, especially in the period up to June 2018. This is in part because it is impossible to measure impact in terms of reduced plastics in the oceans. Plastic production,⁶⁷ single use plastic production⁶⁸ and marine litter⁶⁹ are continuing to grow. In the words of one informed staff member: “Given ... that more plastics are produced each year, it’s difficult to say [with accuracy] that there has been [impact].”

213. However, it is plausible and likely that some impact has been achieved, for example as a result of the bans on single use plastic bags or other government initiatives that have reduced single use plastics.

214. Impact at the national or regional level may be clearer. The impact of the ban on plastic bags in Kenya may be somewhat easier to show although currently such country-wide data is also unavailable, or at least unclear, and there may have been some unintended consequences.⁷⁰ One comment from the region was: “The movement has brought several positive results. First and foremost, communities are now using their indigenous knowledge to come up with alternatives following the plastic bag ban. For fishermen at the Kenyan Coast the catch had been going down due to problems associated with plastics. They are now able to get enough food to eat, and they have surplus money to educate their children.”

215. Furthermore, and importantly in terms of sustainability, it is likely that more impact will occur in the future, due in part to the delayed effect of regulations and other changes. Firstly, many bans involve deferred actions or lag periods for industry and other actors to catch up with, and adapt to, regulatory stipulations. Secondly, the momentum created will likely continue as new countries make promises and take action, and existing promises are (hopefully) translated into concrete practice change.

⁶⁶ Impact is defined in this context as ‘reduced plastics in oceans’.

⁶⁷ See, for instance: <https://www.statista.com/statistics/282732/global-production-of-plastics-since-1950/>

⁶⁸ Anecdotally, this is rising, but there is an apparent paucity of reliable statistics on this: see, for instance: European Environmental Bureau and Seas at Risk, December 2018, “The EEB’s Priorities for The European Union for the 2019-2020 Trio Presidency of Romania, Finland and Croatia”

⁶⁹ See, for instance: <https://www.independent.co.uk/environment/ocean-plastic-litter-trash-sea-pollution-a8873276.html>

⁷⁰ See, for example, <https://www.theguardian.com/world/2018/apr/25/nairobi-clean-up-highs-lows-kenyas-plastic-bag-ban> and <https://www.dw.com/en/plastic-bag-bans-in-africa-reality-or-fantasy/a-39032163>

216. However, as recognised in the TOC, further impact may depend on action taken to ensure promises are implemented, including by UN Environment. It is currently uncertain whether this action – at least on the part of UN Environment – will be forthcoming.

217. The driver in the TOC that tactics will be deployed effectively according to context is considered to be likely and is the likelihood of partners remaining interested in the campaign. The assumption in the TOC that consumer and public shifts create incentives for decision makers to act still broadly holds, as does the assumption that the contexts don't make it difficult for decision makers to take action.⁷¹

218. The Likelihood of Impact of the Clean Seas Campaign is rated as Likely.

5.4.4 A note on effectiveness against KPIs

219. As part of the campaign strategy, a range of KPIs were set out. These have been detailed above in the relevant sections and a summary read-across from the KPIs to the TOC at evaluation is set out in the table below. Information included in relation to the extent to which these KPIs have been achieved has been included where available.⁷²

220. In relation to campaigning generally, output KPIs set in planning are at best estimates of what might be needed to help drive change, based on strategic judgements about what kind of level of activity and profile will suffice to achieve the desired outcomes. The relationship between output targets and outcome targets is necessarily approximate given that all campaigns take place in unique contexts (and so there are no rules to apply) and that it's prohibitively hard to predict how things will actually play out, given the multiple actors and factors influencing change.

221. A good illustration of this dynamic is that in this campaign, the central objective – of getting countries to sign up to action – was exceeded, even though in most cases (where data is available) the output targets were not met. In this respect, campaigns are different to more predictable interventions where there may be good evidence to draw on in setting out what kind of level of effort is needed to secure desired effects.

222. In the view of the evaluation team, it would have been better if the campaign had developed KPIs that were more clearly linked to the strategy, and what was important in it, and then adapted them as the campaign evolved. This would have supported informed learning and allowed for more meaningful accountability.

223. The evaluation team is not aware of any direct, systematic reporting against these KPIs having taken place, although in places relevant data is available in internal reports, as noted below. Data summarised in this table relates to the 'focused' budget scenario:

⁷¹ It is difficult to say with any degree of certainty whether waste management practices will or won't deteriorate.

⁷² The KPIs have been set out above in the relevant sections to reflect the requirement from the Evaluation Office that there is a need to be able to read the findings under outputs and outcomes against what was planned. However, assessing the campaign against achievement of these KPIs does not represent the best way to reach judgements about the campaign's achievements and progress. In relation to the KPIs set in this case, this is because (a) the KPIs don't necessarily capture the key and important elements of the campaign; (b) they are expressly offered in the strategy as "suggestions, and the final targets will partly depend on [actual] resources"; and (c) they have not been at the forefront of thinking about the campaign since they were initially established.

Table 16: KPIs and read-across to the campaign Theory of Change.

Indicator	Target Phase 1	Target Phase 2	Reference to TOC at evaluation	Actuals
Number of influencers engaging with the campaign on social media	50	50	OUTPUT 1	
Number of participants in the photo competition	1,000		OUTPUT 2	337
Number of downloads of the campaign toolkit	1,000		OUTPUT 2	1000 downloads of 'assets' by end Jun 17
Number of established media partnerships	2	2	OUTPUT 3	
Number of venues hosting the marine litter exhibition	50		OUTPUT 4	
Participants for Massive Open Online Course	10,000		OUTPUT 4	6,500 by June 16
Number of confirmed civil society or private sector partnerships	50	150	OUTPUT 5	65 hotels by Dec 17
Innovation challenge	70			187 (by Dec 17)
Numbers of partners seeing increased interest in their work as a result of the campaign		30	IMMEDIATE OUTCOME 1	
Number of people taking action to reduce their own plastic footprint	10,000	100,000	DIRECT OUTCOMES 1 & 2 INTERMEDIATE STATE 2	
Number of clean-up sites/number of participants	50,000		DIRECT OUTCOMES 1 & 2	
Number of pledges to encourage Governments/Industry to take action on marine plastic debris	40,000	200,000	DIRECT OUTCOMES 3 & 4	76,000 by Mar 18
Number of private sector champions identified and highlighted		50	INTERMEDIATE STATE 1	
Number of countries adopting the Clean Seas campaign	5		INTERMEDIATE STATE 3	
Number of participating countries		25	INTERMEDIATE STATE 3	53 countries by June 18
Private sector committing to voluntary action		100	INTERMEDIATE STATE 4	

A gap in terms of engaging industry?

224. As discussed above, engaging industry, especially the plastics industry, has not been a strategic strong suit of the campaign. Working more with the private sector is recognised by staff as an area that needs attention. As well as not being numerous in terms of partnerships, industry has not been targeted either in the form of proposing incentives, or in terms of being 'called out' for bad practice. It can also be said that

engaging more with industry might be a ‘poisoned chalice’ for UN Environment – in terms of past criticism that it has had of being too close to industry and the risks of being accused of ‘greenwashing’.

225. There is an argument that industry can be made to change and adapt if enough governments take action, either collectively or individually, as has been the case with the Montreal Protocol and the chemicals and refrigeration industries as a comparative example.⁷³ However, engagement of governments and industry need not come down to a choice; both can be engaged. One external respondent pointed to the desirability of a more strategic engagement with industry: “rather than targeting individual companies, I would rather see them involved in systematic approach to industry.”

5.4.5 Gender

226. Although a gender lens, including looking at how women have been affected by marine litter, was included in the Campaign “whenever possible”, staff acknowledge that specific gender aspects are not really built into the campaign, and it has not really adopted a human rights-based approach. Although gender is cursorily mentioned in the campaign strategy, a human rights-based approach is not, and few campaign outputs place either gender or human rights centrally.⁷⁴

227. One internal comment was: “We know that women do most day-to-day shopping while men buy big value items [so it] would make sense to target women [more].” However, when asked, there was not a strong sense among interviewees – both internal and external – that applying a gender or human rights lens, or focusing on these areas more, was necessarily that helpful in the current strategy.

5.5 Financial Management and Efficiency

5.5.1 Financial Management, budgeting & budget efficiency

228. Relevant documents were made available to the evaluation, for example in relation to campaign budgets and to project agreements and fund transfers. In all cases responsiveness to financial requests during the evaluation process was high but actual campaign expenditure was less easy to determine, given the fact that budgets are linked to projects and not to the campaign more specifically, and so disaggregated campaign expenditure is not explicitly tracked on an ongoing basis.

229. A summary of actual costs against budget is presented below.

Table 17: KPIs and read-across to the campaign Theory of Change.

Fund	Funds Centre	Funded Program Group Master	Budget	Total Expenditure	Budget Balance	Implementation Rate %
32CPL : TF Spp						

⁷³ <https://news.nationalgeographic.com/2017/09/montreal-protocol-ozone-treaty-30-climate-change-hcfs-hfcs/>

⁷⁴ One UN Environment report that was linked to the campaign was *Gender Mainstreaming in the Management of the Marine and Coastal Ecosystems*, which pointed to the fact that women and men are impacted differently in terms of health, income and work and that the contributions of women in areas such as managing plastic waste, onshore fisheries, aquaculture, processing and trading of marine products, conservation and disaster-risk reduction initiatives in marine and coastal areas have been generally underestimated and/or ignored.

Fund	Funds Centre	Funded Program Group Master	Budget	Total Expenditure	Budget Balance	Implementation Rate %
Env't Acties	11206 : UNEP DCPI OD	SB-007208.13 : WED 2018 CHINA	900,000.00	886,159.50	13,840.50	98 %
		SB-001034.02.10.03 : DCPI Sub-allot for C	67,800.00	67,800.00	-	100 %
		SB-001034.03.10.02 : Sub-Allotment DCPI-\$	158,877.41	170,734.79	(11,857.38)	107 %
	11228 : UNEP RO Asia Pacific	SB-001034.02.10.06 : Clean Seas exhib. DC	3,261.43	3,261.43	-	100 %
	11229 : UNEP RO LAC	SB-001034.02.10.03 : DCPI Sub-allot for C	16,783.99	16,226.83	557.16	97 %
32NFL : TF UNEP Norway Agrmt	11206 : UNEP DCPI OD	SB-001034.03.07 : 2016 NFL allocation	122,000.00	120,915.91	1,084.09	99 %
		SB-001034.03.07.07 : DCPI RAIS AWAR PLAST	146,652.00	108,432.12	38,219.88	74 %
		SB-001034.07.01 : DCPI 2017 NFL(USD 16	45,910.00	45,900.00	10.00	100 %
		SB-001034.07.03 : DCPI 2018 NFL(USD195	147,723.00	132,562.15	15,160.85	90 %
	11207 : UNEP Div Ent Plc Imp	SB-001034.02.09.08 : Clean Seas Service O	44,379.00	44,379.00	-	100 %
	11227 : UNEP RO Africa	SB-001034.03.07.16 : ROA Africa Marine li	31,000.00	14,732.42	16,267.58	48 %
	11228 : UNEP RO Asia Pacific	SB-001034.07.01.01 : Norway NFL-88 ROAP	39,000.00	36,917.85	2,082.15	95 %
	11229 : UNEP RO LAC	SB-001034.07.01.02 : Norway NFL-88 ROLAC	30,000.00	28,771.15	1,228.85	96 %

Fund	Funds Centre	Funded Program Group Master	Budget	Total Expenditure	Budget Balance	Implementation Rate %
	11230 : UNEP RO North Amc	SB- 001034.07.01.03 : Norway NFL-88 RONA	27,331.14	27,330.75	0.39	100 %
	11268 : UNEP Brazil Office	SB- 001034.07.01.04 : Norway NFL 88 BRAZIL	22,776.86	22,416.58	360.28	98 %
32SEL : TF TC Agment SWEDEN	11231 : UNEP RO West Asia	SB- 001034.07.02.01 : SIDA SEL-45 ROWA	34,228.56	32,549.64	1,678.92	95 %
	11232 : UNEP RO Europe	SB- 001034.07.02.02 : SIDA SEL-45 ROE	56,620.03	35,584.98	21,035.05	63 %
Grand Total			1,894,343.42	1,794,675.10	99,668.32	95 %

230. Some challenges in the relationship between those responsible for the campaign and those responsible for managing finances were cited in reporting, with concerns around delays in funding, and, even as late as June 2018, staff were reporting that “access to information on expenditure rates is still a challenge”.

231. As noted in section 3.6.2 the sub allotment process has involved internal transfers that are typically earmarked to specific events/activities and often to very short-term deadlines. This has made forward-planning difficult. Ideally, at an early point in a campaign of this scale and scope, a degree of certainty around budgets would be established, meaning that a clear strategy can be developed – but in this case there has been continuing uncertainty around budgets. This has meant that various efficiencies that can be achieved when there is substantive forward-planning have not been exploited. It has also introduced a set of inefficiencies. As one example, the fact that multiple KPIs were mooted, based on different funding-level scenarios, with different targets according to budget, represents a degree of duplicative effort that could best have been avoided.

232. According to some communications team members, decisions about resourcing and priorities have not been made by the people best placed to make them. In theory, it makes sense for the people with the expertise in a particular area about which funding decisions are being made to be the decision makers; in practice “resources go to Ecosystems and they sub-grant to us. The communications function is seen as a service-provider.” On the other hand, Ecosystems staff point out that existing staff positions remained unfilled. Overall, it seems sub-optimal that campaign team in the communications division does not have more control, or at least greater clarity over income and budgets.

233. Feedback from the communications team suggests that levels of resourcing, both financial and in terms of personnel, although significant, have been inadequate for meeting both the global challenge of the problem of marine litter and the opportunity of country pledges and sign ups. This was frustrating to some as it was claimed that there was an “unprecedented amount of funding that has come in on marine work” which, it

appears, UN Environment has not been able to fully capitalise upon.⁷⁵ It was also asserted that funded communications staff positions were sometimes left unfilled.

234. There was also a view that planning was (and is) made difficult because the allocation, draw-down and cycle of funding and spending rules was at times opaque and variable. The 'polycentric' nature of the UN Environment funding system is said to lead to internal competition and less incentive for collaboration.

235. Budgets were fully available but information about actual spending was harder to access due to the financial management system being set up to track projects, so the rating for completeness of project financial information is Satisfactory.

236. Campaign reporting cites ongoing issues with access to financial information over the period under review⁷⁶ and so the rating for communication between finance and project management staff is Unsatisfactory.

5.5.2 Timeliness

237. The campaign launch was delayed by nearly two years. There is little documentation related to this delay. In the Terms of Reference for this evaluation the cause of this delay was cited as due mainly to "high turnover of staff in the Communications Division in 2015." Feedback from the communications team suggests that this was compounded by delays in funding and by the "complexity of sign off mechanisms between divisions". There is also feedback that there was delay due to disagreement about technical aspects of the focus of the campaign strategy which was at some point reconfigured to cover waste management and alternative materials and was then again revised.

5.5.3 Internal efficiency, synergies and complementarities with other initiatives, programmes and projects

238. Based on internal responses from both the Communications and Ecosystems teams, day-to-day cross-divisional campaign coordination is functional, but at a senior level, "it is not always clear where and how decisions are taken or what the governance structure is." Hence "there is scope to make [the relationship] more aligned and draw more on work done by the Ecosystems Division and make better use of their knowledge." Some suggested too that "complicated sign off procedures have contributed to delays", particularly in the context that "other Divisions have got involved - waste, chemicals, sustainable production and consumption, sustainable tourism ... Divisional Directors [need to] cooperate better.

239. Some of this challenge relates to sources of funding which go to the Ecosystems Division and then is sub-granted to the Communications function. Internal reporting notes the "heavy workload related to drafting of contracts, carrying out due diligence, preparing budgets, allocating funds, responding to EO logs" as well as numerous implementation challenges around delayed funding disbursements.⁷⁷ The reporting does not specify what is being referred to here, but we understand this comment relates to transfer of funds through ICAs.

⁷⁵ However, it is noted that funding for the implementation of the UNEA 4 resolution on marine plastics litter and microplastics would not necessarily be directed to the Clean Seas Campaign as it is not mentioned in the resolution.

⁷⁶ In Internal report "01882 - Global Partnership on Marine Litter"

⁷⁷ Internal report "01882 - Global Partnership on Marine Litter"

240. There is also a question of governance with more than one interviewee stating that it was not always clear where and how decisions were taken in the campaign.
241. The link with the wider GPML, which includes a different set of partners such as NGOs, governments and academia, has been sub-optimal from the perspective of the communications team, although more recently there has been more interest from GPML partners in getting involved in the campaign.
242. In this regard there is perhaps a bifurcation – or perhaps a range of views – in terms of the strategic direction of the campaign. There were discussions amongst donors and divisions, including senior management, about the main aims of the campaign. There are some internals who still feel that the ask with regard to country sign ups should have been clearer and more specific, while others, especially in the communications division, felt that it should be about getting political commitments with the details filled in later.

Regional representation

243. Feedback from regions was limited in this evaluation but those from Regional Offices who did input to the evaluation were generally keen to praise the Campaign and its key staff. From a global communications point of view, national and regional analysis and strategy is highly variable. Regional communications capacity is limited and direct links with the campaign depend on the interest, workload and willingness of regional communications staff. India and Brazil, which have country level offices, were noted as particularly active in engaging their respective governments.
244. From the regions, there was also feedback that suggested that the relationship was a bit ad hoc and that it was not always clear who was in charge of the campaign, and which teams in the headquarters were leading on what aspects. Although many regions experienced high-level government sign-up early in the Campaign, it was not clear what success looked like at a finer level of detail. In addition, as the Campaign did not envisage substantive national campaigns, these were not really planned for on an ongoing basis, although some regions did submit plans.
245. In addition, there is a feeling that most campaigns work needed in relation to the issue of marine litter and single use plastics is at the regional and country levels, but that this is where communications capacity is limited, except around WED, when the organisation is mobilised to “make more noise”, and forces are better aligned.
246. Regionally, UN Environment is not particularly well-endowed with communications staff and, therefore, while communications staff in the regions might be keen to support and assist the campaign, competing priorities mean that they were not always able to do this. Regional Communications staff are thinly stretched and are typically focused on – and funded to address – big meetings happening in their region. Although some have received campaign funding, regional staff complain that the funding picture is rarely clear, even in the short- to medium-term. On top of limited regional capacity, there was limited capacity at headquarters to support regional efforts, leading to “a lack of overview of what countries are doing [and] a lack of ability to monitor”. Overall then, by most internal accounts, especially those from the Communications Division, the campaign has not had, despite its global intentions, the benefit of a well-resourced regional communications approach.
247. An inability to follow up creates other inefficiencies. As discussed elsewhere, the inability to follow up individual people's pledges (see section 5.2) and government

pledges (see section 5.4 **Error! Reference source not found.**) means that effort to deliver outputs is not then followed through to secure meaningful outcomes: “follow up is key and we have not been able to do it.” It also means, as one internal interviewee noted, that “UN Environment lacks capacity to build a picture of what is happening – so we can show what works and have a fuller picture of change in practice.”

Environmental footprint

248. Reports of a critical nature are in the public domain showing that procedures designed to ensure proper regard to minimising the organisation’s environmental footprint were – at times – neglected by UN Environment’s leadership. This has presented a reputational risk by association to all of the organisation’s public presence and, arguably, specific campaigns such as this one. Steps have subsequently been taken internally to address this issue.

5.6 Monitoring and reporting

5.6.1 Monitoring Design and Budgeting

249. There are various elements of the campaign strategy that are relevant to monitoring the campaign.

- The strategy summarises a set of objectives and outcomes as listed in Table 2.
- A set of KPIs were elaborated, as described in Table 16.
- There is a fairly rudimentary visual distillation of a TOC for the campaign, as reviewed in section 4.
- There is also some further discussion around the absence of relevant information, and the need to collect it.

250. What is lacking in relation to monitoring design, however, is a coherent and consistent overview of the overarching logic of the campaign and how that could be best conceptualised in an overall approach to tracking and making judgments around progress.

251. Specifically, the various elements mentioned are not consistent with each other. It’s not clear how the objectives and outcomes fit with the theory of change, nor is it possible to see an obvious read-across from the objectives and outcomes to the KPIs (nor a read-across from theory of change to KPIs).

252. The KPIs themselves do not represent a compelling distillation of what is most important about the campaign. Most relate to quantitative output data⁷⁸, but only relate to some parts of the campaign. A small number of targets refer to outcome measures. But again, they do not necessarily capture, or relate to, the results that are most important to the campaign. Nor is the link from output to outcome clarified, whereas ideally the logic would indicate that achievement of output targets would reasonably help lead towards achievement of the outcome targets. A good starting point in future when setting KPIs in an advocacy context is the ‘menu of indicators’ developed by Save The Children International.⁷⁹

⁷⁸ see tables in the outputs and outcomes sections

⁷⁹ <https://campaigns.savethechildren.net/impact>

253. As noted, (in section 3.6.1), KPIs are imagined differently across the three campaign phases and are tailored to different budget scenarios. This level of variation – by campaign phase and by budget – creates a somewhat unwieldy framework. As noted, having to operate in a context of highly unpredictable budgets has not aided clarity or efficiency.
254. At least some of these weaknesses seem to be acknowledged in the explicit recognition in the strategy that “When it comes to how to measure the KPIs, this still requires some discussion.”⁸⁰ However the evaluation team has not seen revised versions of these initial KPIs, and so the working assumption is that updates were not in fact produced. This absence seems to be symptomatic of a lack of further thinking about developing a more formalised approach to campaign monitoring.
255. The strategy document notes that “Pre-campaign research has revealed that there is a lack of data and studies that examine the knowledge, attitude, behaviour and practice related to plastics consumption and marine litter. To set a baseline and determine appropriate and tailored messages, channels, and tactics, an in-depth assessment of KAP [Knowledge, Attitude and Practice] is likely required. The assessment will be completed based on data gathered from focus groups, online surveys, and/or interviews with experts so that a baseline can be established.” The strategy also references the aspiration to “Identify each group’s current KAP in relation to plastic consumption and marine litter.”⁸¹ But again, there is no information about any further work to establish some sort of baseline was undertaken.
256. Campaigns of this nature present a particular challenge when it comes to monitoring progress. Assessing and then tracking wider public attitudes, opinions and actions – and understanding the factors influencing them – is prohibitively difficult without a significant budget dedicated to market research. The global scope of the campaign adds to the challenge. But there are ways to operate around these limitations – through better ongoing social listening than has been in place, for example.
257. More thought would ideally have been given to this element of the campaign in its early stages, and subsequently. In the absence of a coherent approach to monitoring design, the summary rating is Highly Unsatisfactory.

5.6.2 Monitoring of implementation

258. Basic tracking mechanisms were not put in place in the early stages of the campaign, for example through the systematic use of Google Analytics, which has meant that data for the period under review is patchy and partial.
259. Knowledge about the campaign is not as well institutionalised as it would ideally be. There has been some reporting of headlines through the PIMS system but overall there has not been a strong record of documenting successes and/or strategic achievements in the campaign, and some knowledge was said to have left the organisation with staff departures.
260. Overall in the period under review monitoring of implementation has been relatively poor and so the summary rating for this aspect of the campaign is Unsatisfactory.

⁸⁰ United Nations Environment Programme, November 21, 2016, “Campaign to Reduce Marine Litter: Campaign Strategy”

⁸¹ United Nations Environment Programme, November 21, 2016, “Campaign to Reduce Marine Litter: Campaign Strategy”

5.6.3 Reporting

261. Reporting requirements arising from specific allocations and grants have been met. But – reflecting the nature of the allocations and grants – these reports tend to focus on the delivery of specific activities. They are fit for specific purpose but don't serve to help provide an overview of, or much detail on, the campaign and its progress.
262. There has been informal tracking and assessment of the campaign and some available information has at times been captured in reports that do provide some useful information about the campaign.
263. A more systematic and strategic approach to monitoring and reporting would have been helpful. This could have supported learning and strategic adaptation, with data and information better informing the continuing development of the campaign. Better data and information could also have created the opportunity to better communicate the campaign's achievements, including to potential funders.
264. Specific reporting requirements have been met, but overall the extent to which reporting has generated good quality information is limited and so the summary rating for this aspect of the campaign is Moderately Unsatisfactory.

5.7 Sustainability

265. In terms of the sustainability of the direct outcomes of the campaign, 89up's analysis shows that momentum has continued into Phase 2 and that the issues of single use plastics and marine litter are still high on the media agenda. The degree to which signs of change in public understanding, awareness and willingness to take action have 'stuck' is difficult to ascertain without better data but communications staff are keen to point out that campaign messaging was "designed to change people's thinking more generally" so that new habits emerge.
266. Beyond this, in terms of the intermediate outcomes, sustainability will likely depend on several factors. Firstly, whether political, media and public interest can be further sustained *vis-à-vis* other issues and topics of concern including economic and political concerns. Secondly, whether there is a political 'backlash', or at least push back, as may have started to occur in the case of Brazil and noting too the US's reluctance to sign up to targets on single use plastics. Thirdly, sustainability may also depend on the degree to which civil society and other interested and key bodies – including UN Environment – start working, scale up work, or at least continue to work on the issue.
267. One aspect of this that requires attention is the pledges that countries have made under the campaign and beyond it. Focused attention on these promises and turning them into action in the next stage of the work is crystallised in many respondents' minds as the key sustainability question.
268. In relation to this, some felt that the communications work was exposed at times, without the backup that would ideally have been given. There is a strong sense of frustration, particularly amongst the communications team, but also elsewhere, that government pledges have not been followed up by other Divisions as much as they might have been.⁸² One comment from the team highlighted that the team sometimes felt that

⁸² An online reporting tool was to be drafted by the first campaign manager and added to the website which never happened

it wasn't always fully briefed or could at times be running ahead of the organisation.: "We have become victims of our communications success. We became visible, generated interest, but risk being decoupled from substance and [have] run out of messages and solutions."

269. Internally, the campaign looks set to continue at least until the end of the five-year period. Recent UNEA resolutions reaffirmed the importance of the issues addressed by the campaign giving a sign that the Campaign is perhaps unlikely to be immediately curtailed. There is a mixture of comments internally about the degree to which the campaign should be "dialled down" or "massively scaled up." At any rate, most staff are clear that the work would continue, in the form of policy and advocacy interventions, even if the large scale campaign operation might come to an end at some point: "the campaign started 2 years ago, but work of UN Environment in this area started 20 or so years ago, it has been long-term work." Financially, the work looks sustainable in the short to medium term, but longer-term funding – as outlined in sections above – is not yet secure, although funders remain interested in, and engaged with, this issue.
270. No specific plan for sustainability of the campaign – or exit strategy – has yet been developed, although discussions within the team and beyond it are ongoing.
271. In terms of the sustainability of the work with partners, although these will continue to be supported in the short term, staff were unclear about the how such work might continue in the longer run.
272. The extent to which future outcomes are dependent on future funding depends on how much existing momentum is maintained, and the extent to which other actors (and funders) can help. In terms of socio-political, institutional and financial sustainability, there is reasonable evidence to be cautiously optimistic and so the rating given is Likely.

6 Conclusions and Recommendations

6.1 Conclusions

273. Findings against the four Key Strategic Questions identified in the Terms of Reference – detailed in section 2 – are summarized here:
- **Adequacy of Monitoring System and Campaign Evaluability (Key Strategic Question 1):** the extent to which KPIs, baseline data and the campaign's monitoring system are adequate to support the evaluation of the campaign across all three of its intended phases has been sub-optimal. There is not a coherent and consistent overview of the overarching logic of the campaign and how that could be best conceptualised in an overall approach to tracking and making judgments.
 - **Campaign Contribution to the Direct Outcome of the 323.1 GPML Project document (Key Strategic Question 2):** The campaign has managed to contribute a good deal to the achievement of the Direct Outcome of the GPML project document via the development of campaigns and awareness materials. While the campaign has not always been entirely well coordinated with the GPML, marine litter is widely recognised as an important challenge in global agenda: declarations, policy decisions and national actions to reduce the negative impact of marine litter on the environment have burgeoned.

- **Programmatic and Financial Administration of the Campaign (Key Strategic Question 3):** Situating the programmatic and financial administration of the campaign within the GPML project has been a mixed blessing. It has ensured that the campaign is grounded in, and linked with, UN and wider strategic objectives and priorities. At the same, the campaign has at times suffered from being less linked up in practice, in terms of the coordination of campaigning and advocacy work and has lacked the full independence funding-wise that is ideally required for forward planning.
- **Recommendations relevant for other campaigns (Key Strategic Question 4):** see **section 6.3.**

274. Overall, the campaign has performed well, with a strong set of outputs. It has helped increase the salience of the problem of marine litter, and the potential solution of ending single use plastics. It has tapped into, and augmented, public attention and concern about marine plastic pollution.

275. The basic logic underpinning the campaign – that change will come about in the interplay between governments, consumers and citizens, and industry, and that all need to be engaged in some way – has proved sound.

276. The campaign is part of a wider movement for change and a longer-term narrative on marine litter and single use plastics. The momentum it has produced has helped the issue to enter the mainstream, allowing governments, especially in the Global South, to make promises and take action.

277. In its messaging, the campaign has exploited the advantage of having a clear causal link to effects, unlike, for instance, climate change where the link between cause and effect is far less straightforward, and detractors and sceptics making ‘noises off’ can derail or stall progress more easily.⁸³

278. The campaign has drawn on powerful images and its messages were spread and shared quickly, backed up by large-scale interest in the mainstream media. It was complemented by a more traditional high-level influencing role, backed by data from UN Environment research, building on a long history of involvement in the issue.

279. UN Environment has been a particularly prominent actor on social media and the campaign has been a major contributor to the global online conversation. UN Environment’s positive tone has generally been an asset and the campaign has directly generated action including individual sign ups to the Clean Seas Pledge, country sign ups and beach clean-up operations.

280. There has been a strong set of outcomes in terms of support shown by governments and other political authorities to the campaign and its aims, although action to follow up pledges has been minimal or lacking in the case of some governments.

281. In Kenya and India in particular, UN Environment’s ‘fingerprints’ are on the political changes that have been made, and these commitments are themselves significant. Several other countries have made substantive commitments.

⁸³ See, for instance, <https://www.theguardian.com/environment/climate-change-scepticism>

282. However, the campaign has not always had a clear strategy in terms of how to ensure that countries convert their promises into action, and feedback suggests that in some cases it may have missed opportunities to do so.
283. Work with industry and the private sector has been somewhat ad hoc and a clearer strategic approach to working with industry has been lacking. Work with civil society and grassroots groups has not been comprehensively strategized.
284. Some impact has likely been achieved by the campaign and more may be on the way. There are signs showing the sustainability of results including that momentum has continued into Phase 2 and that the issues of single use plastics and marine litter are still high on the media agenda.
285. Sustainability will likely depend on whether political, media and public interest can be maintained and whether there is political pushback, as well as on the degree to which active campaigns on the issue continue and, perhaps most crucially, whether country pledges can be turned into concrete action.
286. The campaign has managed to leverage funding and ensure that the main campaign outputs are delivered on time and are of high quality. The main efficiencies stemming from the campaign operations has been the breadth and depth of media pick up and sharing, from a relatively low cost campaign, and also government sign ups – many at an early stage in the campaign – which were both larger in number and more quickly achieved than had been imagined in the planning stages.
287. Overall levels of campaign resourcing, though not inconsiderable, are limited and this has at times impacted on ability to deliver. Budget processes have tended to make campaign forward planning difficult at times.
288. Cross-divisional campaign coordination is functional at an operational level, but at a strategic level it has inefficiencies stemming from lack of clarity over decision-making, faltering governance procedures, and the dynamic relating to how funding is decided. The consequence has been a lack of clarity over strategic priorities and future strategic planning.
289. Regional communications capacity is limited and so direct links with the campaign tend to depend on the interest, workload and willingness of regional communications staff. Where there has been take up, this has engendered success, which suggests that this is an important gap. In-country presence – where it exists – has also been shown to potentially positively affect campaign success.
290. There was a wide range of feedback about the ways the campaign should or could move forward. The recommendations below reflect our interpretation of some of the most prevalent views, and echo or build on the evaluation's findings, conclusions and lessons. However, another path – to deprioritise the campaign and reduce its footprint, leaving space for others to take the work forward – is also a credible option that was supported by a minority of respondents. If such a choice were to be agreed, a comprehensive exit strategy, outlining communications to partners, governments and industry, and ensuring adequate follow up and engagement of the Ecosystems Division and Regional Offices, would need to be articulated, agreed and enacted. In this path, it would be important to ensure that the wider movement is supported and that any exit strategy should seek to consult with other organisations working or campaigning on single use plastics and/or marine litter.

291. Other strategic paths might include UN Environment continuing to work on the issue but subsuming its brand within that of other campaigns and working more in partnership with other organisations. This strategy might prove controversial with some UN Environment staff, especially at senior levels. Another idea expressed was that the Clean Seas Campaign could become an ‘umbrella brand’ under which other campaigns and interventions would interact and cooperate.

Table 18: Summary of Evaluation Assessment and ratings

Criterion	Summary Assessment	Rating
Strategic Relevance		HS
1. Alignment to MTS and POW	Reducing marine litter is key to 3 of the priority areas within UN Environment’s Medium-Term Strategy and clearly links to relevant Programmes of Work.	HS
2. Alignment to UN Environment /Donor/GEF strategic priorities	Clear alignment as evidenced through UNEA resolutions.	HS
3. Relevance to regional, sub-regional and national environmental priorities	Not known ⁸⁴	
4. Complementarity with existing interventions	Clear fit and additional value within GPML, wider UN Environment priorities and other initiatives and campaigns.	HS
Quality of Campaign Design	The logic underpinning the campaign has proved sound but some elements such as planning scenarios, a robust Theory of Change, mechanisms for making countries take action and exit strategy were either missing or not strongly thought through.	MS
Nature of External Context	Favourability of the context varies across countries and regions. In some cases, political changes have created challenges, while in others they have supported the campaign. Overall the campaign has benefitted from broader momentum in support of action around marine pollution.⁸⁵	F
Effectiveness		S
1. Delivery of outputs	The majority of outputs were of good quality.	S
2. Achievement of direct outcomes	It’s hard to be specific about direct outcomes that can be attributed to the campaign, but evidence shows that the campaign has played a prominent role in raising and channelling public concern about the issue, and in helping to create an agenda that is more action-focused.	S

⁸⁴ This is not fully applicable to the campaign, given its primarily global remit and focus of operation.

⁸⁵ Note that the available guidance on rating is not relevant to the campaign, but nevertheless a Favourable rating overall seems reasonable.

http://wedocs.unep.org/bitstream/handle/20.500.11822/25544/1_Criterion_rating_descriptions_matrix_17.04.18.docx?sequence=3&isAllowed=y

Criterion	Summary Assessment	Rating
3. <i>Likelihood of impact</i>	There are some early signs of impact and some good signs that sustainable impact is plausible, but this will partly depend on future actions by UN Environment and others.	L
Financial Management		MU
1. <i>Completeness of project financial information</i>	Budgets were fully available. Information about actual spending was harder to access due to the financial management system being set up to track projects.	S
2. <i>Communication between finance and project management staff</i>	Campaign reporting cites ongoing issues with access to financial information over the period under review.	U
Efficiency	The campaign has been hampered by lack of predictability of funding that have made it hard to strategize and plan led to inefficiencies in delivery. Internal ways of working haven't always allowed for opportunities to maximise efficiency to be exploited.	MU
Monitoring and Reporting	As acknowledged, this is an area in need of improvement.	U
1. <i>Monitoring design and budgeting</i>	There was some thought given to tracking and monitoring but the various elements of this were not aligned and not consolidated in a working plan.	HU
2. <i>Monitoring of project implementation</i>	Comprehensive processes to track results and progress are lacking.	U
3. <i>Project reporting</i>	Reporting requirements linked to specific allocations and grants have been fulfilled but beyond that only limited documentation available.	MU
Sustainability⁸⁶		L
1. <i>Socio-political sustainability</i>	The campaign has good allies and media interest remains strong. It is difficult to say whether in the longer term such factors will remain in place but there is reasonable evidence to be cautiously optimistic.	L
2. <i>Financial sustainability</i>	Funders remain interested and committed and so financial sustainability – linked to the socio-political sustainability remains strong.	L
3. <i>Institutional sustainability</i>	Not applicable ⁸⁷	N/A
Factors Affecting Performance		MS

⁸⁶ These questions are hard to address and rate in the context of the campaign, given they relate to the direct outcomes, which in this case are essentially a means to an end, i.e. the achievement of the cited intermediate states, and it's at this level where the question of sustainability is salient. Direct outcomes may or may not need to be sustained to maintain the achievement of the intermediate states.

⁸⁷ This criterion relates to the sustainability of policies and laws but in this case the campaign's direct outcomes relate to outcomes amongst public audiences not institutions.

Criterion	Summary Assessment	Rating
1. Preparation and readiness	A comprehensive strategic analysis underpinned thinking about the campaign in its design phase. However, the campaign launch was significantly delayed.	S
2. Quality of project management and supervision	Operational management has been good but strategic management through the Steering Group has been patchy and the strength of cross Divisional working has been mixed.	MS
3. Stakeholders participation and cooperation	A robust stakeholder analysis was conducted. There have been some good efforts to engage a range of stakeholders but with potential to do more.	MS
4. Responsiveness to human rights and gender equity	Gender dimensions have been referenced and considered, if not fully acted upon, as part of the campaign. ⁸⁸	MU
5. Country ownership and drivenness	Question not applicable to the campaign ⁸⁹	N/A
6. Communication and public awareness	Question not applicable to the campaign ⁹⁰	N/A
Overall Project Rating		S

6.2 Lessons Learned

Table 19: Lessons

Lesson 1:	The campaign shows it is possible for UN Environment to shape and promote clear and salient messages through media and online channels and ensure that these are promoted and shared widely.
Context from which lesson is derived	The campaign shows that UN Environment operates at scale and can achieve wide reach and has the internal capacity to generate effective messaging.
Contexts in which lesson may be useful	Other global communications initiatives.
Lesson 2:	The campaign has used clever and globally relevant communications techniques to become part of a wider movement for change and move the conversation away from traditional Northern audiences.
Context from which lesson is derived	The campaign helped to create, and now rides, a wave of favourable public and political opinion. It has had global results and, in particular, has grown support in the Global South. It has shown that the need to cut plastics' use resonates globally and that it is possible to mobilise champions of progressive measures among Southern governments.

⁸⁸ There might be more opportunity to factor gender considerations into messaging (and into advice about policy making) but otherwise the kinds of questions rightly asked about projects do not necessarily apply to the campaign.

⁸⁹ This is not relevant given the campaign's global remit and communications focus and lack of sway over country ownership.

⁹⁰ As the campaign is itself a communications initiative, this factor is already addressed in the ratings above.

Contexts in which lesson may be useful	Other global communications initiatives with a strong onus on mobilising opinion in the Global South.
Lesson 3:	A broader and more widely-owned strategy, properly resourced, should have been agreed and followed through from the outset, in anticipation of success.
Context from which lesson is derived	Having been successful beyond expectations has created opportunities which have not always been capitalised upon to full effect. One part of the organisation has made progress on an issue without there being a widely agreed plan for follow up. The campaign was imagined as a communications contribution to the GPML project, which is run out of the Ecosystems Division. Its potential was underestimated and so integration between policy (Ecosystems) and campaigning (Communications) was not properly planned for and has been sub-optimal.
Contexts in which lesson may be useful	Other large-scale initiatives demanding effective cooperation between Divisions / units.
Lesson 4:	Better decision-making structures and systems at the operational, strategic and governance levels are required in order for the campaign to be even more effective.
Context from which lesson is derived	The Campaign is not a project in UN Environment's use of the word. While it does require a more flexible approach, allowing it to work across Divisions and teams, and has had adequate operational decision-making systems which have allowed it to produce important and creative outputs, governance of the campaign has been patchy, and strategic leadership has often been in short supply. The scale and effectiveness of the campaign were underestimated, and so appropriate systems and structures were not put in place.
Contexts in which lesson may be useful	Other large-scale initiatives which do not fit into conventional categories ('project') and which demand effective cooperation between Divisions / units.
Lesson 5:	Campaigns with a partnership approach should make roles and responsibilities regarding relationship and partnership-building work clear between the coordinating role that the central campaign staff play vis-à-vis the work of technical and regional staff.
Context from which lesson is derived	The central campaign team lacked the capacity and authority to coordinate the relationship and partnership-building work of colleagues in policy departments and Regional Offices. The approach taken to working with certain groups such as industry, civil society and grassroots organisations has been somewhat ad hoc, leading to potential gaps in the approach vis-à-vis these constituencies.
Contexts in which lesson may be useful	Other large-scale initiatives which demand effective cooperation between Divisions / units / Regional Offices.
Lesson 6:	A campaign should have monitoring systems in place, including digital monitoring.
Context from which lesson is derived	The campaign has struggled with defining success. Regular monitoring and data were not available to the campaign team in order to make informed decisions, as well as evidence of results to justify how money was spent for accountability purposes. MEL systems applying to projects do not easily / usefully apply to the campaign, which has the additional challenge of seeking a set of outcomes that are hard to measure and not usefully distilled in output-focused KPIs. Although Google Analytics was used in the campaign, tagging of different content was not, which meant that it wasn't possible to track what actions were undertaken on the website and what source drove the traffic.

Contexts in which lesson may be useful	Other campaigns and initiatives which do not fit into conventional categories.
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6.3 Recommendations

Table 20: Recommendations, Responsible Agencies and Timelines

Recommendation 1	Systematise tracking and follow-up of pledges made by states by maintaining a record of commitments and policy changes and using this to inform ongoing engagement with governments, (which could include a mix of advocacy and/or practical support) - targeting in particular those that are major sources of plastic pollution to ensure conversion of promises into practice and to allow for elevating cases of 'champion governments'
Context of the recommendation	<ul style="list-style-type: none"> ✓ The campaign has succeeded in securing pledges from many states, but it is not always clear what this means in practice. ✓ Encouraging and supporting states to build on their commitments must be based on a clear picture of current practice. <ul style="list-style-type: none"> • This might include advisory support for preparing action plans and assisting with the monitoring and reporting of actions taken. ✓ Cases of governments which have introduced effective policies and practices should be promoted as examples to others. ✓ The focus of engagement should be on those governments that can potentially have the greatest impact.
Responsible Agency	Ecosystems Division
Timeline	This requires an initial effort to build a database of states' commitments and policies. This could happen by end October 2019. This would then need maintaining on an ongoing basis.
Recommendation 2	UN Environment should undertake a supplementary assessment to understand how well the individual pledge mechanism is working in terms of stimulating actual behaviour change.
Context of the recommendation	<ul style="list-style-type: none"> ✓ There have been over 100k sign ups to the individual pledge, but no data is currently available as to whether this commitment has translated to action, and if so, what actions have been taken
Responsible Agency	Communications Division
Timeline	By early 2020.
Recommendation 3	Develop a more comprehensive industry strategy focused on sectors not individual businesses.
Context of the recommendation	<ul style="list-style-type: none"> ✓ Work with industry has been ad hoc and more focused on engaging specific companies as sponsors and champions. ✓ A more comprehensive industry strategy would allow for more effectively confronting industry concerns and opposition, for example, in relation to alternatives (cf. recommendation 5). ✓ Those companies already engaged can be mobilised to act as exemplars and entries into the sectors of which they are a part.
Responsible Agency	Ecosystems Division
Timeline	By end 2019
Recommendation 4	Develop an expanded approach to working with civil society, including other large-scale initiatives with goals that overlap with those of the campaign, in order to increase mutual understanding of each other's added value and to maximise complementarity, and

	include as an explicit element of the exit strategy, articulated at the beginning of any future phases.
Context of the recommendation	<ul style="list-style-type: none"> ✓ While there are a number of major plastics campaigns, work with other international NGOs and entities like National Geographic has not been comprehensively strategized. ✓ The campaign itself cannot be present to the same extent in all key geographies and so would benefit from leveraging the engagement of grassroots groups to help bring pressure to bear wherever needed.
Responsible Agency	Communications Division
Timeline	By end 2019
Recommendation 5	Building on existing work done during this evaluation, ensure robust and appropriate indicators of success are agreed and operationalise this into a robust monitoring system for the campaign.
Context of the recommendation	<ul style="list-style-type: none"> ✓ There are inherent challenges to measuring shifts in attitudes and opinion and levels of engagement of both individuals and states. ✓ The campaign is not a project and conventional means of measuring projects anyway do not easily apply to it. ✓ A better developed regime of tracking website and online data needs to be put in place
Responsible Agency	Communications Division, working with the Monitoring Unit of Policy and Programmes Division
Timeline	By end 2019
Recommendation 6	Develop a campaign strategy that lays out how the preceding recommendations will be implemented and establishes a clearer structure for cross-divisional cooperation, strategic leadership and oversight.
Context of the recommendation	<ul style="list-style-type: none"> ✓ This would address identified weaknesses including that: <ul style="list-style-type: none"> • The campaign has suffered a lack of clear leadership at times and has struggled to bring the wider organisation along with it. • The campaign has not been founded on common, agreed priorities and clarity of roles across Divisions / units. • The campaign has at times lacked adequate capacity to deliver either in other divisions or at the regional levels. • Enough has changed in both external context and in terms of results to suggest that the campaign would benefit from setting out a fresh medium-term strategy.
Responsible Agency	Communications Division
Timeline	Early 2020
Recommendation 7	Using the revised Campaign Strategy, seek to raise funds, informed by the question of whether its advantageous to be under a UN project, to allow the campaign to plan with greater confidence to capitalise on the progress made to date and adequately address its weaknesses.
Context of the recommendation	<ul style="list-style-type: none"> ✓ A clearer, more settled sense of available funding beyond the short term would allow for more efficient and effective strategizing and forward planning.
Responsible Agency	Communications Division, working with others
Timeline	By end 2019

Annex 1: Terms of Reference

TERMS OF REFERENCE

Mid-Term Evaluation of the UN Environment project

“Clean Seas Campaign” contributing to the Global Partnership on Marine Litter project (GPML)

Section 1: PROJECT BACKGROUND AND OVERVIEW**Project General Information**

Table 1. Project summary

UN Environment PIMS ID:	01882	‘Clean Seas Campaign’ Contributing to the Global Partnership on Marine Litter (GPML) project.	
Implementing Partners	N/A		
Sub-programme:	Ecosystems Division	Expected Accomplishment(s):	POW 2014/15 EA (b) Use of ecosystem management approaches in countries to sustain ecosystem services from coastal and marine systems increased. POW 2018/19 EA (a) The health and productivity of marine, freshwater and terrestrial ecosystems are institutionalized in education, monitoring and cross-sector and transboundary collaboration frameworks at the national and international level.
UN Environment approval date:	April 2015	Programme of Work Output(s):	POW 16/17 Output (b) 3: The GPA global partnerships on wastewater and marine litter scaled up and technical support provided for catalytic actions in countries. POW 18/19 Output (a) 2: Technical assistance and partnerships on effective conservation measures and monitoring thereof (ecosystem management, ecological representativeness and connectivity).
Expected start date:	April 2015	Actual start date:	6 May 2015
Planned completion date:	GPML project had a planned end date of December 2017. Clean Seas Campaign has a planned end date of December 2020.	Actual completion date:	GPML project ends December 2018. Clean Seas Campaign: Phase 1: May 2015 – June 2018; Phase 2: July 2018 – December 2019; Phase 3: 2020
Planned project budget at approval:	GPML: USD 5,245,333	Actual total expenditures	Clean Seas Campaign: USD 1,778,000 (Phase 1)

UN Environment PIMS ID:	01882	'Clean Seas Campaign' Contributing to the Global Partnership on Marine Litter (GPML) project.	
	Clean Seas Campaign: USD 1,977,000 (Phase 1)	reported as of [date]:	
Planned Environment Fund allocation:	GPML: USD 1,779,403	Actual Environment Fund expenditures reported as of [date]:	N/A
Planned Extra Budgetary Financing:	GPML: USD 3,465,930	Secured Extra-Budgetary Financing:	
First disbursement:	May 2015	Date of financial closure:	N/A
No. of revisions:	1	Date of last revision:	June 2018
No. of Steering Committee meetings:	N/A	Date of last/next Steering Committee meeting:	Last: N/A Next: N/A
Mid-term Review/ Evaluation (planned date):	GPML: August 2016 Clean Seas Campaign:	Mid-term Review/ Evaluation (actual date):	GPML: None (evaluation of previous phase completed May 2016) Clean Seas Campaign: Nov 2018– March 2019
Terminal Evaluation (planned date):	GPML: Will prepare a Project Final Report by May 2019. Clean Seas Campaign: TBD	Terminal Evaluation (actual date):	<i>Not applicable</i>
Coverage - Country(ies):	GPML: Albania, Barbados, Bosnia and Herzegovina, Cape Verde, Cote d'Ivoire, Dominican Republic, Egypt, Fiji, Guatemala, Indonesia, Jamaica, Montenegro, Panama, Saint Lucia, Samoa, Seychelles, Sierra Leone, Turkey, Uruguay, Vietnam	Coverage - Region(s):	GPML: Global, Regional (<i>Africa, Asia Pacific, Europe, Latin America and Caribbean, North America, West Asia</i>) and National Clean Seas Campaign: Global
Dates of previous project phases:	Previous phase of GPML: Dec 2010- Dec 2014 USD 1,688,493. 53-P5 'Harmful Substances and Hazardous Waste and Resource Efficiency'	Status of future project phases:	New phase of GPML being prepared, anticipated implementation during 2019-22

Project Rationale

The use of plastics has increased twenty-fold in the past half-century. More than 311 million tons of plastic was produced worldwide in 2014, and 1/3 of this was packaging, most of which is single-use plastics. An estimated 10 million tonnes of plastics entered the oceans in 2010. Once in the ocean, it is extremely costly or impossible to recover. Rough figures estimate that two-thirds of plastics sink to the seabed, 15% float in the oceans and 15% wash up on beaches. The most common plastic marine litter are single-use products, including cigarettes, caps and lids, bottles, bags, food wrappers, cups, plates, utensils, straws, and stirrers. As developing countries and the global population continue to

grow, the quantity of plastic waste entering the ocean from land-based sources is expected to soar tenfold by 2025 in a business-as-usual scenario.⁹¹

Human-driven land-based activities are estimated to be responsible for 80% of the plastic waste entering oceans. Of this, three-quarters result from a lack of waste management, while a quarter is made up of waste leakage from within waste management systems. Additionally, 80% of plastic waste is low-value plastics, lacking the financial incentive for collection and recycling and making up a significant portion of marine plastic litter. There are currently few materials that are low-cost enough to be a viable large-scale replacement of plastics, especially for single-use products and a lengthy timeframe would be needed to mainstream any new material. Hence, while large-scale improvement of waste management is needed to reduce the amount of plastics going into the ocean in the short-term, the long-term solution requires a systemic reduction of the consumption and production of plastic.

To tackle the issue of marine litter at its source, the detrimental impacts of plastics in the ocean must be brought to the forefront of public concern through a broad-based global action/change oriented campaign in several phases.

Project Objectives and Components

Previous initiatives to combat marine litter are seen as having lacked critical elements that are essential to raising the importance of the marine litter issue to global recognition and significance, such as global reach, a unified voice, a clear call to action, content in languages other than English and attention on industry to act.

The intention of this campaign is to mobilize the general public to shift their behaviour towards plastic use and as a result of this, leverage industry to improve plastic management through re-design and recovery of plastic products and engage governments to change policies and regulations on single-use and microplastics. The intention is that this shift would signal a shift towards a closed-loop plastic material chain, whereby:

- ✓ plastics management is improved
- ✓ non-recoverable plastics phased out (e.g. microplastics in cosmetics)
- ✓ single-use plastics drastically reduced
- ✓ all plastics consumed re-enter the product life cycle and no waste is generated

The outcome of this would then be to restore a plastic-free marine system by addressing this issue upstream as the primary focus for change, while using the evidence of impacts on the beaches and oceans of the world to drive public empathy for action.

The campaign was designed to run over three phases: Phase I (May 2015 - June 2018: Educate and Engage); Phase II (July 2018 – end 2019: Collaborate) and Phase III (2020: Replicate and Scale). This evaluation will assess the performance of Phase I from which took place from 6 May 2015 to 30 June 2018. Apart from launching the campaign, this first phase aims to draw consumer attention to their consumption choices and highlight the government and industry champions of plastics reduction. During this phase the campaign was to engage with institutions (governments and industry) and the wider public. Phase I should lay the groundwork for the behaviour change communication and advocacy objectives in Phase II.

The campaign has the following objectives and outcomes (for all three phases):

Communication Objectives	Outcomes
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1) To harmonise different (global) campaigning efforts against marine litter into a global call for action in order to raise the issue's significance to wider global recognition	Coalition for action established to work with the GPML and other partners to support the development and implementation of the campaign
2) To raise the general public awareness of the detrimental environmental, economic and social impacts of marine litter.	General publics' awareness of plastic impact rises leading to shift in consumption choices from single-use plastic products to reusable products
3) To highlight/promote national government initiatives that aim to reduce use of single-use plastics and micro-plastics and improve waste management.	Improved legislation and enforcement of municipal and national policies that reduce plastic waste, in particular for non-recoverable single-use, low-value or low-quality plastics
3) To engage industry/businesses in the campaign through e.g. profiling of industry champions that have implemented policies to improve plastics management.	Increased number of companies who are adopting a solution-based approach and setting new standards around plastic usage and production; which would lead to a reduction of single use packaging and products

The campaign strategy includes a set of 12 Key Performance Indicators that have targets set for three different funding scenarios of USD \$500,000, USD \$2 million, and USD \$6 million. For Phase 1, the Campaign has managed to nearly meet the USD \$2 million funding scenario with a budget of USD 1,977,000.

Programmatically, this campaign is a major contributor to one of the outputs of the Global Partnership on Marine Litter project (PIMS ID 1882), which has the intended outcome: 'Marine litter is recognized as a priority challenge in global agenda translating into declarations, policy decisions and national actions to reduce the negative impact of marine litter on the environment'. The Clean Seas Campaign delivers against Output 3 '*Campaigns and awareness materials developed; stakeholders taking relevant action, including gender specific, to reduce marine litter*'. More specifically, this campaign contributes to the indicator 'Number of communication and outreach strategies developed and being implemented (baseline 0, target 2) and delivers two milestones (M1: GPML communications strategy approved by the Steering Committee; M2: Campaign has reached 2,000,000 people). The activity has a budget of USD 340,000⁹².

The campaign has a mix of products and activities including: *Digital* (campaign website; campaign toolkit; social media campaign; mobile app and a Massive Open Online Course on Marine Litter); *Audio-visual*; *Multi-media Exhibition* (photo challenge; online electronic exhibition for museums, zoos and aquariums); *Key Events* (world's largest beach and waterway clean up; clean seas events); *Innovation Challenge*; *Goodwill Ambassador Engagement*; *Stakeholder Engagement* and *Corporate, Entertainment and Sports Partnerships*. A set of 12 Key Performance Indicators were designed to support the measurement of this campaign's achievement and the monitoring and evaluation of these indicators was to be supported by a baseline survey and other baseline research.

Executing Arrangements

The Clean Seas campaign is executed by UNEP's Communication Division with the designated Campaign Manager reporting to the Communications Division head with a dotted line to the GPML Program Manager in the Ecosystems Division of UNEP. Within the Communications Division, the

⁹² Source: Global Partnership on Marine Litter Project Document, June 2018, Annex 1, item 2.

campaign sits under the Advocacy department and works directly with the Digital Media and Design teams.

Project Cost and Financing

Below an overview of funding received and spent within the first phase of the Campaign. The budget for the evaluation period is \$1,977,000 with actual expenditure at \$1,778,000.

Table 1. Budget vs. Expenditure for Phase 1

	Budget	Spent by July 1st 2018
Conceptualization	105,000	105,000
Launch, visual identity and website	92,000	92,000
11th hr	150,000	50,000
SWE Oct17	98,000	98,000
VR	30,000	30,000
SWE28/11	110,000	110,000
SWE18/11	25,000	25,000
SWE28/12	40,000	40,000
SWE28/11	68,000	68,000
NOR17	120,000	80,000
NOR17 regions	239,000	180,000
WED2018	900,000	900,000
TOTAL	1,977,000	1,778,000

Implementation Issues

The PIRs available to the evaluation manager don't identify any major implementation issues. However, there was an overall delay of nearly two years in campaign implementation before launch due mainly to high turnover of staff in the Communications Division in 2015. There was also recent turnover of the Campaign Manager who is now the second person to fill this role in the past 10 months. As per the initial evaluation discussions, split reporting lines between the Comms Division and the Ecosystems Division, where the umbrella GPML project sits, was also cited as contributing to the delay given the need to gather consensus from multiple divisions.

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

Key Evaluation Principles

As the Campaign is currently at the end of the first out of three planned phases, this Evaluation will have both a summative (assessing the performance at the end of phase I) and a formative (providing recommendations for future phases) nature. The Campaign has intended *direct effects*, particularly in relation to the attitudes and behaviours towards plastics of the wider public, governments and industry, and *indirect effects*, relating to the management of plastics and the amount of plastic litter entering oceans. Some of the indirect effects are expected to be achieved in conjunction with the Global Partnership on Marine Litter project.

Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

The “Why?” Question. As this is a Mid-term Evaluation particular attention should be given to identifying implementation challenges and risks to achieving the expected campaign objectives in Phases 2 and 3 and overall sustainability. Therefore, the “Why?” question should be at the front of the consultants’ minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultants need to go beyond the assessment of “what” the campaign performance was and make a serious effort to provide a deeper understanding of “why” the performance was as it was. This should provide the basis for the lessons that can be drawn from the campaign implementation to-date.

Baselines and counterfactuals. In attempting to attribute any outcomes and impacts to the project intervention, the evaluators should consider the difference between *what has happened with, and what would have happened without, the project*. This implies that there should be consideration of the baseline conditions, trends and counterfactuals in relation to the intended campaign outcomes and impacts. It also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the campaign. Sometimes, adequate information on baseline conditions, trends or counterfactuals is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about the campaign’s performance.

Communicating evaluation results. A key aim of the evaluation is to encourage reflection and learning by UN Environment staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons. Clear and concise writing is required on all evaluation deliverables. Draft and final versions of the main evaluation report will be shared with key stakeholders by the Evaluation Manager. There may, however, be several intended audiences, each with different interests and needs regarding the report. The Evaluation Manager will plan with the consultant(s) which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some or all of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

Objective of the Evaluation

In line with the UN Environment Evaluation Policy⁹³ and the UN Environment Programme Manual⁹⁴, the Mid-term Evaluation of a project is undertaken approximately half way through project implementation to analyse whether the project is on-track, what problems or challenges the project is encountering, and what corrective actions are required. The Mid-term Evaluation will assess campaign performance to date (in terms of relevance, effectiveness and efficiency), and determine the likelihood of the campaign achieving its intended outcomes and impacts, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, the Member States and other partners. Therefore, the evaluation will identify lessons of operational relevance for future campaign formulation and implementation (especially for the remainder of the initiative).

Key Strategic Questions

In addition to the evaluation criteria outlined in Section 10 below, the evaluation will address the **strategic questions** listed below. These are questions of interest to UN Environment and to which the project is believed to be able to make a substantive contribution: (bold more important)

⁹³ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

⁹⁴ http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf . *This manual is under revision.*

To what extent are the key performance indicators, baseline data and monitoring system adequate to support the evaluation of the performance of the campaign across all three of its intended phases? What improvements could be made to improve its evaluability?

To what extent, and in what ways, has the Clean Seas Campaign contributed to the achievement of the Direct Outcome of the Global Partnership on Marine Litter, via its delivery against Output 3? Have any contributions been made intentionally and in a coordinated and collaborative manner?

What are the benefits/disadvantages of the Clean Seas Campaign being administered programmatically and financially within the Global Partnership on Marine Litter project?

As this is the first time a campaign is being evaluated at UN Environment, within the 'Lessons Learned' and 'Recommendations' sections, particular attention should be paid to providing lessons and recommendations that are transferrable to other campaigns at UNEP.

Evaluation Criteria

All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria and a link to a table for recording the ratings is provided in Annex 1. A weightings table will be provided in excel format (link provided in Annex 1) to support the determination of an overall project rating. The set of evaluation criteria are grouped in eight categories: (A) Strategic Relevance; (B) Quality of Campaign Design; (C) Effectiveness, which comprises assessments of the delivery of outputs, achievement of outcomes and likelihood of impact; (D) Financial Management; (E) Efficiency; (F) Monitoring and Reporting; (G) Sustainability; and (H) Factors Affecting Project Performance. The evaluation consultants can propose other evaluation criteria as deemed appropriate.

Strategic Relevance

The evaluation will assess, in line with the OECD/DAC definition of relevance, *'the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor'*. The evaluation will include an assessment of the campaign's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of campaign approval. Under strategic relevance an assessment of the complementarity of the campaign with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

Alignment to the UN Environment Medium Term Strategy⁹⁵ (MTS) and Programme of Work (POW)

The evaluation should assess the campaign's alignment with the MTS and POW under which the project, Global Partnership on Marine Litter, was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW.

Alignment to UN Environment / Donor Strategic Priorities

Donor strategic priorities will vary across interventions. Relevant UN Environment strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building⁹⁶ (BSP), South-South Cooperation (S-SC) and UN Environment Assembly (UNEA) Resolutions 1/6, 2/11 and 3/7 on Marine and Plastic Litter and Microplastics. The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries. UNEA Resolution 2/11 called for a comprehensive

⁹⁵ UN Environment's Medium-Term Strategy (MTS) is a document that guides UN Environment's programme planning over a four-year period. It identifies UN Environment's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes.

⁹⁶ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

assessment of the effectiveness of relevant international, regional and sub-regional governance strategies and approaches to combat marine plastic debris and microplastics.

Relevance to Regional, Sub-regional and National Environmental Priorities

The evaluation will assess the extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented. Examples may include: national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc.

Complementarity with Existing Interventions

An assessment will be made of how well the campaign, either at design stage or during the campaign mobilization, took account of ongoing and planned initiatives (under the same sub-programme, other UN Environment sub-programmes, or being implemented by other agencies) that address similar needs of the same target groups. The evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UN Development Assistance Frameworks or One UN programming. Linkages with other interventions should be described and instances where UN Environment's comparative advantage has been particularly well applied should be highlighted.

Factors affecting this criterion may include:

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness

Quality of Campaign Design

The quality of campaign design will be assessed against international standards for multi-media, global communications campaign strategies.

Factors affecting this criterion may include (at the design stage):

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity

C. Effectiveness

Delivery of Outputs

The evaluation will assess the campaign's success in producing the programmed outputs (*products, capital goods and services resulting from the intervention*) and achieving milestones as per the campaign design and commitments made to the Global Partnership on Marine Litter project. Any *formal* modifications/revisions made during project / campaign implementation will be considered part of the campaign design. Where the campaign outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the Theory of Change. In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The delivery of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their delivery. The evaluation will briefly explain the reasons behind the success or shortcomings of the campaign in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision⁹⁷

Achievement of Direct Outcomes

The achievement of direct outcomes (*short and medium-term effects of the intervention's outputs; a change of behaviour resulting from the use/application of outputs, which is not under the direct control of the intervention's direct actors*) is assessed as performance against the direct outcomes as defined in the reconstructed⁹⁸ Theory of Change. These are the first-level outcomes expected to be achieved as a direct result of campaign outputs. As in para 27, above, a table can be used where substantive amendments to the formulation of direct outcomes is necessary. The evaluation should report evidence of attribution between UN Environment's intervention and the direct outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UN Environment's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the direct outcomes realised.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness

Likelihood of Impact

Based on the articulation of longer-term effects in the reconstructed TOC (*i.e. from direct outcomes, via intermediate states, to impact*), the evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Campaign objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-term impacts. The Evaluation Office's approach to the use of TOC in project evaluations is outlined in a guidance note available on the Evaluation Office website, <https://www.unenvironment.org/about-un-environment/evaluation> and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from direct outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects. Some of these potential negative effects may have been identified in the project/ campaign design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.⁹⁹

⁹⁷ 'Project management and supervision' refers to the supervision and guidance provided by UN Environment to implementing partners and national governments.

⁹⁸ UN Environment staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any changes made to the project design. In the case of projects pre-dating 2013 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the evaluation.

⁹⁹ Further information on Environmental, Social and Economic Safeguards (ESES) can be found at <http://www.unep.org/about/eses>

The evaluation will consider the extent to which the campaign has played a catalytic role or has promoted scaling up and/or replication¹⁰⁰ as part of its Theory of Change and as factors that are likely to contribute to longer term impact.

Ultimately UN Environment and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-term or broad-based changes. However, the evaluation will assess the likelihood of the project to make a substantive contribution to the high-level changes represented by UN Environment's Expected Accomplishments, the Sustainable Development Goals¹⁰¹ and/or the high-level results prioritised by the funding partner.

Factors affecting this criterion may include:

- Quality of Project Management and Supervision (including adaptive management)
- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness
- Communication and public awareness

E. Financial Management

Financial management will be assessed under two themes: *completeness* of financial information and *communication* between financial and project management staff. The evaluation will establish the actual spend of the campaign to date of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The evaluation will assess the level of communication between the Project/Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned campaign and the needs of a responsive, adaptive management approach. The evaluation will verify the application of proper financial management standards and adherence to UN Environment's financial management policies. Any financial management issues that have affected the timely delivery of the campaign or the quality of its performance will be highlighted.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

F. Efficiency

In keeping with the OECD/DAC definition of efficiency the evaluation will assess the extent to which the campaign is delivering maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of campaign execution. Focussing on the translation of inputs into outputs, cost-effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. Timeliness refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The evaluation will also identify any negative impacts caused by campaigns delays. The evaluation will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed implementation timeframe and consider whether the campaign was implemented in the most efficient way compared to alternative interventions or approaches.

¹⁰⁰ *Scaling up* refers to approaches being adopted on a much larger scale, but in a very similar context. Scaling up is often the longer-term objective of pilot initiatives. *Replication* refers to approaches being repeated, or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target group etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.

¹⁰¹ A list of relevant SDGs is available on the EO website www.unep.org/evaluation

The evaluation will give special attention to efforts by the project teams to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase efficiency. The evaluation will also consider the extent to which the management of the campaign minimised UN Environment's environmental footprint.

Factors affecting this criterion may include:

- Preparation and readiness (e.g. timeliness)
- Quality of project management and supervision
- Stakeholders participation and cooperation

G. Monitoring and Reporting

The evaluation will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring implementation and project reporting.

Monitoring Design and Budgeting

Each initiative should be supported by a sound monitoring plan that is designed to track progress against SMART¹⁰² indicators towards the delivery of the agreed outputs and achievement of direct outcomes, including at a level disaggregated by gender, vulnerability or marginalisation. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal evaluation/review should be discussed if applicable.

Monitoring of Project Implementation

The evaluation will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards campaign objectives throughout the implementation period. This should include monitoring the representation and participation of disaggregated groups (including gendered, vulnerable and marginalised groups) in campaign activities. It will also consider how information generated by the monitoring system during the implementation of the campaign was used to adapt and improve the campaign's execution, achievement of outcomes and to ensure their sustainability. The evaluation should confirm that funds allocated for monitoring were used to support this activity.

Project Reporting

UN Environment has a centralised Project Information Management System (PIMS) in which project managers upload six-monthly status reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Evaluation Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team. The evaluation will assess the extent to which both UN Environment and donor reporting commitments have been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

¹⁰² SMART refers to indicators that are specific, measurable, assignable, realistic and time specific.

- Quality of project management and supervision
- Responsiveness to human rights and gender equity (e.g. disaggregated indicators and data)

H. Sustainability

Sustainability is understood as the probability of direct outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes (i.e. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the initiative's design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention.

Socio-political Sustainability

The evaluation will assess the extent to which social or political factors support the continuation and further development of campaign direct outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular, the evaluation will consider whether individual capacity development efforts are likely to be sustained.

Financial Sustainability

Some direct outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other direct outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new resource management approach. The evaluation will assess the extent to which campaign outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the direct outcomes of an initiative have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

Institutional Sustainability

The evaluation will assess the extent to which the sustainability of campaign outcomes (especially those relating to policies and laws) is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the campaign outcomes after project closure. In particular, the evaluation will consider whether institutional capacity development efforts are likely to be sustained.

Factors affecting this criterion may include:

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity (e.g. where interventions are not inclusive, their sustainability may be undermined)
- Communication and public awareness
- Country ownership and driven-ness

Factors and Processes Affecting Project Performance

(These factors are rated in the ratings table, but are discussed within the Main Evaluation Report as cross-cutting themes as appropriate under the other evaluation criteria, above)

Preparation and Readiness

This criterion focuses on the inception or mobilisation stage of the campaign (i.e. the time between project approval and first disbursement). The evaluation will assess whether appropriate measures were taken to either address weaknesses in the campaign design or respond to changes that took place between project approval, the securing of funds and campaign mobilisation. In particular the evaluation will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. (*Project preparation is included in the template for the assessment of Project Design Quality*).

Quality of Project Management and Supervision

In some cases, 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, it will refer to the management performance of the executing agency and the technical backstopping and supervision provided by UN Environment.

The evaluation will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); communication and collaboration with UN Environment colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive management should be highlighted.

Stakeholder Participation and Cooperation

Here the term 'stakeholder' should be considered in a broad sense, encompassing all project partners, duty bearers with a role in delivering campaign outputs and target users of campaign outputs and any other collaborating agents external to UN Environment. The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the campaign life and the support given to maximise collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise. The inclusion and participation of all differentiated groups, including gender groups should be considered.

Responsiveness to Human Rights and Gender Equity

The evaluation will ascertain to what extent the campaign has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the evaluation will assess to what extent the intervention adheres to UN Environment's Policy and Strategy for Gender Equality and the Environment.

In particular, the evaluation will consider to what extent campaign design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to, and the control over, natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

Country Ownership and Driven-ness

The evaluation will assess the quality and degree of engagement of government / public sector agencies in the campaign. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended campaign's results, i.e. either a) moving forwards from outputs to direct outcomes or b) moving forward from direct outcomes towards intermediate states. The evaluation will consider the involvement not only of those directly involved in campaign execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices. This factor is concerned with the level of ownership generated by the campaign over outputs and outcomes and that is necessary for long term impact to be realised. This ownership should adequately represent the needs and/or interests of all gendered and marginalised groups.

Internal Communications

The evaluation will assess the effectiveness of the communication of learning and experience sharing between campaign partners and interested groups, including UN Environment itself, arising from the campaign during its life. The evaluation should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of different professional groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project, the evaluation will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

The Mid-Term Evaluation will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant(s) maintains close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings.

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

A desk review of:

- Relevant background documentation, inter alia UN Environment Assembly (UNEA) Resolutions 1/6, 2/11 and 3/7 on Marine and Plastic Litter and Microplastics, United Nations Convention on the Law of the Sea, Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (1995), World Economic Forum's *The New Plastics Economy: Rethinking the future of plastics* report, UNEP and GRID-Arendal's *Marine Litter Vital Graphics* (2016), etc;
- Project design documents (including minutes of the Global Partnership on Marine Litter project design review meeting at approval); Clean Seas Campaign Strategy, Annual Work Plans and Budgets or equivalent, revisions to the project/campaign (e.g. Project Document Supplement), the logical framework and its budget;
- Campaign reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence etc.;
- Campaign outputs: Background Research, Market Analysis & Stakeholder Mapping; Campaign Website (<http://www.cleanseas.org>); Clean Seas brand guide; The back to school education pack; *The State of Plastic* report; *Single-use Plastics – A Roadmap for Sustainability* report; *Marine Litter Vital Graphics*; *Marine Plastic Debris & Microplastics Global Lessons and Research to Inspire Action and Guide Policy Change*; *Marine Litter Legislation: A Toolkit for Policymakers*; etc.;
- Evaluations/reviews of similar projects, such as the Terminal Evaluation of the UNEP Project 53-P5
- "Managing Harmful Substance and Hazardous Waste through the Global Programme of Action in support of Regional Seas Agreements".

Interviews (individual or in group) with:

- UN Environment Project Manager (PM);
- Project management team;
- UN Environment Fund Management Officer (FMO);
- Sub-Programme Coordinator;
- Campaign partners, including 11th Hour, ConsultantSeas, Flipflop, Think Beyond Plastic, Lonely Whale Foundation, Ocean Conservancy, PCI Media Impact, Kurzgesagt (KGS), Sky, The

- World Association of Zoos and Aquariums, DELL, Volvo Ocean Race, Musto, Volvo Car, the Phuket Hotels Association;
- Relevant resource persons.

Surveys [Consultants to provide details in the Inception Report]

Other data collection tools [Consultants to provide details in the Inception Report]

Evaluation Deliverables and Review Procedures

The evaluation consultant will prepare:

Inception Report: (see Annex 1 for links to all templates, tables and guidance notes) containing a draft reconstructed Theory of Change of the campaign, campaign stakeholder analysis, evaluation framework and a tentative evaluation schedule.

Preliminary Findings Note: typically in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.

Draft and Final Evaluation Report: (see links in Annex 1) containing an Executive Summary that can act as a stand-alone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.

Evaluation Bulletin: a 2-page summary of key evaluation findings for wider dissemination through the Evaluation Office of UN Environment website.

Review of the draft evaluation report. The evaluation consultant will submit a draft report to the Evaluation Manager and revise the draft in response to their comments and suggestions. Once a draft of adequate quality has been peer-reviewed and accepted, the Evaluation Manager will share the cleared draft report with the Project Manager, who will alert the Evaluation Manager in case the report contains any blatant factual errors. The Evaluation Manager will then forward a revised draft report to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the evaluation consultant for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

Based on a careful review of the evidence collated by the evaluation consultant and the internal consistency of the report, the Evaluation Manager will provide an assessment of the ratings in the final evaluation report. Where there are differences of opinion between the evaluator and the Evaluation Manager on project ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the project.

The Evaluation Manager will prepare a **quality assessment** of the first and final drafts of the main evaluation report, which acts as a tool for providing structured feedback to the evaluation consultant. The quality of the report will be assessed and rated against the criteria specified in template listed in Annex 1 and this assessment will be appended to the Final Evaluation Report.

At the end of the evaluation process, the Evaluation Office will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals by the Project Manager. The Evaluation Office will track compliance against this plan on a six-monthly basis.

The Evaluation Team

For this evaluation, the evaluation team will consist of a Team Leader, two Core Consultants, and one Resource Consultant who will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager, Martina Bennett, in consultation with the UN Environment Project Manager, Dan Cooney, Campaign Manager, Petter Malvik, Communications Officer, Nicolien Delange, Fund Management Officer, Eric Nganga, and the Sub-programme Coordinators of the UN Environment Ecosystems Management Sub-programme. The consultants will liaise with the Evaluation Manager on any procedural and methodological matters related to the evaluation. It is, however, the consultants' individual responsibility to plan meetings with stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UN Environment Project Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the evaluation as efficiently and independently as possible.

The evaluation team will be hired for 5 months spread over the period 15th November 2018 to 15th April 2019 and should have: an advanced university degree in communications, environmental sciences, international development, or other relevant political or social sciences area; a minimum of 10 years of technical / evaluation experience, including using a Theory of Change approach and evaluating the design and implementation of communication campaigns; a broad understanding of contemporary environmental issues; excellent writing skills in English are required; knowledge of the UN system, specifically of the work of UN Environment, is desirable.

The Team Leader will be responsible, in close consultation with the Evaluation Office of UN Environment, for overall management of the evaluation and timely delivery of its outputs, described above in Section 11 Evaluation Deliverables. The Team Leader will ensure that all evaluation criteria and questions are adequately covered. More specifically, the Team Leader will be responsible for:

- be the main point of contact for liaison with the Evaluation Manager at UN Environment over the content of the work, and would be the main focus for the reporting and practical arrangements;
- contribute to data collection;
- ensure good communications between team members;
- ensure the budget and timeline are adhered to; ensure that the strategic direction of evaluation is kept on track.

The two Core Consultants will lead the design of the evaluation and construct evaluation tools and methods; contribute to data collection; provide detailed analysis of advocacy strategies; provide expert design and analysis of survey data (if required); and provide expertise on environmental campaigning.

The Resource Consultant will contribute to data collection, especially in countries where additional languages to English are required, and comment on tools, methodologies and drafts.

13. Schedule of the Evaluation

The table below presents the tentative schedule for the evaluation.

Table 3. Tentative schedule for the evaluation

Milestone	Tentative Dates
Inception Phase and Desk Review	November 12 th – December 12 th
Inception Report (first submission)	December 12 th
Inception Report (final submission)	December 31 st
Document review, telephone interviews, surveys etc.	January 1 st – 31 st
PowerPoint/presentation on preliminary findings and recommendations	February 6 th

Draft report to Evaluation Manager (and Peer Reviewer)	February 18 th
Draft Report shared with UN Environment Project Manager and team	March 1 st
Draft Report shared with wider group of stakeholders	March 13 th
Final Report	March 29 th
Final Report shared with all respondents	April 1 st

Contractual Arrangements

Evaluation Consultants will be selected and recruited by the Evaluation Office of UN Environment under an individual Special Service Agreement (SSA) on a “fees only” basis (see below). By signing the service contract with UN Environment/UNON, the consultant certifies that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project’s executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.

It is expected that the Team Leader and the two Core Consultants will be contracted directly by UN Environment, but the Team Leader’s contract will make specific reference to his responsibility for project deliverables. The Resource Consultant will be subcontracted by the Team Leader.

Fees will be paid on an instalment basis, paid on acceptance by the Evaluation Manager of expected key deliverables. The schedule of payment is as follows:

Schedule of Payment for the Consultants:

Deliverable	Percentage Payment
Approved Inception Report (<i>as per annex document 7</i>)	40%
Approved Draft Main Evaluation Report (<i>as per annex document 13</i>)	30%
Approved Final Main Evaluation Report	30%

Fees only contracts: Air tickets will be purchased by UN Environment and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid up front. Local in-country travel will only be reimbursed where agreed in advance with the Evaluation Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

The consultant may be provided with access to UN Environment’s Programme Information Management System (PIMS) and if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

In case the consultants are not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UN Environment Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultants have improved the deliverables to meet UN Environment’s quality standards.

If the consultants fail to submit a satisfactory final product to UN Environment in a timely manner, i.e. before the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultants’ fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

Annex 2: Consultant CVs

CV: Steve Tibbett

Steve Tibbett is an advocacy, policy and campaigns leader and strategist, concentrating on supporting organisations to achieve change. He has been an advocacy practitioner for over 20 years, working with dozens of organisations, networks and individuals to help improve their effectiveness. His core skillset includes leadership and management, advocacy strategy and advice, evaluation and research. Steve's background is in management and advocacy leadership. Previous to his consulting career, he led a department for ActionAid UK where, as director of policy and campaigns, he oversaw advocacy work on areas including international trade, corporate accountability and aid. He was a key member of the Make Poverty History Campaign Co-ordination Team and chaired its policy working group.

Steve is a founder member of the Advocacy Hub, an association of consultants who specialise in advocacy and social and political change strategies for civil society and intergovernmental organisations. He also hosts a podcast about advocacy campaigns: 100 Campaigns that Changed the World. He has led and supported teams on a wide range of organisations, helping to make them more effective in achieving their goals.

Employment history

2010 – 2019 Co-founder: Advocacy Hub

Co-founder of the Advocacy Hub, a community of consultant campaigners, evaluators, and strategists with a track record of successful delivery of projects for a diverse range of organisations. Responsible for creating leading and supporting effective teams ranging in size focusing on strategy support, advocacy and campaign evaluations, successfully leading and delivering over 50 consultancy projects.

2007 – 2019 Consultant, Steve Tibbett Consulting

2004 – 2006 Director of Policy and Campaigns, ActionAid UK

Responsible for strategic vision and overall management of ActionAid's policy influencing and campaigning strategies, lobbying work, linking with country programmes, and supporter campaigning.

2004 – 2006 Co-ordination Team, Make Poverty History

A senior member of the coordination (executive) team of the largest ever anti-poverty campaign, with major ongoing influence on international aid and debt policy.

2002 – 2004 Campaigns and Policy Director, War on Want

Managing a team of seven, responsibility was for strategic planning, implementing and monitoring of all campaigning and policy work, as well as advocacy and lobbying, communications strategy.

2000 – 2002 Head of Policy, War on Want

Heading up a new team in the organisation, strengthening the existing policy competence, bringing greater rigour and deeper analysis, based on advocacy principles.

Education

- ✓ M.Sc. Development Studies (1995, Distinction) - South Bank University, London
- ✓ B.A. (Hons) Politics and Sociology (1990) - University of the West of England, Bristol

Board membership

- ✓ 2018 – current Privacy International - Board Member
- ✓ 2005 - 2006 Trade Justice Movement - Board Member
- ✓ 2004 - 2006 Make Poverty History Campaign - Co-ordination Team Member
- ✓ 2002 - 2004 Tobin Tax Network (now Robin Hood Tax Campaign) - Founder and Chair
- ✓ 2001 - 2003 International Broadcasting Trust - Board Member

Selected Consultancies

- ✓ HFC Global Campaign Evaluation, Children's Investment Fund Foundation (CIFF), the ClimateWorks Foundation and the Pisces Foundation
- ✓ Mid-Term Review, Solid Ground Campaign, Habitat for Humanity International (Team Lead)
- ✓ End Point Evaluation for European Commission Funded Tax Justice Together project
- ✓ Multi-country evaluation campaigns on coal in Germany, UK and Brussels: European Climate Foundation (Team Lead)
- ✓ Study of the Danish Ministry of Foreign Affairs' Civil Society Strategy
- ✓ Final external evaluation of the Brot für die Welt Eurodad-led Project
- ✓ External Review of the Behind the Barcode/Price Campaign, Oxfam International
- ✓ Care for Me! Campaign Evaluation: SOS Children's Villages (Team Lead)
- ✓ Evaluation, Champion the Charter campaign, Motor Neurone Disease Assoc
- ✓ Evaluation of EC-funded work programme: Making EU Investment Policy work for Sustainable Development, Transnational Institute (Sole Consultant)
- ✓ Final Evaluation of EUROIFINET European Commission funded Project (Team Lead)
- ✓ Annual (four year) External evaluation of European Commission funding for European Venture Philanthropy Association (Team Lead)
- ✓ Quick Review of Advocacy, Opening Doors Coalition Campaign (Sole Consultant)
- ✓ Main evaluation of the Enough Food for Everyone IF Campaign (Team Lead)
- ✓ Mid-term review of Climate Change Campaign looking at strategic choices: Oxfam International
- ✓ Mid-term multi-country evaluation of Bill and Melinda Gates Foundation grant to Save the Children: child survival work in seven countries (Team Lead)
- ✓ Evaluation: Pew Charitable Trusts work on EU Common Fisheries Policy and Sharks (Team Lead)
- ✓ Review of the Human trafficking from Nigeria to the UK, Institute for Public Policy Research
- ✓ Mid-term & review of EVERY ONE campaign, Save the Children International (Team Lead)
- ✓ Evaluation of Arms Trade Treaty Campaign, Amnesty International UK
- ✓ Evaluation of influencing of DFID on nutrition: Save the Children UK (Team Lead)
- ✓ Mid-term review & final evaluation of EC-funded Supermarkets Project for Traidcraft (Team Lead)
- ✓ Evaluation of Somali People on the Move Project, Amnesty International
- ✓ Mid-term campaign review of 'Say No to Shared Streets' campaign: Guide Dogs for the Blind
- ✓ Review of Policy & Campaigns Department WaterAid (Team Lead)
- ✓ Evaluation of advocacy work in aftermath of Haiti Earthquake: World Vision International
- ✓ 'Light Touch' Review of the Demand Dignity Campaign: Amnesty International (Team Lead)
- ✓ Evaluation of European trade campaign: World Development Movement (Team Lead)
- ✓ Final Evaluation of Phase Two of Action for Global Health

CV: Jim Coe

CAMPAIGN STRATEGY & EVALUATION

SELECTED CAREER MILESTONES

2001 – present:

Since 2001, I have been a freelance consultant providing strategy support to, and evaluating, campaigning and advocacy, including through:

Learning and strategy support to foundations, NGOs and networks

I have extensive experience of providing strategy support to NGOs including Oxfam, Amnesty and Cafod, and for international networks including Eurodad, the Tax Justice Network and ALTER-EU.

I have also supported development of effective strategy for foundations, including with the multi-funder initiative Global Philanthropy Project, which supports the expansion of global philanthropic support to LGBTI communities, the Diana Princess of Wales Memorial Fund, and Oak Foundation.

Global and multi country campaign evaluations

2001- present:

I have played a leading role in a number of large scale evaluations of multi-year, global campaigns, with a supplementary focus on specific countries or regions – for example The Bill and Melinda Gates Foundation’s support to advocacy around the Global Fund for AIDS, TB and Malaria (2016-17), Pew Charitable Trusts’ European maritime environment campaigning (2016-17), Save the Children’s EVERY ONE campaign (2014), Oxfam’s Access to Medicines campaign (2011) and Greenpeace’s global GM campaign (2008).

2016 – present:

Host of Advocacy Iceberg Podcast

Focused on advocacy and campaigning, my podcast has covered topics such as leadership, networks, organising models, framing, power, the role of digital campaigning, approaches to evaluation and many other subjects.

<https://itunes.apple.com/gb/podcast/the-advocacy-iceberg/id1088558005>

2005-present:

Author of books and reports on advocacy and advocacy evaluation

I have written extensively about advocacy evaluation including in **“The Value Iceberg: Weighing the Benefits of Advocacy and campaigning”** (with Rhonda Schlangen, 2014, published by BetterEvaluation) and **“Advocacy Evaluation: Looking Through the Right End of the Telescope”** (with Rhonda Schlangen, 2011, published by the Center for Evaluation Innovation), as well as **“Is Your Campaign Making a Difference?”** (with Ruth Mayne, 2008, for UK infrastructure body NCVO). In 2013 I co-wrote **“Monitoring, Evaluation & Learning in NGO Advocacy”** (with Juliette Majot, commissioned by Oxfam America), which analysed and drew lessons from a review of advocacy-related M&E approaches of 9 INGOs

I also write about campaigning and advocacy, for example in **“Power and Change”** (with Ruth Mayne, 2009) & **“The Good Campaigns Guide”** (2005, with Tess Kingham) both for NCVO/

1989-2001:

Campaigner at Oxfam

I was a campaigner and senior campaigner at Oxfam and latterly Strategy Development & Learning Manager, responsible for research and innovation, programme and issue campaign development, evaluation and ensuring an impact focus.

CV: Jeremy Smith

Expertise in designing, delivering, monitoring and evaluating campaigns

Email jeremysmi@gmail.com

Websites www.campaignwhyandhow.com www.theadvocacyhub.org

Career history and experience:

As a consultant, January 2006 – July 2013; January 2015 –

Evaluations of campaigns or broader organisational reviews have been undertaken for a wide range of non-governmental and inter-governmental organisations, including:

- Habitat for Humanity Europe, Middle East and Africa: mid-term review of EC DEAR-funded campaign (2019)
- Commonwealth Partnership for Democracy: mid-term review of efforts to boost support for, and participation in, democratic institutions (2019)
- Privacy International: Challenging Data Exploitation Programme (2017-18)
- 350.org: public mobilisation around the 2015 Paris climate change summit (2016)
- United Nations Convention to Combat Desertification (2015-8):
 - utility of the Global Land Outlook, a new flagship publication;
 - quality and resonance of work to demonstrate the economic value of land;
 - delivery and outcomes of a Land Degradation Neutrality pilot project;
 - quality of support to improve reporting and alignment to global strategy;
 - effectiveness of National Action Programmes as tools for policy change.
- Amnesty International
 - Campaigns to Stop Torture and to defend sexual and reproductive rights (2016)
 - Project on People on the Move from Somalia (2015)
 - Campaign to stop forced evictions in Africa (2012)
 - Evaluation of efforts to grow presence in the global south and east (2010)
- Greenpeace
 - Clean Air Now campaign (UK, Germany and Belgium, 2018)
 - Campaign against Arctic oil drilling (Nordic, 2017-18)
 - A 'Response Lab' designed to encourage greater agility and external orientation in campaign design and delivery (Greenpeace International [GPI], 2016)
 - Campaign to influence international climate change summit (GPI, 2010)
- Oxfam

- Meta review of progress achieved by the GROW Campaign as funded by the Swedish International Development Cooperation Agency (2019)
- Behind the Barcodes / Price campaign (2018)
- Strategy review of aid and development finance advocacy (2018)
- Ten year access to medicines campaign (2011)

Training and support to campaign strategy development has been provided to

- Greenpeace: comparative assessment of international NGO growth strategies and evaluation of Greenpeace office expansion (2018)
- SOS Children's Villages: support to national advocacy strategy development (2016-8) and M&E of an advocacy capacity-building project (2016), plus workshop on monitoring and evaluating campaigns (2013)
- ECPAT network: development of first major campaign strategy (2015, with MC)

Writing and editing of international NGO outputs, including

- Oxfam Novib: development of a GROW campaign track-record (2017)
- Greenpeace: Global Annual Reports for 2014 and 2015.

Work for NGOs

- Fairfood International: Senior Manager, Evaluation and Impact Assessment, July 2013 – January 2015
- Amnesty International
 - Deputy Director, Campaigns Programme, Oct – Dec 2005
 - Deputy Director, Africa Programme, May – October 2003
 - Africa Campaigns Coordinator, December 2000 – July 2004
- Health Action International Europe, Campaigns Coordinator, Aug 2004 – Oct 2005
- Action for Southern Africa, Marketing Officer, July 1998 – December 2000

Educational qualifications

- Sep 1995 – Sep 1996 MSc Development Studies, London School of Economics and Political Science
- Oct 1992 – June 1995 BA Hons (first class) Geography, St. John's College, Oxford

Annex 3: Quality Assessment of the Evaluation Report

Evaluation Title:

Mid-Term Evaluation of the UN Environment campaign “Clean Seas”

All UN Environment evaluations are subject to a quality assessment by the Evaluation Office. This is an assessment of the quality of the evaluation product (i.e. evaluation report) and is dependent on more than just the consultant’s efforts and skills. Nevertheless, the quality assessment is used as a tool for providing structured feedback to evaluation consultants, especially at draft report stage. This guidance is provided to support consistency in assessment across different Evaluation Managers and to make the assessment process as transparent as possible.

	UN Environment Evaluation Office Comments	Final Report Rating
<p>Quality of the Executive Summary:</p> <p>The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.</p>	<p>The Executive Summary is clear and concise, covering all the relevant information.</p>	6
<p>I. Introduction</p> <p>A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.)</p> <p>Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?</p>	<p>All relevant background information is provided.</p>	6
<p>II. Evaluation Methods</p> <p>This section should include a description of how the <i>TOC at Evaluation</i>¹⁰³ was designed (who was involved etc.) and applied to the context of the project?</p> <p>A data collection section should include: a description of evaluation methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or</p>	<p>The section read well and covers the main areas.</p>	5

1. ¹⁰³ During the Inception Phase of the evaluation process a *TOC at Design* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions). During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

<p>sites/countries visited; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.).</p> <p>Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their experiences captured effectively, should be made explicit in this section.</p> <p>The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described.</p> <p>It should also address evaluation limitations such as: low or imbalanced response rates across different groups; gaps in documentation; extent to which findings can be either generalised to wider evaluation questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome.</p> <p>Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views.</p>		
<p>III. The Campaign</p> <p>This section should include:</p> <p><i>Context:</i> Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses).</p> <p><i>Objectives and components:</i> Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised)</p> <p><i>Stakeholders:</i> Description of groups of targeted stakeholders organised according to relevant common characteristics</p> <p><i>Project implementation structure and partners:</i> A description of the implementation structure with diagram and a list of key project partners</p> <p><i>Changes in design during implementation:</i> Any key events that affected the project's scope or parameters should be described in brief in chronological order</p> <p><i>Project financing:</i> Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing</p>	<p>All elements covered well.</p>	<p>5</p>
<p>IV. Theory of Change</p> <p>The TOC at Evaluation should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors.</p> <p>Where the project results as stated in the project design documents (or formal revisions of the project design) are not an accurate reflection of the project's intentions or do not follow OECD/DAC definitions of different results levels, project results may need to be re-phrased or reformulated. In such cases, a summary of the project's results hierarchy should be presented for: a) the results as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the TOC at Evaluation. <i>The two results hierarchies should be presented as a two column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'.</i></p>	<p>Good consideration of causal pathways and description of the assumptions and drivers underlying the TOC.</p>	<p>5</p>

<p>V. Key Findings</p> <p>Strategic relevance:</p> <p>This section should include an assessment of the project’s relevance in relation to UN Environment’s mandate and its alignment with UN Environment’s policies and strategies at the time of project approval. An assessment of the complementarity of the project with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed:</p> <p>Alignment to the UN Environment Medium Term Strategy (MTS) and Programme of Work (POW)</p> <p>Alignment to UN Environment/ Donor/GEF Strategic Priorities</p> <p>Relevance to Regional, Sub-regional and National Environmental Priorities</p> <p>Complementarity with Existing Interventions</p>	<p>Initially missing discussion on complementarity with other campaigns/initiatives, but has been revised to cover all elements.</p>	<p>5</p>
<p>B. Quality of Campaign Design</p> <p>To what extent are the strength and weaknesses of the project design effectively <u>summarized</u>?</p>	<p>Good summary of the strengths and weaknesses of the project design.</p>	<p>5</p>
<p>C. Nature of the External Context</p> <p>For projects where this is appropriate, key <u>external</u> features of the project’s implementing context that limited the project’s performance (e.g. conflict, natural disaster, political upheaval), and how they affected performance, should be described.</p>	<p>Short and concise description of the external factors affecting the campaign.</p>	<p>5</p>
<p>D. Effectiveness</p> <p>(i) Outputs and Direct Outcomes: How well does the report present a well-reasoned, complete and evidence-based assessment of the a) delivery of outputs, and b) achievement of direct outcomes? How convincing is the discussion of attribution and contribution, as well as the constraints to attributing effects to the intervention.</p> <p>The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.</p>	<p>This section now includes an assessment against the TOC and the Campaign KPIs and targets. The assessment of the quality of campaign outputs could have been expanded upon.</p>	<p>4</p>
<p>(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed? Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.</p>	<p>Discussion is grounded in a sound understanding of the TOC.</p>	<p>5</p>
<p>E. Financial Management</p> <p>This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed ‘financial management’ table. Consider how well the report addresses the following:</p> <p><i>completeness</i> of financial information, including the actual project costs (total and per activity) and actual co-financing used</p> <p><i>communication</i> between financial and project management staff</p>	<p>All aspects are considered and discussed, to the extent that the financial documentation was provided to the consultant and considering the delay in which that documentation was provided.</p>	<p>5</p>

<p>F. Efficiency</p> <p>To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including:</p> <p>Implications of delays and no cost extensions</p> <p>Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe</p> <p>Discussion of making use of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc.</p> <p>The extent to which the management of the project minimised UN Environment’s environmental footprint.</p>	<p>Required back and forth to address criteria and reorganize detail. Section has now been covered satisfactorily.</p>	<p>5</p>
<p>G. Monitoring and Reporting</p> <p>How well does the report assess:</p> <p>Monitoring design and budgeting (<i>including SMART indicators, resources for MTE/R etc.</i>)</p> <p>Monitoring of project implementation (<i>including use of monitoring data for adaptive management</i>)</p> <p>Project reporting (<i>e.g. PIMS and donor report</i>)</p>	<p>Section adequately covers all dimensions of monitoring as per guidance.</p>	<p>5</p>
<p>H. Sustainability</p> <p>How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes including:</p> <p>Socio-political Sustainability</p> <p>Financial Sustainability</p> <p>Institutional Sustainability</p>	<p>One gets a generally good idea of the dimensions of the Campaign’s sustainability. Suggestions to provide a more in-depth assessment of socio-political and financial dimensions were offered.</p>	<p>4</p>
<p>I. Factors Affecting Performance</p> <p>These factors are <u>not</u> discussed in stand-alone sections but are integrated in criteria A-H as appropriate. Note that these are described in the Evaluation Criteria Ratings Matrix. To what extent, and how well, does the evaluation report cover the following cross-cutting themes:</p> <p>Preparation and readiness</p> <p>Quality of project management and supervision¹⁰⁴</p> <p>Stakeholder participation and co-operation</p> <p>Responsiveness to human rights and gender equity</p> <p>Country ownership and driven-ness</p> <p>Communication and public awareness</p>	<p>Ratings and comments are included in the Ratings Table in the Conclusions. Most themes have been adequately addressed in other sections of the report.</p>	<p>5</p>
<p>VI. Conclusions and Recommendations</p> <p>Quality of the conclusions: The key strategic questions should be clearly and succinctly addressed within the conclusions section.</p> <p>It is expected that the conclusions will highlight the main strengths and weaknesses of the project, and connect them in a compelling story line. Human rights and gender dimensions of the intervention (e.g. how these dimensions were considered, addressed or impacted on) should be discussed explicitly. Conclusions, as well</p>	<p>Clear conclusions, recommendations and lessons. Strategic questions are now addressed.</p>	<p>5</p>

2. ¹⁰⁴ In some cases ‘project management and supervision’ will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UN Environment.

as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.		
ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should be avoided. Based on explicit evaluation findings, lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons must have the potential for wider application and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.	Clear and useful lessons learned.	5
iii) Quality and utility of the recommendations: To what extent are the recommendations proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when. At least one recommendation relating to strengthening the human rights and gender dimensions of UN Environment interventions, should be given. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.	Clear and useful recommendations.	5
VII. Report Structure and Presentation Quality		
Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?	The report does follow the recommended structure and meets all the requirements in the TOR.	5
Quality of writing and formatting: Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?	Good quality report – well-structured, clearly and well written, concise whilst providing detail.	5
OVERALL REPORT QUALITY RATING		5

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the evaluation report is calculated by taking the mean score of all rated quality criteria.

At the end of the evaluation, compliance of the evaluation process against the agreed standard procedures is assessed, based on the table below. *All questions with negative compliance must be explained further in the table below.*

	Compliance	
	Yes	No
Independence:		
Were the Terms of Reference drafted and finalised by the Evaluation Office?	x	
Were possible conflicts of interest of proposed Evaluation Consultant(s) appraised and addressed in the final selection?	x	
Was the final selection of the Evaluation Consultant(s) made by the Evaluation Office?	x	
Was the evaluator contracted directly by the Evaluation Office?	x	
Was the Evaluation Consultant given direct access to identified external stakeholders in order to adequately present and discuss the findings, as appropriate?	x	
Did the Evaluation Consultant raise any concerns about being unable to work freely and without interference or undue pressure from project staff or the Evaluation Office?		x
If Yes to Q6: Were these concerns resolved to the mutual satisfaction of both the Evaluation Consultant and the Evaluation Manager?		
Financial Management:		
Was the evaluation budget approved at project design available for the evaluation?	x	
Was the final evaluation budget agreed and approved by the Evaluation Office?	x	
Were the agreed evaluation funds readily available to support the payment of the evaluation contract throughout the payment process?	x	
Timeliness:		
If a Terminal Evaluation: Was the evaluation initiated within the period of six months before or after project operational completion? Or, if a Mid Term Evaluation: Was the evaluation initiated within a six-month period prior to the project's mid-point?	x	
Were all deadlines set in the Terms of Reference respected, as far as unforeseen circumstances allowed?	x	
Was the inception report delivered and reviewed/approved prior to commencing any travel?	x	
Project's engagement and support:		
Did the project team, Sub-Programme Coordinator and identified project stakeholders provide comments on the evaluation Terms of Reference?	x	
Did the project make available all required/requested documents?	x	
Did the project make all financial information (and audit reports if applicable) available in a timely manner and to an acceptable level of completeness?	x	
Was adequate support provided by the project to the evaluator(s) in planning and conducting evaluation missions?	NA	
Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the evaluation?	x	
Were evaluation findings, lessons and recommendations adequately discussed with the project team for ownership to be established?	x	
Did the project team, Sub-Programme Coordinator and any identified project stakeholders provide comments on the draft evaluation report?	x	
Quality assurance:		
Were the evaluation Terms of Reference, including the key evaluation questions, peer-reviewed?	x	
Was the TOC in the inception report peer-reviewed?	x	
Was the quality of the draft/cleared report checked by the Evaluation Manager and Peer Reviewer prior to dissemination to stakeholders for comments?	x	
Did the Evaluation Office complete an assessment of the quality of both the draft and final reports?	x	
Transparency:		

Was the draft evaluation report sent directly by the Evaluation Consultant to the Evaluation Office?	x	
Did the Evaluation Manager disseminate (or authorize dissemination) of the cleared draft report to the project team, Sub-Programme Coordinator and other key internal personnel (including the Reference Group where appropriate) to solicit formal comments?	x	
Did the Evaluation Manager disseminate (or authorize dissemination) appropriate drafts of the report to identified external stakeholders, including key partners and funders, to solicit formal comments?	x	
Were stakeholder comments to the draft evaluation report sent directly to the Evaluation Office	x	
Did the Evaluation Consultant(s) respond to all factual corrections and comments?	x	
Did the Evaluation Office share substantive comments and Evaluation Consultant responses with those who commented, as appropriate?	x	

Provide comments / explanations / mitigating circumstances below for any non-compliant process issues.

<u>Process Criterion Number</u>	<u>Evaluation Office Comments</u>