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Final Report Version	**Terminal Evaluation of the Project: "Engaging Major Groups and Stakeholders for Policy Dialogue." (42P2)**

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List of acronyms & abbreviations

Acronym/Abbreviation	Meaning
BSP	Bali Strategic Plan
CPR	Committee of Permanent Representatives
CSO	Civil Society Organisation
DELC	Division of Environmental Law and Conventions
DRC	Division of Regional Cooperation
GC	Governing Council
GC/GMEF	Governing Council/Global Ministerial Environment Forum
GEF	Global Environmental Facility
GMGSF	Global Major Groups and Stakeholders Forum
HRBA	Human Rights-Based Approach
IEG	International Environmental Governance
ITUC	International Trade Union Confederation
IPBES	Intergovernmental Platform on Biodiversity and Ecosystem Services
MGFC	Major Groups Facilitating Committee
MGS	Major Groups and Stakeholders
MGSB	Major Groups and Stakeholders Branch
MTS	Medium-Term Strategy
NGO	Non-Governmental Organisation
OECPR	Open-Ended Committee of Permanent Representatives
PoW	Programme of Work
RCM	Regional Consultation Meeting
ROtI	Review of Outcome to Impacts
SAICM	Strategic Approach to International Chemicals Management (Once??)
SCP	Sustainable Consumption and Production
SDGs	Sustainable Development Goals
SGB	Secretariat of the Governing Bodies
SPAC	Sustainable Production and Consumption
TOC	Theory of Change
UN DESA	United Nations Department of Economic and Social Affairs
UN DPI	United Nations Department of Public Information
UNEA	United Nations Environment Assembly
UNEP	United Nations Environment Programme
UNITAR	United Nations Institute on Training and Research
UN-REDD	United Nations collaborative initiative on Reducing Emissions from Deforestation and forest Degradation
WRI	World Resources Institute

Executive summary

Evaluation methodology

The findings of the evaluations were based on a desk review of all the relevant project documentation and telephone interviews with Major Groups and Stakeholders (MGS) representatives, Member States and United Nations Environment Programme (UNEP) officials.

A. Strategic relevance:

The overall project was tightly aligned with UNEP's Medium-Term Strategy (MTS) (2010-2013), especially sub-programme 4 on environmental governance. The project directly contributed to the latter by strengthening the engagement and influence of MGS in UNEP's policy and governance work and in international environmental policy processes. Moreover, the project was highly relevant to the Bali Strategic Plan (BSP) in light of its focus on MGS capacity building. Equally, gender balance was reflected by virtue of the fact that women form one of the nine MGS targeted in this project. Moreover, the project reflects a human rights-based approach (HRBA) insofar as it has promoted the emerging environmental right of public participation (by helping to overcome structural challenges that have impeded MGS participation). Finally the project was highly relevant to global and regional environmental concerns in light of the extent to which activities were designed to facilitate MGS engagement in policy-making processes related to global and regional sustainability issues such as the Green Economy, International Environmental Governance (IEG) and SPAC.

B. Achievement of outputs:

The project achieved the vast majority of its outputs, as reflected in the progress reports and interviews with key actors.

C. Effectiveness (attainment of project objectives and results)

The project received an aggregate rating of "BB" and as such, is "Likely" to achieve the expected impact.

The intended impact as re-framed in the reconstructed Theory of Change (TOC) is "increased legitimacy, credibility and effectiveness of UNEP". Without the Branch's efforts to contribute to this impact through its efforts to strengthen MGS engagement, (and in turn, stakeholder democracy), UNEP's legitimacy and credibility would have suffered.

The outcomes that were reframed in the reconstructed TOC include: international decision-making processes are influenced by MGS; UNEP governance is increasingly influenced by MGS; and partnerships between UNEP and MGS are formed and/or strengthened.

As regards the achievement of project outcomes, despite limited resources, considerable efforts were undertaken by the Branch to support the capacity of MGS to participate in and influence international decision-making processes. The anecdotal evidence confirms that the Branch achieved most of its intended outcomes.

In addition, the measures designed to move towards intermediate states have also been successful, albeit to varying degrees. Again, like the outcomes, the intermediate results are not quantifiable. As well, most of the impeding factors are beyond the Branch's control, such as the political context and resource constraints.

Overall, there are mixed views among Member States regarding the role that MGS should play in environmental decision-making processes. However, it is clear that in the absence of the Branch, there would have been no way of enabling MGS engagement, either at Rio+20 or in UNEP's Governing Council (GC) (and later the United Nations Environment Assembly (UNEA)), at all.

Of course there is much work to be done to ensure that MGS engagement continues to be deepened and supported within environmental policy processes. In this regard, the adoption of a robust Stakeholder Engagement Policy at UNEA-2 will be essential.

D. Sustainability and replication

Several factors have affected the project's sustainability. The negative factors include the Branch's resource constraints and the decrease in political support for MGS engagement (as reflected in the fact that the Stakeholder Engagement Policy could not be adopted at UNEA-1).

Nevertheless, the robustness of the institutional structures and processes developed (i.e. the Major Groups Facilitating Committee (MGFC), the Regional Consultation Meetings (RCMs), the MGS Global Forum (MGSGF) have offset these obstacles.

Equally important is the fact that the most of the project activities are indeed core activities that the Branch must implement in light of UNEP's mandate to work with MGS. This will ensure continuity of activities in the next biennium.

The move of the Branch from the Division of Regional Cooperation (DRC) to the Secretariat of the Governing Bodies (SGB) has enhanced the Branch's impact because of the greater opportunities to interact with and convince Member States of the merits of MGS engagement. All of these factors have contributed to the probability of continued results, and hence overall project sustainability.

Catalytic role and replication

The project has been catalytic in changing behaviour as well as institutional and policy change.

E. Efficiency

The efficiency of the project was ensured by the following expenditure and time-saving methods: modern technology, which reduced both costs of travel and time; scheduling MGS meetings back-to-back with other events; and building on previous initiatives, such as the work of the Stakeholder Branch from the point it was established in 2004 up to the launch of the project. Despite issues arising from delay in the transfer of financial resources, the project adapted proving its flexibility, and consequently its efficiency too.

F. Factors affecting project performance:

Overall, the factors affecting performance were effectively controlled by the project. The project implementation mechanisms were drafted broadly in the original and revision project documents to ensure optimal flexibility to enable the Branch to respond to adapt to evolving challenges and implement activities accordingly. The mechanisms were followed and where needed, adjustments were made to ensure the achievement of project results. In addition, the Branch helped to build ownership by encouraging dialogue between all the different MGS, informing MGS, financing their participation, facilitating their interaction with Member States and providing them with the resources to enhance their capacity to

engage. Monitoring was ensured by a detailed project delivery plan and consistent reporting.

Table 1 : Summary of Evaluation Ratings

Criterion	Overall Rating
A. Strategic relevance	**HS**
B. Achievement of outputs	**HS**
C. Effectiveness: Attainment of objectives and planned results	**MS**
1. Achievement of direct outcomes as defined in the reconstructed TOC	**MS**
2. Likelihood of impact using ROtI approach	**MS**
3. Achievement of formal project objectives as presented in the Project Document.	**MS**
D. Sustainability and replication	**ML**
1. Socio-political sustainability	**MU**
2. Financial resources	**MU**
3. Institutional framework	**HL**
4. Environmental sustainability	**HL**
5. Catalytic role and replication	**HS**
E. Efficiency	**MS**
F. Factors affecting project performance	
1. Preparation and readiness	**MS**
2. Project implementation and management	**S**
3. Stakeholders participation, cooperation and partnerships	**HS**
4. Communication and public awareness	**S**
5. Country ownership and driven-ness	**HS**
6. Financial planning and management	**S**
7. Supervision, guidance and technical backstopping	**S**
8. Monitoring and evaluation	**MS**
i. M&E design	**MS**
ii. M&E plan implementation	**S**
Overall project rating	**S**

INTRODUCTION

1. The terminal evaluation of the UNEP project "Engaging major groups and stakeholders for policy dialogue" is being undertaken after the project's completion to assess project performance (in terms of relevance, effectiveness and efficiency).

2. The main aim of the project has been to support MGS participation within UNEP's work at policy, programmatic and governance levels and to facilitate the engagement of MGS in international environmental decision-making processes. According to Agenda 21 the nine Major Groups include: business and industry; children and youth; farmers; indigenous peoples and their communities; local authorities; Non-Governmental Organisations (NGOs); scientific and technological community; women; and workers and trade unions.

3. The project emerged from a series of consultations, which UNEP convened in 2008-2009, to examine how it could enhance the role of MGS in the implementation of UNEP's Programme of Work (PoW). In response to the key recommendations resulting from the consultations, the project was designed to facilitate the participation of MGS in UNEP's work. The project under review included three main clusters of activities designed to: support MGS engagement in the Rio+20 process; strengthen MGS engagement in UNEP's governance work; and promote strategic partnerships with key MGS.

4. MGS have always played an important role in UNEP's work, from participation in UNEP governance processes, involvement in programme design and implementation, provision of expert advice, contribution of innovative solutions and the fostering of support for UNEP's overall mission and mandate.

5. At the governance and policy level, the main entry point for MGS is through the RCMs prior to the GC (and now the UNEA), through the GC and UNEA itself and now through the UNEP Committee of Permanent Representatives (CPR), which undertakes governance-related work in-between the biennial UNEA meetings.

6. At the programme level, MGS engage through: multi-stakeholder forums on UNEP's six thematic areas; their own advocacy and lobbying efforts; and through outreach campaigns to mobilise MGS engagement in UNEP policies. (ROE, 2015)

7. As described by the 2013 Expert Group Meeting on "Models and Mechanisms of Civil Society Participation in UNEP" on engagement policies, there are several perceived benefits that flow from strengthening the participation of MGS in UNEP's work (Independent Group of Experts on New Mechanisms for Stakeholder Engagement at UNEP, 2013, pages 4-6):

    - Increases to UNEP's relevance, authority, credibility, legitimacy and effectiveness;
    - Improved quality of UNEP's decision-making;
    - Stronger connection between UNEP and peoples' and communities' needs;
    - Stronger linkages between international public discourse to national discourses;
    - Increased impacts of UNEP's decisions on the ground, including increase of ownership and accountability at the national level and greater promote political will related to UNEP's mandate; and
    - Upgraded focus on and protection of the environment including human health.

8. However, as highlighted in the 2008-2009 consultations, there were several challenges that prevented optimal engagement of MGS. These included lack of public participation and access to information, lack of capacity to follow-up and monitor engagement of MGS in UNEP's work, and lack of respect of the diversity of views and perspectives of MGS. The

2008-2009 consultations made a number of recommendations, calling for UNEP to build MGS capacity and to adopt a major groups approach to improve engagement. Once again, this current project under review was a direct response.

9. UNEP was well placed to undertake this work in light of its formal mandate to work with MGS. The mandate has been discharged through the work of the Major Groups and Stakeholders Branch (MGSB), established in 2004. As previously mentioned, the project was a direct response by UNEP to address the challenges identified in the 2008-2009 consultations. The present project was developed in 2009 for inclusion into UNEP 2010-11 PoW.

10. This project was coordinated by the MGSB of the Division of Regional Cooperation (DRC) (under the Environmental Governance Sub-programme). Regional Offices were closely involved in project implementation. During the project life, DRC ceased to exist and the Branch, and therefore the Branch, and the work encompassed by this project, was transferred to the Secretariat of Governing Bodies (SGB) and Stakeholders.

11. The project was revised twice, primarily to extend its duration. The first revision included some adaptation of the project objective and outputs to reflect the change in wording of the expected accomplishment in UNEP's new PoW.

1.1 Subject and scope of the evaluation

12. The project outputs (at project start in 2010 and after the 2012 revision) included the following in Table 2 below.

13. It is important to note that the logical framework in both the 2009 project document and 2012 revision incorrectly clustered all the outcomes together into one general outcome. Nor did the initial project design link any of the project outputs to specific outcomes. Another problem with the logframe is the lack of components within which the outcomes and corresponding outputs should have been clustered. This makes it difficult to understand the causal pathway from project outputs (i.e. the goods and services delivered by the project) to outcomes (changes resulting from the use of project outputs), through to intermediate results and onwards to impact.

14. The evaluation has been carried applying a participatory approach, whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both, quantitative and qualitative evaluation methods have been used to determine project achievements against the expected outputs, outcomes and impacts.

15. The findings of the evaluation are based on two main categories of input, notably a desk review of the key project documents and interviews with relevant actors.

1.2. Evaluation objectives

16. This terminal evaluation has two primary purposes: (i) to provide evidence of results of the work of the UNEP MGSB to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among key actors, including UNEP, MGS, and Member States.

17. These learnings will specifically equip UNEP's MGSB in the next phase of its work, in terms of the role it should play to continue to facilitate the engagement of MGS in UNEP's policy and governance processes. Since the work of the Branch has never been formally evaluated, these learnings will be of particular importance to help ensure that the Branch is best positioned in the next biennium.

1.3. Evaluation scope, approach and methods

18. The evaluation assesses the project's success in producing the programmed outputs and milestones as presented in Table 10 below, both in quantity and quality, as well as their usefulness and timeliness. As well the evaluation assesses progress towards higher-level results such as the strengthened legitimacy of UNEP as a result of increased MGS engagement.

19. The evaluation covers the first phase of the project (2010 to 2012) as well as the second phase (2012 to 2014).

20. Both quantitative and qualitative methods were used to determine project achievements against the expected outputs, outcomes and intended impacts. The evaluation team leader maintained close communication with the MGSB as well as the Director of UNEP's Evaluation Office.

21. The findings of this evaluation report were based on a desk review of all relevant background documentation, including project design documents, progress reports and background articles on MGS engagement. As well, interviews were conducted with the project management team, representatives of UNEP's regional offices and a large number of MGS representatives.

1.4 Main evaluation criteria and questions

22. In line with the UNEP Evaluation Policy and the UNEP Programme Manual, project performance is assessed in terms of relevance, effectiveness and efficiency; outcomes and impacts (actual and potential) stemming from the project; and their sustainability. In order to assess project performance and determine outcomes and impacts, the evaluation focused on the following key questions:

a. To what extent has the project strengthened the capacities of MGS to: engage in policy dialogue; influence decision-making; and participate in UNEP's work at the policy and programmatic level?
b. Has the project strengthened the capacity of MGS to influence inter-governmental environmental processes? (Outcome 1)
c. Has the project strengthened the capacity of MGS to inform and influence UNEP policy, programme and governance processes? (Outcome 2)
d. Has the project helped to strengthen partnerships with MGS, in order to support the promotion and implementation of internationally agreed environmental goals? (Outcome 3)
e. How effectively and efficiently was the overall project planned and managed?
f. What should be the substantive role of the MGSB in UNEP's Mid-Term Strategy (MTS) for the 2016-2018 biennium?
g. What are the new monitoring tools, methods and approaches that could be developed to improve the assessment of the results of the next phase of the MGSB work?
h. Given its goal, outputs and the ongoing nature of the MGS work is the 'project' structure the most appropriate organizational form?
i. How has the project contributed to anchoring UNEP knowledge on stakeholder engagement since 2002?

2 PROJECT BACKGROUND

2.1 Context

23. The role of the Major Groups Branch is to involve civil society groups in the work of UN agencies. Each agency has a focal point. Cooperation between UNEP and MGS spans more than three decades, on a wide variety of levels, from technical cooperation through to policy development and governance. There are nine major groups, comprising organisations that are formally accredited to the UN:

- Business and Industry
- Children and Youth
- Farmers
- Indigenous Peoples and their Communities
- Local Authorities
- Women
- Non-Governmental Organisations
- Workers and Trade Unions
- The Scientific and Technological Communities

24. UNEP's approach to the engagement of civil society is rooted in Principle 10 of the Rio Declaration on Environment and Development, which was adopted at the 1992 Earth Summit. Principle 10 emphasises that environmental issues are best handled with the participation of civil society.

25. In 2008-2009, UNEP convened a series of consultations that addressed the role of MGS in the implementation of UNEP's PoW for 2010-2011. The consultations identified several challenges regarding MGS engagement. These included: limited public participation, access to information and justice; low capacity to follow up on international environmental agreements; and diversity of views and perspectives of civil society that may not be reflected in the MGS framework.

26. The consultations made a number of recommendations regarding UNEP's engagement with MGS. These included: setting up a database of partners; building MGS capacity; adopting MGS approach and establishing guidelines for working with MGS. In response to these consultations, UNEP developed its first Policy on Partnerships and Guidelines for Implementation in August 2009. The Policy provided a framework for MGS engagement. Another important response to the consultations was the creation of this project- 'Engaging major groups and stakeholders for policy dialogue'.

27. Established in January 2010, the project was designed to facilitate the participation of MGS in UNEP's work at the policy and programmatic level, thus improving the impact and quality of UNEP's overall work. The project was expected to be completed by December 2012, but was extended through to the end of 2014.

28. The project created a platform that enabled MGS to: engage in policy dialogue; participate in multilateral environmental negotiations and influence environmental decision-making. The project also aimed to ensure that an increasing number of MGS participated effectively in the governance debate at UNEP and in the implementation of UNEP's PoW, and that new strategic partnerships were formed with MGS. As described below, one of

the key aims of the project was to strengthen the engagement of MGS in the 2012 United Nations Conference on Sustainable Development (Rio+20).

29. As the Effectiveness chapter of this evaluation report explains in detail, MGS succeeded in influencing several important issues in the Rio+20 Outcome Document. Of particular importance is the strong political endorsement for stakeholder engagement. For example, Paragraph 88(h) of the Outcome Document encourages UNEP to take a new approach to stakeholder engagement and ensure the meaningful participation of MGS in various processes, including agenda-setting, decision-making/shaping and implementation. Equally important is the political commitment enshrined in Paragraph 43, which states that "broad public participation and access to information and judicial and administrative proceedings are essential to the promotion of sustainable development".

30. Later on, in 2013, UNEP convened an NGO Expert Group (in Geneva on January 22-23) to discuss gaps in current engagement practices as well as best practices in engagement policies within international organisations, in addition to proposals for the future. (Strandenaes, 2013, page 5) They emphasized that operationalizing the full right to participation includes: full access to meetings at all levels; speaking rights equivalent to Member States; document submission; participation in the agenda-setting process through participation in inter-sessional processes and access to negotiated texts. (*ibid*, page 9).

31. Subsequently, UNEP's GC at its First Universal Session (in February 2013) adopted Decision 27/2 on institutional arrangements. The Decision requested (in Paragraph 7 on Mechanisms for Stakeholder Engagement in UNEP) the development by 2014 of: a process for stakeholder accreditation and participation that builds on the existing rules; a mechanism and rules for stakeholder expert input and advice; working methods and processes for informed discussions and contributions by all relevant stakeholders towards the inter-governmental decision-making process.

32. In September, 2013, the Executive-Director of UNEP convened an Independent Group of Experts on New Mechanisms for Stakeholder Engagement at UNEP, to advise the Task Force on Stakeholder Engagement on the main elements of new mechanisms for stakeholder engagement and transparency that build on best practices of multilateral organizations.

33. The Expert Group identified several challenges and risks for MGS engagement in UNEP:

- Limited opportunities for MGS self-organisation under UNEPs civil society mechanisms;
- Power struggles within civil society that have emerged as a result of the MGS approach
- Limited financial support from within UNEP for MGS engagement
- Limitations on UNEP's ability to engage with the full spectrum of MGS who are affected by UNEP decisions.

34. As a result, after endorsement by UNEP's Senior Management, the Draft UNEP Stakeholder Engagement Policy was presented to the First Session of the UNEA 23-27 June, 2014.

35. Member States could not adopt a final decision on the Engagement Policy, despite the progress that had been made since it was first debated in the Open-Ended CPR to UNEP (24-28 March 2014). The decision to adopt the Policy was been deferred to the second session of UNEP that will be convened in May 2016.

36. The fact that Member States could not adopt the Engagement Policy is an important expression of the current state of political support for MGS, which appears to have waned

since 2012. Against this backdrop, the Branch has important work ahead to help to galvanize the political support needed in order to ensure that UNEA-2 adopts a robust policy. The findings and recommendations of this evaluation are intended to help define the substantive role and strategic direction for the Branch during and after the completion of the second phase of this project.

2.2 Project Objectives and Components

37. The main aim of the project has been to support MGS participation within UNEP's work at policy, programmatic and governance levels and to facilitate the engagement of MGS in international environmental decision-making processes.

38. The 2009 project document clustered key activities around three sets of project outputs (instead of components), notably: inter-sectoral policy dialogues on IEG, green Economy and Rio+20; MGS Partnerships; and inter-governmental policy dialogues related to the Governing Council/Global Ministerial Environment Forum (GC/GMEF). The 2009 project document incorrectly characterized components as outputs. Hence in the TOC section, these outputs were reframed as components, with the relationship to outcomes and outputs captured accordingly. The reframed components as reflected in the reconstructed TOC are: increased engagement in international environmental policy processes; enhanced participation in UNEP governance processes; and new strategic partnerships.

Table 2 : Project Outputs

Project Output 2010	Project output 2012 and 2014
Output 1 Inter-sectoral policy dialogues on environmental priorities at regional/global levels: Green economy; IEG, Rio +20	**Output 1** Inter-governmental policy dialogues on environmental priorities at regional/global level are influenced by inputs/recommendations from major groups and stakeholders of civil society
Output 2 Major groups and stakeholders partnerships for the promotion and implementation of internationally agreed environmental goals.	**Output 2** The promotion and implementation of internationally agreed environmental goals is supported by partnerships with major groups and stakeholders.
Output 3 Inter-government policy dialogues on environmental priorities: GC/GMEF	**Output 3** Inter-government policy dialogues on environmental priorities : GC/GMEF

39. It should be emphasized that the 2009 project document also indicated that the objective of the project was to contribute to UNEP's expected accomplishment 4(b) of the sub-programme on environmental governance under the 2010-2012 PoW. That expected accomplishment refers to the capacity of states to implement their environmental obligations. Neither the 2010-2012 PoW nor subsequent iterations that governed project revisions actually contained any expected accomplishments (EA) related to MGS engagement of the environmental governance sub-programme. At the time the project document was prepared, EA 4(b) was probably the most relevant. However this is indeed an important gap that should be rectified in the planning for the 2018-2020 MTS if indeed the work of MGS is to be embedded more deeply within UNEP's PoW.

2.3 Target areas/groups

40. The project built on UNEP's three pronged-approach to engagement with MGS (i.e. at the governance and policy levels, the programmatic level and through information sharing,

outreach and networking) by harnessing the value-added contribution of MGS. The primary partners of the project are the nine major groups and UNEP accredited organizations as well as key environmental stakeholders.

41. The nine MGS comprise: business and industry (private sector), children and youth, farmers, indigenous peoples, local authorities, non- governmental organisations, science and technology, women and workers and trade unions, other stakeholders e.g. professional organisations, charity and faith based, the media as well as public sector stakeholders and the UN agencies.

2.4 Milestones in Project Design and Implementation

42. Note that the key milestones for each output are contained in Table 10 in Annex II.

2.5 Implementation Arrangements

43. As explained in Section 1.1, the project was coordinated by the MGSB of the DRC (under the Environmental Governance sub-programme). All of the Regional Offices were closely involved in project implementation through their efforts in the organisation of RCMs and outreach with MGS in their respective regions.

44. In late 2013, the DRC was dissolved and responsibility for the project was transferred to the SGB and Stakeholders.

2.6 Project Financing

The following table provides an overview of the budget revision that was made to reflect the six-month extension of the project.

Table 3 Revised Budget for 2012-2014

Cost to:	US$ pre 2012-13	US$ 2012-13	US$ 2014	US$ Total
Secured				
Environment fund	36,500	115,080	72,375	223,955
Norway (8% psc)	237,156	280,582	-	517,738
Belgium (8% psc)	-	2,439	-	2,439
Sweden (8% psc)	22,834	84,572	-	107,406
Spain (8% psc)	642,783	400,507	-	1,043,290
Reserve	200,000	125,000	400,000	725,000
CEPF (13% psc)	-	44,248	-	44,248
Gunghua Foundation (13% psc)	-	176,991	-	176,991
SEE (13% psc)	-	70,169	-	70,169
EoE (8% psc)	-	-	79,808	79,808
Sub-total	1,139,273	1,299,588	552,183	2,991,043
Programme Support cost	72,222	99,331	6,385	177,938
Total secured funds	1,211,494	1,398,919	558,568	3,168,981
Unsecured	-		-	-
Grand Total	**1,211,494**	**1,398,919**	**558,568**	**3,168,981**

2.7 Project Partners

45. The project partners included the MGFC, the IEG Advisory Committee, the Green Economy Coalition, the International Trade Union Confederation, the World Resources Institute, UNITAR, the Stakeholder Forum, UN ECLAC, United Nations Department of Economic and Social Affairs (UN DESA) and United Nations Non-Governmental Liaison Service, as well as MGS focal points from UNEP's Regional Offices.

2.8 Changes in design during implementation

46. There were no major changes in design during the first and second phases of the project.

2.9 Reconstructed Theory of Change (TOC) of the Project

47. The TOC was constructed from the project logframe in order to clearly articulate the logic behind the project intervention and to provide an overarching framework that can be used in the evaluation process. The TOC does not 'move the performance goalposts'. Rather it places the results specified in the original project document and subsequent revisions into a graphic representation of the project intervention. During the evaluation, evidence of output delivery and evidence collated in relation to progress 'along' the various pathways can be associated with the TOC. In this regard, the TOC has a role in summative assessment; however it can also provide insights for the design of future work – identifying new pathways perhaps or highlighting key drivers and externalities (assumptions / risks) that need to be more fully considered in future work.

48. The first step in reconstructing the TOC is to identify the project's intended impact. Impact is distilled from the project objective and intermediate results and should correspond to a global environmental benefit or environment-related international public good, that the project is committed to achieving. The project objective was to support the active participation and effective engagement of MGS in environmental policy processes, and that the three intermediate results include: increased MGS capacity to engage; deeper recognition of value of MGS in UNEP's work; and creation of synergies that help to strengthen MGS engagement. Building on this logic, the evaluation team has defined the intended impact of this project as "improved effectiveness, legitimacy and credibility of UNEP's policy and governance processes". It should be emphasised that effect of MGS in contributing to this impact will not necessarily be readily discernible within the immediate future. There are many other factors that play into the achievement of the impact. However, the Branch's work has helped to create the enabling environment within which MGS engagement has begun to be strengthened. Considering the political commitment to public participation enshrined in the Rio+20 Outcome Document, it is expected that as MGS engagement improves, so too will the credibility, legitimacy and effectiveness of UNEP although the causal linkages between one and the other will always be quite indirect.

49. The second step involves identifying the project's outputs and outcomes. The project outcomes and outputs that are included in the TOC (Figure 1) have been distilled from the project logical framework that was contained in the first revision of the project document. The original logical framework is shown below in Table 10.

50. It is important to note that the logical framework in both the 2009 project document and 2012 revision incorrectly clustered all the outcomes together into one general outcome. Nor did the logical framework explicitly link any of the project outputs to specific outcomes. Another problem with the project design is the lack of components within which the outcomes and corresponding outputs should have been clustered. These

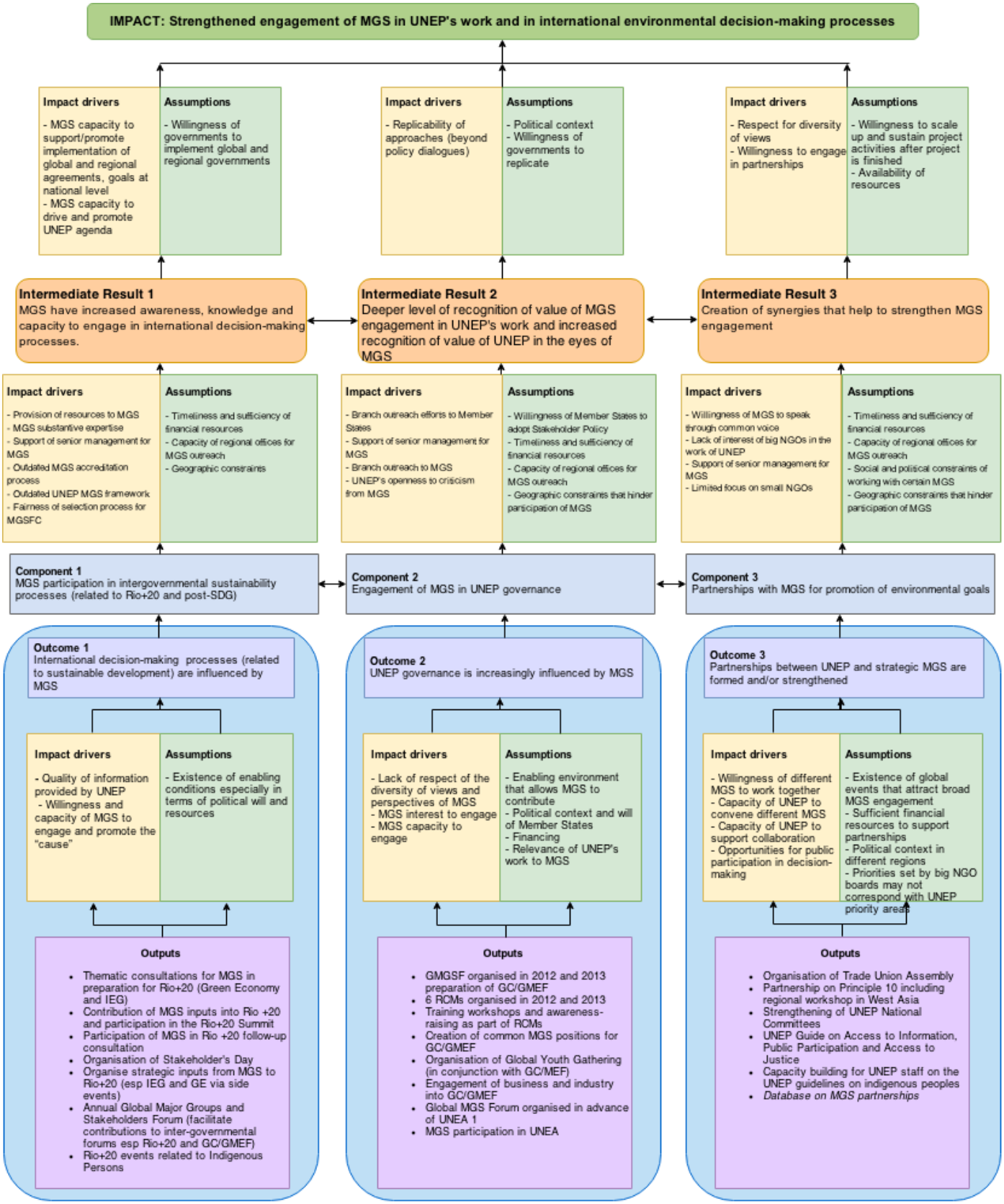
deficiencies make it difficult to understand the causal pathways from project outputs (i.e. the goods and services delivered by the project) to outcomes (changes resulting from the use of project outputs), through to intermediate results and onwards to impact. In other words, the intended causality of the project was not precisely specified.

51. In light of the foregoing, the evaluation team has reconstructed the TOC by framing new outcomes, under which the original project outputs have been reorganised.

52. The third step in reconstructing the TOC is identifying the intermediate results, drivers and assumptions. The evaluation team has identified the drivers and assumptions for each level of the project as depicted in the TOC in Figure 1. The intermediate results are also identified.

53. Note that the impact statement in the Theory of Change below should read "improved effectiveness, legitimacy and credibility of UNEP's policy and governance processes" instead of "strengthened engagement of MGS in UNEP's work and in international environmental decision-making processes".

Figure 1: Theory of Change (TOC)



3 EVALUATION FINDINGS

3.1 Strategic relevance

3.1.1 Alignment with UNEP's strategy, policies and mandate

54. The UNEP MTS 2010–2013 identifies six cross-cutting thematic priorities as climate change, disasters and conflicts, ecosystem management, environmental governance, harmful substances and hazardous waste, and resource efficiency including sustainable consumption and production (SCP).

55. This project formed a part of the MTS Sub-Programme 4 on environmental governance, which addresses the strengthening of environmental governance at all levels. The project directly contributed to this objective by strengthening the engagement and influence of MGS in UNEP's policy and governance work and in international environmental policy processes. Increased engagement of MGS not only increases the relevance, credibility and legitimacy of UNEP's work but also, in principle, improves the quality of decisions made by Member States in UNEP's governing bodies.

56. The project is consistent with UNEP's 2009 Policy on Partnerships and Guidelines for implementation that provided a framework for engaging with MGS. It is relevant to UNEP's draft Stakeholder Engagement Policy intended to facilitate the engagement of MGS in the work of the UNEA and its subsidiary bodies. Furthermore, the project is also relevant to the draft UNEP Guidelines for the development of national legislation on access to information.

Alignment with the Bali Strategic Plan (BSP)

57. The focus of this project was on strengthening the capacity of MGS to engage in international environmental policy-making processes and in UNEP governance processes. The project's objective is highly relevant to and consistent with the BSP for Technological Support and Capacity Building, which aims at a more "coherent, coordinated and effective delivery of capacity building and technical support at all levels and by all actors, in response to country priorities and needs" (Toepfer, 2005, page 9).

Gender balance

58. Gender balance was reflected in the fact that women form one of the nine MGS. The project provided an entry point for women and gender organisations to contribute their views experiences and expertise in key decision-making processes. This helped to ensure that women and gender-related perspectives were reflected in the IEG, Green Economy, Rio+20 and sustainable production and consumption debates.

Human rights-based approach (HRBA)

59. The project reflects a HRBA insofar as it has promoted the emerging environmental right of public participation (by helping to overcome structural challenges that have impeded MGS participation). According to the United Nations Independent Expert on Human Rights and the Environment, access to information, public participation and access to justice are human rights and should be protected as such. (World Resources Institute, 2015).

3.1.2 Relevance to global, regional and national environmental concerns

60. The project was highly relevant to global and regional environmental concerns. All of the project activities were designed to facilitate MGS engagement in policy-making processes related to global and regional sustainability issues. For example, the project's activities around Rio+20 supported the capacity of MGS to specifically influence the topics of the Green Economy and IEG, as well as other issues that were debated in Rio. The project activities that were designed to enhance MGS influence in UNEP governance processes also contributed to global environmental issues, particularly since UNEP's governing body, originally the GC and now the UNEA,—are the bodies that have been designed to set the global environmental agenda.

61. Furthermore, the RCMs that are convened in advance of the GC/UNEA provided an opportunity for regional-level issues to be identified and ultimately channelled therein. MGS provided input to the RCMs on the choice of topics to be addressed. Equally important was the role that the MGS focal points played in each of UNEP's regional offices to facilitate their engagement in the RCMs. A common concern raised was that the MGS focal points in Regional Offices do not have sufficient time available to support MGS in their regions throughout the year. Regional issues are also addressed through and by the regional representatives of the MGFC.

62. At the national level, the project has endeavoured to enhance the relevance of UNEP's work to national issues through the UNEP National Committees, although they have not been particularly active since the end of 2010. At that point, UNEP decided to re-visit its approach and to considerably scale down/freeze working with the National Committees.

The overall rating for project relevance is highly satisfactory.

3.2 Achievement of outputs

63. In the original project document, the project outputs were organized around three clusters: inter-sectoral policy dialogues (Green Economy, IEG, Rio+20); MGS partnerships; and inter-governmental policy dialogues related to the GC/GMEF. The evaluation team re-framed the clusters into the following components, around which the activities were assessed.

Component 1: MGS participation in inter-governmental decision-making processes on sustainable development

Component 2: MGS engagement in UNEP governance

Component 3: Strategic partnerships with MGS

Component 1: MGS participation in inter-governmental decision-making processes on sustainable development

Table 4: Summary of the Project's performance in producing programmed outputs for Component 1

Component	Expected Outcome	Outputs	Status at the end of the project
MGS participation in intergovernmental processes	International intergovernmental processes on sustainable development are influenced by MGS		
		Global MGS consultations in preparation for Rio+20	In October 2010, the Branch convened two separate consultations with MGS in Geneva on the Green Economy and IEG. The Branch together with DRC and DEPI organised a green room side event on Green Economy, Forests and local communities at the margins of the 26th session of the UNEP Governing Council GC at its 26th session. A side event on Green Economy and Indigenous Peoples was held during the 10th Session of the UN-Permanent Forum on Indigenous Issues. Two global MGS consultations were held in Nairobi (February 2012 and February 2013) and a third one in New York (March 2012) in preparation for Rio+20.
		Participation of MGS in Rio+20 and in Rio+20 follow-up consultation	Common MGS positions were elaborated on GC/GMEF and Rio+20 themes at the six RCMs that were held in the last quarter of 2011. The Branch helped organize side events and workshops at Rio+20. Trade Union Assembly on labour and the environment resulting in a Global Trade Union resolution on Green Economy. The Branch helped to organize Rio+20 follow up MGS consultations October 2012. "Post-Rio to Post-2015: Planning International Stakeholder Engagement" held on October 20-21, in New York. organised by UNEP in cooperation with UN DESA, Stakeholder Forum and the Green Economy Coalition and its objective was to provide a platform to discuss and consolidate MGS views on the Rio+20 outcomes and the post-2015 development agenda. The Branch published seven issues of its "Perspectives" Series, presenting views from MGS of Civil Society on global environmental issues and themes that are relevant in the discussions on environment and sustainable development towards Rio+20 and beyond. The seven Perspectives issued are discussion papers, opinion pieces and reports underlining the role of: • Public Participation in Environmental Governance • Models of Local Government Organisations • Peoples' Sustainability Treaties for Rio+20 • Environmental and Sustainability Governance from an Industry Perspective • Opportunities and Challenges Facing Farmers Transitioning to a Green Economy Agriculture Practice • Ombudspersons for Future Generations • Globalising Environmental Democracy.
		Organisation of Stakeholders' Day	Meeting of MGS for Stakeholder Day prior to UNEP Open-Ended Committee of Permanent Representatives (OECPR) held at UNEP HQ on 23 March 2014.
		Global Major Groups and Stakeholder Forum	Global Major Groups and Stakeholders Forum (GMGSF), including Global Youth Gathering (GYG), Business and industry side event/fora organised and hosted as input to the 11th special session of the GC/GMEF and GC/GMEF.

			MGS Forum organized in preparation for the February 2012 GC/GMEF

Component 2: MGS engagement in UNEP governance

Table 5: Summary of the Project's performance in producing programmed outputs for Component 2

Component	Expected Outcome	Outputs	Status at the end of the project
Engagement of MGS in UNEP Governance	UNEP Governance is increasingly influenced by MGS	Organisation of GMGSF in 2012 and in 2013	• GMGSF were held in advance of the GCs in 2012 and the first universal session of the GC/GMEF in 2013. • The GMGSF cycle for 2012-2013 was initiated through regional civil society meetings. All 6 RCMs in 2011 and 2012 produced substantive contributions on IEG, GE, SCP, RIO+20 and Public Participation that were made available at the GMGSF 2012 and 2013 in Nairobi and relevant inputs also fed into the GC at its 12th Special Session of the GC/GMGSF.
		6 RCMS organized in 2012 and 2013	• The 6 UNEP RCMs with MGS took place in December 2012. • In preparation for the first UNEA (held 23-27 June 2014) 6 Regional Consultations Meetings took place in the last quarter of 2013.

Component 3: Strategic partnerships with MGS

Table 6: Summary of the Project's performance in producing programmed outputs for Component 3

Component	Expected Outcome	Outputs	Status at the end of the project
Partnerships with MGS for promotion of environmental goals	Partnerships between UNEP and MGS are formed and/or strengthened	Organisation of Trade Union Assembly and Partnership with Trade Unions	The Branch provided support to the organization of the 2nd Trade Union Assembly on Labour and Environment, in Rio de Janeiro, 3 Brazil, 11-13 June 2012. It was organized by SustainLabour, the International Trade Union Confederation (ITUC), and the Trade Union Confederation of the Americas (TUCA), and had the presence of 396 delegates, representing 66 organisations from 56 countries. The Assembly's final statement calls on governments to acknowledge that "social protection is a human right".
		Partnership on Principal 10	In June 2013, the Branch launched a partnership with the World Resources Institute (WRI) on the implementation of Principle 10 and a second one with SustainLabour and the ITUC. The Regional Workshop on the Implementation of Rio Principle 10 and the Guidelines for the Development of National Legislation on Access to Information, Public Participation and Access to Justice in Environmental Matters was convened in Amman, Jordan on 12-13 May 2014. The Partnerships Agreement "Strengthening Capacity of Governments, MGS to Implement Principle 10 of the Rio Declaration" and the "UNEP Guidelines for the Development of National Legislation on Access to Information, Public Participation and Access to Justice in Environmental Matters "Bali Guidelines") were also formalised. Meeting of the Advisory Committee constituted to provide input into the 2010 UNEP Bali Guidelines, Guidebook on December 8 & 9, 2014.
		Strengthening of UNEP National Committees	For June 2014 report MGSB, under guidance of the Deputy Executive Director, in cooperation with the Office for Operations, Division of Communications and Public Information and others, and with input from Regional Offices and Divisions, developed a new draft UNEP policy on National Committees and a related standard cooperation agreement. Currently, these documents wait final approval of the Executive Director
		UNEP Guide on Access to Information, Public Participation and Access to Justice	In 2010, an agreement was signed by UNEP and United Nations Institute for Training and Research (UNITAR) to enhance the capacity of Governments, Major Groups to implement Principle 10 of the Rio Declaration and the UNEP Guidelines for Development of National Legislation on Access to Information. The UNITAR Agreement was amended to continue through to end of 2014. A special event on

			Principle 10 was convened on June 21 in Rio de Janeiro "Eye on Earth Special Initiative"
		Capacity building for UNEP staff on UNEP Guidelines on Indigenous Peoples	On December 11, 2012 there was a peer review and revision of UNEP Indigenous Peoples Guidelines. On June 2, 2012 the launch of UNEP Indigenous Peoples Policy during the UNE Permanent Forum on Indigenous Issues
		Partnerships on IEG and Green Economy	The IEG Advisory Group was successfully established. It comprised the 9 MGS and regional representatives, which contributed to the discussion of IEG in key forums in the run-up to Rio+20.

The overall rating on the delivery of outputs related to this outcome is highly satisfactory.

3.3 Effectiveness: Attainment of objectives and planned results

3.3.1 Achievement of the direct outcomes as defined in the reconstructed TOC

64. As described in this chapter, the project appears to be on track to achieve its direct level outcomes as defined in the reconstructed TOC.

65. It is important to recall first that the impact described in the reconstructed TOC is increased legitimacy, credibility and effectiveness of UNEP and international environmental policy processes. As described in subsequent sections (3.3.2 and 3.3.3) the evaluation team maintains that the impact has been achieved to a moderate degree at this stage in light of the achievement of the direct outcomes and intermediate results.

66. As discussed in this chapter, the project sought to achieve outcomes that will likely lead the project towards its overall objective of enhancing the engagement and impact of MGS participation in UNEP governance processes and in international decisionmaking processes related to sustainable development.

67. The evaluation team reformulated the project outcomes as follows;[1]

Outcome 1: International decision-making processes related to sustainable development are influenced by MGS;

Outcome 2: UNEP governance processes are meaningfully influenced by MGS; and

Outcome 3: Strategic partnerships between UNEP and MGS are formed.

[1] At the time of project design, the only relevant expected accomplishment to which the project could be tied was the .EA (b) "The capacity of countries to develop and enforce laws and strengthen institutions to achieve internationally agreed environmental objectives and goals and comply with related obligations is enhanced". There was no plausible pathway between the activities and outputs of this project and the outcomes captured in the EA.

68. The project's delivery and achievement of the outputs and activities that contributed to each of these outcomes is discussed in Section 3.2 Achievement of Outputs.

69. The assessment of the effectiveness of the project is based on the extent to which the outcomes, objectives and intended impact were achieved, especially in light of the TOC, which was reconstructed for the evaluation.

Immediate Outcome 1: International decision-making processes related to sustainable development are influenced by MGS

1. Overview

70. It should be emphasized that considerable efforts were undertaken by the Branch to enable and facilitate NGO engagement. However, it is difficult to quantitatively assess whether the capacity of NGOs was increased**,** in large part, because of the challenges of measuring intangible outcomes and the difficulties of establishing attribution. Nevertheless, as this section describes, and as demonstrated by the achievement of outputs described in Section 3.2, there is sufficient anecdotal evidence confirming that, despite limited resources, the Branch did succeed in strengthening the capacity of MGS to participate in and influence international decision-making processes such as Rio+20.

Branch achievements

71. Overall, the work of the Branch in this project provided a platform for MGS to discuss and debate their concerns, and to forge common positions which they transmitted to official negotiation processes. In particular their work in supporting MGS in the Rio+20 process was highly praised by the MGS representatives who were interviewed for this evaluation, for its efforts in keeping them informed on all elements of its development and substance of negotiations; it is unlikely that MGS would have had this opportunity or indeed 'influencing power' had the MGSB not existed. The Branch's achievements were greatly facilitated during this period by the support provided by senior management within UNEP.

Challenges faced by the Branch

72. The first challenge relates to the push-back by certain Member States regarding stakeholder engagement in inter-governmental processes. Some have argued that if the political dynamics were different, then there might have been even more opportunities for MGS to engage in, and influence the results of, Rio+20. There appears to be a misunderstanding on the part of certain Member States regarding the role that MGS are calling for. Specifically, there is a concern among some Member States that MGS are trying to take hold and control the inter-governmental process. Whilst most Member States support the role of MGS in agenda-setting and decision-shaping, some remain to be convinced. The Branch has taken considerable efforts to persuade Member States of the value of MGS engagement. However, the difficulty that they often face is the constantly changing representation of Member States. This affects the continuity of institutional memory amongst governments. Whereas certain countries may have been champions of MGS engagement at Rio+20, their representatives at the Nairobi-based UNEP CPR often maynot have the same level of substantive knowledge as their counterparts in international environmental policy-making processes.

73. Interestingly, the Branch has found that Member States are more likely to support MGS engagement when they see first-hand the concrete expertise that MGS bring to the debate. A case in point is the recent May 2015 consultation on UNEP's Access to Information Policy. At that meeting, there were several MGS experts who provided substantive input, which was highly praised and appreciated formally by Member States. The latter acknowledged openly that at that meeting, that some MGS representatives

possessed even greater expertise on some issues than the Member States and UNEP officials present.

74. The second challenge relates to the concern of several MGS themselves who maintain that they deserve greater opportunities to access and comment on draft decisions. They argue that participation and access to information are required in drafting processes in key inter-governmental decision-making forums such as Rio+20 and that the decision-making processes should be opened further to enable the participation of grassroots organisations and social movements. Several MGS called for a change in the practice of giving MGS a brief opportunity to speak at the end of the discussions. It is important to note that practice varies from meeting to meeting, which henceforth demonstrates the need for greater procedural clarity.

75. The third challenge relates to the difficulties that the Branch had in coordinating MGS engagement in inter-governmental processes, which did not take place physically in Nairobi (the base of the Branch, at UNEP Headquarters). For example, the SDG process was characterised by a lower level of participation for several reasons, including the difficulty that the Branch had in directing MGS engagement in a New York-based negotiation process from the Nairobi Headquarters. As the Branch did not have budgetary and human resources to attend key meetings in New York, there has been less MGS engagement as a result, despite the fact that the Branch has taken best efforts to keep MGS informed about and interested in attending these relevant meetings. UNEP's New York Office did its best to assist, yet unfortunately there is no dedicated Civil Society Focal Point in that office. As a result of these constraints, it is clear that there is significant potential for the Branch to engage MGS in the post-2015 process, especially in elevating the environmental dimensions of the Sustainable Development Goals (ROE, 2013).

2. *Evidence of the Branch's efforts to enhance MGS influence in Rio+20 process*

Financial support for participation

76. The Branch provided financial and substantive support to MGS from poorer developing countries to attend Rio+20, without which they may not have been able to join. Their physical presence at Rio+20 enabled them to influence the negotiations of the Outcome Document as described further in this section.

Support during Rio+20 preparatory process

77. Prior to preparatory meetings for Rio+20, the Branch organised meetings/consultations that provided platforms for MGS to discuss their priority concerns and to formulate key recommendations for the official process. For example, one of the first of these meetings was held back-to-back with the UN Department of Public Information (UN DPI) Civil Society Conference, held in Bonn in September 2011. At this meeting, stakeholders identified their initial priorities, many of which are found in the final Outcome Document for Rio+20.

78. In addition, the Branch supported a series of training/capacity building sessions (run by the Stakeholder Forum) to enhance the capacity of MGS to understand the process, substance and politics of the Rio+20 negotiations. During the preparatory process, essential support was provided by the Branch to: keep MGS informed about the accreditation processes; organise side events, provide logistical support; and prepare substantive resources and other information outreach activities, many of which were carried out in collaboration with the Stakeholder Forum. These resources enabled MGS to identify common concerns and to forge consensus positions.

79. Equally important was the role that the MGFC played in this preparatory process. Supported by the Branch, each of the nine Major Groups brought key networks into this process and activated large numbers of Civil Society Organisations (CSO) to contribute input to the Thematic Clusters process (led by UNDESA). Several MGS interviewees affirmed that this provided a useful framework through which Major Groups submitted their inputs to the Zero Draft of the Outcome Document.

80. The fact that the number of contributions to the Zero Draft document were predominantly from MGS (493 out of 677 submissions, or 73%) is an important source of evidence of how MGS made substantive contributions to the content development process of the Rio+20 Outcome Document (Strandenaes et al., 2013, page 4).

Regional preparatory processes

81. The Branch was also active in assisting in the organisation of regional meetings, which helped to ensure that the regional voice was heard and understood. These regional meetings have enabled MGS to develop common positions, which in turn has often increased their influence in the official processes and garnered more attention and respect from the official government delegations. The regional meetings have also brought UNEP closer to the MGS working on the ground. As a result, they have been able to interact with those MGS who are involved in the implementation of Rio+20 commitments.

Support for engagement at Rio+20

82. During Rio+20 itself, the Branch ensured that there were opportunities for MGS to engage in the formal discussions and to actually influence the process in an informed and effective manner. The Branch worked hard to help MGS understand the process, substance and politics of the process. Despite financial and human resource constraints, the Branch created meaningful opportunities for MGS to engage in the Rio+20 process (Daño, 2012, page 6). It is clear that without the Branch's support, this would not have been possible to the same extent. This is especially true for MGS from developing countries that, as mentioned above, would otherwise not have had the resources to participate.

83. Those MGS who were involved in the Rio+20 process from the beginning were far more positive about the extent of their influence throughout as opposed to those who only participated in the final preparatory committee or the Summit itself (Strandenaes et al. 2013, page 4). This is especially the case with the Green Economy and IEG language in the Outcome Document, which was clearly influenced by MGS input as described further below in this section.

Evidence of political commitment in the Outcome Document

Despite the pushback of political support for MGS as reflected in the fact that the Stakeholder Engagement Policy was not adopted at UNEA-1, at least in the Rio+20 Outcome Document, governments did agree to work more closely with MGS in international decision-making processes. (UNGA, 2012, pages 8-10). They also agreed to "enhance the participation and effective engagement of civil society and other relevant stakeholders in the appropriate international forums and in doing so promote transparency and broad public participation and partnerships to implement sustainable development".

Sustainable consumption

84. At Rio+20, Governments also adopted the 10-year framework of programmes on SCP patterns. MGS played an important role in influencing that debate by bringing concrete

examples of unsustainable production and consumption patterns that could be corrected. The MGSB had assisted UNEP's SCP Team to enhance MGS involvement in their work and also in the follow up to Rio+20.

International Environmental Governance (IEG)

85. The Branch played a crucial part in helping MGS to understand the different dimensions of the IEG debate and in particular the importance of strengthening UNEP. The call to reinforce UNEP was particularly strong from the MGS community. Their voices on this point could be said to have had an influence the decision of Member States to strengthen UNEP and create the UNEA.

Green Economy

86. The Branch's consultations with the MGS provoked a further reflection on the Green Economy controversies and definitely helped UNEP to understand and address the inclusiveness and equity considerations. MGS were vital in elevating these dimensions within the Outcome Document and their impact on the process was felt in relation to both Member States but also within UNEP itself. The Branch's collaboration with the Trade Unions at Rio+20 also helped to promote the potential of the Green Economy, stimulating green job creation.

Principle 10

87. Another important area where MGS were able to influence the Rio+20 Outcome Document relates to the language on Principle 10 (i.e. access to information, decision-making and justice). The Outcome Document is replete with references that were a direct result of MGS efforts. The Principle 10 language would have been much weaker but for the influence of MGS. Much of the relevant wording was drafted by MGS together with key country delegations which, in turn, were very influential in the official negotiations. As a direct result of the WRI efforts at Rio and the continued support of the Branch, the Latin American region is now preparing to launch a negotiation process for a legally-binding Latin American equivalent of the Aarhus Convention. This initiative may not have been facilitated without the leadership role played by the Branch.

88. Another aspect of the Branch's work on Principle 10 was the partnership it forged with the WRI (and UNITAR, The Access Initiative, the Aarhus Secretariat) on the implementation of the 2010 Bali Guidelines for the development of national legislation on Principle 10. As a result, UNEP's role on Principle 10 was re-energised and helped to elevate the Bali Guidelines to the regional level. As mentioned above, this is reflected by the decision of Latin American governments to negotiate a regional equivalent of the Aarhus Convention. WRI's widely praised Environmental Democracy Index uses the Bali Guidelines as a base-line.

Voluntary commitments

89. MGS also contributed to and influenced Rio+20 through their work in developing voluntary commitments. The process produced over 700 voluntary commitments the majority of which were initiated by MGS.

Immediate Outcome 2: MGS engagement in UNEP Policy and Governance processes

1. Overview

90. There are several mechanisms through which the Branch has supported MGS to inform and influence UNEP's policy and governance processes such as the MGFC, the RCM, the network of Regional Representatives and the Global Major Groups and Stakeholder Forum (GMGSF). The effectiveness of the Branch in the context of these mechanisms is described below.

Branch achievements

91. The afore-mentioned mechanisms have certainly assisted MGS in enhancing and strengthening their engagement in UNEP's work at the policy, programmatic and governance levels. These approaches have given MGS a voice in the process and have ensured that their substantive inputs are recognised by Member States.

92. The majority of interviewees confirmed the importance of MGS engagement within UNEP's governance work. They also affirmed their appreciation for the Branch in providing concrete support to MGS, ensuring that their voices were heard and understood. The Branch played a strong enabling role in assisting MGS to proactively engage in the work of UNEP by serving as a respected liaison between UNEP, Member States and MGS. This has helped to establish trust, enable civil society to advocate with Member States, to find middle ground, and to create coalitions between like-minded players on critical issues.

93. Concretely, the Branch, through this project modality, provided a consistent flow of information and official documentation to accredited MGS and ensured that MGS provided input and substantive contributions for consideration by the Member States in advance of the governing body meetings (i.e. the GC/GMEF in the first part of this project and then later on, the UNEA). It is clear that without the Branch, it would have been very difficult for MGS to contribute to official deliberations.

94. Equally important were the RCMs convened by Regional Offices in cooperation with the Branch. These meetings are important platforms through which the regional perspective is captured and channelled to UNEP's governing bodies.

Challenges faced by the Branch

95. Notwithstanding the positive achievements noted above, there are a number of challenges that have frustrated the Branch's, and hence the project's, overall efforts.

96. First, it is important to understand that the political context and enabling environment for MGS engagement has changed significantly since 1992; notably, the decrease of openness on the part of Member States. Indeed, the fact that the Stakeholder Engagement Policy was not adopted at UNEA-1 was an important reflection of the Member States' position on MGS engagement. Now, the major challenge will be to ensure that the Stakeholder Engagement Policy, which will hopefully be adopted at UNEA-2, will enable the optimal level of engagement in UNEP's work in the spirit of the Rio+20 Outcome Document.

97. Second, concern has been raised that support for civil society engagement has waned within UNEP itself. Some have suggested that the decrease in MGS engagement is related to the fact that UNEP's work has become more concentrated towards Member States, with the focus on the Green Economy as a concrete example of this development.

98. A third challenge relates to the differing views of what actually constitutes stakeholder democracy. The Report of the Expert Group to UNEP emphasised that "civil society and stakeholders should have opportunities to participate in decision-making at an early stage and should have standing to contribute to deliberations on an equal basis with

governments". (Independent Group of Experts on New Mechanisms for Stakeholder Engagement at UNEP, 2013, page 5). On this point, a growing number of MGS maintain that they should have full participation in decision-making processes at the same level as Member States. On the contrary, Member States maintain that UNEP's GC, as an inter-governmental body, should be the primary reserve of governments, and that MGS participation should be restricted to agenda-setting and decision-shaping. Some amongst them, despite knowing explicitly that MGS do not question the rights of sovereign states to take decisions in the UN context, still use that argument to silence NGOs. Nevertheless, MGS maintain that they bring additional substantive expertise and perspectives, for example, from those who are affected by decisions and whose voice is not heard otherwise, to the negotiation process, which might be lacking on the part of Member States. As noted above, the fact that UNEA-1 could not adopt the stakeholder policy is important evidence of the extent to which political support has decreased and derogated from clear commitments for MGS engagement in the Rio+20 Outcome Document, titled "The Future We Want". As concluded in the UN DESA report titled "Strengthening public participation at the United Nations for Sustainable Development", engagement by MGS must go beyond formal consultation to active participation in the deliberative process, especially because the expertise provided by MGS is essential for effective policy development. (Adams and Pingeot, 2013, page 42).

99. As regards the fourth challenge, some concerns have been raised that the Branch itself has not sufficiently been enabled to evolve its model for engagement with MGS in the Rio+20 follow-up period. This was however due to limitations such as the fact that the Branch was bound by the Stakeholder Engagement Policy of UNEP that was in force at that time and related decisions of UNEP governing bodies regarding the nine MGS approach.

100. As noted by the Expert Group to UNEP on stakeholders, "the existing major groups and stakeholder strategy creates imbalances and a silo approach to engagement". Independent Group of Experts on New Mechanisms for Stakeholder Engagement at UNEP, 2013, page 4).

101. The Stakeholder Experts report further emphasised that UNEP should ensure meaningful participation and recommended the establishment of an *Environmental Civil Society Mechanism* by Major Groups based on the civil society mechanisms of the Committee on World Food Security. On this note, greater efforts are needed to reach out to those MGS actors who may not be familiar with UNEP processes, but who still have a stake in the outcome of key decisions taken. Despite MGS criticisms regarding United Nations collaborative initiative on Reducing Emissions from Deforestation and forest Degradation (UN-REDD), it does provide an example of a UN programme that endeavoured to reach out to key actors such as indigenous peoples who are more vulnerable than other stakeholders. And, as part of UN-REDD efforts, consultations have been carried out through the existing processes of these groups rather than just bringing conventional UN consultation approaches to those actors. (Adams and Pingeot, 2013, page 39).

102. It has been suggested that the future UNEP Stakeholder Engagement Policy provide a new basis for improved interaction with MGS. If UNEP is to develop meaningful partnerships with MGS, it must also put in place better mechanisms to harvest the substantive input from MGS so that it is not just the provider of information.

2. Evidence of effectiveness

103. This section provides concrete evidence of the achievements of the Branch in supporting MGS in the context of UNEP's governance related work.

Global Major Groups and Stakeholder Forum (GMGSF)

104. The purpose of the GMGSF (previously called the Global Civil Society Forum) has been to increase MGS influence and inputs into decisions adopted by the GC/GMEF (and now the UNEA) by informing MGS about key issues and by allowing them to coordinate their input into UNEP's Governing Bodies. The 15th session of the GMGSF took place on 21-22 June 2014, at UNEP Headquarters in Nairobi, Kenya. One of the main aims of GMGSF-15 was to facilitate the preparations of MGS accredited to UNEP towards the first UNEA. The Forum enabled them to discuss the main UNEA themes, to prepare their input to UNEA, and to increase their interaction with Member States.

105. Since the UNEA differs from the previous UNEP GC insofar as it convenes governments, stakeholders and other key actors to address the most pressing global environmental issues, and not just UNEP's PoW – there are potentially more significant opportunities for the GMGSF to influence the substantive discussions within the UNEA.

106. MGS are able to contribute to the UNEA plenary sessions and working group meetings. Indeed, the transmission of the GMGSF common statement is considered an important advocacy tool that MGS use to represent their constituencies. MGS praised the work of the Branch in providing essential documentation about the UNEA and the open-ended meetings of the CPR. They were equally appreciative of the Branch's capacity-building and training, which was designed to enhance MGS engagement and influence in the UNEA. UNEP staff were also helpful in providing information on the technical specifics of the issues that were addressed at UNEA-1. What is not immediately known is whether MGS input that was transmitted to the GC and UNEA has actually influenced the negotiations. This is a much harder outcome to assess definitively also because MGS use various channels, e.g. delegations to lobby for their interests. On this point, it is important to recall that the Branch's (and this project's) role is to create the enabling conditions for optimal MGS engagement. Whether or not MGS actually succeed in influencing decision-making processes depends on the receptivity of Member States; a factor that is beyond the control of the Branch itself.

107. In terms of the constraints or weaknesses regarding the Forum, some have observed that its effectiveness has been hampered in part by the insufficient level of regional representation. Here there is untapped potential for the Branch to work even more closely with the UNEP Regional Offices and to forge strategic partnerships with MGS in the regions. Other interviewees feel that the MGS approach is out-dated as many stakeholders feel under-represented, if represented at all. As noted in the UNEP Report of the "Survey on Models and Mechanisms of Civil Society Participation in UNEP", there is a clear call for more regional and thematic expertise. The report also emphasised the "importance of MGS representatives having strong links with their constituencies, in addition to more transparent selection processes" (UNEP and UN-NGLS, 2013, page 3)

Major Groups Facilitating Committee (MGFC)

108. UNEP established the MGFC in 2007 to provide guidance and facilitate the engagement of MGS with UNEP. The MGFC is self-organised by Major Groups and tasked to work with the Branch to organise the GMGSF and to facilitate MGS engagement with UNEP throughout the period between GC Meetings. Members of the MGFC are expected to facilitate the process for their respective Major Group to participate and to ensure that they have access to information, and that they are able to provide meaningful substantive contributions to the preparations for UNEP's former GC, and now the UNEA. Through the MGFC, UNEP has been able to maintain regular contact with MGS and to stay abreast of

their evolving concerns. The MGFC has been an important platform that has ensured the participation of a broad range of stakeholders.

109. The MGFC is a consultative body whose role is to facilitate the engagement of accredited organisations. However, there are mixed views about the legitimacy, representativeness and lack of formal accountability mechanisms of the MGFC. Concerns have also been raised about; the selection process, perceptions that certain Members have not sufficiently interacted with their constituencies, and perceptions that the model of the Facilitating Committee is outdated. Given that the MGFC is self-organised it would be in the hands of Major Groups to introduce changes to this mechanism. The role and functions of the regional representatives on the MGFC also needs to be redefined in this next phase of the project.

110. On the other hand, the establishment of the UNEA and the finalisation of the Stakeholder Engagement Policy provide important opportunities to explore how best to reform the Facilitating Committee to improve its overall effectiveness in creating opportunities for MGS to influence key processes. Equally important is the examination of best practices and models from other multilateral organisations whilst at the same time exploring new mechanisms to promote transparency and the effective engagement of MGS.

Regional Consultation Meetings (RCMs)

111. The RCMs have constituted the main platform for the MGS to engage with the Regional Offices of UNEP on an annual basis and at the regional level. Their purpose has been to serve as opportunities for capacity building and network development for MGS in the regions, as well as for the Regional Offices.

112. The Branch played an important role in supporting the organisation of the regional meetings and provided them with the background on the key issues that were to be discussed by the GC (now UNEA). The RCMs themselves identified the issues of particular significance to the region and endeavour to forge common regional positions. This has enabled regional constituencies to participate in UNEP's work.

113. In designing the RCM processes, the Branch recognised that only a small number of MGS could participate in the Nairobi-based Governing Council meetings. In the past, the only way that MGS could engage in UNEP's governing bodies other than the GC was through the submission of written contributions. The RCM process was designed to engage the participation of MGS who would not otherwise have the opportunity to contribute their views to the GC. Many interviewees agreed that the RCM process has greatly facilitated and increased the scope of MGS engagement. Some maintain that the RCM process is generally transparent and democratic in some regions but not in others. Others have raised concern about the lack of preparation of some RCMs and the lack of clarity in terms of the purpose of such meetings. Other issues relate to the fact that the RCMs do not provide for year-round participation between UNEP and MGS and that the inclusivity and scope of representation could be improved.

MGS participation in CPR

114. Until the UNEA was established, MGS did not participate in the meetings of the CPR, although they did have the opportunity to provide comments to relevant documents and decisions that were reviewed by the CPR. According to Rule 69 (United Nations Governing Council, 2013, page 24), CPR meetings were always required to be held in public, but in practice they were held as closed meetings. And in most cases, however, due to very short deadlines, it was often difficult for MGS to provide input. As a result, MGS were unable to

participate in decision-making on important documents, such as the PoW, the MTS and GC Decisions.

115. However, the Bureau of the CPR has recently confirmed that MGS will be allowed access to UNEA subsidiary organs such as the CPR itself. This decision results in part from lobbying efforts of MGS and the Branch, supported by UNEP's Senior Management.

116. The evidence of the change in practice is reflected by the fact that the CPR meeting held since May 2015 actually have designated seats for MGS. They were allowed to be present and to make statements. This is a positive development in light of the expertise that MGS can bring to substantive discussions. They can often reflect the views of the poor and disenfranchised who are unable to participate in CPR discussions, but whose views are vital to ensuring that equity and fairness dimensions of sustainability are properly reflected.

117. The engagement of MGS in the CPR will intensify in light of the increasingly important role of the latter and the UNEA.

118. However, unless the CPR focuses on issues of concern to MGS, it will be difficult to convince them of the importance of attending CPR meetings. The problem is that participation in CPR meetings requires a physical presence, and most MGS who do manage to attend the UNEA, may not have the necessary resources to participate in CPR meetings as well. With this in mind, it will be important to explore new information technology approaches (such as web casting or by using special programmes such as *GoToMeeting* or WebEx) to enable MGS to contribute to the CPR meetings remotely (UNEP and UN-NGLS, 2013, page 47).

MGS participation in the UNEA

119. Many MGS agreed that the Branch played an important role in facilitating their participation in the UNEP GC/GMEF and then in the first UNEA last year. The Branch provided all of the relevant official documentation upon which MGS could comment. These comments were then transmitted by the Branch to the UNEA Bureau. The Branch also helped to ensure access to key meetings and to the high-level roundtables and ensured direct access with the chairs of the GC/UNEA and important decision-makers in order to enable MGS to influence the agenda-setting process.

120. It is important to emphasise that since the Stakeholder Engagement Policy has not yet been approved, MGS engagement has not only been based on procedural rules clarifying the terms of their engagement but also based on practices that have developed over the years, some of which are not in line with existing rules. Nevertheless, several MGS noted that despite the absence of a full set of procedural rules that covers all aspects of MGS engagement, the Branch has indeed helped to ensure their participation at UNEA-1 and more recently, to the inter-sessional CPR meetings where UNEA agenda-setting discussions are currently being undertaken.

121. Some MGS emphasized that they were able to concretely engage in the UNEA with many opportunities for civil society to interact with government delegations, which they did not previously have at the GC/GMEF. At the UNEA-1, MGS were also able to pool their expertise around key issues and to build coalitions, thereby strengthening their positions, and ultimately their influence in the Assembly and its subsidiary organs.

122. Several MGS who were interviewed acknowledged the invaluable assistance of the Branch in their efforts to provide timely documentation and substantive and logistical briefings to the MGS, as well as their support for the RCMs and of course, the Branch's assistance in ensuring access by the accredited organisations to not just the official

meetings, but with key delegations as well. All of these efforts directly enhanced the participation and influence of MGS in the GC/GMEF and then later on the UNEA.

123. Many interviewees did also emphasise that the UNEA will have to broaden the scope and substance of its agenda in order to draw in larger numbers of MGS, many of whom do not relate to the types of governance/process issues that have been the primary focus of the previous governing bodies. Experience has shown that levels of MGS engagement are usually higher in those international environmental policy processes that are more thematically focused, such as the Strategic Approach to International Chemicals Management (SAICM) process.

Stakeholder engagement policy

124. The Branch has also assisted in the promotion of the Stakeholder Policy through the analytical work they have undertaken regarding stakeholder engagement mechanisms in other international organisations. They also convened an expert group, which produced a draft of the essential principles that should underpin stakeholder engagement. They have worked closely with those MGS who have been engaged in this discussion, supporting their participation in the CPR. The Branch is also helping to facilitate informal interaction between MGS and key delegations to ensure that concerns on either side are fully understood (in advance of the agenda item considering adoption of the Stakeholder Policy at UNEA-2). The Branch supports the UNEA President who has been requested by the CPR to lead an informal process for the further development of the policy. MGS agree that a robust and inclusive policy on stakeholder engagement is critical to enable UNEP's partnership with civil society.

125. Many MGS have expressed their concern that there has been a regression of certain good practices on stakeholder participation within UNEP. MGS stressed the need for greater stakeholder engagement especially in light of the central functions performed by MGS in providing expertise and scientific knowledge, informing governments of local needs and opinions, as well as identifying on the ground implications of international policy decisions. Meaningful rules of procedure are important to effective stakeholder engagement and here Senior Management could play a key role to guide and back-up the Branch in the finalization of the Stakeholder Engagement policy draft that will be transmitted to UNEA-2.

Information policy

126. MGS are concerned about several elements in the current UNEP information policy, notably that the grounds for refusal are seen as too broad, the appeals panels is not sufficiently independent and the lack of accountability mechanisms. That said, the Branch has been playing an important role to stimulate MGS input and feedback on the draft information policy. In several cases, they have taken MGS feedback directly to the legal team at the Division of Environmental Law and Conventions (DELC). This liaison role has been critical in light of the concerns that MGS have regarding the regressive nature of the information policy, which some regard as less ambitious than the information policies of the World Bank, the Asian Development Bank, to name but a few multilateral institutions.

Consultation with MGS on Programme of Work (PoW)

127. According to the Branch's report "review of Current Practices of Stakeholder Engagement", at the programmatic level, "UNEP delivers its PoW through projects and activities mainly implemented through partnerships with stakeholders – governmental and non-governmental, civil society and the private sector". Whilst some MGS have affirmed the opportunities for input into the development of policy and program design such as the

Green Economy, SCP and chemicals programs, the problem is that these engagement opportunities are not sufficiently accessible for the majority of MGS who are important implementation partners.

Immediate Outcome 3: UNEP has forged strategic partnerships with key MGS

128. UNEP has succeeded moderately well in forming strategic partnerships with key MGS to support the implementation of internationally agreed environmental goals. It is clear that partnerships with MGS will be essential for UNEP in its forthcoming efforts to elevate and integrate the environmental dimensions of the SDGs. There is untapped potential for the Branch to do more in this regard.

1. Overview

Branch achievements

129. During the life of the project, several strategic partnerships were forged with MGS to support the implementation of internationally agreed environmental goals. Some of the Branch's efforts to increase strategic engagement and partnership with key MGS have now transformed into concrete results, as described below.

Challenges faced by the Branch

130. Despite the achievements in forging strategic partnerships as described below, the Branch has not had the same level of success in engaging the larger NGOs in the work of UNEP and especially its governing bodies. The issue here is whether the Branch is in a position to secure the engagement of these larger NGOs. Their decisions to engage in UNEP depend on: how they perceive the relevance of UNEP; the focus of UNEA themes; their perception of the added-value of engaging with UNEA (as opposed to their advocacy efforts that may be directed elsewhere).

131. The substantive divisions of UNEP engage with relevant MGS in programme implementation and whilst many large international NGOs did engage in Rio+20, the reality is that in the post-Rio phase, there are very few large NGOs who saw the value and benefit of engaging in the GC/ UNEA. Often this is not due to the facilitation provided by the Branch but rather due to other factors, e.g. they do not feel the need to engage since they have their entry points to the highest political actors. The primarily governance focused discussions that have dominated the previous UNEP GC/GMEF are of less concern to these larger NGOs who tend to focus on very specific issues like/such as chemicals, climate change, food security, etc. Overall the question of engaging large and influential environmental NGOs in the work of UNEA is not only a question that is related to mechanisms for stakeholder engagement and the core work of the Branch, but also in terms of how these groups judge the relevance and importance of UNEA and in how far UNEA themes are attractive for them. In this context it also needs to be mentioned that CEOs of large environmental NGOs, some of them maybe with more resources than UNEP, expect special treatment, including the opportunity to sit on ministerial panels etc.

132. In preparation for UNEA, as for GC meetings, the Branch usually focuses specifically on engaging large and influential NGOs and their leader, e.g. through targeted mailings, direct invitations from UNEP's Executive Director, outreach through the network of contacts and the MGFC, often with limited success.

133. That said, the Executive Director and Deputy Executive Director of UNEP will be meeting with a group of international NGOs in June 2015 to explore what type of strategic

partnerships might be of interest, which would engage them in UNEP's policy and governance processes. The development of partnerships with the larger NGOs is important in large part because they often possess deeper levels of substantive expertise and more impact, which can contribute enormously to UNEP's work.

134. The MGSB should step up its outreach efforts to larger NGOs, backed up with key messages that demonstrate UNEA's relevance and that need to reflect the vision and commitment of UNEP's senior management. Since UNEA itself may not have sufficient appeal, at least the challenge of mainstreaming environmental dimensions in the SDGs could afford greater opportunities for partnerships with the larger NGOs.

135. Another message that should be relayed is that the UNEA is in fact the only universal environmental platform, which is becoming increasingly important in the eyes of governments. As such, the larger NGOs have a unique opportunity to participate in UNEA and demonstrate their particular contributions to the SDGs. As governments increasingly recognise the substantive expertise and constructive contributions of MGS, it is hoped that this will help to convince governments who currently oppose MGS engagement, of the essential role that MGS can play in the work of UNEP. The key point that must be emphasised is that these NGOs must be convinced that UNEA is a truly effective global environmental platform that will catalyse genuine change in behaviour of States.

136. With the right level of resources, the Branch should be liaising regularly, e.g. through specific regional consultations, with the larger NGOs who have national chapters around the world. And here the Regional Offices can play an important outreach role to complement the Branch's efforts. reating a permanent liaison office / function in Nairobi could also help to attract international NGOs to enable more systematic advocacy efforts vis-a-vis the CPR.

137. As regards the challenge of reaching out to smaller and medium-sized MGS, it is clear that the Branch is not sufficiently resourced for this purpose. Once again, strengthening the MGS focal points in the regional offices could help extend the reach to those MGS who are helping to implement UNEP projects on the ground, but whose voices are absent in the policy and governance processes.

138. The key point regarding the Branch's work with large NGOs is that they did make a considerable effort to involve such organisations as well. Prior to the meetings of UNEPs Governing Bodies, they sent targeted invitations, sometimes signed by the Executive-Director. They have followed up and engaged the MGFC. Whenever possible, for example, on mission, Branch officials endeavoured to meet representatives of these large NGOs.

139. However, despite these efforts, the Branch did encounter difficulties in engaging the larger NGOs, in large part, because of their limited interest in UNEP. Whilst these larger NGOs acknowledged that UNEP's engagement and facilitation mechanisms are sufficient. They prefer to engage in those UNEP processes that address topics that are high on their political agenda (e.g. illegal trade in wildlife and timber).

140. Overall, UNEA has still to prove its relevance to them, in other words, it still has to become the leading platform for international environmental policy and governance by demonstrating concrete results and indeed relevance to these NGOs. Only if these groups are convinced that UNEA, and UNEP also for that matter, have such an impact or at least a potential for that, willthey engage with UNEP as desired. The Branch is doing its work to ensure the enabling conditions for engagement. Now it is a question of other actors ensuring that the UNEA fulfil its mandate and by doing so, ensuring that it has genuine impact on the ground. Once that happens, it is likely that both larger, medium and smaller MGS will increase their engagement efforts.

2. Evidence of the Branch's achievements

UNEP's Indigenous Peoples Policy Guidance

141. The Branch succeeded in strengthening communication and linkages with the Indigenous communities. Indeed a significant breakthrough was achieved with the endorsement and launch of UNEP's Indigenous Peoples Policy Guidance in November 2012, during the UN Permanent Forum on Indigenous Peoples. The endorsement of the Policy Guidance resulted inter alia from the informal dialogues that UNEP's MGSB was able to convene with Indigenous Peoples.

Principle 10 Partnership

142. The Branch forged a very successful partnership with the WRI, UNITAR, the Access Initiative, The Regional Environmental Centre for Central and Eastern Europe, the European Environmental Bureau and the Aarhus Secretariat around the implementation of the 2010 Bali Guidelines for the development of national legislation on Principle 10. As a result, UNEP's role on Principle 10 was re-energized and greater interest was forged on the part of Member States regarding application of the Bali Guidelines at the regional level. As a direct result of the WRI's efforts at Rio in continued partnership with the Branch, in December 2012, Latin American countries agreed to develop a regional instrument on Principle 10 implementation.

143. Responding to requests from governments for capacity development and implementation support for the Bali Guidelines (Guidelines for the Development of National Legislation on Access to Information, Public Participation and Access to Justice in Environmental Matters), UNEP and UNITAR developed a joint global capacity development initiative that included an Implementation Guide, Training Materials and workshops in various regions.

Strategic partnerships with trade unions

144. The Branch entered into a Memorandum of Understanding with ITUC in November 2012, to enhance common objectives with Trade Unions work. The aim of the partnership was to consolidate their cooperation and effectiveness to achieve the common objectives in the field of environment. One of the examples of the partnership was the organization of the 2nd Trade Union Assembly on Labour and Environment, in Rio de Janeiro, 3 Brazil, 11-13 June 2012. The key outcome of the Assembly was the call to governments to acknowledge that "social protection is a human right". They also advocated for text in the Rio+20 Outcome Document on the importance of safeguarding and strengthening social issues in the context of the Green Economy. It should be noted that between 2010 and 2013- SustainLabour and UNEP jointly launched a project to improve trade unions´ capacity on environmental issues and their participation in international negotiations. During the first phase, "the trade union movement's contributions to the environmental negotiations and the Rio+20 preparations have combined ambition on the final objectives for social justice and environmental protection, together with a proposal of concrete steps in order to immediately initiate the change". The most compelling evidence of this partnership is the fact that trade unions from 91 countries participated in Rio+20, representing 112 million workers.

Strengthening of UNEP National Committees

145. Whilst UNEP has National Committees in 36 countries, in recent years they have been less active in part because in 2010 UNEP Management took the decision to disengage with them until a new UNEP Policy on National Committees is in place. Once that is

formally adopted, there will be greater clarity on the optimal role to be played by the National Committees. UNEP National Committees are multi-stakeholder bodies with the objective of increasing public awareness, mobilizing public support around UNEP's work.

3.3.2 Likelihood of impact using the Review of Outcomes to Impact (ROtI) approach

146. The ROtI approach is used to assess the likelihood of impact by determining outcomes achieved by the project and the progress made towards the 'intermediate states' at the time of the evaluation. The rating system is presented in Table 8 below and the assessment of the project's progress towards achieving its intended impacts is presented in Table 7.

147. The assessment of the likelihood of impact involves the examination of the following four elements:

- The extent to which the project outcomes have to date contributed to changes in behaviour;
- The extent to which the project is likely to contribute to changes in behaviour in the future;
- The likelihood of all the aforementioned changes contributing to even greater and more significant changes;
- Overall likelihood of achieving impact

3.3.2.a The extent to which the project outcomes have to date contributed to changes in behaviour as a result of project outcomes

148. The behavioural changes that are described in this section are framed in terms of the project's three intermediate results, which are essential preconditions for the achievement of the project's impact (notably, the enhanced influence of MGS in UNEP's governance and in international decision-making processes).

Intermediate Result 1- MGS have increased awareness, knowledge and capacity to engage in international decision-making processes

149. Most interviewees agree that the Branch has contributed to a tangible increase in awareness, knowledge and capacity to engage in international decision-making.

150. First, the Branch provided financial support to MGS, without which they would not have been able to participate in Rio+20.

151. Second, the Branch organised an impressive number of large meetings to provide platforms which enabled MGS to forge common positions. The Branch also provided the official documentation to MGS for them to provide their comments, which in turn the Branch channelled to the Member States.

152. Third, the Branch financed the Stakeholder Forum to provide a series of capacity-building training sessions to enhance MGS understanding of the process, substance and politics of the Rio+20 negotiations.

153. Fourth, the Branch was also active in assisting in the organisation of regional meetings and this helped to ensure that the regional voice was heard and understood.

154. Fifth, the Branch provided a platform for MGS to discuss and debate their concerns and to forge common positions, which they transmitted to the official negotiations.

Although some of the MGS participation in international environmental processes has taken place in the last stages of negotiations, the Branch has continuously attempted, and often succeeded, in involving MGS at a level that would not have been possible prior to 2010. As a result of the efforts of the Branch, MGS have had more influence in GEO 5, GEO 6, the Sustainable Consumption and Protection 10-year framework, Green Economy policies, and IPBES. There has also been an increase in efforts of some Member States to ensure that the voices of civil society are heard at all levels.

155. Sixth, if the MGSB had not existed, it is unlikely that MGS would have had the same opportunities to engage in and influence the official Rio+20 processes. Overall, the Branch's work in supporting MGS in the Rio+20 process was highly praised by MGS for its efforts in keeping MGS informed about the process and substance of negotiations. The Branch's also work directly contributed to a behavioural change on the part of the MGS. Specifically, they were equipped to engage meaningful in international environmental discussions because of the opportunities created by the Branch to forge common positions, which were more impactful than individual opinions on policy matters.

Intermediate Result 2- Deeper level of recognition of value of MGS engagement in UNEP's work and increased recognition of value of UNEP in the eyes of MGS

156. Regarding the deeper recognition of the value of MGS, there is no question that there has been a growing recognition of the importance of the voice of MGS. This has resulted directly from the Branch's work in assisting MGS to proactively engage in UNEP's governance processes.

157. First, the fact that the CPR now allows MGS to participate in their meetings and actually provided nameplates for them is an important example of the increased recognition of the value of MGS engagement. Similarly, during the UNEP GC/GMEF and UNEA, some of the fundamental MGS were invited to be keynote speakers and moderators of official discussions. Furthermore, the lobbying efforts of MGS vis-a-vis the chairs of the UNEA and CPR have in turn had some influence on how the chairs interact with MGS.

158. Second, aside from facilitating MGS engagement in UNEP governance processes, advice and assistance from the Branch has been solicited by UNEP colleagues from other Divisions and the Regional Offices more frequently between 2010 and 2014 than it has been in previous years. Some UNEP colleagues are very informed and aware of the importance of integrating MGS in the planning and execution of their work. However, although the assistance of the Branch is available to support MGS engagement across UNEP, some UNEP colleagues may not be as supportive of stakeholder engagement as others, maintaining that the provision of support to Member States should be their priority. It is also important to note that other aspects of UNEP's programmatic structure do include stakeholder participation as a prerequisite, such as projects receiving funding through the Global Environmental Facility. While it is difficult to say how much of the Branch's activities directly contributed to the involvement of stakeholders across UNEP's PoW, the Branch has set an influence and provided additional support for the engagement of MGS.

159. Third, the Branch has facilitated fora that allow Member States and MGS to interact; one example of this is the "Green Room," an open space for civil society within the conference areas of the GC and UNEA. The Green Room has evolved and grown since 2009 to become a more institutionalized platform that is appreciated and expected as a platform of exchange and exposure. This space has been open to all stakeholders without

restrictions, including those MGS that had not been accredited. As a small space on the grounds of the meetings, the Green Room allows for informal meetings and discussions between Ministers and MGS on specific themes, such as gender issues or the SDGs. It has been emphasized by interviewees that the engagement of Ministers and Ministerial Representatives with civil society, particularly with MGS from their own countries, can be a very positive experience which can encourage more engagement with civil society at the national level. A similar opportunity that the Branch has contributed to was "UNEA Unplugged," which provided a safe space for civil society to speak before UNEP staff and high level delegates. Communication that occurred during this event stayed private, thus allowing all participants to interact comfortably.

160. However, the fact that the Stakeholder Engagement Policy was not adopted at UNEA-1 is a reflection of the difficulties that some Member States have in providing a greater role for MGS in UNEP's governance processes. This is indeed a reflection of the low level support of some Member States for MGS engagement. It is the belief of some interviewees that recent examples of positive changes in behaviour may not be long-lasting. Additionally, the tangible reality of increased civil society participation may have even awoken some reluctance on the part of Member States that may need to be addressed before MGS may be fully engaged in UNEP governance processes.

161. As regards value of UNEP in the eyes of MGS, considering the number of MGS who partner with UNEP in the implementation of projects and programmes on the ground, it can be said that there is an element of recognition on their part of the value of UNEP. That can also be said for the many MGS who have systematically engaged in UNEP's governance processes and whose input has helped to contribute to substantive discussions.

162. However, there is a growing number of MGS who do not necessarily see the immediate value of UNEP in relation to their work on the ground. As a result, they do not see the immediate value of participating in UNEP governance processes. This is especially so for those MGS who perceive UNEA as dealing primarily with technical and governance issues as opposed to substantive issues that more directly relate to their work. In this context, greater efforts are needed to reach out to those MGS who may not be familiar with UNEP's work but who still have a stake in the outcome of key decisions taken by UNEP.

Intermediate Result 3: Creation of synergies that help to strengthen MGS engagement

163. The Branch played an important role in forging selected strategic partnerships with MGS for the promotion of environmental goals. Partnerships were formed key MGS such as the WRI and The Access Initiative around Principle 10; with the Trade Unions regarding the inclusiveness dimension of the Green Economy; and with UNITAR to enhance the capacity of Governments, Major Groups to implement Principle 10 of the Rio Declaration and the UNEP Guidelines for Development of National Legislation on Access to Information. UNEP also formed the IEG Advisory Group and created partnerships with Indigenous Peoples in the context of the development of the UNEP Indigenous Peoples Guidance.

164. The project has certainly catalysed an increased number of individuals engaged in sustainability decision-making processes and as a result, synergies have either been formed naturally or through the intervention of the Branch. Of particular note are the increased synergies within the women, trade and youth major groups. Resources permitting, the Branch could do more to track key decisions and relate them back to MGS working at the local and national levels and perhaps forging partnerships with those actors. This will help to build deeper engagement in UNEP's work. .

3.3.2.b The extent to which the project is likely to contribute to changes in behaviour in the future

165. The aforementioned intermediate results/states are not only dependent on the success of the outcomes, but also on the extent to which the project was able to overcome the impact drivers and assumption. Both the drivers and assumptions affect the extent to which the project is likely to contribute to changes to behaviour in the future, and to achieve the project's overall objective, which is to enhance the engagement and influence of MGS in environmental decision-making processes.

Table 7: Impact drivers and assumptions for the project's three intermediate results

	Intermediate Result 1 **Increased awareness, knowledge and capacity**	**Intermediate Result 2** **Increased recognition of MGS value to UNEP and MGS recognition of UNEP**	**Intermediate Result 3** **Creation of synergies**
Impact Drivers	Provision of resources to MGS MGS substantive expertise Support of senior management for MGS Outdated MGS accreditation process Outdated UNEP MGS framework Fairness of selection process for MGSFC	Branch outreach efforts to Member States Support of senior management for MGS Branch outreach to MGS UNEP's openness to criticism from MGS	Willingness of MGS to speak through common voice Level of interest of big NGOs in the work of UNEP Support of senior management for MGS Scope of focus by UNEP on the engagement of smaller MGS.
Assumptions	Timeliness and sufficiency of financial resources Capacity of regional offices for MGS outreach Geographic constraints	Willingness of Member States to adopt Stakeholder Policy Timeliness and sufficiency of financial resources Capacity of regional offices for MGS outreach Geographic constraints that hinder participation of MGS	Timeliness and sufficiency of financial resources Capacity of regional offices for MGS outreach Social and political constraints of working with certain MGS Geographic constraints that hinder participation of MGS

Intermediate Result 1

MGS have increased awareness, knowledge and capacity to engage in international decision-making processes.

Impact Drivers

- Provision of resources to MGS
- MGS substantive expertise
- Support of senior management for MGS
- Outdated MGS accreditation process
- Outdated UNEP MGS framework
- Fairness of selection process for MGSFC

Assumptions

- Timeliness and sufficiency of financial resources
- Capacity of regional offices for MGS outreach
- Geographic constraints

166. It is clear from the preceding sections that the MGSB has contributed to increasing the overall capacity of MGS to engage in international decision-making processes through the creation of platforms, provision of financial support, substantive expertise and access to key decision-makers. The main impact driver that is affecting the achievement of this intermediate result is the capacity of the Branch to continue to provide these resources to MGS. The Branch has been able to operate on a minimal budget due to its own

resourcefulness. Branch resourcefulness is certainly a factor within its control. However the key assumptions relevant for this Intermediate Result are the timely and predictable flow of resources, support from senior management for MGS engagement as well as the timely adoption of the Stakeholder Engagement Policy by Member States at the next UNEA in May 2016.

Intermediate Result 2

Deeper level of recognition of value of MGS engagement in UNEP's work and increased recognition of value of UNEP in the eyes of MGS

Impact Drivers

- Branch outreach efforts to Member States
- Support of senior management for MGS
- Branch outreach to MGS
- UNEP's openness to criticism from MGS

Assumptions

- Willingness of Member States to adopt Stakeholder Policy
- Support of Senior Management
- Timeliness and sufficiency of financial resources
- Capacity of regional offices for MGS outreach
- Geographic constraints that hinder participation of MGS

167. As regards the recognition of the value of MGS, the Branch has been successful in convincing a growing number of Member States, especially since the transfer of the Branch to the SGB. In its new institutional home, the Branch has greater access to Member States and as a result has been able to convince them of the merit of MGS engagement. There are still a number of Member States who continue to oppose MGS engagement and whilst UNEP's senior management will need to take the lead on diplomatic outreach, certain the Branch can continue its outreach efforts vis-à-vis Member States. As well, whilst senior management was very supportive of the role of MGS during the Rio+20 process, new priorities have deflected their attention. And here the Branch will need to convince senior management of the continued importance, especially in the context of further strengthening UNEA and the implementation of SDGs. If UNEP is truly committed to MGS engagement, it must also ensure that the critical voices of MGS are heard and reflected in its work.

168. Similarly, increasing the recognition of the value of UNEP in the eyes of MGS will require consistent outreach efforts by the Branch to convince MGS of the relevance of UNEP to their work. The Branch's overall effectiveness in this regard depends directly on the role that UNEP's Regional Offices can play in enhancing their MGS outreach efforts. On the one hand, this factor is an impact driver because the willingness of the regional offices will be affected by the Branch's ability to convince them of the importance of their role. On the other hand, it becomes an assumption since the capacity of the Regional Offices depends on the increased flow of resources from UNEP's general budget, a factor that is beyond the control of the project.

Intermediate Result 3

Creation of synergies that help to strengthen MGS engagement

Impact Drivers

- Willingness of MGS to speak through common voice
- Lack of interest of big NGOs in the work of UNEP
- Support of senior management for MGS
- Limited focus on small NGOs

Assumptions

- Timeliness and sufficiency of financial resources
- Capacity of regional offices for MGS outreach
- Social and political constraints of working with certain MGS
- Geographic constraints that hinder participation of MGS

169. Many of the project activities have had the effect of creating synergies between MGS, between MGS and UNEP, and between MGS and Member States. The creation of synergies between and among MGS has helped them to speak through a coherent voice. Whilst some MGS would argue that they should not have to align their positions, the truth is that Member States are more receptive to MGS input when it is channelled this way. In this regard, the capacity of the Branch to continue to forge synergies is vital for the project impact. Similarly, in the forging of synergies between MGS and UNEP, the Branch has a continued role to play to convince senior management of the valuable contribution that MGS can make at the policy, operational, and governance streams of UNEP's work. The same holds true for the Branch's success in convincing Member States. Another dimension is the capacity of the Branch to reach out to larger MGS who have been less engaged in recent years and to smaller MGS who are actively involved in implementation of UNEP projects on the ground.

170. The assumptions for this intermediate result are similar to the foregoing, namely the timely and predictable flow of resources, the capacity of regional offices to help in the forging of synergies, not to mention the constraints that MGS face in certain regions and the geographical constraints that hinder MGS engagement.

3.3.2.c The likelihood of all the aforementioned changes contributing to even greater and more significant changes

171. At this stage, it is moderately difficult to assess whether or not the project-related changes are likely to contribute to even greater changes beyond the intended project impact. These changes are not only difficult to measure, but will only be manifest a few years after the project life has ended. Equally important, the attributions of these changes to the actual efforts of the Branch are, and will be, difficult to assess definitively.

172. That said, considering that there is evidence of achievement of influence in the medium term, the evaluation team is confident that further changes beyond the project results achieved to date are likely. However, there are several factors that must be addressed in order for the engagement of MGS to make greater contributions to environmental policy making processes.

173. First, UNEP's stakeholder engagement policy must be adopted to provide a clear procedural basis for MGS engagement. It is vital that the policy does not retreat to UNEP's

practices in the past, especially in light of the global importance of the UNEA. Equally, it is important to understand that the political context and enabling environment for MGS engagement has changed significantly since 1992. The level of openness on the part of Member States is not as pronounced as it was in 1992, and indeed the fact that the stakeholder engagement policy was not adopted at UNEA-1 was a reflection of the occasional reverses that have sometimes frustrated MGS engagement.

174. Second, there are mixed views among Member States regarding the value of MGS engagement. Member States must be convinced that by strengthening the participation of MGS, UNEP will benefit in several ways: (i) UNEP's relevance, authority and effectiveness will increase; (ii) the quality of UNEP decision-making will improve; (iii) the global environmental discourse will be linked to national and community priorities; (iv) there will be a greater sense of ownership and commitment to the work of UNEP.

175. Third, the timeliness and sufficiency of financial resources available to the Branch for its core MGS activities was certainly problematic. It meant that the Branch had to undertake its own fundraising efforts, which is also problematic since it means doubling up requests to UNEP's core donors. Stable and predictable resources are essential to the proper functioning of the Branch. And core MGS activities that UNEP is obligated to deliver should be budgeted by UNEP.

176. Fourth, equally important for the improved delivery of the Branch's work is the strengthening of MGS outreach capacity within UNEP's Regional Offices. This is essential to ensure that regional voices are more effectively reflected in the preparation of the RCMs and other relevant policy and governance processes.

177. Fifth, some concerns have been raised that the Branch itself has not been able to convince Member States that the model for engagement with MGS in the Rio+20 follow-up period has to evolve.[2] However, the Branch did what it could to ensure a more progressive engagement policy (i.e. one that reflected the outcome of the Expert Group). The original version was modified by UNEP's Senior Management and then, by Member States. Whilst it may appear that the Branch has been advocating for a mainstream approach to MGS engagement, it has endeavoured to be an advocate for meaningful and innovative change, despite varying degrees of success.

178. Sixth, there are many MGS who do not necessarily see the immediate value of UNEP in relation to their work on the ground. As a result, they do not see the immediate value of participating in UNEP governance processes. This is especially so for those MGS who perceive UNEA as dealing primarily with technical and governance issues as opposed to substantive issues that more directly relate to their work. In this context, greater efforts are needed to reach out to those MGS who may not be familiar with UNEP's work but who still have a stake in the outcome of key decisions taken by UNEP.

179. Seventh, there are mixed views about the level of engagement for MGS within UNEP. Some interviewees have suggested that in the run-up to Rio+20, senior management were highly supportive of MGS engagement, especially in the context of the strengthening of UNEP, where MGS played a critical role in elevating the importance of that issue. Some maintain that in the aftermath of Rio+20, the focus of senior management has been directed other priority issues. As a result, there is a perception of

2 As noted by the Expert Group to UNEP on stakeholder engagement the existing major groups and stakeholder approach creates imbalances and a silo approach to engagement. While the Branch approached in discussions with the CPR changes to the nine Major Groups approach, this was not accepted by Member States.

waning support from senior management. This is particularly important to redress in light of the key role that senior management could play to mobilize political support from Member States to ensure that the draft MGS Engagement Policy is strengthened and duly adopted at UNEA-2.

3.3.2.d Overall likelihood of achieving impact

180. The ROtI method requires ratings to be determined for the outcomes achieved by the project and the progress made towards the 'intermediate states' at the time of the evaluation. The assessment of the project's progress towards achieving its intended impact is presented in the ROtI (Table 7) and the rating system is presented in Table 8 below.

Overview regarding the likelihood of impact at the medium stage

181. The intended impact as re-framed in the reconstructed TOC is "strengthened engagement of MGS in UNEP's work and in international decision-making processes (related to sustainable development)". There is no question that the impact has been achieved in part, at the time of the evaluation.

182. Currently, there are mixed views among Member States regarding the role that MGS should play in environmental decision-making processes. This has impeded the adoption of UNEP' Stakeholder Policy, which has impeded the work of the Branch in facilitating the engagement of MGS.

183. However, it is clear that in the absence of the Branch, there would have been no way of enabling MGS engagement, either at Rio+20 or in UNEP's GC (and later the UNEA). As reflected in the detailed descriptions of the achievements of immediate outcomes, the engagement and voice of MGS has been strengthened in international decision-making processes. With limited resources and an uncertain procedural operating environment, the Branch ensured that accredited and other MGS were equipped with the knowledge, resources and capacity to engage meaningfully. As a result, in certain specific cases, MGS engagement in international decision-making processes was clearly strengthened.

184. Of course there is much work to be done to ensure that MGS engagement continues to be deepened and supported within environmental policy processes. There are important lessons that are relevant to the challenge of ensuring that the impact continues to be achieved in the second phase of the project

185. One of the key lessons from this first phase of the of project is that if the Branch is to succeed in stimulating an even greater level of MGS engagement, it will be important to ensure that all views of MGS, however critical of UNEP or Member States, must be acknowledged and respected. If MGS grasp the value of UNEP's work and are confident that their views will be heard and reflected in the outcomes of policy-making processes, then they will be even more likely to engage in those processes.

186. The second lesson is that meaningful engagement of MGS requires a serious investment on the part of UNEP to ensure that MGS are equipped to add substantive value to official discussions with the CPR. Because many of the CPR members are overloaded with other responsibilities, if MGS could bring their substantive knowledge to those discussions, the quality of outcomes would most likely improve.

Table 8: Overall Likelihood of Achieving Impact

Outputs	Outcomes	Rating (D – A)	Intermediate states	Rating (D – A)	Impact (GEB)	Rating (+)	Overall
• Thematic consultations • Rio+20 side events • GMGFS • RCMs	• International environmental decision-making processes are increasingly influenced by MGS • UNEP governance processes are increasingly influenced by MGS • Partnerships between UNEP and strategic MGS are formed and/or strengthened.	B	• MGS have increased awareness, knowledge and capacity to engage in international environmental decision-making processes • Deeper level of recognition of value of MGS' engagement in UNEP's work and increased recognition of value of UNEP in eyes of MGS. • Creation of synergies that help to strengthen MGS engagement.	B	Improved effectiveness, legitimacy and credibility of UNEP's policy and governance processes		BB
	Justification for rating:		Justification for rating:		Justification for rating:		
	Despite limited resources, considerable efforts were undertaken by the Branch to support the capacity of MGS to participate in and influence international decision-making processes. It is difficult to quantitatively assess whether the capacity of NGOs was increased in large part, because of the challenges of measuring intangible outcomes and the difficulties of measuring attribution. Nevertheless, there is sufficient anecdotal evidence confirming that the Branch did succeed in strengthening the capacity of MGS to influence international processes such as Rio+20 and UNEP's governance processes such as the Governing Council and then later on UNEA.		The measures designed to move towards intermediate states have been successful to varying degrees. Again, like the outcomes, the intermediate results are not quantifiable. Most of the impeding factors are entirely beyond the Branch's control, such as the political support for MGS on the part of Member States and the available level of financial resources.		Anecdotal evidence affirms that without the Branch, stakeholder democracy would not have progressed and that without progress in stakeholder democracy, UNEP's legitimacy and credibility will suffer. That said, there is much work to be done to ensure that MGS engagement continues to be deepened and supported within environmental policy processes. The adoption of a forward-looking Stakeholder Engagement Policy is absolutely essential.		

The aggregate rating is "BB". With an aggregate rating of BB, the Project is therefore rated as "Likely" to achieve the expected impact.

The project is considered "likely" to achieve impact.

3.3.3 Achievement of the formal project objectives as presented in the Project Document

187. The overall goal of the project was the support for the active participation and engagement of MGS in environmental policy processes. Considering the achievement of outputs and outcomes as described in the Effectiveness chapter of this report, it is clear that the objective was realistic, notwithstanding the resource constraints faced by the Branch. Notwithstanding the intangible nature of the project activities and the difficulty in quantifying and attributing project results, the evaluation team maintains that the Branch's efforts have clearly contributed towards the achievement of the project objectives.

The overall rating for the achievement of project goals and objectives is moderately satisfactory.

3.4 Sustainability

188. Sustainability is understood to mean the probability of continued long-term project-derived results and impacts after the project funding and assistance has ended. There have been several factors that have negatively affected the project's sustainability, such as the resource constraints and the changed political context. However, the robustness of the institutional structures and processes that were developed as a result of the project, and the fact that the project activities represent core activities that the Branch is required to implement in light of UNEP's official mandate to support the engagement of MGS are evidence of the probability of continued results.

The overall rating for project sustainability is moderately likely.

3.4.1 Socio-political sustainability

189. There are several socio-political factors that may affect the sustenance of the project results and progress towards impacts.

190. First, delays in the finalisation of the Stakeholder Engagement Policy over the past 2 years have been a hurdle to the engagement of MGS in the UNEP's work. Despite significant efforts of the Branch and some MGS to facilitate the approval of the policy, the limited degree of openness of some Member States to MGS participation has prevented its approval at the time of this evaluation.

191. Some interviewees noted significant resistance and unbalanced influence by Member States within the CPR regarding the approval of the Strategy.

192. While some interviewees believe that it may have been possible to approve this policy at the time of Rio+20, the social and political climate has since changed. Without clear guidelines in place for the participation of MGS within the UNEA/GC, the desired project result of increased MGS participation in UNEP's work cannot be achieved. Respondents also expressed concern that these same social and political factors might weaken or abolish the MGS system within UNEP, which would in turn prevent the project from achieving desired results. It has also been suggested that delays in the approval of the policy might be a result of a larger number of new Member States during the last UNEA, who may not have sufficiently understood the context of the policy.

193. A second factor is the social and political context within some Member States that may inhibit the influence of MGS. For certain Member States, the participation of civil society is viewed as a threat to the authority of the government authority. In some regions, the participation of MGS runs counter to the social and cultural norms of political processes; this may differentially affect the involvement of certain MGS such as women and youth. Additionally, in some regions, there is a belief that there the capacity is strong enough that engagement with MGS is not necessary. While the Branch is working to prevent social and political variables from affecting MGS contributions to the international decision-making environment, these factors are likely to continue influencing their ability to collaborate in the future. However, the current global increase in social participation movements is likely to support the involvement of MGS in decision-making and agenda-setting processes at the global level. This trend may influence decision-makers to take the perspectives of MGS into account when engaging in policy dialogues.

194. A third factor consists of the socio-economic issues affecting the ability for MGS to physically attend meetings. Some MGS lack the funding to support their own travel costs to Nairobi or even to meetings within their regions, which affects the diversity of those that are able to participate. While some funding is available through the Branch, this funding is limited and has meant that it is often not possible to support the attendance of a full range of representatives across MGS. In certain regions, there are obstacles related to border restrictions of certain countries, which prohibits the participation of some MGS. Additionally, MGS who are working from limited budgets may struggle to be active in the field, and may have to balance attendance in meetings with fulfilling their objectives on-the-ground.

195. A fourth factor is a perceived lack of support for MGS within UNEP itself. While the Branch is currently developing a toolkit that focuses on educating staff on the topic of indigenous issues, in particular, it has been noted that there is a need for capacity-building within UNEP regarding the importance of working with MGS. There is also some concern that the quality and objectives of partnerships between UNEP and MGS is variable, and that partnerships are occasionally being sought for purposes of visibility rather than to strengthen UNEP's work on substantive issues by working alongside MGS. It may also be the belief of some UNEP staff that their role is solely to support Member States and not to help strengthen the role of civil society.

196. Fifth, there are social factors that affect the funding of the project within UNEP. This lack of internal funding has a significant influence on the degree to which the project is able to meet its objectives. In certain cases, such as the involvement of Youth, participation may be limited as a result of lack of the financial resources needed to support the engagement of a particular Major Group. A lack of funding also affects the ability of materials to be translated to allow for the participation of MGS who speak different languages on conference calls and in meetings. UNEP has also faced some criticism regarding the receipt of funding from certain businesses and industries, even though the funding has been needed by the majority of the regions. The representation and involvement of these interests is likely to be a challenge for UNEP moving forward, as some industries have been disruptive to decision-making processes in the past.

The rating for socio-political sustainability is moderately unlikely.

3.4.2 Sustainability of financial resources

197. The project has not been funded at the levels indicated in the original budget. This results in a rating of moderately un-likely.

198. Financial constraints have presented implementation challenges, some of which the Branch has skilfully overcome. The Branch has managed to secure a small amount of extra-budgetary resources for some activities. But as stated before, it is difficult for the Branch to fundraise directly with donor governments, because so often they are in fact the main UNEP donors.

199. The key issue is that the Branch's work, because it is delivering core activities that are part of UNEP's official mandate to work with MGS, should ideally be funded directly from UNEP's regular budget. Stable and predictable resource flows will greatly enhance its work. It should be noted that the likelihood of financial resources for the Branch's work in relation to the UNEA is quite good. There is a lower likelihood of financing support for other Branch activities.

200. Although a few interviewees expressed that the time and budget allocated to the project were sufficient because all three of the outcomes had been achieved (albeit in varying degrees), the vast majority of respondents felt that the project lacked sufficient financial and human resources to ensure the full achievement of project results.

201. One of the possible reasons for the lack of sufficient financial resources may be that UNEP project objectives are determined prior to the realisation of the working budget. If internal funding is not sufficient for the project to be completed, external funding can be sought, and only 25% or $200,000 of project funding is needed at the project approval stage. The availability of additional money depends on whether fundraising targets were met.

202. Overall, respondents felt that more internal funds should have been provided to this project. While it was noted that some MGS are skilled in fundraising for their own activities, it was also mentioned that certain other MGS may struggle in mobilising the necessary level of financial support to engage in the project activities.

203. Most interviewees felt that the workplan for the Branch was overly-ambitious in relation to its relatively small budget. While UNEP staff worked to maximise the impact of the limited resources, many felt that the Regional Offices were not sufficiently resourced, which over-stretched MGS focal points and reduced their potential impact. This however is the responsibility of course of UNEP and not the Branch. Some regions overcame this challenge to some degree by creating interlinkages with other sub-programmes or finding small amounts of their own funding. But in other regions, limited resources frustrated their ability to fulfil project results

204. In terms of Branch activities, whilst they endeavoured to fundraise additional resources, the main problem is that the typical donors that they would normally approach are indeed the main donors of UNEP, which means that they would be less inclined to provide resources over and above their normal contributions to the UNEP Secretariat. Clearly the Branch needs a comprehensive fundraising strategy that identifies the division of resources from internal budget lines and external donor contributions. This is essential to ensure the timely and predictable flow of resources to the Branch.

205. The limited financial resources for this project affected the delivery of project results in the following ways.

206. First, in the convening of the RCMs, the Branch could only afford to finance and sponsor one or two people from each country in each region. The process of selecting a representative sample of individuals across genders, MGS, and sub-regions was time-consuming. The lack of funding limited the scope of participation of MGS in the RCMs.

207. Second, additional funding would have enabled MGS to coordinate more activities with the Branch to increase outreach with their own constituencies, organise additional meetings, training activities, educational initiatives, and accreditation outreach campaigns.

208. In addition to the lack of financial resources, many respondents felt that a lack of human resources resulted in a less-than-desirable degree of achievement of the project objectives. At Branch headquarters it was felt by some that there was a lack of staffing, which was not able to provide the desired about of support to the regions. Others felt that staffing at headquarters was relatively sufficient, but that there was a significant lack of human resources at the regional level, where only 25% or less of the workload of one staff member was dedicated to MGS activities. Regional staff members often felt overworked and were only able to meet project objectives by identifying creative solutions to overcome the lack of resources allocated to this project.

The rating for the financial sustainability is moderately unlikely.

3.4.3 Sustainability of institutional frameworks

209. This section describes the robustness of the key institutional frameworks, structures, processes and policies that were developed as a result of the project or which are directly relevant to the overall achievement of project results.

UNEP

210. There are mixed views about the level of engagement for MGS within UNEP. Some interviewees have suggested that in the run-up to Rio+20, senior management were highly supportive of MGS engagement, especially in the context of the strengthening of UNEP, where MGS played a critical role in elevating the importance of that issue. Some maintain that in the aftermath of Rio+20, the focus of senior management has been directed to other priority issues. As a result, there is a perception of waning support from senior management. This is particularly important to redress in light of the key role that senior management could play to mobilize political support from Member States to ensure that the draft MGS Engagement Policy is strengthened and duly adopted at UNEA-2. The continued robustness of the Branch and its ability to engage MGS depends of course on the level of broader support provided to it by UNEP. Good engagement depends not just on a robust MGSB but on the broader support for MGS engagement from within all levels of the UNEP Secretariat. Considering the level of engagement that senior management have with Member States, there is tremendous potential for them to raise the importance of MGS engagement with them, especially in advance of UNEA-2, where the Stakeholder Engagement Policy may be adopted. As well, it is important to strengthen the MGS focal points not only in the regions, but also across the different sub-programmes of work.

Major Groups and Stakeholders Branch (MGSB)

211. As explained throughout this evaluation report, despite limited financial resources and a less than favourable operating environment, the Branch has been effective in supporting MGS in their engagement in international environmental processes. That said, there are several factors that have affected its overall robustness.

212. First, the lack of stable and predictable financial resources has prevented it from carrying out the activities it had originally outlined in the 2010 project document. Despite skilful adaptive management it was able to execute the most important activities. But support for its required core activities should be budgeted by UNEP to relieve the pressure on project managers having to approach the same core funders upon which UNEP relies.

Whilst it is part of the Branch head's role to secure resources, since it is an admittedly difficult task for this branch, this presents a more compelling reason for a resource mobilisation strategy for the project.

213. Secondly, the move of the Branch from the DRC to the SGB did partially affect the Branch's robustness positively insofar as it has brought the Branch closer to the Member States.

214. Now that the Branch is firmly established within the SGB, its continued robustness will depend on a strong re-commitment by UNEP for the importance of a dedicated distinct unit that works closely with MGS focal points in the UNEP regional offices. Its robustness will also depend on a clear division/separation of tasks that enable the Branch team to contribute where appropriate, to the work of the SGB, without the concern that they may be faced in a conflict of interest situation. This would make it difficult for the Branch to maintain its advocacy role and trust with MGS.

215. Third, it may be time to reconsider a different engagement approach for the Branch, in light of the perception that the "parliamentary MGS framework is considered to be outdated. This new approach would first embed the imperative of stakeholder engagement into UNEP's governance system. This would still require a dedicated unit within the SGB to ensure that the MGS constituency was properly integrated within UNEP's governance structure. But instead of the MGS approach, it would encourage the engagement of those MGS with a deeper level of substantive competence; whilst at the same time favouring increased access and participation of those MGS, so long as accreditation rules were applied. Another element of a possible new approach would be to engage the Division of Information and Communication more actively with improved coordination with respect to MGS engagement. This would potentially strengthen the MGS outreach efforts. This new approach would be complemented by greater MGS capacity within the regional offices. This will be necessary to ensure that there is a sufficient level of outreach with MGS in the regions and that the regional voices are transmitted by the regional offices back to UNEA.

UNEP's Regional Offices

216. The MGS focal points within UNEP's regional offices have an important role to play in the connectivity between UNEP, the Branch and the MGS in the region. However they are under-resourced both in terms of money and time. Their robustness could be easily strengthened by allocating even just part time MGS officers (working at least 50% on MGS files). Although this of course presents budgetary implications. It is clear from the majority of interviewees that the strengthening of the regional dimensions of UNEP's MGS work should not happen at the expense of reducing staff within the dedicated unit with the SGB. Outreach to MGS in the region is extremely important because it enables UNEP to connect with those MGS who are implementation partners on the ground. This will in turn open up new opportunities for UNEP's regional offices to forge strategic partnerships with key MGS in the regions who recognize and value UNEP's work.

Global Major Groups and Stakeholders Forum (GMGSF)

217. There are mixed views about the robustness of the GMGSF. On the one hand, the Forum has an institutional base relative to the UNEP governing bodies and a solid mandate to promote the participation and engagement of MGS in UNEP's governing bodies. The Forum has provided a much-needed platform for MGS to forge common positions and transmit them to the GC and now the UNEA. Whether the MGS positions have actually influenced the positions of Member States is not fully known. As well, the Forum has

provided an opportunity for interaction between Member States an MGS, which has been important in building political support on the part of Member States for MGS engagement.

218. However, as noted in Section 3.3.1., some interviewees feel that the MGS approach is outdated. To a certain extent it has been populated by the same actors and processes for well over the past ten years. On the one hand this has ensured institutional memory, but on the other hand, it has meant that many stakeholders do not feel adequately represented or feel underrepresented. As noted in the "Survey Report" there is a clear call for "more regional and thematic expertise and voices; as well as for more transparency within each Group, especially in terms of membership, the diffusion of information, mobilization, decision-making (including on funding), and in the selection and operations of facilitation committees". It has been suggested that the Forum should undertake more capacity building training, focused rather more on process and opportunities for engagement and the skills required to enhance MGS engagement. To this end, the Forum's capacity to provide timely information (which is very critical for effective engagement) depends on the timeliness of document flow from the UNEA Bureau and UNEP Secretariat.

Major Groups Facilitating Committee (MGFC)

219. Whilst the MGFC has endeavoured to provide a system within which MGS could self-organise in order to cooperate. Despite the novelty of this approach, it has had its share of problems.

220. The MGS respondents had mixed views about the robustness of the MGFC, citing concerns about its legitimacy, representativeness and lack of formal accountability mechanisms. Concerns had been raised that the selection process is problematic and that certain Facilitating Committee members do not sufficiently interact with their constituencies, and that the model of the Facilitating Committee needs to be updated. The role and functions of the regional representatives on the MGFC also needs to be redefined. These concerns are known to the MGSB, and it has been decided that the Branch will support the Facilitating Committee in rethinking its role, function and structure once the Stakeholder Engagement Policy has been formally adopted.

221. The current draft of the Stakeholder Engagement Policy acknowledges the importance of a body such as the Facilitating Committee as the key intermediary through which the UNEA will work. However it is clear that it will be up to the MGS to decide for themselves on the scope and substance of the successor Facilitating Committee. That said, the robustness of the Facilitating Committee can also be improved by changing the selection process and updating the guidelines for the election of the Co-Chairs.

Regional Consultation Meetings (RCMs)

222. The RCM process was designed to engage the participation of MGS who would not otherwise have the opportunity to contribute their views to the GC and later on the UNEA-1. Many interviewees agreed that the RCM process has greatly facilitated and increased the scope of MGS engagement. Some maintain that the RCM process is generally transparent and democratic in some regions but not in others. Others have raised concern about the lack of preparation of some RCMs and the lack of clarity in terms of the purpose of such meetings. Other concerns relate to the fact that the RCMs do not provide for year-round participation between UNEP and MGS and that the inclusivity and representativity could be improved. Part of this is due to the limited funding available to the RCM process. Considering the important role that the RCMs endeavour to play in promoting the regional voice into UNEP's governing bodies, it is important that they are properly resourced to ensure the future robustness of this important process.

UNEP National Committees

223. The UNEP National Committees could in principle provide an additional institutional mechanism for MGS to engage with UNEP. Whilst 36 such committees exist globally, to date they have not been very active. At the end of 2010, UNEP decided to revisit its policy and approach to National Committees. Once the new National Committee Policy and the Stakeholder Engagement Policy are in place, there will be greater clarity regarding the desired role for the National Committees.

Stakeholder engagement policy

224. MGS agree that a robust and inclusive policy on stakeholder engagement is critical to enable UNEP's partnership with civil society. However, many would argue that the current draft is not sufficiently robust to underpin UNEP's engagement with MGS and vice versa. It is important to emphasise that the Stakeholder Engagement Policy was hampered by the political reality at UNEA-1, which saw a rather low point in the level of enthusiasm for MGS engagement on the part of Member States. Part of the problem is that the key Member State representatives in the CPR did not participate in Rio+20 and the subsequent institutional memory loss has contributed to the decline in political support. However, the fact that the most recent CPR meeting (held in May 2015) provided seats for MGS is a positive sign of the hopeful change in the political dynamics.

The rating for the institutional sustainability is highly likely.

3.4.4 Environmental sustainability

225. While the project is not directly influenced by environmental factors, in a broad sense the future state of the global environment may have an impact on UNEP's work and engagement with MGS. If the environment worsens, it is possible that there could be an increase in the number of organisations and groups focusing on these issues. In that scenario, it is possible that the Branch will play an even more important role by continuing to support the engagement of MGS in the environmental policy agenda. It has been suggested that alternatively, an increase in global interest and response to environmental issues might make UNEP's work redundant, if these issues were to be integrated among a broad variety of external stakeholders. This latter scenario is highly unlikely in the near future.

The rating for the environmental sustainability element is highly likely.

3.4.5 Catalytic Role and Replication

Behavioural changes

226. As regards behavioural changes within UNEP, in the run-up to Rio+20, the importance of MGS engagement was heralded by UNEP's senior officials. This was especially the case since MGS played a critically important role in calling for the strengthening of UNEP. As explained in Section 3.3.2.b, in the post-Rio+20 period, priorities have been shifted to Member States, with a perceived decrease in emphasis on MGS.

227. For MGS, the key behavioural change that the project aimed to catalyse is of course increased engagement in policy debates. Those levels have fluctuated over the life of the

project, in part due to factors beyond the control of the project. For example, it is clear that MGS are more likely to engage in the large global summits, such as Rio+20, which attracted over 10,000 MGS (United Nations, 2012). Not surprisingly, those numbers were nowhere as high at UNEA-1. Of course, attendance at UNEA is not a definitive indication of the perceived value that MGS place on UNEP's work, but it does provide a relevant gauge since UNEA is now the most important platform for the development of international environmental policy. Equally important is the work of the MGFC, which despite the weaknesses that have been identified, has endeavoured to reach out to MGS constituencies on the ground and to provide opportunities for their voices to be heard in key policy debates.

228. It should be emphasized however, that in order for the project to continue catalysing behavioural changes on the part of MGS, specifically in terms of increasing their engagement levels, they will need to be convinced of the direct relevance of the UNEA to their own work. The Branch has directed its outreach efforts in this regard, but it is the UNEA Bureau who has the mandate to set the next UNEA agenda. The extent to which they choose topics that relate to the work of MGS on the ground will also determine the extent to which MGS will engage.

229. Equally relevant for the potential of the project to continue catalysing behavioural changes on the part of MGS is the potential scope of the Stakeholder Engagement Policy to be adopted at UNEA-2. If the Policy creates the procedural enabling environment that truly optimizes MGS participation, it is more likely that MGS will continue to engage in the work of UNEP. If however, the procedural scope for participation is reduced, it will be more difficult for the Branch to convince MGS of the rationale and merit of engagement.

230. As regards behavioural changes on the part of Member States, 2012 represented an important milestone, with the Outcome Document reflecting a strong political commitment towards increased engagement. However, the fact that Member States were unable to adopt the Stakeholder Engagement Policy at UNEA-1 in 2014 is an important indication of a shift in Member States' views. That said, the most recent meeting of UNEP's CPR (May 2015) was officially open to MGS. Whereas CPR meetings have been closed to MGS in the past, at this last CPR meeting, MGS actually had designated seats and nameplates, a concrete sign of a shift on the part of the CPR Bureau. The project has demonstrated that behavioural shifts on the part of Member States (in terms of increased open-ness to MGS engagement) are more likely to occur where they have the opportunity to witness first-hand the added value that MGS bring to policy discussions. This was exemplified in a recent UNEP consultation on the access to information policy where Member States open acknowledged the substantive expertise that MGS brought to the discussions.

Incentives

231. The entire project was designed to provide incentives to catalyse the engagement of MGS in policy processes. These ranged from financial support for participation, information sharing such as the provision of official documentation for MGS comment, capacity building to enhance the effectiveness of MGS engagement in official policy processes, creation of the MGFC and the MGS Forum, both of which provided important networking opportunities for MGS and strategic platforms to forge common positions. Another important incentive was the increased access that the project has provided for MGS to interact with Member States.

Institutional changes

232. The project has contributed to several important institutional changes. First and foremost, the fact that Branch has been moved to the SGB is highly relevant because it has better access to governments and hence more opportunities to consult with them about the merit of MGS engagement. As explained throughout this report, but for the Branch, it is unlikely that MGS would have been able to engage in key policy processes to the extent that they did under this project. Second, the CPR, formally closed to MGS, now allows for their participation and provides for speaking rights. Third, the project indirectly contributed to the creation of the UNEA insofar as MGS played a high profile role calling for the strengthening of UNEP.

Policy Changes

233. The project contributed to several policy change processes. First the P-10 Partnership with the WRI focused on building the capacity of Member States to implement the Bali Guidelines on access to information, public participation and access to justice. The project has also contributed MGS input to the development of UNEP's Stakeholder Engagement Policy as well as UNEP's Access to Information Policy. Finally, the project contributed to the Rio+20 debates on IEG and the Green Economy as well as the 10-year framework of programmes on SPAC.

Catalytic Financing

234. Although UNEP has struggled with financing, some additional extra-budgetary resources were mobilized to finance the project because of the gap in committed funding. From the viewpoint of MGS, the project has not contributed to sustained, follow-on financing from Governments and Member States. If the Branch is to be provided with the necessary level of resources for its next project period, it should engage itself in the visioning exercise currently being undertaken for the 2018-2020 MTS planning process and provide a concept note to be included in the Sub-Programme 4 framework. Similarly, just as MGS provided input for the 2014-2017 PoW, so should they for this current planning process.

Champions to Catalyse Change

235. One of the elements of the project that created opportunities for "individuals or institutions to catalyse change without which the project would not have achieved all of its results" was the creation of the MGFC. It has created an opportunity for MGS to connect with each other, to articulate common priorities and to reinforce MGS participation in policy-making processes, especially at the global level. There have been concerns raised about the representativity of the MGFC. However, the common positions that it channels to UNEP's governing bodies have facilitated the transmission of MGS views to Member States. Perhaps without the MGSFC, it would be harder for MGS from certain sectors and geographies to gain access to and to influence global policy processes. The MGFC also played a key role in bridging the gap between UNEP and MGS and in helping to elevate the importance of UNEP's work in the eyes of MGS.

236. Equally important is the role that the Branch has played in creating the enabling conditions necessary for MGS to participate in decision-making processes. With the Branch, there is no question that the project would have not been able to achieve its results.

Replication

237. The project is inherently replicable because it involves a set of core activities, which the Branch is required to provide as part of UNEP's official and ongoing mandate to engage

with MGS. This is especially the case with activities related to the Branch's engagement efforts within the context of UNEA.

238. That said, there are a number of activities that should be scaled up in the next project period:

- Outreach efforts with Member States to ensure that MGS views regarding the Stakeholder Engagement Policy are reflected and that a robust Policy is adapted at UNEA-2
- Increased capacity building activities for MGS to deepen their engagement and influence in decision-making;
- Increased activities to promote MGS engagement in regional processes, especially the RCMs where the potential has not been fully tapped;
- Improved engagement of MGS in the planning and implementation of the MTS for 2018-2020
- Highlighting the linkages between UNEP's policy processes across the global, regional and national levels so that MGS can best choose their entry points;
- Engagement of MGS in supporting UNEP to address the environmental dimensions of the SDGs;
- Expanding the scope of strategic partnerships with key MGS;
- Outreach is a continuing responsibility, both in terms of broadening the base of accredited MGS but also in terms of raising awareness about UNEP's work and seeking MGS input. Some have suggested that structuring the Branch's outreach efforts within DELC or DPI might strengthen outreach efforts.

239. It should also be emphasized that the replicability of the Branch's key activities also depends on the continuation of a dedicated unit. Currently it is based in the SGB, and for now, this appears to be a viable institutional arrangement. That said, as the Stakeholder Engagement Policy is evolved and approved, MGS should be embedded in the governance framework of UNEP. This means that a continued dedicated unit within UNEP must have specific responsibility for dealing with this important constituency.

240. The model of a strong dedicated unit in headquarters that connects with regional partners is the model for MGS engagement, which is most commonly found in other international organisations such as the WHO and ILO. Therefore, the same time, the dedicated unit must be sufficiently resourced to work effectively with the MGS officers in UNEP's regional offices. The connectivity between the dedicated unit in headquarters and the regional offices is especially key since there are far more MGS operating at the regional level. By contrast, the regional focal points work at an even closer level of engagement with the MGS, therefore strengthening their outreach capacity is essential. In this regard, the Branch should work more systematically with the Regional Support Office.

The project's catalytic role and replication is rated as highly satisfactory.

3.5. Efficiency

3.5.1 Cost efficiencies

241. A wide range of cost-saving measures were adopted by the project. These included: scheduling MGS meetings back to back alongside other UNEP processes to reduce travel costs and to take advantage of the expertise of UNEP colleagues present at those meetings; partnering with other UNEP units and divisions; use of modern communication

technologies, especially skype conference calls; benefiting from the wider array of consultation opportunities at larger scale forums and events.

3.5.2 Timeliness

242. The project documents were designed to ensure maximum flexibility to enable the project team to respond to context changes. The milestone delivery plan demonstrates that the activities were implemented in a timely manner. The only problematic issue related to the delay in the transfer of financial resources. This created difficulties for the project team, although they always found ways to ensure that activities were implemented despite delays in resource transfers.

The overall rating for efficiency is moderately satisfactory.

3.6. Factors affecting performance

3.6.1 Preparation and readiness

243. The original Project Document contained a Logical Framework, which included indicators, means of verification, as well as a risk mitigation strategy. In addition, the project provided for a unified half-yearly Progress and Financial Report. The Project Manager was also responsible for submitting bi-annual progress reports to the Coordinating Division.

244. In addition, the Project Document Revision (Annex: Project 42-P2 Document Supplement, 4 April 2014) adds time-bound milestone delivery dates, which together with the mandated half-yearly progress reports would have ensured an approach to sustaining outcomes.

245. The social and political risk factors are presented in the project risk log (lack of access, fragmentation, lack of political will of governments, limited support, and lack of senior management support). These risks have been addressed in the risk management strategy and safeguards that are contained in the risk log.

246. The project document also identifies critical success factors, upon which successful delivery of the project hinges. These include: engagement potential, political will, cooperation potential, accurate identification of key issues that will attract the private sector, availability of resources, and willingness of all actors to address worsening environmental trends.

247. There are a few shortcomings in the project design. Firstly, the causal pathways in this project are not clearly described. There is no TOC contained in the project document. The project also confuses the component, output and the activity terms. The project document also does not clearly identify impact drivers or the roles of key actors and stakeholders.These shortcomings make it difficult to assess whether the project had a direct effect on the desired outcome, as highlighted in the Theory of Change.

Overall, the project preparation and readiness was moderately satisfactory.

3.6.2 Project implementation and management

248. The project implementation mechanisms were drafted broadly in the original and revision project documents to ensure optimal flexibility to enable the Branch to respond to

adapt to evolving challenges and implement activities accordingly. The mechanisms were followed and where needed, adjustments were made to ensure the achievement of project results. The main mechanism was of course the MGSB with sub-mechanisms taking the form of the MGFC, with whom the Branch had a very good working relationship.

249. As regards the adaptability of the project to changes during the life of the project, it should first be emphasized that the project was extended for technical reasons until resources were mobilized for the second phase of the project. Until the new project was approved, the Branch would have had a budget from which to draw resources. Therefore, extending the project ensured the continuity of resources to prevent any gap in implementation. Secondly, the project time frame was shortened from the usual two years to 16 months to ensure that activities could be timed with the first UNEA. Thirdly, the project design provided for maximum flexibility in project design due to the sporadic nature of MGS activity. Fourthly, because the project received far less than had been planned for, the Branch itself had to improvise creatively in order to find solutions to certain challenges in the absence of financial resources.

250. It should also be noted that during the life of the project, the Branch was moved from the DRC to the SGB. Whilst the move did of course have a minor impact on project implementation, of greater significance was the fact that once the Branch was housed in the SGB, it had less time to do its own work because of the new demands placed on it by the SGB. In particular, the Branch director was asked to serve as acting Secretary of the SGB and to provide specific services to governments. Sometimes this created a conflict of interest in light of the Branch's MGS mandate, and other times it drew energy and effort away from the Branch's core work. That said, the move to the SGB did have a positive impact insofar as it brought the Branch closer to Member States, providing greater opportunities to identify entry points for the Branch's MGS work.

251. The factor that had perhaps the greatest significance on project implementation and management was the changed political context. Whilst governments were very positive towards MGS engagement during the Rio+20 process, as reflected in Outcome Document language, the last UNEA demonstrated a markedly lower level of political support, which hampered the negotiations of the Stakeholder Engagement Policy. As noted above, part of the fact that the Rio+20 level of enthusiasm has not been sustained is a lack of institutional memory on the part of Member States, whereas for most governments, members of the CPR had not participated in Rio. And within UNEP itself, MGS priority was especially high during Rio+20 because they were seen as important allies to help promote the strengthening of UNEP. After that was achieved, as other priorities became more important for UNEP, MGS support within the organisation seems to have diminished.

252. It should also be added that the project team endeavoured to respond to direction and guidance by UNEP's supervision, in the form of the Deputy Director of the DRC (during the phase of project activities that were undertaken when the Branch was housed thereunder.

The project's performance in implementation and management is rated satisfactory.

3.6.3 Stakeholder participation, cooperation and partnerships

This evaluative parameter is the focus of the entire project.

Stakeholder participation, cooperation and partnerships is rated highly satisfactory.

3.6.4 Communication and public awareness

253. The MGSB relied on the MGFC and its various networks. These were important channels through which information on UNEP and key policy and governance processes were transmitted. MGS provided their feedback to UNEP through these channels. But for the Facilitating Committee, it would have been very difficult for MGS to input UNEP processes.

254. Additionally, the Branch's Perspectives publication series, which is one of the latest additions to the project and the work of the Branch has been an important information disseminator. It provides a forum for MGS to present their views on relevant issues, even were contrary to UNEP's official views.

The project's performance in ensuring communication and public awareness is rated satisfactory.

3.6.5 Country ownership and driven-ness

255. Most of the project activities have been designed to build a greater sense of ownership among the project's primary stakeholders, notably MGS. The Branch has helped to build ownership in policy processes by encouraging dialogue between all the different MGS, informing MGS about the state of play of relevant policy processes, financing participation, facilitating their interaction with Member States and providing them with the resources to enhance their capacity to engage.

256. Supported by the Branch, the MGFC has also played a role in enhancing the level of ownership among MGS. However, as noted in Section 3.3.1, some concerns have been raised about the legitimacy of the Facilitating Committee, and this may be a factor that has impeded ownership among the MGS, especially those who may feel under-represented.

257. There is perhaps a greater sense of ownership among MGS who participated in Rio+20, especially in the Green Economy and IEG discussions, where civil society input has been reflected in the Outcome Document. Global summits play a mobilizing and catalysing role in stimulating MGS engagement and ownership in decision-making processes. Given the noticeably small number of MGS in attendance at UNEA-1, it could be said that their sense of ownership in UNEP governance processes has diminished. This is why the work of the Branch is so critical. However, in order to continue to build ownership among MGS, its outreach efforts to both large and small MGS will be critical.

Country ownership and driven-ness is rated highly satisfactory

3.6.6 Financial planning and management

The following table indicates the revised budget that was intended to cover the project costs that resulted fro the six month extension that provided a bridge to enable implementation of activities pending the finalisation of the new project document related to the 2014-2015 POW424, which is still under development.

Table 9 Revised Budget 2012-2014

Cost to:	US$ pre 2012-13	US$ 2012-13	US$ 2014	US$ Total
Secured				
Environment fund	36,500	115,080	72,375	223,955
Norway (8% psc)	237,156	280,582	-	517,738
Belgium (8% psc)	-	2,439	-	2,439
Sweden (8% psc)	22,834	84,572	-	107,406
Spain (8% psc)	642,783	400,507	-	1,043,290
Reserve	200,000	125,000	400,000	725,000
CEPF (13% psc)	-	44,248	-	44,248
Gunghua Foundation (13% psc)	-	176,991	-	176,991
SEE (13% psc)	-	70,169	-	70,169
EoE (8% psc)	-	-	79,808	79,808
Sub-total	1,139,273	1,299,588	552,183	2,991,043
Programme Support cost	72,222	99,331	6,385	177,938
Total secured funds	1,211,494	1,398,919	558,568	3,168,981
Unsecured	-		-	-
Grand Total	**1,211,494**	**1,398,919**	**558,568**	**3,168,981**

Table 10 provides an overview of the co-financing that was secured for the 2010-2014 period**.** As noted in section 3.4.2 the project was not funded at the levels indicated in the original budget, as a result financial constraints presented implementation challenges, some of which the branch was able to skilfully overcome. The branch did manage to secure a small amount of extra-budgetary resources but as stated before, it has been difficult for the branch to fundraise directly with governments because they are often UNEP' main donors.

Table 10 2010-2014 Total Expenditure

Engaging Major Groups and Stakeholders for Policy Dialogue- 42P2						
2010-2014 Total Expenditure						
2C52-Spain						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	286 292	407 913	370 717	14 996	-	1 079 918
2C52-Norway						
	2010	2011	2012	2013		Grand Total
Total Expenditure ($)	73 994	182 135	201 863	158 365		616 357
2C99-Sweden						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	-	9 268	41 730	76 957	34 491	162 446
2A01-Belgium						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	1 339	-		2 634	-	3 973
2946-Sweden						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	15 393	-	10 724	4 909	-	31 026
1245-Reserve Fund						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)			123 109		48 667,71	171 777
3C67-Counterpart						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)			33 900	15 718		49 618

3C68-Counterpart						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	-	-	67 084	98 069	-	165 153
3C24-Counterpart						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	-	-	77 996	-	-	77 996
2J77-Norway						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	-	-	-	-	79 285	79 285
Environment Fund						
	2010	2011	2012	2013	2014	Grand Total
Total Expenditure ($)	18 250	18 250	57 540	57 540	72 375	223 955
Project Total						**2 661 505**

Project financial planning and management were satisfactory.

3.6.7 Supervision, guidance and technical backstopping

258. Project supervision was provided by the Deputy Director of the DRC (where the Branch was first established during the first part of the project life). There was a collegial relationship between the Project Manager and his first reporting officer. Where issues arose they were resolved efficiently and expeditiously. During the life of the project there were varying levels of engagement senior management as regards dealing with Member States in relation to the Stakeholder Engagement Policy.

Overall UNEP supervision and backstopping were satisfactory.

3.6.8 Monitoring and evaluation

M&E design

259. The project followed UNEP standard monitoring and evaluation processes and procedures.

260. The logframe did not capture the key elements of the TOC. It only contained indicators and means of verification but did not include impact drivers or assumptions. “SMART” indicators were linked to the outputs but not the outcomes. There is only one overall outcome identified for the whole logframe. The outputs are not tied to specific outcomes. The indicators are specific, measurable, attainable and relevant.

Although they were not time-bound. The means of verification are reasonable and appropriate, consisting of policy documents, surveys, policy dialogue reports. The logical framework did not identify any assumptions.

261. The Project Document provides very detailed project milestones, as well as a delivery plan that is clearly helpful to foster management towards outcomes and higher-level objectives. There is baseline information in relation to key performance indicators for the project, however the method for the collection this data collection has not been explained. The desired level of achievement was specified for indicators of outcomes and the targets based on a reasoned estimate of baseline. There was no specified time frame for the monitoring of activities in the project document.

The M&E design is rated as moderately satisfactory.

M&E plan implementation

262. The organisational arrangements for project level progress monitoring were clearly specified in the project document. The Project will follow UNEP standard reporting and evaluation processes and procedures.

263. Reporting is an integral part of the Project Manager's responsibility, including getting the necessary inputs from any sub-contracted partners. A unified half-yearly 'Progress & Financial Report' will be submitted to the relevant Programme Framework Coordinating Division in an electronic format with a copy to QAS. A budget was allocated for monitoring project in progress in implementation against outputs and outcomes.

264. The Project Manager submitted bi-annual progress reports to the direct reporting line. The Activity managers submitted regular reports to the Project Manager, on which corrective action was taken where necessary. Self-monitoring of sub-activities were carried out by the respective Units/Teams involved in project activities, and were held accountable for the timely delivery of their project outputs.

The M&E plan implementation is rated as satisfactory.

CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

4.1. CONCLUSIONS

3.1.3 Achievements and shortcomings

265. Established in January 2010, the project was designed to facilitate the participation of MGS in UNEP's work at the policy and programmatic level, thus improving the impact and quality of UNEP's overall work. The first phase of the project was expected to be completed by December 2012, but was revised to extend through to 2014. The second phase of the project has now commenced and will continue until 2017.

266. The project created a platform that enabled MGS to: engage in policy dialogue; participate in multilateral environmental negotiations and influence environmental decision-making. The project also aimed to ensure that an increasing number of MGS participated effectively in the governance debate at UNEP and in the implementation of UNEP's programme of work, and that new strategic partnerships were formed with MGS. Furthermore, by its work in assisting countries to implement Principle 10, the project contributed to the creation of enabling conditions for Public Participation at the national and regional level.

267. The intended impact as re-framed in the reconstructed TOC is "increased legitimacy, credibility and effectiveness of UNEP". Without the Branch's efforts to contribute to this impact through its efforts to strengthen MGS engagement, (and in turn, stakeholder democracy), UNEP's legitimacy and credibility would have suffered. The outcomes that were reframed in the reconstructed Theory of Change include:

1) International decision-making processes are influenced by MGS;
2) UNEP governance is increasingly influenced by MGS; and
3) Partnerships between UNEP and MGS are formed and/or strengthened.

268. As regards the first outcome, considerable efforts were undertaken by the Branch to enable and facilitate NGO engagement. However, it is difficult to quantitatively assess whether the capacity of NGOs was increased, in large part, because of the challenges of measuring intangible outcomes and the difficulties of measuring attribution. Nevertheless, there is sufficient anecdotal evidence confirming that, despite limited resources, the Branch did succeed in strengthening the capacity of MGS to participate in and influence international decision-making processes such as Rio+20. Specifically, the Branch provided a platform for MGS to discuss and debate their concerns, and to forge common positions, which they transmitted to official negotiation processes. The Branch assured that MGS were informed of key developments in the Rio+20 negotiation process and provided opportunities for MGS to engage in and influence the official negotiations. MGS succeeded in influencing several important issues in the Rio+20 Outcome Document, especially around the Green Economy and IEG chapters, including strengthening of UNEP. Also important is the strong political endorsement for stakeholder engagement that is reflected in the Outcome Document (i.e. Paragraph 88(h) that encourages UNEP to take a new approach to stakeholder engagement and ensure the meaningful participation and Paragraph 43, which states that "broad public participation and access to information and judicial and administrative proceedings are essential to the promotion of sustainable development"). It is unlikely that MGS would have had the opportunity to influence these debates had the MGSB not existedand the work of this project not been undertaken.

269. In terms of the challenges related to the first outcome, the Branch was able to achieve its successes during Rio+20 because of the galvanizing effect that large global summits have in attracting and engaging MGS in international policy processes. However, in the absence of global events such as Rio+20, the Branch will have a much harder time mobilizing MGS in policy forums, such as the UNEA, unless they can produce results that deliver genuine change on the ground.

270. As regards the second outcome, there are several mechanisms through which the Branch has supported MGS to inform and influence UNEP's policy and governance processes such as the MGFC, the RCM, the network of Regional Representatives and the Global Major Groups and Stakeholder Forum (GMGSF). These mechanisms have certainly assisted MGS in enhancing and strengthening their engagement in UNEP's work at the policy, programmatic and governance levels. They have given MGS a voice in the process and have ensured that their substantive inputs are recognised by Member States.

271. The majority of interviewees confirmed the importance of MGS engagement within UNEP's governance work. They also affirmed their appreciation for the Branch in providing concrete support to MGS, ensuring that their voices were heard and understood. The Branch played a strong enabling role in assisting MGS to proactively engage in the work of UNEP by serving as a respected liaison between UNEP, Member States and MGS. This has helped to establish trust, enable civil society to advocate with Member States, to find middle ground, and to create coalitions between like-minded players on critical issues. However, there are several challenges that are relevant to the Branch's efforts, first as noted for the first outcome, the political context and enabling environment for MGS engagement has changed significantly since 1992. The Branch has important work ahead to help ensure that a robust Stakeholder Engagement Policy will be adopted at UNEA-2, to underpin the optimal level of engagement in UNEP's work in the spirit of the Rio+20 Outcome Document. Concern has also been raised that support for civil society engagement has waned within UNEP itself. Some have suggested that the decrease in MGS engagement is related to the fact that UNEP's work has become more concentrated towards Member States, with the focus on the Green Economy as a concrete example of this development.

272. As regards the third outcome, during the life of the project, several strategic partnerships were forged with MGS to support the implementation of internationally agreed environmental goals. Some of the Branch's efforts to increase strategic engagement and partnership with key MGS have now transformed into concrete results, especially around Principle 10. However, despite the limited achievements in forging strategic partnerships Branch has not had the same level of success in engaging the larger NGOs in the work of UNEP and especially its governing bodies. Many of the large NGOs do not see the immediate value of engaging in UNEP's governing bodies because of the perception that the latter do not address concerns relevant to their mission and mandates. At the same time, greater outreach efforts are needed to engage the smaller and medium size MGS, who otherwise would not have the possibility to engage in UNEP, but who are themselves actively involved in implementation of UNEP initiatives on the ground.

3.1.4 Overall assessment

273. MGS have always played an important role in UNEP's work, from participation in UNEP governance processes, involvement in programme design and implementation, provision of expert advice, contribution of innovative solutions and the fostering of support for UNEP's overall mission and mandate. Their continued engagement is essential in light of the strategic and substantive contributions that they make to UNEP's work,

which in turn helps to increase UNEP's relevance, authority, credibility, legitimacy and effectiveness.

274. There are a number of activities that should be continued and/or scaled up in the next project period to build on the Branch's efforts thus far and to lead the next phase of the project towards the intended impact:

a) Outreach efforts with Member States to ensure that MGS views regarding the Stakeholder Engagement Policy are reflected and that a robust Policy is adapted at UNEA-2;
b) Increased capacity building activities for MGS to deepen their engagement and influence in decision-making;
c) Increased activities to promote MGS engagement in regional processes, especially the RCMs where the potential has not been fully tapped;
d) Improved engagement of MGS in the planning and implementation of the MTS for 2018-2020;
e) Scaled up accreditation campaign to increase the number of MGS accredited to UNEP;
f) Increased role to emphasise the linkages between UNEP's policy processes across the global, regional and national levels so that MGS can best choose their entry points; and
g) Engagement of MGS in supporting UNEP to address the environmental dimensions of the Sustainable Development Goals (SDGs);
h) Expanding the scope of strategic partnerships with key MGS.

275. Anecdotal evidence affirms that without the Branch and the work of this project, stakeholder democracy would not have progressed and that without progress in stakeholder democracy, UNEP's legitimacy and credibility would suffer. That said, there is much work to be done to ensure that MGS engagement continues to be deepened and supported within environmental policy processes. The adoption of a forward-looking Stakeholder Engagement Policy is absolutely essential. Equally important is the continuation of a dedicated unit at UNEP Headquarters, which is properly resourced and equipped to work systematically with UNEP's Regional Offices, to ensure optimal outreach with MGS on the ground.

276. Considering that there is emerging evidence of achievement of the impact in the medium term, the evaluation team is confident that greater changes beyond the intended project impact are likely. However, there are several factors that must be addressed in order for the aforementioned changes to contribute to even greater and more significant effects related to the engagement of MGS in environmental policy making processes.

277. First, UNEP's stakeholder engagement policy must be adopted to provide a clear procedural basis for MGS engagement. It is vital that the policy does not retreat from UNEP's practices in the past, especially in light of the global importance of the UNEA. Equally, it is important to understand that the political context and enabling environment for MGS engagement has changed significantly since 1992. The level of openness on the part of Member States is not as pronounced as it was in 1992, and indeed the fact that the stakeholder engagement policy was not adopted at UNEA-1 was a reflection of the occasional retreat that has sometimes frustrated MGS engagement.

278. Second, there are mixed views among Member States regarding the value of MGS engagement. Member States must be convinced that by strengthening the participation of MGS, UNEP will benefit in several ways: (i) UNEP's relevance, authority and effectiveness will increase; (ii) the quality of UNEP decision-making will improve; (iii) the global environmental discourse will be linked to national and community priorities; (iv) there will be a greater sense of ownership and commitment to the work of UNEP.

279. Third, the timeliness and sufficiency of financial resources available to the Branch for its core MGS activities was certainly problematic. It meant that the Branch had to undertake its own fundraising efforts, which is also problematic since it means doubling up requests to UNEP's core donors. Stable and predictable resources are essential to the proper functioning of the Branch. And core MGS activities that UNEP is obligated to deliver should be budgeted by UNEP.

280. Fourth, equally important for the improved delivery of the Branch's work is the strengthening of MGS outreach capacity within UNEP's Regional Offices. This is essential to ensure that regional voices are more effectively reflected in the preparation of the RCMs and other relevant policy and governance processes.

281. Fifth, there are many MGS who do not necessarily see the immediate value of UNEP in relation to their work on the ground. As a result, they do not see the immediate value of participating in UNEP governance processes. This is especially so for those MGS who perceive UNEA as dealing primarily with technical and governance issues as opposed to substantive issues that more directly relate to their work. In this context, greater efforts are needed to reach out to those MGS who may not be familiar with UNEP's work but who still have a stake in the outcome of key decisions taken by UNEP.

282. Sixth, there are mixed views about the level of engagement for MGS within UNEP. Some interviewees have suggested that in the run-up to Rio+20, senior management were highly supportive of MGS engagement, especially in the context of the strengthening of UNEP, where MGS played a critical role in elevating the importance of that issue. Some maintain that in the aftermath of Rio+20, the focus of senior management has been directed other priority issues. As a result, there is a perception of waning support from senior management. This is particularly important to redress in light of the key role that senior management could play to mobilize political support from Member States to ensure that the draft MGS Engagement Policy is strengthened and duly adopted at UNEA-2.

283. And finally, a few points must be made about the UNEP Stakeholder Engagement Policy. The Branch's best efforts culminated in a truly progressive approach to MGS engagement because the original draft went beyond the nine major groups and in terms of the policy itself, which broadened the basis for meaningful MGS engagement. However, at that time, the internal dynamics within UNEP were particularly cautious on the MGS agenda in large part because of the imminence of Rio+20. UNEP's senior management was focused on those priorities for which it had a large stake, such as the future of UNEP, the Green Economy and environmental governance. These priorities overshadowed the MGS engagement agenda, despite Paragraph 88(h) of the final Outcome Document, which refers to the importance of public participation and civil society engagement.

284. As a result, the draft Stakeholder Engagement Policy that was submitted by the Branch to UNEP's Senior Management was modified in response to concerns raised by Member States. This resulted in a weakened draft Engagement Policy, which was then tabled at the Open-Ended CPR that preceded the first UNEA. As explained in this report, the UNEA was unable to adopt the Engagement Policy because of the divisions between Member States. There were some very positive Member States who supported the work of the Branch and the policy itself. These Member States were of the view that that the model for engagement with MGS in the Rio+20 follow-up period had to evolve. However, those Member States who were not ready to adopt the Engagement Policy may not have a clear understanding of the objective, rationale and benefits of stakeholder engagement. And it is indeed these Member States that UNEP's senior management will have to convince if indeed UNEA-2 is to adopt a meaningful Stakeholder Policy

285. However, it is clear that the newly elected Chair of the CPR is a strong supporter of the Engagement Policy and has expressed her intentions to ensure the adoption of the Policy at UNEA-2. Herein lies an important opportunity for UNEP to help mobilise the political support of the Member States who rejected the Engagement Policy at UNEA-1. It is important for the Branch to provide her with the necessary background information and support to ensure the successful adoption of the Policy. At the same time, the successful implementation of a robust Engagement Policy requires a stable and predictable flow of resources, from UNEP's regular budget, which was not the case in the first and second phase of this project.

4.2. Lessons learned and recommendations

Table 11 - Overview of lessons learned and recommendations

Key area of analysis	Findings	Lessons learned	Recommendations
Project design	• The logical framework in both the 2009 project document and 2012 revision incorrectly clustered all the outcomes together into one general outcome. It also confused outputs with outcomes. Nor did it link any of the project outputs to specific outcomes. • Another problem with the logframe is the lack of components within which the outcomes and corresponding outputs should have been clustered therein. This made it difficult to understand the causal pathway from project outputs to outcomes, through to intermediate results and onwards to impact.	• The logframe methodology is an important approach for project planning, monitoring and evaluation. • However, if pathways and hierarchies are obscured with terminological confusion, the logframe will not serve the user in helping to understand the relationships between resources, planned activities and ultimately the desired changes or results.	• **Recommendation 1.** For the next project phase, greater efforts should be made by the Branch to prepare a project document that accurately captures the different pathways and results hierarchies.
Strategic relevance	• The project directly contributed to the PoW sub-programme on environmental governance by strengthening MGS participation in environmental governance processes. Increased public participation contributes to the strengthening of the legitimacy, credibility and effectiveness of UNEP, one of the most important environmental governance bodies. • Notwithstanding the project's strategic relevance to UNEP environmental governance sub-programme, within that sub-programme, there are no expected accomplishments that relate to MGS engagement. • Because of the lack of an MGS-related EA, the project team chose the next best alternative, namely EA 4(b), which relates to improved capacity of Member States regarding the development of environmental law. This expected accomplishment is not directly relevant to the overall objective of the project which is enhanced MGS capacity.	• The fact that the PoW does not include a specific expected accomplishment on MGS engagement reflects the ongoing gap between rhetoric and practice. It also highlights the need for UNEP to further embed MGS in the PoW.	• **Recommendation 2.** In the next MTS 2018-2020, UNEP should articulate a clear expected accomplishment related to deepening the engagement of MGS in UNEP's policy, programmatic and governance work.
Achievement of outputs and activities	• For the most part, the outputs were successfully completed. Limited financial resources constrained what the Branch could actually do. The problem faced by the Branch was the delay in disbursements, which affected their ability to implement activities. On several occasions, the Branch was able to adapt with creative solutions, especially convening MGS meetings on the margins of other meetings to save	• Predictable and stable financing is critical for the Branch to continue producing the necessary level of outputs. Fundraising efforts for extra-budgetary resources will be necessary. However, since much of the Branch's is required under UNEP's mandate to work with MGS, it should receive greater support from UNEP's general budget. • MGS depend on the support provided to it by the Branch. But for the Branch's	• **Recommendation 3a.** The Branch should prepare clear cost estimates, for its ongoing and future work for Senior Management consideration in resource allocation decisions of regular/EF budget. • **Recommendation 3b.** The Branch should prepare a resource mobilisation plan, highlighting the areas of work where potential to

	on travel costs. • The most highly praised outputs involved support to MGS to help them understand the politics, process and substance of the international processes. However, there is a clear need for additional training to support MGS in drafting positions and advocating Member States.	capacity building and other forms of support, it is unlikely that MGS would be able to influence policy processes to the extent that they have under this project.	raise resources is the greatest. • **Recommendation 4.** The Branch should increase capacity building efforts to support the next generation of MGS to engage in international environmental processes.
Effectiveness	**Outcome 1** • By providing the necessary support to MGS including platforms to forge common positions, the Branch helped MGS to engage in and influence key processes such as Rio+20. MGS influence is particularly evident in the decisions to strengthen UNEP, ensure that the social dimensions were reflected in the Green Economy and in the promotion of Principle 10. • The Branch was able to achieve its successes during Rio+20 in part because of the favourable political support and galvanizing effect that large global summits have in attracting and engaging MGS in international policy processes. • There is however a gap in the Branch's work regarding MGS engagement in the SDG process. The Branch's efforts have been frustrated because they have been taking place in NY, and since UNEP's NY office does not have a civil society officer. Outcome 2 • The Branch played a strong enabling role in assisting MGS to proactively engage in the work of UNEP by serving as a respected liaison between UNEP, Member States and MGS. This has helped to establish trust, enable civil society to advocate with Member States, to find middle ground, and to create coalitions between like-minded players on critical issues. However, there are several challenges that are relevant to the Branch's efforts. There are several mechanisms through which the Branch has supported MGS to inform and influence UNEP's policy and governance processes such as the MGFC, the RCM, the network of Regional Representatives and the Global Major Groups and Stakeholder Forum. These mechanisms have assisted MGS in enhancing and strengthening their engagement in UNEP's work at the policy, programmatic and governance levels.	**Outcome 1** • Large global summits play an important galvanizing role in attracting and engaging MGS in international policy processes. • Ultimately, the success of the Branch in mobilizing MGS in smaller, albeit equally important policy processes such as UNEA, will depend on its outreach efforts and ability to explain to MGS the relevance of UNEA to their work. Of course, whether or not the UNEA actually proves successful at delivering genuine change is up to Member States to give it the necessary resources and authority. • UNEP has an important role to play in elevating the environmental dimensions of the SDGs, especially in light of UNEA-2. MGS bring substantive expertise and experience that could enrich UNEP's work in this regard. Equally important for UNEA's consideration will be the challenges of monitoring and evaluating SDG implementation, and here again, MGS can make a positive and constructive contribution. **Outcome 2** • Member States must be convinced that by strengthening the participation of MGS, UNEP will benefit in several ways: (i) UNEP's relevance, authority and effectiveness will increase; (ii) the quality of UNEP decision-making will improve; (iii) the global environmental discourse will be linked to national and community priorities; (iv) there will be a greater sense of ownership and commitment to the work of UNEP. • Transparency is essential to enable meaningful participation, not just among Member States, but equally among MGS. • UNEP's Stakeholder Engagement Policy must be adopted to provide a clear procedural basis for MGS engagement. It is vital that the policy does not retreat from UNEP's practices in the past, especially in light of the global importance of the UNEA.	**Outcome 1** • **Recommendation 5.** The Branch should launch an outreach/accreditation campaign to mobilise MGS for the next UNEA, which will address the environmental dimensions of the SDGs. • **Recommendation 6.** The Branch should also launch campaigns to inform MGS about the benefits about accreditation. This is particularly relevant in light of the fact that many MGS are engaged in the SDG process but are not becoming accredited and joining the MGFC. **Outcome 2** • **Recommendation 7.** The Branch should convince Member States that MGS must be assured a greater role in shaping the agenda of UNEA to ensure that it is more policy relevant and truly reflects the most pressing substantive issues of the day. This means less focus on matters related to UNEP's PoW and more attention to most pressing of global sustainability issues. • **Recommendation 8.** The Branch should liaise with UNEP Regional Offices to help increase outreach with MGS to educate them about the importance of UNEA and find ways to generate more interest in attendance. • **Recommendation 9.** The Branch should explain to Member States that as regards changing

	They have given MGS a voice in the process and have ensured that their substantive inputs are recognised by Member States. • There are mixed views among Member States regarding the value of MGS engagement. This is reflected in the inability of Member States to adopt the Stakeholder Engagement Policy at UNEA-1. • The current self-nomination process for the MGFC is problematic because of concerns about legitimacy and credibility. Some stakeholders do not feel represented or feel underrepresented. For them, the MGS framework is overly rigid, excluding many who are affected by UNEP decisions but whose voices are not heard. • UNEP's current accreditation rules only permit the registration of international NGOs. Since small- and medium-sized MGS are important implementation partners for UNEP, accreditation rules should be broadened accordingly. • It has been difficult to mobilise the engagement of MGS in UNEA because of the perception that the latter is not relevant to the substantive work of MGS.		accreditation rules, one of the main criteria should be that MGS actively work in the field of sustainable development. • **Recommendation 10.** The Branch must ensure that MGS are informed about UNEA themes in a more timely manner to ensure that they have the maximum possible time to prepare their inputs. • **Recommendation 11.** The Branch should continue to step up its efforts to work with the CPR Chair to provide the support needed to ensure passage of the Stakeholder Engagement Policy as soon as possible to ensure the right of MGS to participate in UNEA, and for the establishment of rules to govern their engagement. • **Recommendation 12.** The Branch should also step up its efforts to convince Member States of the added value of MGS engagement. The sub-recommendations describe the concrete action that could be taken by the Branch. • **Recommendation 12a.** The Branch should provide concrete examples to Member States of the added value of MGS perspectives. This will help to improve the political willingness of Member States to support MGS engagement in UNEP governance processes. • **Recommendation 12b.** The Branch should encourage Member States to include MGS on government delegations to the UNEA. This would allow MGS representatives to contribute knowledge directly by intervening on behalf of their countries when specific issues are being discussed. • **Recommendation 12c.** As regards the CPR, the Branch should help to ensure that the voices of MGS be continuously drawn into the formal political debate. One example of where this has been done successfully is the UNECE that took place in preparation of Environment for Europe. In this example, the people's forum was accepted by both the Secretariat and the Member States; some groups even co-organised meetings. The Branch should invite a UNECE official to discuss

	Outcome 3 • Despite its best efforts, the Branch did encounter difficulties in engaging the larger NGOs, in large part, because of their limited interest in UNEP. Whilst these larger NGOs acknowledged that UNEP's engagement and facilitation mechanisms are sufficient. They prefer to engage in those UNEP processes that address topics that are high on their political agenda (e.g. illegal trade in wildlife and timber). • There are also many smaller and medium sized MGS who do not necessarily see the immediate value of UNEP in relation to their work on the ground. As a result, they do not see the immediate value of participating in UNEP governance processes. This is especially so for those MGS who perceive UNEA as dealing primarily with technical and governance issues as opposed to substantive issues that more directly relate to their work. In this context, greater efforts are needed to reach out to those MGS who may not be familiar with UNEP's work but who still have a stake in the outcome of key decisions taken by UNEP.	**Outcome 3** • Only if the larger groups are convinced that UNEA, and UNEP also for that matter, have an impact, will they engage. The Branch is doing its work to ensure the enabling conditions for engagement. Now it is a question of other actors ensuring that the UNEA fulfil its mandate and by doing so, ensuring that it has genuine impact on the ground. Once that happens, it is likely that both larger, medium and smaller MGS will increase their engagement efforts. • As regards the challenge of reaching out to smaller and medium-sized MGS, it is clear that the Branch is not sufficiently resourced for this purpose. Once again, strengthening the MGS focal points in the regional offices could help extend the reach to those MGS who are helping to implement UNEP projects on the ground, but whose voices are absent in the policy and governance processes. • Partnerships are essential for UNEP in the forthcoming efforts to elevate and integrate environmental dimensions of the SDGs, and there is still unexploited potential for the Branch in this regard with possibilities to do more.	the benefits of this approach with the CPR in Nairobi. • **Recommendation 12d.** Another way to increase MGS influence in UNEP governance is through the creation of an institutionalised or informal MGS advisory body for UNEA. The existence of a group of influential individuals and NGOs focused on MGS could help to elevate the importance of MGS engagement. **Outcome 3** • **Recommendation 13** The Branch should increase its outreach efforts to larger NGOs, backed up with key messages that demonstrate UNEA's relevance and that need to reflect the vision and commitment of UNEP's senior management. Since UNEA itself may not have sufficient appeal, at least the challenge of mainstreaming environmental dimensions in the SDGs could afford greater opportunities for partnerships with the larger NGOs. • **Recommendation 13a.** Another message that should be relayed by the Branch is that the UNEA is in fact the only universal environmental platform, which is becoming increasingly important in the eyes of governments. As such, the larger NGOs have a unique opportunity to participate in UNEA and demonstrate their particular contributions to the SDGs. As governments increasingly recognise the substantive expertise and constructive contributions of MGS, it is hoped that this will help to convince governments who currently oppose MGS engagement, of the essential role that MGS can play in the work of UNEP. The key point that must be emphasised is that these NGOs must be convinced that UNEA is a truly effective global environmental platform that will catalyse genuine change in behaviour of States. • **Recommendation 14.** If the level of resources allows, the Branch should liaise regularly, e.g. through specific regional

			consultations, with the larger NGOs who have national chapters around the world. And here the Regional Offices can play an important outreach role to complement the Branch's efforts. Notwithstanding resource constraints, creating a permanent liaison office / function in Nairobi could also help to attract international NGOs to enable more systematic advocacy efforts vis-a-vis the CPR.
Sustainability	• Several factors have affected the project's sustainability. The negative factors include the Branch's resource constraints and the decrease in political support for MGS engagement (as reflected in the fact that the Stakeholder Engagement Policy could not be adopted at UNEA-1). • Nevertheless, the robustness of the institutional structures and processes developed (i.e. the MGFC), the RCMs, the MGSGF have offset these obstacles. • The move of the Branch from the DRC to the SGB has also enhanced the Branch's impact because of the greater opportunities to interact with and convince Member States of the merits of MGS engagement. • There is a need for more support from UNEP MGS involvement at the regional level. Currently, depending on the office, MGS focal points only spends about 10% to 50% of their time focusing on MGS. This means they must often difficult decisions in terms of where to direct their efforts.	• Decreased external political support for MGS means that it will be all the more important for the Branch to be firmly anchored within UNEP's PoW. Currently MGS do not figure in the PoW and this omission does not capture the full extent of MGS engagement in UNEP, especially in terms of those MGS who are actively involved in the implementation of UNEP projects on the ground. • Regional Offices are best-positioned to reach out to NGOs, and should be supported more heavily in terms of their staffing and budget. This would allow them to also engage more proactively with regional MGS networks with the idea of engaging them in governance processes. As mentioned above, the Regional Offices can play an important role in outreach to MGS and in including them in a wide range of UNEP's work. • Additionally, it has been suggested that perhaps one region take the lead in terms of modelling the RCM, or that enhanced support is provided to each region; this could be assisted by the presence of national or sub-regional-level committees to assist in the coordination of those meetings.	• **Recommendation 15.** MGS should be gradually embedded into UNEP's PoW, particularly because over half of the PoW is implemented by MGS. The Branch should examine UNEP's Programme Framework documents and engage with the PSPT and Sub-programme Coordinators to constructively and proactively suggest opportunities for MGS engagement across UNEP's PoW.
Replication	• The project is inherently replicable because it involves a set of core activities, which the Branch is required to provide as part of UNEP's official and ongoing mandate to engage with MGS. This is especially the case with activities related to the Branch's engagement efforts within the context of UNEA.	• The replicability of the Branch's key activities also depends on the continuation of a dedicated unit.	• **Recommendation 16.** UNEP should mobilise political support for the Branch to be strengthened as a dedicated unit in the SGB. However it must be sufficiently resourced to work effectively with the MGS officers in UNEP's regional offices. The connectivity between the dedicated unit in headquarters and the regional offices is especially key since there are far more MGS operating at the regional level. The Branch should also work more systematically with the Regional Support Office. • **Recommendation 16a.** The Branch should increase its collaborative efforts with the civil

			society officers of UNEP's regional offices. They have the closest links with MGS in the field and should deepen their outreach in order to engage small and medium size MGS.
Efficiency	• The efficiency of the project was ensured by the following expenditure and time saving methods: modern technology, which reduced both costs of travel and time; scheduling MGS meetings back-to-back with other events; and building on previous initiatives, such as the work of the Stakeholder Branch from the point it was established in 2004 up to the launch of the project. • Despite issues arising from delay in the transfer of financial resources, the project adapted proving its flexibility, and consequently its efficiency too.		
Factors affecting performance	• Overall, the factors affecting performance were effectively controlled by the project. The project implementation mechanisms were drafted broadly in the original and revision project documents to ensure optimal flexibility to enable the Branch to adapt to evolving challenges and implement activities accordingly. The mechanisms were followed and where needed, adjustments were made to ensure the achievement of project results. • In addition, the Branch helped to build ownership by encouraging dialogue between all the different MGS, informing MGS, financing their participation, facilitating their interaction with Member States and providing them with the resources to enhance their capacity to engage. However, in the aftermath of large global summits such as Rio+20, (which play a very important galvanizing role), MGS engagement in UNEP's governing bodies has diminished. • The most significant factor affecting project performance is the changed political context. Whilst governments were very positive towards MGS engagement during the Rio+20 process, (as reflected in Outcome Document language), the last UNEA demonstrated a markedly lower level of political support for MGS engagement. • The Branch received far less financing than what was proposed in the original budget. Limited financial resources	• In process-like projects, maximum flexibility in project design is important to enable project teams to respond to evolving challenges. This is especially the case when working in uncertain political contexts. • Large global summits play a critical role in mobilizing MGS in policy processes. In the absence of these large-scale events, greater efforts are needed to attract MGS and to convince them of the relevance of these forums to their work. Branch outreach to small and medium size MGS is essential in this regard. • The political context is an important risk factor, which is beyond the control of the Branch. Therefore it is important to take into account this risk factor in project design and to consider risk mitigation strategies as early as possible in the design phase. Another important lesson is that when Member States have had direct interaction with MGS (as in the case of the Access to Information consultations) they can experience first-hand the valuable expertise that MGS can bring to policy debates. • It is important to be realistic in planning the project budget, to prevent budget gaps as large as the ones experienced by the Branch. With a more realistic budget, the Branch can plan accordingly and ensure the full delivery of its outputs. • Outreach to civil society would have been very difficult if not impossible, but for the Branch and its networks such as the MGFC. The Branch's outreach efforts are essential to maintaining UNEP's regular	• **Recommendation 17.** In the next project phase, the Branch should continue to design project activities with as much scope for flexibility. This is directly related to Recommendation 1. • **Recommendation 17b.** Now situated in the SGB, the Branch should optimize the opportunities for direct consultation with Member States where they can continue to convince them of the value of MGS engagement. The Branch should also continue to bring the best possible MGS experts in informal consultations regarding key policy reform efforts such as the Access to Information, deepening environmental dimensions of the SDGs, the Stakeholder Engagement Policy and preparations for UNEA-2. • **Recommendation 18.** Considering the Branch's limited resources, it should make greater use of ICT to enhance its MGS outreach efforts. These could include webinars, video-casts of CPR meetings, e-learning capacity building.

	certainly affected the Branch's ability to serve its constituency. However, despite limited resources, the Branch was able to overcome this constraint through their own creative adaptive management. • The Branch relied on the MGFC and its various networks to assist with its outreach efforts. These were important channels through which information on UNEP and key policy and governance processes were transmitted to MGS and through which MGS feedback was communicated back to UNEP.	contact with MGS.	

ANNEXES

1. Evaluation TOR (too long to be added, available on request)
2. Project Logical Framework
3. List of Interviewees
4. Bibliography
5. Brief Biography of the Consultant
6. Project Design Quality Matrix

ANNEX I. TERMS OF REFERENCE FOR THE EVALUATION [TOO LONG TO BE ADDED AVAILABLE ON REQUEST]

ANNEX II. PROJECT LOGICAL FRAMEWORK

Table **10**: Project Logical Framework

Project Outcome / EA	**Indicators**	**Means of Verification**
2012-2013 PoW: Enhanced capacity of States to implement their environmental obligations and achieve their environmental goals, targets and objectives through strengthened institutions and the implementation of laws 2014-2015 PoW: EA (b): The capacity of countries to develop and enforce laws and strengthen institutions to achieve internationally agreed environmental objectives and goals and comply with related obligations is enhanced	2012-2013 PoW: Number of inter-governmental policy dialogues and decisions on environmental areas that incorporate recommendations from major groups and stakeholders of civil society [target: 2 policy dialogues and decisions] Number of multistakeholders' partnerships supporting UNEP initiatives in one of the four selected environmental work areas [target: 2 partnerships] Number of multistakeholders policy dialogues on environmental areas that incorporate the recommendations from major groups and stakeholders of civil society [target: 6 policy dialogues at regional/global level] Number of international organisations that have applied UNEP guidance [target: 1 additional organisation, as per the baseline for December 2011] 2014-2015 PoW: (iii) Increased number of initiatives and partnerships with Major Groups and stakeholders in support of development and implementation of national and international environmental law with the assistance of UNEP Unit of Measure: Number of formal partnerships between UNEP and Major Groups and Stakeholders: [Baseline: 3, Target:4}	Policy documents integrating major groups and stakeholders recommendations Policy documents integrating UNEP policy options Partnerships reports Project reports

Outcome milestone: **Strategic partnerships between major groups and UNEP to support the promotion of environmentally agreed goals**		**June 2014**	
Project Output 1:	**Indicators:**	**Means of Verification:**	**PoW Output:**
Output 1: Inter-governmental policy dialogues on environmental priorities at regional/global level are influenced by the inputs/recommendations from major groups and stakeholders of civil society	Number of inter-governmental policy dialogues on environmental areas at regional and global level that reflect recommendations and inputs of major groups and stakeholders [target: 7 policy dialogues and decisions]	Policy documents integrating UNEP policy options Forum reports Reports of inter-governmental policy dialogues Multistakeholder dialogue report Survey of major groups and stakeholder organizations attending the stakeholders forums and inter-governmental policy dialogues Key messages and recommendations, policy documents, briefs, background papers and other substantive contributions Reports, decisions	#PoW#425 (2010-2011) #PoW#426 (2012-2013) PoW#424 (2014-2015)
Milestones for Project Output 13: (Suggest a milestone for every six months per output)		**Expected Milestone Delivery Date**	
M1. Major groups and stakeholders of civil society contribute to the Rio+20 process and participate in the Rio+20 Summit		June 2012	
M2. Major groups and stakeholders of civil society participate in the Rio+20 Summit follow-up consultation and identify joint activities for post-Rio+20		November 2012	
M3. Major groups and stakeholders of civil society contribute to inter-governmental policy dialogue (namely, UNEP Governing Council) on the Rio+20 follow-up priorities		February 2013	
M1.2014. Stakeholders Day organised in preparation for major groups and stakeholders of civil society inputs into the OECPR and Major groups and stakeholders participate in the OECPR		March 2014	
M1.2014. Global Major Groups and Stakeholders Forum organised in preparation for major groups and stakeholders of civil society inputs into the UNEA and Major groups and stakeholders participate in the UNEA		June 2014	

[3] Milestones for 2010-2011 remain unchanged

Project Output 2:	Indicators:	Means of Verification:	PoW Output:
Output 2: The promotion and implementation of internationally agreed environmental goals is supported by partnerships with major groups and stakeholders	Number of multistakeholders' partnerships supporting UNEP initiatives in one of the four selected environmental work areas [target: 2 partnerships]	Partnerships documents, best practices and lessons learned Joint reports Project reports Survey of partner major groups and stakeholders	#PoW#425 (2010-2011) #PoW#426 (2012-2013) PoW#424 (2014-2015)
Milestones for Project Output 2[4]: (Suggest a milestone for every six months per output)		**Expected Milestone Delivery Date**	
M4. Trade Union Assembly on labour and the environment resulting in a Global Trade Union resolution outlining priority actions on green economy.		June 2012	
M6. Partnership with trade unions experts and high level leaders for the promotion of the transition to a green economy established		December 2012	
M7. Framework for UNEP National Committees that aims at strengthening partnerships in the UNEP priority areas is developed		January 2013	
M8. Partnership for the application of Principle 10 of the Rio Declaration for improved decision making at international, regional and national level established		February 2013	
M3.2014. Regional workshop organised on the application of Principle 10 of the Rio Declaration for improved decision making in West Asia		June 2014	
Project Output 3:	**Indicators:**	**Means of Verification:**	**PoW Output:**
Output 3: Multistakeholders policy dialogues and decision-making on environmental priorities at regional/global level are informed by the recommendations from major groups and stakeholders of civil society	Number of multistakeholders policy dialogues and subsequent decisions at the regional and global level that reflect major groups and stakeholders recommendations and inputs [target: 6 regional policy dialogues and decisions] Number of international organisations that apply UNEP guidance [target: 1 additional organisation, as per the baseline for December 2011]	Forum reports Survey of major groups and stakeholder organizations attending the stakeholders forums and inter-governmental policy dialogues GMGSF Forum key messages and recommendations, policy documents, briefs, background papers and other substantive contributions (on IEG, Green Economy, sustainable production and consumption, Rio+20, public participation), inputs	#PoW#426

[4] Milestones for 2010-2011 remain unchanged

		into the GC/GMEF and the Rio+20 process GC/GMEF reports, decisions RCMs reports, key messages and recommendations Survey of major groups ad stakeholder organizations attending the regional training workshops	
Milestones for Project Output 35: (Suggest a milestone for every six months per output)		**Expected Milestone Delivery Date**	
M9. Global Major Groups and Stakeholders Forum (GMGSF.13) organised in preparation for major groups and stakeholders of civil society inputs into the GC/GMEF		February 2012	
M10. Six Regional Consultation Meetings organised and common regional MGS positions elaborated on GC/GMEF themes		December 2012	
M11. Global Major Groups and Stakeholders Forum (GMGSF.14) organised in preparation for major groups and stakeholders of civil society inputs into the GC/GMEF		February 2013	
M12. Six Regional Consultation Meetings organised and common regional MGS positions elaborated on GC/GMEF themes		December 2013	

[5] Milestones for 2010-2011 remain unchanged

ANNEX III. LIST OF INTERVIEWEES

Table 11: Major Groups & Stakeholders Terminal Evaluation list of interviewees:

UNEP		
Chédrak Sylvain De Rocher Chembessi	Regional MGS Representative for Africa	chembe.ram@gmail.com chembemotors@yahoo.fr
Essam Nada	Regional MGS Representative for Africa	e.nada@aoye.org info@raednetwork.org
Peter Denton	Regional MGS Representative for North America	phdenton@shaw.ca
Kassem El Saddik	Regional MGS Representative for West Asia	kelsaddik@gmail.com kassem@dsf-forum.org
Tareq Ahmed Abdo Hassan	Regional MGS Representative or West Asia Alternate	eng_taareq3333@hotmail.com
Satwant Kaur	Regional Office for Asia Pacific	satwant.kaur@unep.org
Algela Luh	Regional Office for Asia Pacific	algela.luh@unep.org
Hilary French	Regional Office for North America	hilary.french@unep.org
Wondwosen Asnake	Regional Office for Europe	wondwosen.asnake@unep.org
Alexander Juras	UNEPs Major Groups and Stakeholder Branch	alexander.juras@unep.org
Melanie Hutchinson	Regional Office for West Asia	melanie.hutchinson@unep.org
Jose de Mesa	UNEP Major Groups and Stakeholders Branch	jose.demesa@unep.org
Gerry Cunningham	UNEP DEWA	gerard.cunningham@unep.org
Laetitia Zobel	UNEP Major Groups and Stakeholders Branch	laetitia.zobel@unep.org
Michaele Candotti	UNEP EO	michaele.candotti@unep.org
Frits Schlingemann	Special Advisor to UNEP ROE	frits.schlingemann@unep.org
Major Groups and Stakeholders		
Jouni Nissinen	Major Group:	jouni.nissinen@sll.fi
Kehkashan Basu	Major Group: Children and Youth	kehkashanbasu@gmail.com
Nhat-Tan Nguyen	Major Group: Children and Youth	nhattan.nguyen@outlook.com
Yanus Arikan	Major Group: Local Government	yanus.arikan@iclei.org
Yahya Msangi	Major Group: Workers and Trade Unions and their Communities	yahya.msangi@ituc-africa.org
Felix Dodds	Major Group: NGO	felix@felixdodds.net
Lalanath de Silva	Major Group: NGO	LDeSilva@wri.org
Jan-Gustav Strandnaes	Major Group: NGO	jg_str946@hotmail.com
Beth Peoch	Major Group: NGO	beth.peoch@unctad.org
Farooq Ullah	Major Group: NGO	fullah@stakeholderforum.org
Sascha Gabizon	Major Group: Women	sascha.gabizon@wect.eu
Daniel Magraw	Major Group: NGO	dmagraw1@jhu.edu
Member States		
Antonio Otávio Sá Ricarte	Brazil	antonio.ricarte@itamaraty.gov.br
Sebastian Gil	EU	sebastian.gil@eeas.europa.eu
Idunn Eidheim	Norway	idunn.eidheim@kld.dep.no
Marcela M. Nicodemos	Brazil	brasemb.nairobi@itamaraty.gov.br

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ANNEX V. BRIEF BIOGRAPHY OF THE CONSULTANT

JOHANNAH BERNSTEIN

International environmental lawyer

Johannah Bernstein's entire professional life has been devoted to the cause of multilateral environmental diplomacy and advocacy. She is an Oxford-educated international environmental lawyer (combined with a B.A. in Human Ecology) and has over 20 years of professional experience advising UN organisations, national governments, the private sector and international non-governmental organisations on a wide spectrum of global sustainability challenges. Johannah has an exceptional command of the United Nations system, combined with her unique knowledge of global sustainability issues and the political dynamics of multilateral environmental diplomacy processes.

Her work started first as director of the Canadian coalition of NGOs involved in the 1992 Earth Summit. From 1992 to 1999, Johannah developed advocacy campaigns for prominent international NGOs for most of the global summits of the 1990s and the United Nations negotiations on climate change, biodiversity, and desertification, environmental justice, human development, global governance reform and the Millennium Development Goals.

EU policy work

Since 1999, Johannah has been running her own international environmental law practice from Brussels, Montreal and Geneva. During her ten years in Brussels, Johannah provided environmental law and policy advice to the European Commission (facilitating stakeholder consultations on the EU Sustainable Development Strategy, the External Dimensions Strategy, EU preparations for the World Summit for Sustainable Development), Members of the European Parliament (advising on issues related to corporate social responsibility, greening EU foreign policy, personal emissions trading,); European environmental NGOs (WWF-EPO, Friends of the Earth EU, Institute for Environmental Security, GLOBE EU); as well as supporting the governments of Sweden, Denmark, Finland and The Netherlands in promoting their environmental priorities during their respective EU Presidencies.

Policy advice to international organisations

In the last three years, Johannah has re-focused her work on international sustainability policy issues with many of the Geneva-based United Nations agencies and international organisations, such as the United Nations Environment Programme (assisting in design and facilitation of the World Mountain Forum, preparation of sustainable mountain development strategy; production of videos on mountain ecosystem conservation; leading team-building retreats for UNEP's Regional Office for Europe; leading staff retreat on Delivering as One programme); the United Nations Economic Commission for Europe (participation in four-person first ever external evaluation; legal advice for pre-negotiations on sustainable housing convention; participation as governance expert in Environmental Performance Review mission to Bosnia and Herzegovina, and analysis of member state governance innovations); the Organisation for Security and Cooperation in Europe (drafting the first ever environmental security strategy); the United Nations Institute for Training and Research (development of e-learning courses on green diplomacy and on environmental governance); the World Conservation Union (capacity building and support for IUCN policy review); the MAVA Foundation (strategic analysis of reform of the EU Common Agricultural

Policy); the International Institute for Sustainable Development (facilitation of high-level roundtable on UNEP reform, analysis of environmental security challenges in the Democratic Republic of Congo); the Swiss Development Cooperation Agency (production of videos on sustainable mountain development); the Stockholm Environment Institute (drafting manifesto signed by 22 Nobel Laureates at the third Nobel Symposium convened by the Stockholm Environment Institute).

Private sector work

In addition to Johannah's policy work, she is working increasingly with the private sector, providing strategic advice to start-up and growth-stage clean tech, renewable energy and agro-forestry companies.

University teaching, negotiation training and facilitation

In addition, since 1992, Johannah has been a visiting lecturer on international law, global governance and environmental diplomacy at several universities in Europe and North America, including Columbia University (Biosphere 2 Earth Semester), the University of California at Santa Barbara (Bren School of Environmental Management), Duke University, McGill University, University of Geneva (Masters in International Affairs), the Graduate Institute of International and Development Studies, University of Kent (Brussels School of International Studies), and Joensuu University (Finland). Johannah has also developed and led UN environmental negotiation training programmes around the world for UNEP, UNITAR, WWF, LEAD International, the Organisation for Security and Cooperation in Europe, IUCN, the Heinrich Boell Foundation and Environment Canada. She has trained over 300 environmental negotiators in the past twenty years.

As well, over the past years, Johannah has chaired and facilitated numerous conferences, expert dialogues and roundtables on a wide range of global sustainability issues for organisations such as UNEP, IUCN, the Tällberg Foundation, European Commission, WWF EU, International Institute for Sustainable Development, the Worldwatch Institute, Dutch Foreign Ministry, Swedish Environment Ministry, Danish Foreign Ministry, the Stockholm Environment Institute, the Organisation for Security and Cooperation in Europe (OSCE) and the Verbier Green Pioneering Summit.

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ANNEX VI. PROJECT DESIGN QUALITY MATRIX

Table 12 : Project Design Quality Matrix

Questions	Evaluation Comments	Prodoc reference	Rating
Relevance			
Are the intended results likely to contribute to UNEPs Expected Accomplishments and programmatic objectives?	All three project documents refer to the expected accomplishment being the enhanced capacity of states to implement their environmental obligations. As indicated below, the expected accomplishments were late to subprogramme 4-Environmental Governance. However, the overall aim of this project is not the enhanced capacity of states, but rather the enhanced capacity of MGS in UNEP's work and other international environmental policy-making processes. By harnessing the dynamics of MGS, the quality of international environmental decision-making processes has improved. The project contributes to the implementation of Sub-programme 4- Environmental Governance The intended results are likely to contribute to the MTS 2012-2013 Expected Accomplishment 4(b), which states "The capacity of states to implement their environmental obligations and achieve their environmental priority goals, targets and objectives through strengthened laws and institutions is enhanced". In the 2012 project document revision, several changes were made to the expected accomplishment indicator targets and outputs to which this project contributes. The expected accomplishment for the 2012 revision remained the same as for the 2010 project document. The project revision dated 4 April 2014 also added another expected accomplishment from the MTS 2014-2015 (b) which states "The capacity of countries to develop and enforce laws and strengthen institutions to achieve internationally agreed environmental objectives and goals and comply with related obligations is enhanced.	Page 3 Project Document 2010 Page 1 Project Document Revision 2010 Pages 1 & 4 2014 Revision Document	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Does the project form a coherent part of a UNEP-approved programme framework?	The project forms a coherent part of subprogramme 4 "Environmental Governance" of UNEP's Bi-annual Programme of Work for 2010-2013. The objective of the Environmental Governance Sub-Programme is that environmental governance at country, regional and global levels is strengthened to address agreed environmental priorities. The project contributes to the following UNEP Programme of Work outputs: 2010-2011 PoW #425 2012-2013 PoW #426 2014-2015 PoW #424	Page 1 Project Document 2010 Page 1 Project Document 2014	Highly Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Is there complementarity with other UNEP projects, planned and ongoing, including those implemented under the GEF?	The justification for the project is rooted in UNEP's Medium Term Strategy 2010-2013 (MTS), where "UNEP recognizes the critical importance of engaging with United Nations entities, international institutions, MEAs, bilateral aid agencies, civil society and the private sector in delivering on its broad environmental mandate and seeks to be a preferred partner when dealing with environmental issues." Therefore its decision to "develop and implement with its partners practical programmes and projects to respond to identified country needs and priorities to deliver tangible results" is aligned with its overarching objective. UNEP has developed its first UNEP Policy on Partnerships and Guidelines for Implementation in August 2009, to provide an adequate framework for engaging with major groups and stakeholders. The project "Engaging major groups and stakeholders in policy dialogue" provides another opportunity to address these gaps. The project also builds on UNEP's three-pronged approach in dealing with major groups and stakeholders (i.e. governance, programmatic and information outreach levels). The project serves each of the six thematic areas of UNEP as appropriate, by harnessing the dynamics of major groups and stakeholders to promote coherent policies and effective programmes to address global environmental sustainability challenges.	Page 5 Project Document 2010	Highly Satisfactory

Questions		Evaluation Comments	Prodoc reference	Rating
Are the project's objectives and implementation strategies consistent with:	**i) Sub-regional environmental issues and needs?**	The project was designed to support MGS' involvement in a number of thematic areas that reflect sub-regional environmental issues and needs. These include: the Green Economy, environmental governance, the Sustainable Development Goals. The project involved a wide number of regional and sub-regional activities that enabled MGS from those geographies to identify their priority concerns. The 2012 Project Revision emphasized that there was a greater awareness among MGS on the substantive issues noted above. The 2014 Project Revision Document highlighted that two global MGS gatherings were scheduled to be completed to support policy dialogue and strategic partnerships between the MGS and UNEP on the issues noted in the first paragraph.	Page 9-12 Project Document 2010 Page 4 Project Document Revision 2012 Page 2 Project Document Revision 2014	Highly Satisfactory

Questions		Evaluation Comments	Prodoc reference	Rating
	ii) The UNEP mandate and policies at the time of design and implementation?	As noted in the 2010 Project Document, the justification for this project is rooted in UNEP's Medium Term Strategy 2010-2013. In that MTS, UNEP recognizes the critical importance of stakeholders and commits to working with major groups and stakeholders. In addition, in response to concerns raised by stakeholders, UNEP developed its first "UNEP Policy on Partnerships and Guidelines for Implementation" in August 2009. This provides its framework for engaging with major groups and stakeholders. This present project provides an additional opportunity to address the concerns and needs raised by NGOs during the 2008-2009 consultation. In addition, the project aimed to contribute to: the Bali Strategic Plan on capacity building, especially the objective of enhancing collaboration with stakeholders and partnerships with them; Chapter 3 of Agenda 21, which calls for the strengthening of major groups Chapter XI of the Johannesburg Plan of Implementation and relevant provisions on the participation of major groups; MDG7 on environmental sustainability and MDG8 on global partnership Component 1 of the project (inter-sectoral dialogue on emerging issues) contributed to building a better understanding of UNEP policies on IEG and Green Economy.	Pages 2-3 Project Document 2010	Highly Satisfactory

Questions		Evaluation Comments	Prodoc reference	Rating
	iii) The relevant GEF focal areas, strategic priorities and operational programme(s)? (if appropriate)	Not applicable, since it was not a GEF funded project.		N/A

Questions		Evaluation Comments	Prodoc reference	Rating
	iv) Stakeholder priorities and needs?	During a series of consultations with major groups that UNEP conducted in 2008-2009, several concerns were raised by stakeholders. These concerns were framed in a series of recommendations, to which UNEP responded with its first "UNEP Policy on Partnerships and Guidelines for Implementation" in August 2009. This present project was designed specifically to provide another opportunity to address stakeholders' concerns. In addition, the project will address stakeholder priorities and needs by ensuring that the capacity of major groups and stakeholders are strengthened to engage in and influence decisions. To that end, the project identified several categories of stakeholders (major groups, public sector stakeholders, and UN system stakeholders) that it intended to support. The project at each phase was designed to benefit MGS and to address the structural challenges faced by MGS such as lack of public participation in environmental decision-making. The project was designed to create a platform for MGS to engage with governments and with UNEP and to ensure that their concerns and priorities were accurately reflected in international decision-making.	Pages 12-16 Project Document 2010	Highly Satisfactory
Overall Rating for Relevance		Highly Satisfactory		

Questions	Evaluation Comments	Prodoc reference	Rating
Intended Results and Causality			
Are the objectives realistic?	As noted on page 9, the project aims at "providing inter-sectoral and inter-governmental platforms for policy dialogue on emerging environmental issues for Governments, major groups and stakeholders". The purpose of these platforms is to address overall environmental obligations and achieve their environmental priority goals, targets, objectives. As well, the project seeks to: (i) strengthen the capacity of major groups and stakeholders to engage in environmental decision-making; (ii) increase the number of major groups and stakeholders in the implementation of the UNEP Programme of Work; and (ii) promote partnership for environmental governance. These objectives appear to be realistic, considering the project's three categories of outputs (i.e. inter-sectoral dialogues; partnerships; and inter-governmental policy dialogues) and the extensive range of supporting activities On the basis of the preliminary review of the project document, it appears that the project objectives are indeed feasible in light of the activities. The project objectives are also realistic because they build specifically on UNEP's 2009 Policy on Partnerships and Guidelines for Implementation. This project is not launching outreach efforts for the first time, but rather building on past efforts to strengthen stakeholders. To this end, UNEP is well-placed to undertake this work because of its existing convening power in facilitating stakeholder dialogue and its ongoing partnerships with many of the major groups.	Page 9 Project Document 2010	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Are the causal pathways from project outputs [goods and services] through outcomes [changes in stakeholder behaviour] towards impacts clearly and convincingly described? Is there a clearly presented Theory of Change or intervention logic for the project?	No. First, there is no Theory of Change contained in the project document. The project document also confuses the Component, output and activity terms. Pursuant to achievements noted in Project Document 2012, activities were re-aligned with the new PoW output. Additional ones were added along the project outputs, which remained unchanged.	Page 18 Project Document 2010 Page 4 Project Document 2012	MS

Questions	Evaluation Comments	Prodoc reference	Rating
Is the timeframe realistic?	The project timeframe was 24 months (starting January 2010 and completing in December 2011). It was later extended for six months as a bridge to enable implementation of activities pending finalisation of the new project document related to the 2014-2015 POW output 424.	Page 2 Project Document 2014	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
What is the likelihood that the anticipated project outcomes can be achieved within the stated duration of the project?	It should be noted that there is only one project outcome. It is is connected to the expected accomplishment 4(b) from the UNEP MTS 2011-2013. This state that "The capacity of States to implement their environmental obligations and achieve their environmental priority goals, targets and objectives through strengthened laws and institutions is enhanced". The evaluation team questions the coherence of the overall project, (which is designed to enhance capacity of major groups and stakeholders) with this stated outcome, which relates specifically to State capacity as opposed to the capacity of major groups and stakeholders. Very little in the actual project appears to be geared towards building the capacity of States to enhance the implementation of the environmental commitments. In terms of the likelihood that the above-noted outcome can be achieved, it is important to stress that there are so many factors, which are outside the control of this project and which affect the potential achievement of this outcome. For example, the enhancement of State capacity to implement environmental obligations may be facilitated by a visionary and proactive Environment Minister, who yields considerable power within the Cabinet. Or, it could be affected by the capacity building efforts of other international organisations. Equally, the outcome could be affected by a powerful legislature committed to the adoption of strong environmental laws, which in turn, would enhance the implementation capacity of States. The foregoing suggests that assessing/measuring of direct attribution of project activities with the anticipated outcome will be difficult. In some cases, the implementation capacity of States could be strengthened within a 24 month period. But in other cases, it will take considerably longer if the State is a newer democracy whose legislative branch is not experienced in environmental law-making. Or for that matter, if a State's overriding priorities are economic growth at all costs, then it will be unlikely that implementation capacity for environmental capacities can be achieved within the project life. Determining the likelihood that the outcome can be achieved can only be achieved once the evaluation team assesses the likelihood that project outputs will lead to the anticipated project outcome.		MS

Questions	Evaluation Comments	Prodoc reference	Rating
Are the activities designed within the project likely to produce their intended results?	The project outputs consisted of very concrete, time-bound activities, which were supported by a detailed delivery plan. The activities are likely to produce the intended results of strengthened capacity of major groups and stakeholders (i.e. which are the stated objective of the project). The project document contains a project risk log and that provides assurance that the project activities may produce their intended results. However, the evaluation team is puzzled by the choice of activities that enhance major group and stakeholder capacity when the stated outcome is the improvement of the implementation capacity of States. It should be further noted that the activities are clustered around "four components". However the project document is apparently missing the fourth component. As well, the project document confuses the terms of components and outputs. Later on in the document, the project logframe lists three project outputs, which are essentially the "components" that were described earlier on in the document. In the document entitled "Annex: Project 42-P2 Document Supplement, 4 April 2014, several achievements were highlighted. First and foremost it is stated that the "so far the project resulted in the active participation and effective engagement of MGS in UNEP governance through strategic partnerships…. Such as the partnership on Principle 10 of the Rio Declaration. The project resulted in an increased number of: (i) intergovernmental dialogues and decisions that contain recommendations from major groups and civil society; multi-stakeholder partnerships supporting UNEP initiatives; multi-stakeholder policy dialogues that incorporate recommendations from major groups and stakeholders; application of UNEP guidance by international organisations.	Page 21 Project Document 2010 Page 3, Annex: Project 42-P2 Document Supplement, 4 April 2014	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Are activities appropriate to produce outputs?	Because of all the terminological confusion in the project document, it is difficult to answer this question. This question will only be answerable once the Theory of Change is reconstructed. In the project document, the activities are clustered around so-called components, with no reference to the related outputs. However, later on in the project logframe, the same components are now used as outputs.	Pages 9 to 12 Project Document 2010	Satisfactory
Are activities appropriate to drive change along the intended causal pathway(s)?	It is difficult to answer this question because the project document does not identify causal pathways in its logframe. This is one of the reasons why an entirely new Theory of Change will have to be constructed.	N/A	Unsatisfactory
Are impact drivers, assumptions and the roles and capacities of key actors and stakeholders clearly described for each key causal pathway?	The project document does not clearly identify impact drivers or the roles of key actors and stakeholders.	N/A	Unsatisfactory
Overall Rating for Intended Results and Causality	Moderately Satisfactory		
Efficiency			

Questions	Evaluation Comments	Prodoc reference	Rating
Are any cost- or time-saving measures proposed to bring the project to a successful conclusion within its programmed budget and timeframe?	The main cost, or time saving measure that ensured the project's successful conclusion was the fact the project promoted partnerships through use of the existing UNEP Policy on Partnerships and Guidelines for Implementation. This helped to facilitate the development and execution of new partnerships to deliver the programme of work and to provide support in assessing and capturing lessons learnt and fed into the policy cycle. Another cost-saving measure was the fact that the project was implemented in collaboration with the UNEP Regional Offices, the Secretariat of Governing Bodies, UNEP Out-posted Offices, Thematic Coordinators and all Divisions of UNEP. As well, DRC will work closely with the GEF particularly in bringing on board the GEF-NGO Network, as well as the MEAs, and other major groups and stakeholders networks. As well, the Managing Division subcontracted some of the activities to development partners and consultants.	Pages 24-26 Project Document 2010	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Does the project intend 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 project efficiency?	See previous answer	Same as above	Highly Satisfactory
Overall Rating for Efficiency	**Satisfactory**		
Sustainability/Replication and Catalytic Effect			

Questions	Evaluation Comments	Prodoc reference	Rating
Does the project design present a strategy / approach to sustaining outcomes / benefits?	The original Project Document did contain a Logical Framework, which contained indicators, means of verification, as well as a risk mitigation strategy. In addition, the project provided for a unified half-yearly Progress and Financial Report. The Project Manager was also responsible for submitting bi-annual progress reports to the Coordinating Division. In addition, the Project Document Revision (Annex: Project 42-P2 Document Supplement, 4 April 2014) adds time-bound milestone delivery dates, which together with the mandated half-yearly progress reports would have ensured an approach to sustaining outcomes.	Annex: Project 42-P2 Document Supplement, 4 April 2014	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Does the design identify the social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts?	The social and political risk factors are presented in the project risk log (lack of access, fragmentation, lack of political will of governments, limited support, lack of senior management support). These risks have been addressed in the risk management strategy and safeguards that are contained in the risk log. The project document also identifies critical success factors, upon which successful delivery of the project hinges. These include: engagement potential, political will, cooperation potential, accurate identification of key issues that will attract the private sector, availability of resources, willingness of all actors to address worsening environmental trends.	Pages 21-22 Project Document 2010	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Does the design foresee sufficient activities to promote government and stakeholder awareness, interests, commitment and incentives in order to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project?	Every aspect of project design is geared towards promoting greater awareness and strengthen capacity of major groups and stakeholders to engage in policy dialogue, to influence environmental decision-making and to increase the number of major groups and stakeholders in UNEP's work.	Page 9 Project Document 2010	Highly Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
If funding is required to sustain project outcomes and benefits, does the design propose adequate measures / mechanisms to secure this funding?	Since the project activities relate to one of UNEP's core missions, who is expected to continue in the form of a new project once this one is completed. Therefore, it is anticipated that Member States with provide necessary contributions to continue MGS activity. However, past experience reveals that Member States did not honour the funding commitments to ensure that the project was fully resourced.	Page 2 Project Document 2014	Satisfactory
Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact?	The project has been funded by several donor governments, foundations and UNEP' Environment Fund. The primary risk is that the continuing global economic downturn will affect the donor countries, which will in turn, affect the capacity of these donors to continue to provide financing to follow up projects.		Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Does the project design adequately describe the institutional frameworks, governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustain project results?	Institutional and governance structures are well described in the project document. The project was coordinated by the MGSB, Division of Regional Cooperation. The project was implemented in collaboration with the UNEP Regional Offices, the Secretariat of Governing Bodies, UNEP out-posted offices, thematic coordinators, and all divisions of UNEP.	Page 26 Project Document 2010	Highly Satisfactory
Does the project design identify environmental factors, positive or negative, that can influence the future flow of project benefits?	Yes, the project document identifies opportunities that could contribute to the implementation of the project in the form of continued pressure to address growing environmental concerns and the continued pressure on the private sector to address sustainability.	Page 22 Project Document 2010	Highly Satisfactory

Questions		Evaluation Comments	Prodoc reference	Rating
Does the project design foresee adequate measures to catalyse behavioural changes in terms of use and application by the relevant stakeholders of (e.g.):	**i) Technologies and approaches showcased by the demonstration projects;**	This project did not include any demonstration projects per se. However, the project design did foresee measures to catalyse behavioural change. The project strengthened the capacities of MGS to engage in policy dialogue, influence environmental decision-making, and ensure an increasing number of MGS participation in the implementation of UNEP's Program of Work.	Page 12 Project Document 2010	Highly Satisfactory

Questions		Evaluation Comments	Prodoc reference	Rating
	ii) strategic programmes and plans developed	The project design included the development of the following strategic programmes and plans: Multi-stakeholder and multi-sectoral for a on emerging environmental policy issues; Capacity building to enhance the capacity of multi-stakeholders to engage in environmental policy forums; Outreach campaigns and awareness raising events to sensitize major groups and stakeholders to UNEP policies.	Page 7 Project Document 2010	Highly Satisfactory

Questions		Evaluation Comments	Prodoc reference	Rating
	iii) assessment, monitoring and management systems established at a national and sub-regional level	The project did not include assessment, monitoring or management systems in the conventional sense. However, it did involve the establishment of platforms, events and workshops to provide opportunities for major groups and stakeholders to understand emerging environmental policy issues and to deepen their capacity to engage in policy-making forums.		Satisfactory
Does the project design foresee adequate measures to contribute to institutional changes?		The project design included the following measure to contribute to institutional change. Continuity in the organisation of the Global Major Groups and Stakeholders Forum (GMGSF) as the main entry point for MGS inputs into the governance debate at UNEP.	Page 6 Project Document 2010	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Does the project design foresee adequate measures to contribute to policy changes (on paper and in implementation of policy)?	Overall, the project has been designed to contribute to global efforts to improve public participation in environmental decision-making and global environmental governance. It has also been designed to improve the capacities of Governments, MGS to make "informed decisions, engage in policy dialogue, participate in multilateral environmental negotiations and achieve agreed environmental policy goals, targets and objectives. The project design included the following measures that were designed to contribute to policy change: Mobilisation of support from the MG&S to promote the transition towards a Green Economy; Promotion of partnerships with MGS to support the application of internationally agreed development goals; Promotion of the engagement of MGS in environmental governance; Mobilisation of MGS around UNEP policies in the contest of the Rio+20 process.	Pages 7 and 12 Project Document 2010	Highly Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Does the project design foresee adequate measures to contribute to sustain follow-on financing (catalytic financing) from Governments, the GEF or other donors?	The key issue is that since the MGS Branch is delivering on a core mandate for UNEP, its activities should be financed out of the regular budget.		Satisfactory
Does the project design foresee adequate measures to create opportunities for particular individuals or institutions ("champions") to catalyse change (without which the project would not achieve all of its results)?	The project was designed to improve the capacity of major groups and stakeholders to engage in policy dialogue, participate in multilateral environmental negotiations and achieve environmental policy goals. It is highly unlikely that the MGS who were supported by this project, would have otherwise had the chance to engage in UNEP GC/GMEF or Rio+20 policy processes and ultimately catalyse policy change in those forums. This is especially the case for those MG&S from developing countries who probably would not have had the chance to participate in any of these environmental policy forums.	Page 12 Project Document 2010	Highly Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Are the planned activities likely to generate the level of ownership by the main national and regional stakeholders necessary to allow for the project results to be sustained?	The planned activities have been designed to generate an increased level of engagement on the part of MGS in environmental policy processes and in the context of UNEP's Programme of Work. By strengthening their engagement, it follows logically that their level of ownership would be similarly enhanced. Ultimately, all of the project activities have helped to generate a better understanding of UNEP policies and to improve environmental policy-making.	Pages 9-12 Project Document 2010	Highly Satisfactory
Overall Rating for Sustainability/ Replication and Catalytic Effect	**Satisfactory**		
Risk Identification and Social Safeguards			
Are critical risks appropriately addressed?	Yes the risks are appropriately addressed such as: lack of access to major groups and stakeholders; fragmented major groups and stakeholders; lack of political will of governments to participate alongside MGS; limited attention and support by MGS to UNEP GC/GMEF processes; lack of senior management support.	Page 21 Project Document 2010	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Are assumptions properly specified as factors affecting achievement of project results that are beyond the control of the project?	Assumptions are not identified in any of the project documents.		Unsatisfactory
Are potentially negative environmental, economic and social impacts of projects identified?	No		NA
Overall Rating for Risk Identification and Social Safeguards	Satisfactory		

Questions	Evaluation Comments	Prodoc reference	Rating
Governance and Supervision Arrangements			
Is the project governance model comprehensive, clear and appropriate?	The project document does not identify a governance model. However the project organisation and management model identifies the clear roles and responsibilities.	Page 26 Project Document 2010	Satisfactory
Are roles and responsibilities clearly defined?	The roles and responsibilities for the organisation and the management of the project are set out in detail. The Project Manager worked with all the Regional Offices to convene the stakeholder consultations. The Project Manager also worked with thematic sub-programme coordinators and Lead Coordinators; Regional Offices and out-posted offices; UNEP DEWA; UNEP DCPI; UNEP DTIE; UNEP DTIE-ETB; UNEP Collaborating Centres of Excellence such as Grid Arendal; Major groups and stakeholders representatives.	Page 27 Project Document 2010	Highly Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Are supervision / oversight arrangements clear and appropriate?	The Sub-programme Coordinator, the Project Manager and QAS ensured process quality in the design and delivery of the project while the Evaluation office will evaluate the delivery of the project and assess whether expected accomplishments have been achieved.	Page 27 Project Document 2010	Satisfactory
Are the Roles and Responsibilities of Internal and External partners specified?	See two questions above.	Page 26 Project Document 2010	Satisfactory
Overall Rating for Governance and Supervision Arrangements	Satisfactory		

Questions	Evaluation Comments	Prodoc reference	Rating
Management, Execution and Partnership Arrangements			
Have the capacities of partners been adequately assessed?	The primary partners of the project are the MGS. The respective roles of both external and internal partners were clearly mapped out in the original project document.	Pages 14-15 and 26 Project Document 2010	Highly Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Are the execution arrangements clear?	The project was coordinated by the Major Groups and Stakeholders Branch (MGSB), Division of Regional Cooperation (DRC). Alexander Juras within DRC served as Project Manager and was assigned by the Programme Framework Coordinating Division to compile and report on Programme Framework progress six monthly to the Subprogramme Coordinator. The project was implemented in collaboration with the UNEP Regional Offices, the Secretariat for Governing Bodies, UNEP Out-posted Offices, Thematic Coordinators and all Divisions of UNEP. The Project Manager worked with all the Regional Offices to organise the stakeholder consultations. The Project Manager also worked with thematic sub-programme coordinators and Lead Coordinators; Regional Offices and out-posted offices; UNEP DEWA; UNEP DCPI; UNEP DTIE; UNEP DTIE-ETB; UNEP Collaborating Centres of Excellence such as Grid Arendal; Major groups and stakeholders representatives.	Page 26 Project Document 2010	Highly Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Are the roles and responsibilities of internal and external partners properly specified?	Yes they are clearly defined for the partners noted above.	Page 26 Project Document 2010	Highly Satisfactory
Overall Rating for Management, Execution and Partnership Arrangements	Highly Satisfactory		
Financial Planning and Budgeting			
Are there any obvious deficiencies in the budgets / financial planning?	Yes. There is a significant gap between the amount included in the original budget and the actual expenditures. Despite this gap, the Branch was able to achieve considerable results despite resource constraints.		MU
Is the resource utilization cost effective? Is the project viable in respect of resource mobilization potential?	The project is viable in light of current resource levels, however it will be able to achieve so much more in terms of outreach if it is receives stable and predictable resources.		MS

Questions	Evaluation Comments	Prodoc reference	Rating
Are the financial and administrative arrangements including flows of funds clearly described?	Yes		Satisfactory
Overall Rating for Financial Planning and Budgeting	Significant shortcomings		
Monitoring			

Questions	Evaluation Comments	Prodoc reference	Rating
How was the project monitored?	The project followed UNEP standard monitoring processes and procedures. The project was managed by the Major Groups and Stakeholder Branch, under the guidance of a Project Manager. The project was monitored in the following way: The Project Manager will submit bi-annual progress reports to the Coordinating Division / Lead Division; The Activity managers will submit quarterly reports to the Project Manager, on which corrective action will be taken if necessary, and to enable the Project Manager to prepare and submit timely progress reports; Self-monitoring of sub-activities will be carried out by the respective Units/Teams involved in project activities, and will be held accountable for the timely delivery of their project outputs.		Satisfactory
Does the logical framework: **Capture the key elements of the Theory of Change for the project?** **Have 'SMART' indicators for outcomes and objectives?** **Have appropriate 'means of verification'?** **Identify assumptions in an adequate manner?**	The logical framework did not capture the key elements of the Theory of Change. It only contained indicators and means of verification but did not include impact drivers or assumptions. The indicators are linked only to the outputs but not the outcomes. There is only one overall outcome identified for the whole logframe. The outputs are not tied to specific outcomes. The indicators are specific, measurable, attainable, relevant. Although they were not time-bound. The means of verification are reasonable and appropriate, consisting of policy documents, surveys, policy dialogue reports. Assumptions were not identified.	Page 18 Project Document 2010	Moderate shortcomings

Questions	Evaluation Comments	Prodoc reference	Rating
Are the milestones and performance indicators appropriate and sufficient to foster management towards outcomes and higher-level objectives?	Yes, the project documents provide very detailed project milestones, as well as delivery plans that are clearly helpful to foster management towards outcomes and higher-level objectives.	Pages 19-20 Project Document 2010	Highly Satisfactory
Is there baseline information in relation to key performance indicators?	There are no baselines provided but there are clear targets.	Pages 18-19 Project Document	Satisfactory
Has the method for the baseline data collection been explained?	Not applicable	N/A	

Questions	Evaluation Comments	Prodoc reference	Rating
Has the desired level of achievement (targets) been specified for indicators of outcomes and are targets based on a reasoned estimate of baseline?	Targets are clearly identified in all project documents. However, there is no indication of any baseline upon which the targets are based.	Pages 18-19 Project Document 2010 Pages 6-8 Project Document 2012 Pages 5-7 Project Document 2014	Highly Satisfactory
Has the time frame for monitoring activities been specified?	To be checked with Jose.		

Questions	Evaluation Comments	Prodoc reference	Rating
Are the organisational arrangements for project level progress monitoring clearly specified?	Yes, the project will follow UNEP standard reporting and evaluation processes and procedures. Reporting is an integral part of the Project Manager's responsibility, including getting the necessary inputs from any sub-contracted partners. A unified half-yearly 'Progress & Financial Report' was submitted to the relevant Programme Framework Coordinating Division. The project was monitored by the Project Manager, the Activity Managers, and the respective units and teams.	Page 23 Project Document 2010	Satisfactory

Questions	Evaluation Comments	Prodoc reference	Rating
Has a budget been allocated for monitoring project progress in implementation against outputs and outcomes?	Yes, a budget of 30,000 USD has been budgeted for monitoring and evaluation.	Page 29 Project Document 2010	Highly Satisfactory
Overall, is the approach to monitoring progress and performance within the project adequate?	Yes. The monitoring approach is an integral part of the Project Manager's responsibility. A unified half-yearly progress and financial report was submitted to the Programme Framework Coordinating Division. The Project Manager submitted bi-annual progress reports to the Coordinating Division/Lead Division. As well, the Activity managers submitted quarterly reports to the Project Manager and self-monitoring of sub-activities were also carried out.	Page 23 Project Document 2010	Satisfactory
Overall Rating for Monitoring	Satisfactory		

Questions	Evaluation Comments	Prodoc reference	Rating
Evaluation			
Is there an adequate plan for evaluation?	Yes, the Project Document provides for the project to be evaluated according to UNEP standard procedures. The evaluation was scheduled for the last quarter of 2011. The date has been changed to reflect the extension of the project	Page 23 Project Document 2010	Highly Satisfactory
Has the time frame for evaluation activities been specified?	It was specified in the Project Document, however as noted above, the date has been changed to reflect the project extension.	Page 23, Project Document 2010	Highly Satisfactory
Is there an explicit budget provision for the terminal evaluation?	Yes. The amount is 30,000 USD	Page 25 Project Document 2010	Highly Satisfactory
Is the budget sufficient?	Yes		
Overall Rating for Evaluation	Highly Satisfactory		

UNEP Evaluation Report Quality Assessment

Evaluation Report Title:

Terminal Evaluation Major Groups and Stakeholders

All UNEP evaluation reports are subject to a quality assessment by the Evaluation Office. The quality assessment is used as a tool for providing structured feedback to the evaluation consultants. The quality of both the draft and final evaluation report is assessed and rated against the following criteria:

Substantive report quality criteria	UNEP EO Comments	Draft Report Rating	Final Report Rating
A. Strategic relevance: Does the report present a well-reasoned, complete and evidence-based assessment of strategic relevance of the intervention?	Draft report: This is dealt with in depth. Final report: as above	5	5
B. Achievement of outputs: Does the report present a well-reasoned, complete and evidence-based assessment of outputs delivered by the intervention (including their quality)?	Draft report: Output level description is limited. Final report: more information on outputs has been introduced. However, the report relies overly on the information provided in PIMS. Triangulation of findings, and description of efforts to triangulate findings are lacking.	3	4
C. Presentation Theory of Change: Is the Theory of Change of the intervention clearly presented? Are causal pathways logical and complete (including drivers, assumptions and key actors)?	Draft report: ToC is put together at a 'big picture' level, i.e. it is quite generic and 'everything links to everything else'. However, the MGS Branch had never prepared a results framework or a ToC before and this version highlighted useful distinctions in intervention pathways highlighted drivers and assumptions and achieved good stakeholder buy-in. Final report: as above	4	4
D. Effectiveness - Attainment of project objectives and results: Does the report present a well-reasoned, complete and evidence-based assessment of the achievement of the relevant outcomes and project objectives?	Draft report: fully described Final report: As above	5	5
E. Sustainability and replication: Does the report present a well-reasoned and evidence-based assessment of sustainability of outcomes and replication / catalytic effects?	Draft report: Dealt with in a very thorough analysis Final report:	5	6
F. Efficiency: Does the report present a well-reasoned, complete and evidence-based assessment of efficiency?	Draft report: efficiency analysis is rather limited. No financial data presented. Final report: Only limited financial data available – not possible to link expenditure to progress. Therefore effectiveness is only discussed in a	2	3

	light manner		
G. Factors affecting project performance: Does the report present a well-reasoned, complete and evidence-based assessment of all factors affecting project performance? In particular, does the report include the actual project costs (total and per activity) and actual co-financing used; and an assessment of the quality of the project M&E system and its use for project management?	Draft report: Financial information of any sort was lacking. Final report: The treatment of financial issues remains a weak element in this evaluation report.	3	4
H. Quality and utility of the recommendations: Are recommendations based on explicit evaluation findings? Do recommendations specify the actions necessary to correct existing conditions or improve operations ('who?' 'what?' 'where?' 'when?)'. Can they be implemented?	Draft report: not presented at draft stage Final report: At final stage there is a lot of overlap between Lessons and Recommendations. Good recommendations, but rather too many.	1	4
I. Quality and utility of the lessons: Are lessons based on explicit evaluation findings? Do they suggest prescriptive action? Do they specify in which contexts they are applicable?	Draft report: not presented at draft stage Final report: At final stage there is a lot of overlap between Lessons and Recommendations. L & R are analogous, the former to be used where compliance is not needed or is not feasible.	1	4
Other report quality criteria			
J. Structure and clarity of the report: Does the report structure follow EO guidelines? Are all requested Annexes included?	Draft report: Final report:	**4**	**5**
K. Evaluation methods and information sources: Are evaluation methods and information sources clearly described? Are data collection methods, the triangulation / verification approach, details of stakeholder consultations provided? Are the limitations of evaluation methods and information sources described?	Draft report: Description of methods and sampling approaches is very limited Final report: Details of stakeholder consultations included, and consultations were extensive. Rationale behind the selection of informants is lacking.	**1**	**3**
L. Quality of writing: Was the report well written? (clear English language and grammar)	Draft report: The report is well-written Final report: as above	5	5
M. Report formatting: Does the report follow EO guidelines using headings, numbered paragraphs etc.	Draft report: yes, follows guidelines Final report: as above	5	5
	OVERALL REPORT QUALITY RATING	3.75	4.50

Rating system for quality of evaluation reports

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1

The overall quality of the evaluation report is calculated by taking the mean score of all rated quality criteria.