



Validated Terminal Review of the UNEP-GEF Project

'Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions' (GEF ID 10748 and SMA ID 127612)

2021 – 2025



MACQUARIE
University
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UNEP Industry and Economy Division

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Photos Credits:

Front cover: Screenshot of the Power BI dashboard

Page 31: Figure 3: *Power BI dashboard (10 countries)* : Coal plants map Current situation
Future scenarios

Page 44 : Figure 4: Analytics data for the GMP coal project page

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This report has been prepared by an external consultant as part of a Terminal Review, which is a management-led process to assess performance at the project's operational completion. The UNEP Evaluation Office provides templates and tools to support the review process and provides a formal assessment of the quality of the Review report, which is provided within this report's annexed material. In addition, the Evaluation Office formally validates the report by ensuring that the performance judgments made are consistent with evidence presented in the Review report and in-line with the performance standards set out for independent evaluations. As such the project performance ratings presented in the Review report may be adjusted by the Evaluation Office. The findings and conclusions expressed herein do not necessarily reflect the views of Member States or the UN Environment Programme Senior Management.

AI tools (read.ai) were used to transcribe interviews. The consultant has reviewed the AI-generated content and takes full responsibility for its accuracy and application.

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Assessment of existing and future emissions reduction from coal sector toward the
implementation of the Minamata and Stockholm Conventions
GEF ID 10748 and SMA ID 127612

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The reviewer would like to express her gratitude to all persons who contributed to this review, as listed in Annex II - Stakeholders Consulted during the Review.

The review consultant would like to thank the project team and in particular the current UNEP Task Manager, Juliet Petlane, for her contribution and collaboration throughout the review process. Special thanks are also expressed to the Macquarie University team for their availability and useful insights for the review. Thank you to all stakeholders who took time to provide comments to the draft report.

The review consultant hopes that the findings, conclusions and recommendations will contribute to sustaining the project's outputs and to the continuous improvement of similar projects.

BRIEF EXTERNAL CONSULTANT(S) BIOGRAPHY

Mrs Boussoura Talla is a certified development evaluation professional and an expert in waste management with 18 years of experience. She specialises in terminal evaluations and reviews of GEF funded projects, national and regional strategy development for waste management sectors, and technical accompaniment of international organisations in the implementation of chemicals and waste Multilateral Environmental Agreements (Basel, Stockholm, Minamata and Nairobi Conventions). She has authored or co-authored waste sector strategies for multiple countries in West Africa and the Indian Ocean region and has led evaluations of GEF-funded projects across Africa, Asia and Latin America.

ABOUT THE REVIEW

Joint Review: No

Report Language(s): English.

Review Type: Terminal Review

Brief Description: This report is a Terminal Review of the UNEP project: Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions, implemented between 2021 and 2025. The project's overall goal was to demonstrate mercury and POPs emissions reduction potential from coal-fired power plants and industrial boilers in order to support governments in implementing control and reduction strategies for new and existing sources. The review sought to assess project performance (in terms of relevance, effectiveness and efficiency), and determine the sustainability of its results. The review has two primary purposes: accountability and learning. Data collection methods included: in-depth interviews and document reviews. Data analysis was based on applying triangulated data to assess performance against a reconstructed Theory of Change and its causal pathways. With an overall performance rating of Moderately Unsatisfactory, the 4th point on a six-point scale. The main finding attributing to the rating is that neither project outcome was achieved as designed due to a combination of design limitations and external factors. The main recommendations to UNEP are: i) to engage with KRU to expand the dashboard to global coverage with automated data updates, ii) to engage with the Global Energy Monitor the possibility of hosting the tools to ensure institutional sustainability, and iii) engage with the Minamata Convention Secretariat to ensure post-project dissemination of the dashboard to Parties to the Convention.

Source(s) of Funding by Country: *Not applicable (global project)*

Source(s) of Funding by Institution Type:

Foundation/NGO	No
Private Sector	No
UN Body	Yes
Multilateral Fund	Yes
Environment Fund	No

Key words: Mercury, Persistent Organic Pollutants, Coal-fired power plants, Greenhouse gas emissions, Minamata Convention, Stockholm Convention, GEF-7

Primary data collection period: February – March 2026

Field mission dates: Not applicable. Field mission was not required for this Terminal Review

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LIST OF ACRONYMS

APCD	Air Pollution Control Device
BAT/BEP	Best Available Techniques / Best Environmental Practices
CFIB	Coal-Fired Industrial Boiler
CFPP	Coal-Fired Power Plant
COP	Conference of the Parties
EA	Executing Agency
FMO	Fund Management Officer
GEF	Global Environment Facility
GEM	Global Energy Monitor
GHG	Greenhouse Gas
GMP	Global Mercury Partnership
IA	Implementing Agency
ICA	Internal Cooperation Agreement
ICMGP	International Conference on Mercury as a Global Pollutant
ICSC	International Centre for Sustainable Carbon
IEA	International Energy Agency
IOMC	Inter-Organization Programme for the Sound Management of Chemicals
KRU	Knowledge and Risk Unit (UNEP)
MEA	Multilateral Environmental Agreement
MSP	Medium-Sized Project
PCA	Project Cooperation Agreement
PCDD/PCDF	Polychlorinated Dibenzo-p-Dioxins / Polychlorinated Dibenzofurans
PDRA	Post-Doctoral Research Associate
PIR	Project Implementation Report
POPs	Persistent Organic Pollutants
PoW	Programme of Work
PSC	Project Steering Committee
SDG	Sustainable Development Goal
SSFA	Small-Scale Funding Agreement
ToC	Theory of Change
TM	Task Manager
ToR	Terms of Reference
TR	Terminal Review
UNFCCC	United Nations Framework Convention on Climate Change
UNEP	United Nations Environment Programme

PROJECT IDENTIFICATION TABLE

Table 1: Project Identification Table

GEF Project ID/SMA ID ¹ :	GEF ID 10748 / SMA ID 127612		
Type of GEF Project:	Child: N	Global Coordinating Project:	N
	If yes, provide GEF Programme ² ID:	Medium-Size Project or Full-Size Project:	MSP
UNEP Management (Division/Branch/Unit):	Industry and Economy Division, Chemicals and Health Branch, GEF Chemicals and Waste Unit	Executing Agency: <i>(indicate if internally executed)</i> :	Macquarie University
Sources of Funding (Co-finance):	<i>Country³(ies): Not applicable</i>	<i>Institution⁴ Name/Type:</i> - UNEP / IA - The Macquarie University / EA - The IEA Clean Coal Centre / Partner	
Relevant SDG(s):	SDGs 3, 7, 12, 13, and 17		
MTS (at approval):			
POW Direct Outcome(s) number/reference ⁵ <i>(applicable for projects approved from 2022):</i>	<i>POW Direct Outcome:</i>	MTS 2025 Outcome(s) number/reference ⁵⁶ <i>(applicable for projects approved from 2022):</i>	<i>MTS 2025 Outcome:</i>
OR POW Output(s) number/reference ⁵⁶ <i>(applicable for projects approved pre-2022)</i>	<i>POW Output:</i>	OR POW Expected Accomplishment(s) number/reference ⁵⁶ <i>(applicable for projects approved pre-2022):</i>	<i>POW Expected Accomplishment:</i>
Sub-programme:	Chemicals and Pollution Action	Programme Coordination Project (if relevant):	Pollution and Health
UNEP approval date:	06/05/2021	GEF approval date:	20/04/2021
GEF Operational Programme/Cycle # (e.g. GEF-7):	GEF-7	GEF Strategic Priority (e.g. BD4):	
Focal Area(s):	Chemicals and Waste		
<i>Expected</i> start date ⁶ :	30/09/2021	<i>Actual</i> start date: ⁷	30/09/2021
<i>Planned</i> completion date ¹⁷ :	30/09/2024	<i>Actual</i> operational completion date:	31/03/2025
<i>Planned</i> project budget at approval:	GEF grant allocation: \$594,000		
	<i>Expected</i> co-financing: \$640,000 <i>Cash:</i> \$70,000 <i>In-kind:</i> \$570,000		
	Total planned budget: \$1,234,000		
Actual expenditures reported (cash only):	GEF grant expenditures reported as of 31/03/2025: \$526,851.15		
	Actual co-financing 31/03/2025: \$561,543.12		
	Total actual expenditures reported as of 31/03/2025: \$1,088,394.27		

¹ SMA refers to the ID provided by the Integrated Planning, Management and Reporting Solution (IPMR) system, which was introduced by UNEP in July 2023. Previously, it was referred to as a PIMS ID number.

² GEF Programme refers to 'Parent' project.

³ Where applicable, list countries who have provided project funds and/or co-finance.

⁴ Indicate where funding institutions are any/all of the following: Foundation/NGO; Private Sector; UN Body; Multilateral Fund; Environment Fund.

⁵ For these items do not include full text; only enter the number or reference.

⁶ Expected/planned dates are listed in the Project Document (ProDoc).

⁷ Actual start date is the date of the last signature on the PCA or ICA.

No. of formal project revisions:	2 (budget revision)		Date of last approved project revision:	30/09/2024 (last budget revision)
No. of Steering Committee meetings:	2		Date of Last Steering Committee meeting:	05/09/2025
Mid-term Review/ Evaluation ⁸ (required or not required):	UNEP requirement:	N	Mid-term Review/ Evaluation actual date:	Not Applicable
	GEF requirement:	N		
Terminal Evaluation (planned date):	30/09/2025		Terminal Evaluation actual date:	30/04/2026
Coverage - Country(ies):	China, India, Indonesia, Thailand, Vietnam, Malaysia, Philippines, South Africa		Coverage - Region(s):	Asia, Africa
Dates of previous project phases:	Not Applicable		Status of future project phases:	Not Applicable

⁸ UNEP projects of four or more years duration require an MTR unless there is an exceptional circumstance. See the *Evaluation in the Project Cycle* section in the [Evaluation Office's operational manual](#). Donor requirements may vary and should be considered in conjunction with UNEP's requirements.

EXECUTIVE SUMMARY

Project background

1. The project "Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions" (GEF ID 10748) was a GEF-7 Medium-Sized Project (MSP) under the Chemicals and Waste focal area, implemented between September 2021 and March 2025 with a GEF grant of \$594,000 and co-financing of \$660,000 (revised from \$640,000).
2. The project was implemented by UNEP (Implementing Agency) and executed by Macquarie University (Executing Agency), in partnership with the IEA Clean Coal Centre and the Global Mercury Partnership.
3. The project's objective was to demonstrate mercury and POPs emissions reduction potential from coal-fired power plants and industrial boilers to support governments in implementing control and reduction strategies. Ten focus countries were identified during implementation: China, India, Indonesia, Thailand, Vietnam, Malaysia, Philippines, South Africa, Pakistan, and Bangladesh

This review

4. This Terminal Review was conducted between February and April 2026 to assess project performance and determine the sustainability of its results. The review assesses performance against nine review criteria⁹ and assigns a rating on a six-point scale¹⁰. The review has two primary purposes: accountability and learning.
5. Data collection methods included virtual interviews with project stakeholders and a comprehensive document review. No field mission was undertaken, consistent with the research-based nature of the project. Data analysis was based on applying triangulated data to assess performance against a reconstructed Theory of Change and its causal pathways.

Key findings and performance ratings

6. The project delivered its core scientific outputs: a comprehensive final report with emission reduction scenarios to 2050 for 10 focus countries, country appendices, a gender analysis, and a significant unplanned output: a global Excel-based database and Power BI dashboard hosted on the GMP website.
7. However, neither project outcome was achieved as designed: no country formally endorsed the reduction scenarios (Outcome 1) or committed to developing projects (Outcome 2). This reflects a combination of design limitations: outcome formulations requiring political actions disproportionate to the project's budget and research

⁹ Strategic Relevance, including Complementarity; (2) Quality of Project Design; (3) Nature of External Context; (4) Effectiveness (incl. availability of outputs; achievement of outcomes and likelihood of impact); (5) Financial Management; (6) Efficiency; (7) Monitoring and Reporting; (8) Sustainability and (9) Factors Affecting Project Performance and Cross-Cutting Issues

¹⁰ Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU)

orientation, and external factors, notably the progressive restriction on international financing for coal-related projects by major development banks. Sustainability is rated Unlikely due to the absence of country ownership, exit strategy, and identified entity for post-project tool maintenance.

Table 2: Summary of project ratings

Criterion	Rating
Strategic Relevance	S
Quality of Project Design	MS
Nature of External Context	MU
Effectiveness	U
Financial Management	S
Efficiency	MS
Monitoring and Reporting	S
Sustainability	U
Factors Affecting Performance	MS
Overall Project Performance Rating	MU

Conclusions summary

8. Overall, the project performed at the **Moderately Unsatisfactory** level. The main achievements were: (a) a comprehensive final report with emission reduction scenarios to 2050; (b) an unplanned global database and Power BI dashboard and (c) a gender analysis examining differentiated health impacts of mercury and POPs.
9. The strongest performing aspects were strategic relevance, the scientific outputs, and financial management. Comparative weaknesses were apparent in the achievement of outcomes, country ownership, sustainability, and communication to national decision-makers. The gap between output delivery and outcome achievement reflects a structural design issue: the outcome formulations in the approved CEO Endorsement required formal political actions by governments that were disproportionate to the project's means.
10. The non-achievement of outcomes is primarily attributable to the project's design, specifically the disproportionate outcome formulations and the absence of country engagement mechanisms, rather than to the quality of project execution. The Executing Agency delivered its scientific outputs to a good standard within the available budget.

Responses to key strategic questions

11. **(a) To what extent, and in what ways, has the project achieved its objective?** The project achieved its objective partially at the output level, producing comprehensive scientific data, emission reduction scenarios, and analytical tools. However, the project did not achieve its objective at the outcome level: no country formally endorsed the reduction scenarios or committed to developing projects. Against the reformulated TOC at Review, Outcome 1 was not achieved, and Outcome 2 was partially achieved.
12. **(b) What key lessons can be drawn from the project's successes and challenges?** The project demonstrates that outcome formulations must be proportionate to project means, that scientific outputs do not automatically translate into policy influence without

engagement mechanisms targeting decision-makers, and that open-source data platforms can provide scalable tools provided post-project maintenance is planned at design stage.

Lessons learned

13. **Lesson 1:** Outcome formulations in GEF funded research projects must be proportionate to the project's budget, design orientation, and engagement capacity.
14. **Lesson 2:** Scientific outputs do not automatically translate into policy influence: projects targeting policy outcomes must integrate mechanisms for engaging national decision-makers from the design stage. For global research projects, the most realistic pathway to policy influence is through Convention Secretariats and national decision makers, rather than bilateral engagement with countries' research institutions.
15. **Lesson 3:** Where a project targets a sector in which national economic or security priorities may conflict with the project's environmental objectives, this tension should be identified as a risk at design stage and reflected in the Theory of Change.
16. **Lesson 4:** Open-source data platforms provide a cost-effective foundation for scalable analytical tools, provided the project design includes a maintenance plan and identifies a responsible entity for post-project sustainability.
17. **Lesson 5:** A gender analysis examining differentiated health impacts represents a more meaningful contribution than gender participation counting alone.

Recommendations

18. **Recommendation 1 (Critical):** Engage with KRU to expand the Power BI dashboard to cover all countries globally by migrating the EA's existing Excel-based global database into the dashboard, and to automate the semi-annual data update from the Global Energy Monitor Coal Plant Tracker (**Responsibility: UNEP Task Manager**)
19. **Recommendation 2 (Critical):** Engage with the Global Energy Monitor to explore the possibility of integrating the project's mercury emission algorithms into GEM's existing Coal Plant Tracker and hosting the dashboard, thereby ensuring institutional sustainability of the project's analytical tools (**Responsibility: UNEP Task Manager**)
20. **Recommendation 3 (Important):** Engage with the Minamata Convention Secretariat to ensure post-project dissemination of the dashboard and analytical tools to Parties to the Convention, leveraging the Secretariat's established communication channels with national focal points (**Responsibility: UNEP Task Manager**)

Validation

The report has been subject to an independent validation exercise performed by UNEP's Evaluation Office. The performance ratings of the UNEP-GEF Project 'Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions' (GEF ID 10748 - SMA ID 127612) have been adjusted as a result. The overall project performance is validated at the **Moderately Unsatisfactory** level. Moreover, the Evaluation Office has found the overall quality of the report to be Satisfactory (see Annex XI).

I. THE PROJECT

A. Context

Intervention context

21. Coal combustion is a major source of mercury emissions to the atmosphere. The 2018 Global Mercury Assessment estimated that stationary combustion of coal contributes 21% of total mercury emissions, with coal-fired power plants (CFPPs) and coal-fired industrial boilers (CFIBs) emitting over 290 metric tons of mercury annually worldwide (project CEO Endorsement). These emissions also include unintentionally produced persistent organic pollutants (POPs) and significant greenhouse gas (GHG) emissions, falling within the scope of three multilateral environmental agreements: the Minamata Convention on Mercury, the Stockholm Convention on POPs, and the UNFCCC. While the potential for mercury reduction from the coal sector is estimated at up to 95% through best available techniques (BAT/BEP), the actual reduction potential had not been comprehensively assessed at the time of project design. Key barriers included insufficient country-specific data, fragmented policy frameworks across the three conventions, and political reluctance to invest in emission reduction from existing coal plants as the global energy transition accelerated.
22. The project was designed as a global, research-oriented Medium-Sized Project (MSP) with no predetermined beneficiary countries. Ten focus countries were progressively identified during implementation through analytical criteria applied to open-source databases: China, India, Indonesia, Thailand, Vietnam, Malaysia, Philippines, South Africa, Pakistan, and Bangladesh. The project was implemented during a period of significant contextual shifts: the COVID-19 pandemic constrained early engagement activities, and an effective restriction on international financing for coal-related projects by major development banks created a structural tension with the project's approach of reducing emissions from existing plants.

Institutional context

23. The project is a GEF-7 Medium-Sized Project under the Chemicals and Waste focal area. The Implementing Agency is UNEP's Industry and Economy Division, Chemicals and Health Branch, under the Chemicals and Pollution Action subprogramme. The Executing Agency (EA) is Macquarie University (Sydney, Australia), in partnership with the IEA Clean Coal Centre (later renamed the International Centre for Sustainable Carbon, which closed during the project period). The UNEP Knowledge and Risk Unit (KRU) provided additional support, including co-financing and development of the Power BI dashboard.
24. The project received GEF approval on 20 April 2021. The Project Cooperation Agreement (PCA) entered into force on 30 September 2021, with first disbursement on 28 October 2021 and inception workshop on 9 March 2022. Planned for 36 months, the project reached operational completion on 31 March 2025, with financial closure expected by 30 March 2026.
25. The total GEF grant was \$594,000, with planned co-financing of \$660,000 (revised from the original \$640,000 following an additional \$20,000 cash contribution from the EA). No mid-term review was undertaken, as not required for an MSP of this duration. The project has not been previously reviewed or evaluated by another agency. Three UNEP Task Managers were involved sequentially during project execution.

B. Results Framework

26. The project objective, as stated in the approved CEO Endorsement, is to "Demonstrate mercury and POPs emissions reduction potential from coal-fired power plants and industrial boilers in order to support governments in implementing control and reduction strategies for new and existing sources". The project is structured around three components.

- **Component 1** (Comprehensive coal sectoral analysis) focuses on generating the scientific evidence base through data collection, Paris Agreement analysis, and emission reduction scenario modelling.
- **Component 2** (Strategy for the coal sector's emissions reduction contribution to Stockholm and Minamata Conventions) translates the analytical findings into selection criteria, policy guidance, and communication materials for dissemination.
- **Component 3** (Monitoring and evaluation) is a management component, covering project monitoring and the terminal evaluation.

Table 3: Summary of project's latest approved results framework (source: CEO Endorsement)

	Results Statement
Project objective	Demonstrate mercury and POPs emissions reduction potential from coal-fired power plants and industrial boilers in order to support governments in implementing control and reduction strategies for new and existing sources.
Impact	Human health and the environment are protected from the emissions of mercury and POPs generated by coal-fired power plants (CFPPs) and industrial boilers.
Intermediate state	Countries are able to reduce mercury and POPs emissions from their CFPPs and industrial boilers and contribute toward the objectives of the Minamata and Stockholm Conventions.
Project outcomes	
Outcome 1.1	Estimated mercury/POPs/GHGs reductions and future scenarios for CFPPs and industrial boilers management are endorsed by high potential countries.
Outcome 2.1	High reduction potential countries are committed to develop projects to address emissions from CFPPs and industrial boilers.
Outputs	
Output 1.1.1	Scientific data on mercury/POPs/GHGs from CFPPs reviewed, summarised and disseminated to relevant stakeholders.
Output 1.1.2	Impact of UNFCCC Paris Agreement commitments and targets on coal sector emissions analysed and disseminated to relevant stakeholders.
Output 1.1.3	Potential mercury/POPs/GHG reduction figures and scenarios from CFPPs produced and disseminated to relevant stakeholders.
Output 2.1.1	Synthesis of results from completed/ongoing CFPP projects produced and disseminated.
Output 2.1.2	Selection criteria for future projects based on highest impact potential defined and disseminated.
Output 2.1.3	Policy guidance developed and disseminated to assist public and private sectors in their decision making processes toward emission controls in the coal sector.
Output 2.1.4	Detailed reports and communication materials on project findings developed and disseminated through dedicated platform.

C. Project Implementation Structure and Partners

27. The project was implemented by UNEP (Implementing Agency: IA) and executed by Macquarie University (Executing Agency: EA).
28. The IEA Clean Coal Centre provided technical assistance; the organisation was later renamed the International Centre for Sustainable Carbon and closed during the project period. The UNEP KRU developed the Power BI dashboard. The Global Mercury Partnership and Minamata Convention Secretariat served as dissemination channels.
29. A Project Steering Committee was established but effectively operated between the IA and the EA. Two PSC meetings were held. No beneficiary countries were represented on the PSC, consistent with the project design which did not identify target countries at approval. Focus countries were identified during implementation.

Table 4: Project organizational structure and key partners and roles

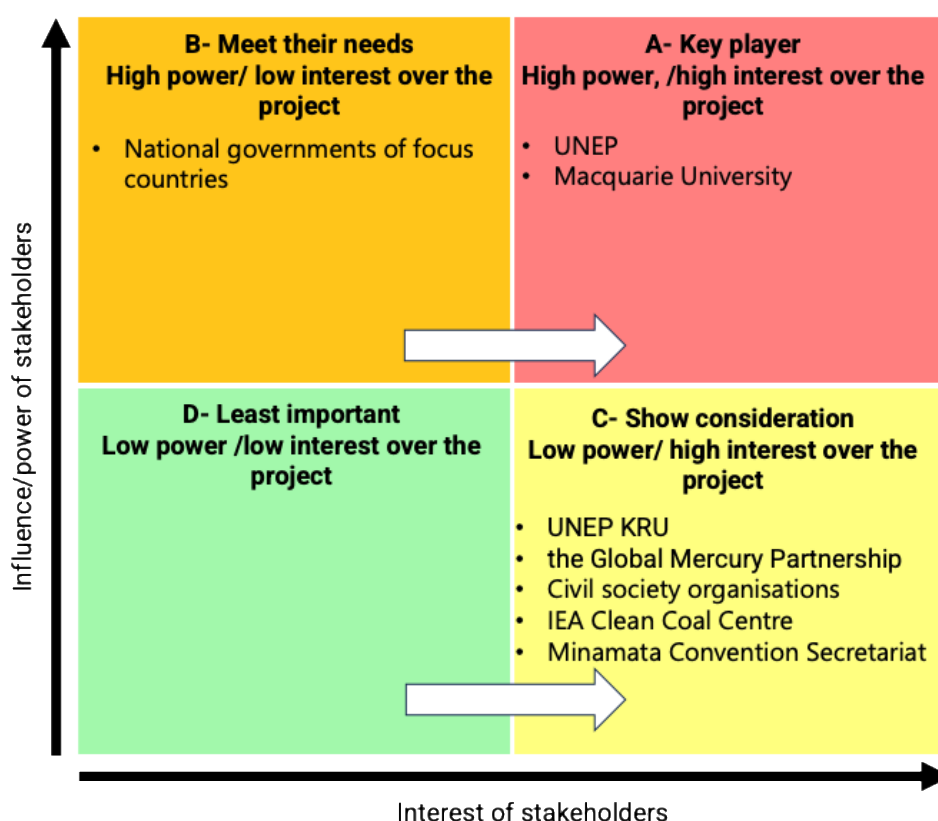
Stakeholder or Partner	Role in project delivery
UNEP	Implementing Agency Project oversight, supervision, monitoring, GEF reporting.
Macquarie University	Executing Agency Scientific data collection, emissions modelling, scenario development, report production. Developed the global Excel-based database.
IEA Clean Coal Centre (renamed International Centre for Sustainable Carbon)	Technical partner Coal sector expertise, databases, sectoral networks. <i>Closed during project period.</i>
UNEP KRU	Development of Power BI dashboard, hosting on the Global Mercury Partnership website.
Global Mercury Partnership (hosted by UNEP)	Stakeholder network and dissemination platform for project outputs.
Minamata Convention Secretariat	Dissemination channel and an interface between the project and Convention processes.

D. Stakeholders

30. The project's stakeholders can be grouped according to their level of power over and interest in the project (see [Figure 1](#)).
31. UNEP (IA) and Macquarie University (EA) were the key players, with both high power and high interest over project delivery.
32. Technical and institutional stakeholders (the Global Mercury Partnership, the UNEP KRU, the IEA Clean Coal Centre, and the Minamata Convention Secretariat) had high interest but limited power over project results. They provided technical input, dissemination channels, and institutional linkages.
33. National governments of focus countries had high power over outcome achievement (endorsement and commitment required government-level decisions) but demonstrated low interest in the project. Engagement was primarily with researchers and technical stakeholders rather than government decision-makers, and several Minamata focal points were unaware of the project.

34. Civil society organisations (IPEN, Zero Mercury Working Group) were identified as stakeholders at design through the Global Mercury Partnership. These organisations had high interest but limited power over project results. Their actual involvement during implementation could not be verified.
35. The project did not directly target vulnerable or marginalised groups. The primary gender dimension relates to the differentiated health impacts of mercury and POPs on women and children (addressed in the standalone gender report) and to women's participation in project events (around 35% as reported in PIRs).

Figure 1: Stakeholder interest and influence/power



E. Changes in Design during Implementation

36. No formal revision of the project results framework was undertaken during implementation. The project outcomes, outputs, and indicators remained as stated in the approved CEO Endorsement throughout the project period.
37. A pre-PCA budget restructuring was undertaken before the agreement was signed (September 2021), creating the Post-Doctoral Research Associate (PDRA) budget line representing approximately 39% of the EA budget. This revision was driven by the need to recruit research personnel (confirmed by UNEP and Executing Agency). The reallocation was discussed and approved during the inception meeting and is documented in the first PIR (FY2023). No formal inception meeting report was produced. The reallocation did not change the component totals and is consistent with UNEP financial procedures.

38. Budget Revision 1 (approved August 2023) reallocated funds to extend the PDRA position and accommodate increased travel costs for dissemination activities. Budget Revision 2 (approved September 2024) made a minor salary adjustment between personnel lines (PDRA and Project Assistant: \$6,000). The co-financing amount was revised from \$640,000 to \$660,000 following an additional \$20,000 cash contribution from the EA.
39. The project was planned for 36 months with a completion date of 30 September 2024. The PCA legal instrument had an expiry date of 31 March 2025, allowing continued activities beyond the planned completion date without requiring a formal no-cost extension.

F. Project Financing

40. This MSP was financed through a GEF Trust Fund grant of \$594,000 under the Chemicals and Waste focal area. Co-financing was anticipated from three sources for a total of \$640,000: \$300,000 in-kind from UNEP, \$70,000 cash and \$170,000 in-kind from Macquarie University, and \$100,000 in-kind from the IEA Clean Coal Centre.
41. As of 31 March 2025, actual co-financing stood at \$561,543 (88% of planned), with Macquarie University exceeding its cash and in-kind commitments (\$90,000 against \$70,000 cash planned, and \$213,693 against \$170,000 in-kind planned) while UNEP in-kind (\$198,850 against \$300,000) and IEA Clean Coal Centre in-kind (\$59,000 against \$100,000) fell short of planned levels.
42. Co-financing commitment letters were provided at design stage; however, post-execution confirmation letters were not available at the time of the review. Actual figures are based on amounts reported by the project.

Table 5: Co-financing table (GEF projects only)

Co-financing (Type/Source)	UNEP own Financing (US\$1,000)		Government (US\$1,000)		Other* (US\$1,000)		Total (US\$1,000)		Total Disbursed (US\$1,000)
	Plann ed	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
– Grants (=1)					70	90	70	90	90
Macquarie University(1)					70	90			
– Loans									
– Credits									
– Equity investments									
– In-kind support (=2+3+4)	300	198.85 0			270	272.69 3	570	471.54 3	471.543
UNEP (2)	300	198.85 0							
Macquarie University (3)					170	213.69 3			
IEA clean Coal Centre (4)					100	59			
– Other (*)-									
Totals	300	198.85 0			340	362.69 3	640	561.54 3	561.543

* This refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries.

II. REVIEW METHODS

A. UNEP's Review Approach

43. In line with the UNEP Evaluation Policy and the UNEP Programme Manual, this Terminal Review was undertaken at operational completion of the project to assess performance (in terms of relevance, effectiveness and efficiency) and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned.
44. The main target audiences for the review findings are UNEP (Industry and Economy Division, Chemicals and Health Branch, and the Evaluation Office), the GEF, Macquarie University, the UNEP KRU, the Global Mercury Partnership and the Minamata Convention Secretariat.
45. In line with the UNEP Evaluation Policy and the UNEP Programme Manual, the review has been carried out using a set of 9 commonly applied review criteria: (1) Strategic Relevance, (2) Quality of Project Design, (3) Nature of External Context, (4) Effectiveness (including availability of outputs, achievement of outcomes and likelihood of impact), (5) Financial Management, (6) Efficiency, (7) Monitoring and Reporting, (8) Sustainability and (9) Factors Affecting Project Performance and Cross-Cutting Issues (see [Annex I Review Framework](#) for more details on each review criterion).
46. Most review criteria are rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). The ratings against each criterion are weighted to derive the Overall Project Performance Rating. The greatest weight is placed on the achievement of outcomes, followed by dimensions of sustainability.
47. The UNEP Evaluation Office has developed detailed descriptions of the main elements required to be demonstrated at each level for each review criterion. The reviewer has considered all the evidence gathered during the review in relation to this matrix to generate performance ratings.
48. In addition to the 9 review criteria outlined above, the review addresses strategic questions formulated in the Terms of Reference by the UNEP Evaluation Office in conjunction with members of the Project Team.
49. As the project is funded by the GEF, findings from the review are to be uploaded in the GEF Portal. To support this process, review findings related to the 5 topics of interest to the GEF are summarised in [Annex VIII - GEF Portal inputs \(for GEF funded projects\)](#). The 5 topics are: (i) performance against GEF Core Indicator Targets; (ii) engagement of stakeholders; (iii) gender-responsive measures and gender result areas; (iv) implementation of management measures taken against the Safeguards Plan; and (v) challenges and outcomes regarding the project's Knowledge Management Approach.
50. This review adopted a participatory approach, consulting with project team members, partners and beneficiaries at several stages throughout the process. Central to the review was the reconstruction of the project's Theory of Change (TOC). The TOC was first

analysed during the inception phase and refined during the data collection phase through stakeholder consultations. A comparison of the original design document (V6) and the approved CEO Endorsement informed the reconstruction of the causal pathways. The final iteration of the TOC is presented in Section III of this report: [Theory of Change at Review](#).

B. Data Collection

Primary data sources

51. Primary data were collected through structured interviews conducted virtually between February and April 2026. No site visits were undertaken, in line with the research-based nature of the project which did not involve field-based implementation. Interviews focused on project design and implementation processes, delivery of outputs, achievement of outcomes, beneficiary country engagement, stakeholder uptake of findings, financial management, and sustainability of the tool developed under the project. Interview guides were tailored to stakeholder categories (IA, EA, technical partners, Convention Secretariat, beneficiary countries) and shared prior to the meetings.
52. Respondents were selected using sampling based on direct involvement in project design or implementation, institutional role, and representation of focus countries. Minamata Convention focal points in all eight focus countries were contacted, but only 2 reverted and 1 responded to the interview request. [Table 6](#) below presents the respondent details.

Table 6: Review respondents and field visits

Stakeholders - Individuals			A. Total number involved (M/F)	B. Number contacted (M/F)	Sample size (% B/A)	C. Total number responded Total (M/F)	Response rate (% C/B)
Project Team	Project Team (with management responsibilities e.g. Project Management Unit)	Implementing agency	4 (2/2)	3 (1/2)	75%	3 (1/2)	100%
		Executing agency(ies)	4 (3/1)	3 (2/1)	75%	3 (2/1)	100%
Beneficiary	Beneficiary countries: China, India, Indonesia, Malaysia, Philippines, Viet Nam, South Africa, Thailand		8	8	100%	1	12.5%
Stakeholders - Entities			A. Total number involved	B. Number contacted	Sample size (% B/A)	C. Total number responded	Response rate (% C/B)
Partners	IEA Clean Coal Centre		1	1	100%	1	100%
	Global Mercury Partnership (hosted by UNEP)		1	1	100%	1	100%
	UNEP KRU Unit		1	1	100%	1	100%
	Minamata Convention Secretariat		1	1	100%	1	100%
Field Visits		Region / country / locality	A. Total number sites	B. Number sites visited	Sample Size (%B/A)		
		All regions	Not Applicable				

53. Several respondents held multiple roles across different entities during the project period. The second Task Manager joined the Minamata Convention Secretariat and was

interviewed in both capacities. A technical expert initially working for the IEA Clean Coal Centre moved to the Executing Agency when the Centre closed and was interviewed covering both roles. The EA Project Manager and technical expert also served as co-leads of the Mercury releases from coal combustion Partnership area of the Global Mercury Partnership. In all cases, the reviewer distinguished between perspectives relating to different institutional roles during data analysis.

Strategies for inclusivity

54. Initial introduction emails to all identified stakeholders were sent by the UNEP Task Manager, followed by direct contact from the reviewer. All stakeholders were contacted at least twice. Interview guides were shared in advance to facilitate preparation. The low response rate from beneficiary country focal points (1 out of 8) reflects a fundamental finding of the review: several focal points were unaware of the project and unable to contribute to the review.

Secondary data sources

55. Secondary data sources included: the CEO Endorsement document and the original design document; the PCA and budget revision documents; three Project Implementation Reports (PIR 2023, 2024, 2025); the Final Report and country appendices (India, China, South Africa, Indonesia/Vietnam/Philippines); the gender report (Appendix F); audit reports covering the period September 2021 to March 2025; the PSC meeting records; UNEP repository and GMP website access statistics; the Power BI dashboard; the co-financing commitment letters from design stage and co-financing report by the project.
56. A full list of documents consulted is provided in [Annex III - Key Documents Consulted](#).

C. Data Analysis

57. The primary mode of analysis was an assessment of evidence along the causal pathways articulated in the reconstructed TOC, including the status of assumptions and drivers at each transition level. Performance against each review criterion was assessed using the UNEP Criteria Ratings Description Matrix. Output delivery was assessed against the indicators and targets in the approved Results Framework. Outcome achievement was assessed against the approved CEO Endorsement formulations, with additional analysis against the reformulated outcomes in the TOC at Review.
58. Data from interviews were triangulated by posing the same questions to at least two stakeholders from different entities and cross-referenced with documentary evidence to verify factual claims. Where documentary evidence was unavailable or incomplete, findings were qualified accordingly. Financial data were cross-checked between audit reports, quarterly expenditure reports and the project Master File.

D. Limitations and Mitigation Strategies

59. The review faced the following limitations:
- Low response rate from beneficiary country focal points (1 out of 8 contacted). Most focal points were either unaware of the project or unresponsive. This limited the review's ability to assess country-level uptake of project outputs and the extent to which the project contributed to changes in understanding or readiness among target countries. This gap was mitigated through interviews with the EA and IA who reported on country engagement activities, and through analysis of dissemination data.

- Absence of a PIR for the first implementation period (October 2021 – June 2022). Activities during this period, including the inception workshop were not formally reported. This was mitigated through stakeholder interviews which provided information on early implementation.
- Incomplete attendance records for dissemination events. Gender disaggregation of online users was not available. This limited verification of stakeholder reach and gender participation targets. Reported Gender disaggregation for this review is based on recorded information in PIRs.
- A formal co-financing confirmation letter was received from UNEP. IEA Clean Coal Centre could not provide a formal confirmation letter as the organisation ceased operations in June 2025; email correspondence from former staff members confirmed that in-kind support was provided. A confirmation letter from Macquarie University was pending at the time of the review.

E. Ethical Considerations

60. Throughout this review process and in the compilation of the Final Review Report, efforts have been made to represent the views of both mainstream and divergent perspectives. Data were collected with respect for ethics and human rights issues. All discussions remained anonymous and all information was collected according to the UN Standards of Conduct.
61. AI-assisted tools (meeting transcription assistants) were used to support notetaking during virtual interviews. Their use was limited to facilitating meeting reporting and was subject to prior informed consent from interviewees. All interpretation, analysis and conclusions in this Terminal Review remain the sole responsibility of the reviewer.

III. THEORY OF CHANGE AT REVIEW

62. The approved CEO Endorsement document (April 2021) included a TOC diagram identifying activities, outputs, outcomes, a project objective, an intermediate state, an impact statement, one driver and three assumptions. The TOC at Review was reconstructed by the Review Consultant, drawing on the following sources: (a) the approved CEO Endorsement (April 2021); (b) the original design document (V6); (c) the PIR (2023, 2024, 2025); (d) the Final Report and country appendices; (e) stakeholder interviews conducted during the data collection phase; and (f) the UNEP Glossary of Results Definitions (December 2023). The reconstructed TOC builds on the preliminary analysis undertaken during the inception phase and incorporates findings from the review phase. No formal revision of the project results framework was undertaken during implementation.
63. A comparison of the original design document (V6) and the approved CEO Endorsement revealed significant differences in the formulation of project outcomes:
- In the original proposal, **Outcome 1** was stated as "Clear understanding reached on mercury/POPs/GHGs reduction potential from coal fired power plants (CFPPs)" (a knowledge-level result consistent with the project's research orientation). In the approved CEO Endorsement, this was reformulated as "Estimated mercury/POPs/GHGs reductions and future scenarios for CFPPs and industrial boilers management are endorsed by high potential countries" (an institutional result requiring formal action by governments)
 - Similarly, **Outcome 2** moved from "High reduction potential countries are technically and politically prepared to develop projects" to "High reduction potential countries are committed to develop projects."
 - These changes introduced a level of ambition that exceeded the project's sphere of influence given its budget (USD 594,000), its research-oriented design, and the absence of sustained country-level engagement mechanisms.
 - At the output level, the approved CEO Endorsement added "and disseminated to relevant stakeholders" to six of the seven outputs compared to the V6 version. This addition strengthens the outputs by incorporating a dissemination requirement and does not raise concerns for the project design.
64. Both outcomes are reformulated in the TOC at Review to reflect a causal logic commensurate with the project's nature and resources, while specifying the causal links with project outputs. The output formulations from the CEO Endorsement are retained as stated. The single driver identified at design was reformulated for clarity, a second driver on gender was added, and one assumption was expanded to capture a critical contextual factor that emerged during implementation: the effective restriction on international financing for coal-related projects by major development banks.
65. The tables below present the full justification for each reformulation.

Table 7: Justification for reformulation of results statements

Formulation in original project document(s) – <i>insert source/date</i>	Formulation for reconstructed ToC at review (RTOC)	Justification for reformulation
(LONG LASTING) IMPACT		
Human health and the environment are protected from the emissions of	Retained as stated	The impact statement is appropriately formulated as a long-term, aspirational result to which the project would

Formulation in original project document(s) – insert source/date	Formulation for reconstructed ToC at review (RTOC)	Justification for reformulation
mercury and POPs generated by coal fired power plants (CFPPs) and industrial boilers.		contribute. Consistent with UNEP definitions. No reformulation needed.
INTERMEDIATE STATES		
Countries are able to reduce mercury and POPs emissions from their CFPPs and industrial boilers and contribute toward the objectives of Minamata and Stockholm Conventions.	Retained as stated	The intermediate state is well-formulated as a country-level capacity condition following from outcome achievement. No reformulation needed.
PROJECT OUTCOMES		
Outcome 1 (CEO Endorsement): "Estimated mercury/POPs/GHGs reductions and future scenarios for CFPPs and industrial boilers management are endorsed by high potential countries" Original (V6): "Clear understanding reached on mercury/POPs/GHGs reduction potential from coal fired power plants (CFPPs)"	High potential countries have reached a clear understanding of mercury/POPs/GHGs reduction potential from coal fired power plants (CFPPs) based on the project's scientific analysis and scenarios.	The approved formulation requires formal "endorsement" by high potential countries (government level), an institutional act beyond the sphere of influence of a USD 594,000 research project with no sustained country-level engagement mechanisms. The original proposal used "clear understanding reached" a knowledge-level result. This formulation was updated prior to GEF submission. The reformulation at review reinstates the original logic, specifying the causal link with project outputs: data and scenarios produced and disseminated => clear understanding reached => countries able to reduce emissions. The final PIR (2025) itself replaced "endorsed" with "communicated," acknowledging that formal endorsement was "problematic." Performance is assessed against the approved CEO Endorsement formulation.
Outcome 1 Indicator: No. of countries endorsing the results of emissions reduction potential and future scenarios. (target: 5)	No. of high potential countries to which project findings have been presented and discussed (target: 5)	Aligned with the reformulated outcome. Measures active engagement with findings rather than formal endorsement.
Outcome 2 (CEO Endorsement): "High reduction potential countries are committed to develop projects to address emissions from CFPPs and industrial boilers" Original (V6): "High reduction potential countries are technically and politically prepared to develop projects to address	High reduction potential countries have access to evidence-based analysis and tools to inform decisions on addressing emissions from CFPPs and industrial boilers.	The approved formulation requires "commitment", an active political decision by governments, not within the project's sphere of influence. The original (V6) used "technically and politically prepared", a readiness/capacity result acknowledging that the project would contribute to preparedness without guaranteeing commitment by countries. The reformulation reflects what the project could realistically achieve: providing the analytical and evidence basis for informed country-level decision-making.

Formulation in original project document(s) – <i>insert source/date</i>	Formulation for reconstructed ToC at review (RTOC)	Justification for reformulation
emissions from the CFPPs and industrial boilers"		Performance is assessed against the approved CEO Endorsement formulation.
Outcome 2 Indicator: No. of high reduction potential countries committed to develop future projects in coal sector (target: 3)	No. of high reduction potential countries that acknowledge evidence-based analysis and tools to inform decisions and are ready to develop projects to address emissions from CFPPs and industrial boilers (target: 3)	Aligned with the reformulated outcome and the original logic. Replaces formal commitment with acknowledgement of evidence and readiness to act.
OUTPUTS		
Output 1.1.1: Scientific data on mercury/POPs/GHGs from CFPPs reviewed, summarised and disseminated to relevant stakeholders	Retained as stated	No reformulation needed. Note: the CEO Endorsement added "and disseminated to relevant stakeholders" compared to the original logic which stated only "reviewed and summarised."
Output 1.1.1 Indicators: - No. of technical publications reviewed (10) - No. of stakeholders with access to scientific data (20)	Not reformulated. Assessed as stated.	
Output 1.1.2: Impact of UNFCCC Paris Agreement commitments and targets on coal sector emissions analysed and disseminated to relevant stakeholders.	Retained as stated	No reformulation needed. CEO Endorsement added "disseminated to relevant stakeholders"
Output 1.1.2 Indicators: - No. of estimates of GHG reduction from coal sector (8) - No. of stakeholders with access to data (20)	Not reformulated. Assessed as stated.	
Output 1.1.3: Potential mercury/POPs/GHG reduction figures and scenarios from CFPPs produced and disseminated to relevant stakeholders.	Retained as stated	No reformulation needed. CEO Endorsement added "figures and scenarios" and "disseminated to relevant stakeholders"
Output 1.1.3 Indicators: - No. of estimates and scenarios for emissions reductions (5)	Not reformulated. Assessed as stated.	

Formulation in original project document(s) – insert source/date	Formulation for reconstructed ToC at review (RTOC)	Justification for reformulation
- No. of stakeholders with access to scientific data (20)		
Output 2.1.1: Synthesis of results from completed/ongoing CFPP projects produced and disseminated.	Retained as stated	No reformulation needed. CEO Endorsement added "and disseminated"
Output 2.1.1 Indicators: - No. of projects/reports reviewed (10) - No. of stakeholders with access to the synthesis (20)	Not reformulated. Assessed as stated.	
Output 2.1.2: Selection criteria for future projects based on highest impact potential defined and disseminated.	Retained as stated	No reformulation needed. CEO Endorsement added "and disseminated" compared to the original logic
Output 2.1.2 Indicators: - No. of selection criteria for candidate countries (5)	Not reformulated. Assessed as stated.	
Output 2.1.3: Policy guidance developed and disseminated to assist public and private sectors in their decision-making processes toward emission controls in the coal sector.	Retained as stated	No reformulation needed. CEO Endorsement added "and disseminated" compared to the original logic
Output 2.1.3 Indicators: - No. of policy guidance produced (1) - No. of public and private stakeholders with access (20, at least 1/3 women)	Not reformulated. Assessed as stated.	
Output 2.1.4: Detailed reports and communication materials on project findings developed and disseminated through dedicated platform.	Retained as stated	No reformulation needed.
Output 2.1.4 Indicators: - No. of outreach material produced (target: 1) - No. of stakeholders reached (target: 20, at least 1/3 women)	Not reformulated. Assessed as stated.	

Table 8: Justification for reformulation / expansion of drivers and assumptions

Formulation in original project document(s) – <i>insert source/date</i>	Formulation for reconstructed ToC at review(RTOC)	Justification for reformulation
DRIVERS		
1. Diver 1: Given the significance in mercury and POPs emissions, the project has necessary and sufficient global support to lead to changes in the coal sector.	International political and institutional momentum generating global support for changes in the coal sector under the Minamata and Stockholm Conventions.	According to the UNEP Glossary, a Driver is a significant external factor expected to contribute to results realization. The formulation in the ToC at design is broad and abstract and functions more as contextual justification than as a clearly specified operational external force influencing transitions between results levels. This Driver is reformulated for clarity to reflect international political and institutional momentum under the Conventions. It primarily influences the transition from Outputs to Outcome 1.1 by creating an enabling policy context.
2. Driver 2: Human rights and gender equality. Not explicitly stated as a driver in the CEO Endorsement.	International recognition of gender-differentiated health impacts of mercury and POPs, reflected in the project's commitment to gender-sensitive analysis and equitable women involvement	Added at review. The project design document contains commitments on gender that are not reflected in the Results Framework. Per UNEP guidance, where the project design document contains commitments on human rights and gender equality that are not reflected in the results framework, the commitment must appear as a driver in the TOC.
ASSUMPTIONS		
1. Assumption 1: Resources are available to support countries in improving CFPP and industrial boiler operations.	Retained as stated. Positioned as conditioning transition from Intermediate State to Impact.	This assumption conditions the realization of actual emission reductions, which require financial and technical resources beyond the Project's direct control. It influences the magnitude and durability of Impact rather than project-level Outcomes.
2. Assumption 2: Reduced global demand and consumption rate for coal.	Retained with expanded formulation: "Reduced global demand and consumption rate for coal, while global policy and financing frameworks support emission reduction from existing coal plants"	The review expands the formulation to capture a critical factor that emerged during implementation: the restriction on international financing for coal-related projects. This created a structural contradiction: the project produced tools for emission reduction from existing plants while the International financing opportunities were exclusively directed toward phase-out.
3. Assumption 3: Governments prioritize and are willing to improve CFPP and industrial boiler operations.	No change. Positioned as influencing transition to Outcome 2.1	This assumption is substantively relevant but was not explicitly linked to any transition in the ToC at design, representing a minor limitation in the articulation of the causal chain. It is positioned at review as influencing Outcome 2.1.

66. The TOC at Review identifies two main causal pathways:

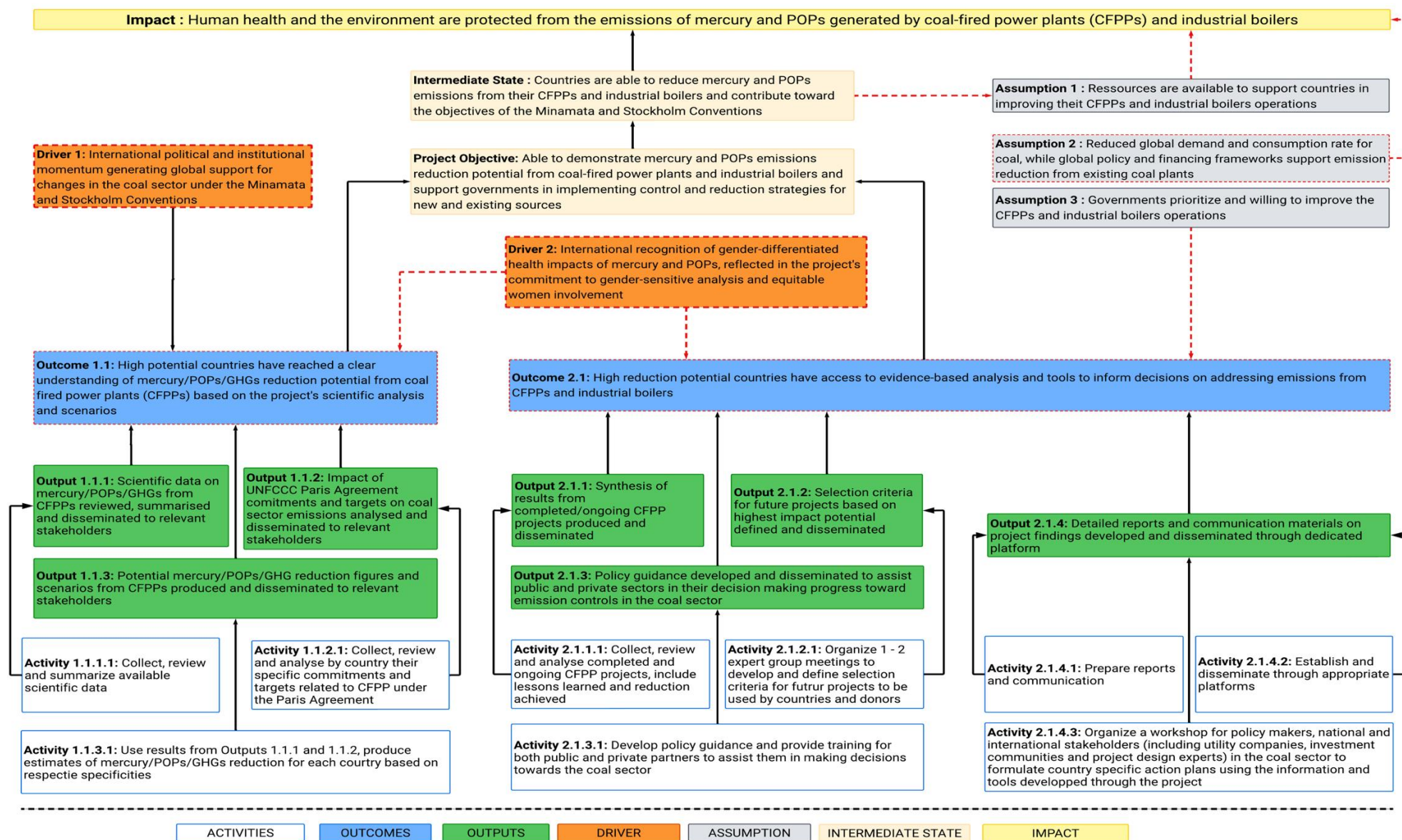
- Under **Component 1**, the project produces scientific data, Paris Agreement analysis, and emission reduction scenarios (Outputs 1.1.1–1.1.3). If effectively disseminated and supported by international momentum under the Minamata and Stockholm Conventions (Driver 1), high potential countries would reach a clear understanding of reduction potential (Outcome 1 reformulated)

- Under **Component 2**, the project synthesises CFPP project lessons, defines selection criteria, develops policy guidance, and produces communication materials (Outputs 2.1.1–2.1.4). If these reach decision-makers and governments prioritise CFPP improvements (Assumption 3), countries would have access to the evidence base for informed decisions (Outcome 2 reformulated). Both pathways are supported by the project's commitment to gender-sensitive analysis and equitable women involvement (Driver 2).

67. When both outcomes are achieved, the project would demonstrate mercury and POPs emissions reduction potential and support governments in implementing control and reduction strategies (Project Objective). The Project Objective is retained as formulated but interpreted as reflecting the intended project-level change resulting from outcomes, not a distinct results level.

The transition to the Intermediate State follows directly. The progression from Intermediate State to Impact depends on available resources (Assumption 1) and sustained reduction in coal demand while financing frameworks support emission reduction from existing plants (Assumption 2).

Figure 2: Theory of Change at review



IV. REVIEW FINDINGS¹¹

A. Strategic Relevance

Alignment to UNEP's UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities

Table 9: Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW), and Strategic Priorities

UNEP strategic document	Alignment with UNEP's mandate and thematic priorities	Level of alignment <i>full, partial, or not at all</i>
MTS (2018-2021)¹²	The project falls under Subprogramme 5 (Chemicals, waste and air quality). It supports UNEP's mandate on sound management of chemicals and waste, specifically mercury and POPs from industrial sources, and the implementation of the Minamata and Stockholm Conventions.	Full
POW (2020-2021)¹³	The project contributed to the UNEP Programme of Work (PoW) 2020-2021, Subprogramme 5 (Chemicals, waste and air quality), Expected Accomplishment (a) on sound chemicals management within the framework of MEAs, specifically mercury and POPs under the Minamata and Stockholm Conventions. It also contributed to Expected Accomplishment (c) on national emissions sources identification and air quality assessments, through its global emissions inventory and scenario modelling. The project's contribution to the associated indicators (a)(i) and (c)(i) remains indirect: it provides the scientific evidence base rather than directly supporting policy development or emission inventories at country level.	Partial
Bali Strategic Plan for Technology Support and Capacity Building¹⁴	The project supports government capacity to comply with the Minamata and Stockholm Conventions by providing scientific data and analytical tools. However, no direct technology transfer or capacity building at country level was undertaken.	Partial
South-South Cooperation¹⁵	No formal South-South cooperation mechanism was established	Not applicable

¹¹ Refer to the TOR for descriptions of the nature and scope of each criterion.

¹² <https://wedocs.unep.org/handle/20.500.11822/7621>

¹³ <https://www.unep.org/resources/medium-term-strategies/unep-proposed-programme-work-and-budget-biennium-2020-2021>

¹⁴ If applicable.

¹⁵ If applicable.

Alignment to Donor/GEF/Partners Strategic Priorities

Table 10: Alignment to Donor/GEF/Partner Strategic Priorities

Donor or partner strategic document	Alignment with donor or partner strategic priorities	Level of alignment <i>full, partial, or not at all</i>
GEF	The project was designed under GEF-7 Chemicals and Waste focal area, CW-1-1: Strengthen the sound management of industrial chemicals and their waste through better control, and reduction and/or elimination. It directly addressed mercury and POPs emissions from coal combustion and contributed to GEF Core Indicators 6 (GHG emissions mitigated), 9 (chemicals of global concern reduced), 10 (POPs emissions reduced), and 11 (direct beneficiaries disaggregated by gender).	Full

Relevance to Global, Regional, Sub-regional and National Priorities

Table 11: Relevance to Global, Regional, Sub-regional and National Environmental Priorities

Strategic document or agreement	Alignment with global, regional, sub-regional, national environmental priorities	Level of Alignment <i>Full, partial, or not at all</i>
Sustainable Development Goals (SDGs)	The project contributes to health protection (SDG 3), sustainable energy (SDG 7), sustainable production (SDG 12), climate action (SDG 13), and partnerships (SDG 17)	Full
Minamata Convention on Mercury	The project directly supports implementation of Article 8 on emissions from point sources listed in Annex D. The project's analytical outputs contributed to the Convention's effectiveness evaluation process.	Full
Stockholm Convention on POPs	The project addresses POPs emissions from coal combustion (PCDD and PCDF). However, as noted in the final report, POPs emissions from high-temperature combustion systems such as CFPPs are generally very low, limiting the project's direct contribution to Stockholm Convention objectives	Partial
UNFCCC / Paris Agreement	The project analysed the impact of Paris Agreement commitments and NDCs on coal sector emissions across focus countries (Output 1.1.2)	Full
National environmental	No predetermined beneficiary countries at design. Alignment with national priorities was articulated at a general level. Several Minamata focal points were	Partial

Strategic document or agreement	Alignment with global, regional, sub-regional, national environmental priorities	Level of Alignment <i>Full, partial, or not at all</i>
priorities of focus countries	unaware of the project, suggesting limited alignment with national implementation priorities in practice	

Complementarity with Existing Interventions/Coherence

Table 12: Complementarity with existing interventions/coherence

Other initiatives by UNEP or other organisations	Complementarity (including collaboration, coordination and overlap or duplication)	Level of Alignment <i>Full, partial, or not at all</i>
GEF-funded Minamata Initial Assessments (MIAs)	The project's outputs provide baseline and projection data that can inform future MIAs. Existing MIAs were identified as a data source at design. No documented coordination during implementation.	Partial
UNEP SSFA on mercury emissions from Annex D sources (South Africa, Vietnam, Pakistan)	Direct synergy during implementation. The SSFA involved workshops with three focus countries, providing country engagement that benefited both initiatives.	Full
GEF GOLD Programme (GEF ID 9697)	Identified at design for knowledge sharing potential on mercury. No documented coordination during implementation. Different sector (artisanal gold mining)	Not at all
SAICM project (GEF ID 9771)	Global Best Practices on Emerging Chemical Policy Issues Identified at design for knowledge sharing on knowledge management platforms. No documented coordination during implementation	Not at all
GlidePath follow-on proposal	The project's analytical outputs and selection criteria directly informed the design of the GlidePath proposal. GlidePath remains at proposal stage at the time of this terminal evaluation	Full
Global Mercury Partnership	The project was institutionally anchored within the GMP. The dashboard is hosted on the GMP website. The GMP network facilitated dissemination and stakeholder engagement.	Full

68. The project made a direct contribution to UNEP's chemicals and waste agenda by producing a comprehensive global assessment of mercury, POPs and GHG emissions from coal-fired power plants, with emission reduction scenarios to 2050. This fills a recognised evidence gap in the Minamata Convention process. The project's outputs provide a foundation that can inform future GEF and other donors programming in the coal

sector and support Minamata Convention effectiveness evaluation processes. At the country level, the project's contribution to national planned results was limited by the absence of engagement with national decision-makers in focus countries.

69. Complementarity with existing interventions was planned at design with several GEF-funded initiatives. While some planned coordinations did not materialise (GEF GOLD, SAICM), effective synergies occurred with the Global Mercury Partnership. The project's analytical outputs also informed the design of the GlidePath follow-on proposal, demonstrating catalytic value beyond the project's scope.

Findings Statements on Strategic Relevance and Complementarity

70. The project's thematic relevance to global and donor priorities remained strong throughout implementation. The gap between global-level relevance and national-level alignment is a structural feature of the project design: a global research project with no predetermined beneficiary countries and limited country engagement mechanisms faces challenges in demonstrating relevance to specific national priorities.
71. Complementarity was driven more by operational opportunity than by planned coordination. The most significant synergies (UNEP SSFA, GlidePath proposal) were not foreseen at design, while planned coordination with other GEF-funded initiatives did not materialise.

Rating for Strategic Relevance: **Satisfactory**

Rating for Alignment to UNEP MTS, POW and Strategic Priorities: **Satisfactory**

Rating for Alignment to Donor/GEF/Partner Strategic Priorities: **Highly Satisfactory**

Rating for Relevance to Global, Regional, Sub-regional and National Priorities: **Satisfactory**

Rating for Complementarity with Existing Interventions/Coherence: **Satisfactory**

B. Quality of Project Design

Table 13: Summary of quality of project design assessment ratings

	SECTION	RATING (1-6)	Summary Assessment
A	Project Preparation	4 (Moderately Satisfactory)	The problem analysis is clear and aligned with the Minamata and Stockholm Conventions. However, the absence of predetermined beneficiary countries at design limited the stakeholder analysis, which remained descriptive. No country-level engagement mechanisms were built into the project preparation.
B	Risk identification and Safeguards	4 (Moderately Satisfactory)	The Risk Log identified relevant risks including changes in political priorities. However, the progressive restriction on international financing for coal-related projects by major development banks, which was already emerging at the time of project design, was not anticipated as a risk. This factor fundamentally undermined the project's theory of change.
C	Governance and Supervision Arrangements	4 (Moderately Satisfactory)	The governance structure was clearly defined with appropriate roles between UNEP and the EA. However, the PSC design did not include beneficiary country representation, which limited the project's ability to generate country-level ownership and engagement needed for outcome achievement.
D	Partnerships	5 (Satisfactory)	Partnerships were clearly defined with appropriate capacities. The EA, IEA Clean Coal Centre, and GMP formed a coherent technical partnership. The closure of the IEA Clean Coal Centre

	SECTION	RATING (1-6)	Summary Assessment
			during implementation was not foreseeable at design. Technical continuity was maintained as the Centre's key technical expert joined the EA (Macquarie University) and continued contributing to the project.
E	Strategic Relevance	5 (Satisfactory)	The project is strongly aligned with UNEP's Chemicals and Waste priorities, GEF-7 strategic objectives, and the Minamata and Stockholm Conventions. Alignment with national priorities was articulated at a general level, consistent with the absence of predetermined beneficiary countries.
F	Logical Framework and Causality	3 (Moderately Unsatisfactory)	The results chain from outputs to impact is coherent. However, the outcome formulations in the approved CEO Endorsement ("endorsed by high potential countries", "committed to develop projects") required institutional and political actions beyond the sphere of influence of a \$594,000 research project with no country-level engagement mechanisms. The outcome formulations evolved between the initial design and the approved version, resulting in a level of ambition that exceeded what the project could realistically deliver.
G	Financial Planning	4 (Moderately Satisfactory)	Financial planning at design included a detailed budget, co-financing disaggregated by cash and in-kind, and commitment letters from all co-financing partners. However, the key research position (PDRA) required for project execution was not anticipated in the original budget, necessitating a budget restructuring before the PCA was signed.
H	Efficiency	5 (Satisfactory)	The project design builds on pre-existing data sources, institutional expertise and international frameworks, thereby promoting complementarity and avoiding duplication. While no explicit cost-efficiency analysis is provided, the overall design reflects a reasonable and pragmatic approach to resource use.
I	Monitoring	5 (Satisfactory)	The project document includes a monitoring framework consistent with GEF requirements, with defined responsibilities, reporting arrangements and allocated project management resources. Indicators are specified in the results framework, and annual reporting through PIRs is foreseen. Data disaggregation is limited primarily to gender participation in meetings.
J	Sustainability / Replication and Catalytic Effects	3 (Moderately Unsatisfactory)	The project design did not include an exit strategy or identify a responsible entity for maintaining project outputs post-completion. The sustainability strategy relied on embedding the knowledge management platform within the GMP and on the assumption that project findings would form part of national commitments under the Conventions. No mechanism was foreseen at design for the regular updating of the analytical tools, despite their dependency on semi-annual data releases from the Global Energy Monitor sources.
K	Learning, Communication and Outreach	4 (Moderately Satisfactory)	The project design included a dedicated output for communication materials and a dissemination platform within the GMP. However, the design lacked a communication strategy to actively engage focus countries beyond making outputs available.
	Total (Weighted) Score:	3,96 (Moderately Satisfactory)	

72. The project design assessment was initially rated Satisfactory (5.0) during the inception phase. Based on additional information gathered during the review process, the overall rating has been revised to Moderately Satisfactory (3.96).
73. The project design demonstrates several strengths: a clear problem analysis aligned with the Minamata and Stockholm Conventions, well-defined technical partnerships, strong strategic relevance, and a coherent results chain from outputs to impact. The design builds on pre-existing data sources and institutional expertise, promoting efficiency and complementarity.
74. Two significant weaknesses were identified. First, the outcome formulations in the approved CEO Endorsement required institutional and political actions (formal endorsement and commitment by countries) that were disproportionate to the project's budget and research orientation with no country-level engagement mechanisms. This is the most significant design weakness and directly contributed to the non-achievement of outcomes. Second, the project design did not include an exit strategy or identify a responsible entity for maintaining project outputs post-completion, despite the analytical tools requiring regular updates from external data sources to remain relevant.

Rating for Project Design: Moderately Satisfactory

C. Nature of the External Context

75. The project did not face conflict, natural disasters, or security challenges during implementation.
76. The COVID-19 pandemic constrained early engagement activities, resulting in virtual rather than in-person inception and PSC meetings. More significantly, the progressive restriction on international financing for coal-related projects by major development banks created a structural contradiction with the project's approach of reducing emissions from existing coal plants.
77. While the project's operational delivery (outputs production) was not directly affected by these external factors, the achievement of outcomes and the likelihood of impact were significantly constrained by a financing environment that redirected resources exclusively toward coal phase-out rather than emission reduction from existing plants.

Rating for Nature of the external context: Moderately Unfavourable

D. Effectiveness

Availability of Outputs

Table 14: Availability of outputs

	Narrative Assessment <i>Discuss the nature and scale of outputs delivered, as well timeliness, quality, and utility to intended beneficiaries</i>	Sources of Information/Evidence <i>List specific sources of information for each output and its indicator/s and mention triangulation efforts</i>
Output 1.1.1: Scientific data on mercury /POPs /GHGs from CFPPs reviewed, summarised and disseminated to relevant stakeholders. Performance against Indicator(s) and Target(s) Indicators: Other information, not related to the indicators, that demonstrates Output delivery	The final report synthesises scientific data on mercury, CO2 and POPs emissions from coal-fired power plants across 10 countries with three emission scenarios and projections to 2050. Detailed country appendices were produced for India, China, South Africa, and Indonesia/Vietnam/Philippines. Pakistan and Bangladesh were not covered by separate appendices due to limited available data; key findings are included in the main report. Dissemination was through the UNEP repository (53 page visits, 112 downloads over 7 months), the GMP project page (367 visits, 179 unique users over 14 months), and the Power BI dashboard (hosted by the GMP project page. Specific usage data not available). Of the 10 focus countries, only four (China, Pakistan, Thailand, Indonesia) appear in the UNEP visitor data. Country appendices were integrated as summarised country profiles within the final report. Indicators: - No. of technical publications reviewed (10): Met. Over 10 publications referenced in the final report. - No. of stakeholders with access to scientific data (20). Met. (112 report downloads through UNEP repository, 179 unique GMP users). Level of delivery: Fully delivered Scientific data synthesised in the final report and accessible through the dashboard for all 10 focus countries.	- CEO Endorsement document - Project PIRs - Final Report - Country appendices (India, China, South Africa, Indonesia/Vietnam/Philippines) - UNEP repository statistics (wedocs.unep.org) - GMP website statistics - Interviews

	Narrative Assessment <i>Discuss the nature and scale of outputs delivered, as well timeliness, quality, and utility to intended beneficiaries</i>	Sources of Information/Evidence <i>List specific sources of information for each output and its indicator/s and mention triangulation efforts</i>
Output 1.1.2: Impact of UNFCCC Paris Agreement commitments and targets on coal sector emissions analysed and disseminated to relevant stakeholders Performance against Indicator(s) and Target(s) Other information, not related to the indicators, that demonstrates Output delivery	The final report and country appendices include a contextual analysis of each focus country's climate strategies, NDCs and Paris Agreement commitments as they relate to the coal sector. Dissemination channels are the same as Output 1.1.1 (UNEP repository and GMP website). Indicators: - No. of estimates of GHG reduction from coal sector (8): Met. GHG reduction estimates produced for 10 countries under multiple scenarios. - No. of stakeholders with access to data (20): Same as Output 1.1.1. Met (112 report downloads through UNEP repository, 179 unique GMP users) Level of delivery: Fully delivered	- CEO Endorsement - Project PIR - Final Report - Country appendices (India, China, South Africa, Indonesia/Vietnam/Philippines) - Interviews
Output 1.1.3: Potential mercury /POPs /GHG reduction figures and scenarios from CFPPs produced and disseminated to relevant stakeholders Performance against Indicator(s) and Target(s)	Three emission scenarios (BAU, early retirement, retrofit) were produced for 10 countries with projections to 2050 for mercury, CO2 and POPs. In addition to the final report, a Power BI dashboard was developed by KRU in collaboration with the EA to visualise these scenarios interactively. The dashboard was not foreseen in the original project design and represents an additional output. The dashboard scenarios currently cover the 8 focus countries, while the underlying Excel database developed by the EA covers all countries globally. The limitation to 8 countries was a tactical decision aligned with the project scope and the available budget (\$20,000 for KRU). Dissemination channels are the same as Output 1.1.1 (UNEP repository, GMP website, and dashboard) Indicators:	- CEO Endorsement - Project PIR - Final Report - Interviews - The Power BI dashboard

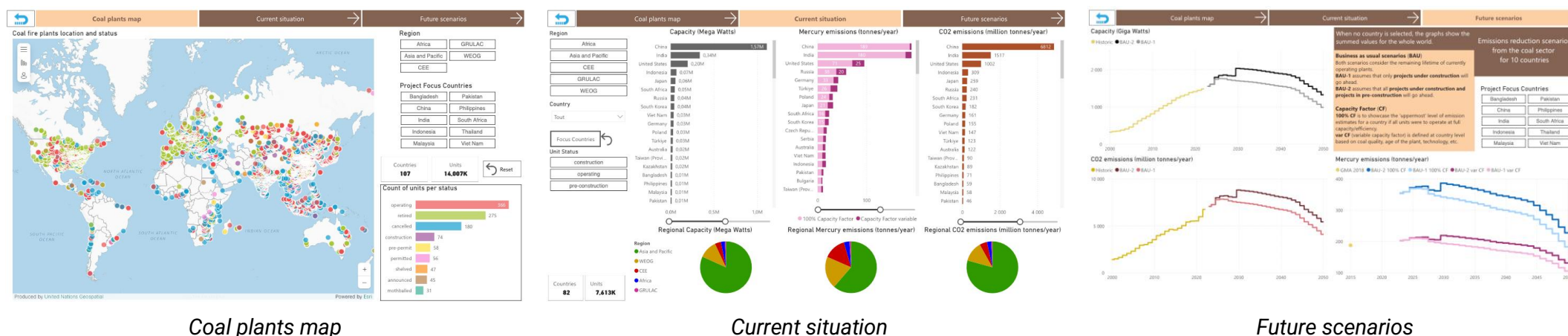
	Narrative Assessment <i>Discuss the nature and scale of outputs delivered, as well timeliness, quality, and utility to intended beneficiaries</i>	Sources of Information/Evidence <i>List specific sources of information for each output and its indicator/s and mention triangulation efforts</i>
Other information, not related to the indicators, that demonstrates Output delivery.	- No. of estimates and scenarios for emissions reductions (5). Met. Three scenarios produced for 10 countries. - No. of stakeholders with access to scientific data (20). Met. Same as Output 1.1.1 Level of delivery: Fully delivered	
Output 2.1.2: Selection criteria for future projects based on highest impact potential defined and disseminated Performance against Indicator(s) and Target(s) Other information, not related to the indicators, that demonstrates Output delivery.	Selection criteria for future projects based on highest impact potential were defined and integrated into the final report. The executing agency established the criteria through a systematic analytical process drawing on multiple open-source databases (IEA, Global Energy Monitor Coal Plant Tracker, BP Statistical Review, Global Mercury Partnership reports) to identify countries with the highest mercury emission potential from coal-fired power plants. These criteria were applied to select the 8–10 focus countries and subsequently informed the design of the follow-on GlidePath proposal, demonstrating their practical utility beyond the project itself. However, the 1-2 expert group meetings foreseen in the project design to formally define and validate the criteria were not held. No standalone selection criteria document was produced. PIR 2 reported 4 criteria identified against a target of 5. Indicators: - No. of selection criteria for candidate countries (5): Partially Met. 4 criteria identified (PIR2) Level of delivery: Partially delivered	- CEO Endorsement - Project PIR - Final Report - Interviews
Output 2.1.3: Policy guidance developed and disseminated to assist public and private sectors in their	No dedicated policy guidance document was developed or disseminated under this output. The final report includes comparative analysis of national emission control strategies, NDCs and Paris Agreement commitments across focus countries, as well as general recommendations on co-benefits of APCDs and coal phase-out pathways. However, this does not constitute policy guidance in the sense	- CEO Endorsement - Project PIR - Final Report - Interviews

	Narrative Assessment <i>Discuss the nature and scale of outputs delivered, as well timeliness, quality, and utility to intended beneficiaries</i>	Sources of Information/Evidence <i>List specific sources of information for each output and its indicator/s and mention triangulation efforts</i>
decision making processes toward emission controls in the coal sector Performance against Indicator(s) and Target(s) Other information, not related to the indicators, that demonstrates Output delivery.	foreseen at design. No country-specific guidance document was produced to assist public and private sector decision-making on emission controls. Indicators: - No. of policy guidance produced (1): Not Met - No. of public and private stakeholders with access (20, at least 1/3 women): Not Met Level of delivery: Not delivered	
Output 2.1.4: Detailed reports and communication materials on project findings developed and disseminated through dedicated platform Performance against Indicator(s) and Target(s)	The final report as well as accompanied country-specific appendices (China, India, Indonesia/Vietnam/Philippines, South Africa) and a gender report (Appendix F) were submitted to UNEP. Country appendices were integrated as summarised country profiles within the final report. The full gender report was not published separately. However, the final report includes an executive summary of the gender analysis An additional unplanned output (the Power BI dashboard hosted on the GMP project page) was developed in collaboration between the EA and KRU. Dissemination took place through the UNEP	- Final report - Country-specific appendix - Gender report - Interviews - UNEP repository statistics (wedocs.unep.org) - GMP website statistics

	Narrative Assessment <i>Discuss the nature and scale of outputs delivered, as well timeliness, quality, and utility to intended beneficiaries</i>	Sources of Information/Evidence <i>List specific sources of information for each output and its indicator/s and mention triangulation efforts</i>
Other information, not related to the indicators, that demonstrates Output delivery.	repository, the GMP website, and multiple international events including IOMC 2023, Minamata COP5 (October–November 2023), ICMGP (July 2024), and the Delhi workshop (June 2024). Indicators: - No. of outreach material produced (target: 1): Met. Final report, country appendices, gender report, and dashboard produced. - No. of stakeholders reached (target: 20, at least 1/3 women): Partially met. Reach exceeds 20 through online dissemination channels. However, gender disaggregation is only available for event participants (~35% women based on PIR quarterly data, 16% for the final workshop – based on workshop report), not for online users (dashboard usage and final report download). Incomplete attendance records limit verification. Level of delivery: Partially delivered	
Output 3.1.1 Terminal evaluation conducted in line with UNEP and GEF policies Performance against Indicator(s) and Target(s) Other information, not related to the indicators, that demonstrates Output delivery.	The terminal evaluation was conducted in line with UNEP and GEF policies and the Terms of Reference. The evaluation was launched in February 2026 and covers the full project cycle (2021 – 2025). The data collection and analysis phase included a comprehensive document review and stakeholder consultations with key informants. Level of delivery: Delivered	

78. The project delivered four of seven programmed outputs in full (Outputs 1.1.1, 1.1.2, 1.1.3, 2.1.1), two partially (Outputs 2.1.2, 2.1.4), and one was not delivered (Output 2.1.3 – policy guidance). The outputs most critical to outcome achievement (the scientific data synthesis, emission reduction scenarios, and Paris Agreement analysis) were delivered and are of good quality. The selection criteria for future projects (Output 2.1.2) were defined through a systematic analytical process but the planned expert group meetings to validate them were not held. The policy guidance foreseen under Output 2.1.3 was not produced as a standalone document.
79. The project also produced a significant unplanned output: a global Excel-based database covering all countries worldwide and a Power BI dashboard for 10 focus countries, developed in collaboration between the EA and KRU. This tool goes beyond the original project scope and has potential for continued use and scaling.
80. All outputs were delivered beyond the planned completion date of September 2024. The final report had not been submitted at PCA expiry (March 2025) and was still under review in May 2025.

Figure 3: Power BI dashboard (10 countries)



Achievement of Project Outcomes

81. The assessment of the achievement of project outcomes is summarized below in **Table 15: Achievement of project outcomes**

Table 15: Achievement of project outcomes

Outcome 1:	Results statement: Estimated mercury/POPs/GHGs reductions and future scenarios for CFPPs and industrial boilers management are endorsed by high potential countries
Performance Indicator(s) and Target(s):	No. of countries endorsing the results of emissions reduction potential and future scenarios (target: 5): Not met. No country formally endorsed the reduction scenarios. The final report explicitly acknowledges that formal country endorsement of reduction potentials and scenarios is "problematic". The final PIR changed the wording from "endorsed" to "communicated", reflecting the gap between the design expectation and execution reality.
Sources of Information /Evidence: <i>List specific source/s of information that demonstrate the uptake of outputs by intended beneficiaries</i>	- Final report - PIRs - Interviews
Narrative Assessment: <i>Discuss the nature, depth, and scale of Outcome. Discuss the contribution, credible association, or attribution of the Outcome level change to the project.</i>	The reduction estimates and future scenarios were produced and disseminated through the final report and Power BI dashboard. However, the outcome as designed (Formal endorsement by at least 5 high potential countries) was not achieved. No country formally endorsed the scenarios or committed to implementing project recommendations. Country engagement during the project execution was primarily with researchers and industry stakeholders rather than national decision-makers. Several Minamata focal points were unaware of the project. The risk identified at design stage: "change in political priorities limits impact of project findings", materialized fully, compounded by a progressive restriction on international financing for coal-related projects by major development banks, and the project's research orientation which limited meaningful country-level engagement.
Level of Achievement:	Not achieved (CEO Endorsement) Not achieved (TOC at Review)

Outcome 2:	Results statement: High reduction potential countries are committed to develop projects to address emissions from CFPPs and industrial boilers
Performance Indicator(s) and Target(s):	No. of high reduction potential countries committed to develop future projects in coal sector (target: 3): Not met. No country formally committed to developing projects to address emissions from CFPPs and industrial boilers.
Sources of Information /Evidence: <i>List specific source/s of information that demonstrate the uptake of</i>	- Final report - PIRs - Interviews

outputs by intended beneficiaries	
Narrative Assessment: <i>Discuss the nature, depth, and scale of Outcome. Discuss the contribution, credible association, or attribution of the Outcome level change to the project.</i>	No country formally committed to developing projects to address emissions from CFPPs and industrial boilers. Some informal signals of interest were documented: Vietnam expressed interest in similar studies and applied for SIP funding to better understand its emission inventory; discussions were held with Indonesia and South Africa on possible future projects. Pakistan and Bangladesh indicated plans to expand their coal fleets, making them relevant as future target countries, but this does not constitute a commitment to emissions reduction. The GlidePath proposal, directly informed by project results, represents the most concrete follow-on initiative but is an EA/UNEP-led proposal, not a country commitment. The primary barrier to outcome achievement was structural rather than operational. A progressive restriction on international financing for coal-related projects by major development banks, coinciding with the project's implementation period, created an irresolvable contradiction with the outcome as designed. Under this financing paradigm, countries are expected to phase out coal fleets entirely rather than invest in reducing emissions from existing plants. As a result, countries could not access financing for emission reduction projects. This context was not anticipated at project design and fundamentally undermined the theory of change underpinning this outcome.
Level of Achievement:	Not achieved (CEO Endorsement) Partially achieved (TOC at Review)

82. Assessed against the approved CEO Endorsement formulations, neither outcome was achieved. No country formally endorsed the reduction scenarios (Outcome 1) or committed to develop projects (Outcome 2).
83. Assessed against the reformulated TOC at Review, Outcome 1 (clear understanding reached by high potential countries) was not achieved: while scientific data and scenarios were produced and disseminated, there is no evidence that country-level decision-makers reached a clear understanding of the reduction potential. Outcome 2 (access to evidence-based analysis and tools) was partially achieved: analytical tools were produced and made available, and signals of interest were documented (Vietnam SIP application, GlidePath proposal).
84. The risk identified at design ("change in political priorities limits impact of project findings") materialised fully, combined with the progressive restriction on international financing for coal-related projects. The non-achievement of outcomes reflects a combination of design limitations and external contextual factors rather than a failure of project execution. The project demonstrated positive adaptive management through the development of the unplanned global database and dashboard, engagement through the UNEP SSFA, and dissemination at multiple international events.

Likelihood of Impact

Table 16: Likelihood of impact

Factors influencing likelihood of impact	Assessment	Justification
Drivers to support transition from Outputs to the Project Outcomes		
Driver 1: International political and institutional momentum generating global support for changes in the coal sector under the Minamata and Stockholm Conventions.	Partially in place	The Minamata and Stockholm Conventions provided an institutional framework. Dissemination took place through Convention-related events (COP5, November 2023), scientific conferences (ICMGP, July 2024), and project-organised workshops (Delhi, June 2024). However, international momentum shifted toward coal phase-out rather than emission reduction from existing plants, reducing the enabling effect of this driver.
Driver 2: International recognition of gender-differentiated health impacts of mercury and POPs, reflected in the project's commitment to gender-sensitive analysis and equitable women involvement.	In place	A standalone gender report (Appendix F) was produced, analysing gender-differentiated health impacts of mercury and POPs. Women participation at in-person events was reported at approximately 35% (PIR), although this could not be verified through attendance records. The production of the gender report is more relevant to the achievement of this driver.
Assumptions for the change process from Outputs to Project Outcomes (Hold/ partially /do not hold)		
Assumption 3: Governments prioritize and willing to improve the CFPPs and industrial boilers operations.	Partially hold	Energy security and economic priorities prevailed over mercury/POPs emission controls in most focus countries. Country engagement was primarily with researchers and technical stakeholders rather than government decision-makers, and several Minamata focal points were unaware of the project. Some signals of interest were documented (Vietnam SIP application, engagement with Indian regulators at the Delhi workshop, discussions with Indonesia and South Africa), and the GlidePath follow-on proposal was developed drawing directly on project results. However, these did not translate into systematic government prioritisation of CFPP improvements.
Proportion of Project Outcomes fully or partially achieved (All/ some/ none)		
Outcome 1.1: High potential countries have reached a clear understanding of mercury/POPs/GHGs reduction potential from coal fired power plants (CFPPs) based on the project's scientific analysis and scenarios.	Some partially achieved	Based on the reformulated TOC at Review, Outcome 1 (clear understanding reached by high potential countries) was not achieved: while scientific data and scenarios were produced and disseminated, there is no evidence that country-level decision-makers reached a clear understanding of the reduction potential. Outcome 2 (access to evidence-based analysis and tools) was partially achieved: analytical tools were produced and made available, dissemination activities reached some focus countries, and signals of interest were documented (Vietnam SIP application, GlidePath proposal).
Outcome 2.1: High reduction potential countries have access to evidence-based		Note: assessed against the approved CEO Endorsement formulations, neither outcome was achieved: no country formally

Factors influencing likelihood of impact	Assessment	Justification
analysis and tools to inform decisions on addressing emissions from CFPPs and industrial boilers.		endorsed the results (Outcome 1) or committed to develop projects (Outcome 2).
Drivers to support transition from Project Outcomes to Intermediate States		
No specific driver identified for this transition in the TOC at Review. The transition from Project Objective to Intermediate State follows directly.	Not Applicable	
Assumptions for the change process from the Project Outcomes to Intermediate States		
No specific assumption identified for this transition.	Not Applicable	
Proportion of Intermediate States achieved (All/ some/ none)		
Intermediate State: Countries are able to reduce mercury and POPs emissions from their CFPPs and industrial boilers and contribute toward the objectives of the Minamata and Stockholm Conventions.	None	No country has demonstrated the ability to reduce mercury and POPs emissions from CFPPs as a result of this project. The analytical tools produced by the project have not yet been translated into country-level action. The GlidePath follow-on proposal represents the most concrete initiative but remains at proposal stage.
Drivers to support transition from Intermediate States to Impact (In place /partially /not in place)		
No specific driver identified for this transition in the TOC at Review	Not applicable	
Assumptions for the change process from Intermediate States to Impact (Hold/ partially /do not hold)		
Assumption 1: Resources are available to support countries in improving their CFPPs and industrial boilers operations.	Does not hold	The financing paradigm shift toward coal phase-out made resources for coal emission reduction largely unavailable.
Assumption 2: Reduced global demand and consumption rate for coal, while global policy and financing frameworks support emission reduction from existing coal plants.	Does not hold	Global coal demand did not decline uniformly: some focus countries (India, Indonesia, Bangladesh) continued expanding coal fleets. International financing opportunities were exclusively directed toward phase-out, not emission reduction from existing plants.

85. The project's intended impact, as reconstructed in the TOC at Review, is: "Reduced mercury, POPs, and GHG emissions from CFPPs and industrial boilers contributing to the protection of human health and the environment under the Minamata and Stockholm Conventions." The assessment of the likelihood of impact follows the causal pathway

from outcomes through the intermediate state to impact, examining the status of drivers and assumptions at each transition.

86. At the transition from outputs to outcomes, Driver 1 (international political and institutional momentum) was partially in place: the Minamata and Stockholm Conventions provided an institutional framework, but global momentum shifted toward coal phase-out rather than emission reduction from existing plants. Driver 2 (gender-differentiated health impacts recognition) was in place. Assumption 3 (governments prioritize improving CFPPs) partially held: energy security and economic priorities prevailed over mercury/POPs emission controls in most focus countries, and engagement was primarily with researchers rather than national decision-makers. Outcome 1 was not achieved and Outcome 2 was partially achieved against the reformulated TOC.
87. At the transition from outcomes to the intermediate state (countries are able to reduce mercury and POPs emissions from their CFPPs and contribute toward the objectives of the Minamata and Stockholm Conventions), no country has demonstrated this ability as a result of this project. The intermediate state has not been reached.
88. At the transition from the intermediate state to impact, Assumption 1 (resources available to support countries) does not hold. Assumption 2 (reduced global demand for coal while policy frameworks support emission reduction from existing plants) does not hold: global coal demand did not decline uniformly, and international financing was redirected exclusively toward coal phase-out.
89. The overall assessment is that impact is unlikely within the current trajectory. However, the project's analytical outputs retain their value as a knowledge base: if the financing and policy environment were to evolve to accommodate emission reduction from existing coal plants alongside phase-out strategies, the database and dashboard could inform country-level decisions. The GEF Secretariat's interest in coal emissions under GEF-9 and the GlidePath proposal represent potential pathways through which impact could be realised in the longer term.

Findings Statements on Effectiveness:

90. The project delivered its core scientific outputs and produced a valuable unplanned tool (global database and Power BI dashboard).
91. However, the translation of these outputs into outcomes was fundamentally constrained by a design that required political and institutional actions from countries without providing the engagement mechanisms to achieve them.
92. The external financing context (progressive restriction on coal financing) and the project's research orientation created a double barrier to outcome achievement. Even with stronger country engagement mechanisms, formal endorsement and commitment by countries would have been difficult to secure in an environment where international financing was directed toward coal phase-out.

Rating for Effectiveness: Unsatisfactory

Rating for Availability of Outputs: **Satisfactory (*)**

Rating for Achievement of Project Outcomes: **Unsatisfactory**

Rating for Achievement of Likelihood of Impact: **Unlikely**

(*) Based on the UNEP Criteria Ratings Matrix, the programmed outputs delivery should correspond to a **Moderately Satisfactory** rating. However, the project also produced a significant unplanned output: **a global Excel-based database covering all countries worldwide and a Power BI dashboard for 10 focus countries**. Per the same Matrix, unprogrammed outputs of good quality, delivered at an appropriate time, and available to intended users may be considered as a contributing factor to an improved performance rating. The reviewer considers that this unplanned output hosted on the GMP website, of good quality, and with potential for scaling beyond the original project scope, justifies raising the rating to **Satisfactory**.

E. Financial Management

Adherence to UNEP's Financial Policies and Procedures

93. Three independent project-specific audit reports covering the period from September 2021 to March 2025 were provided. All issued unqualified opinions, confirming compliance with the grant agreement in all material respects. The 2022 audit management letter identified minor internal control observations on payroll allocations, which were non-material. First disbursement was carried out within 6 months of UNEP's project approval date, within the 9-month requirement.
94. A pre-PCA budget restructuring was undertaken to create the PDRA position, validated by UNEP management prior to PCA signature. The reallocation was discussed and approved during the inception meeting and is documented in the first PIR (FY2023). The former Fund Management Officer confirmed that such revisions are consistent with UNEP procedures if component totals remain unchanged. Two subsequent budget revisions were processed through standard UNEP procedures (August 2023 and August 2024).

Completeness of Financial Information

95. Financial documentation was substantially complete. Quarterly expenditure reports were provided from Q1 2022 to Q1 2025, and the final expenditure report covers the full project period. Audit reports and UNEP audit summaries with FMO clearance were provided for all periods. Budget revisions were documented with supporting justification. A co-financing report was provided with breakdown by partner and type.
96. Co-financing confirmation letter were received from UNEP; IEA Coal Center confirmed it's cofinancing by email following the organisation's closure. Macquarie University confirmation was pending at the time of the review.
97. Although the initial budget and early reporting templates were structured by project component, expenditure data in later reports was provided by budget line only, without disaggregation by component. This limits the ability to verify the allocation of expenditures across the project's results framework.

Table 17: Financial management

Financial management components:	Rating	Evidence/ Comments
1. Adherence to UNEP's/GEF's policies and procedures:	S	
Any evidence that indicates shortcomings in the project's	No	All three independent project-specific audit reports (covering the period from September 2021 to March 2025) issued unqualified opinions, confirming compliance with the

Financial management components:		Rating	Evidence/ Comments
adherence ¹⁶ to UNEP or donor policies, procedures or rules			grant agreement in all material respects. The 2022 audit management letter identified minor internal control observations on payroll allocations (non-material). No evidence of non-compliance with UNEP or GEF policies identified.
Was first disbursement carried out within 9 months of UNEP's project approval date.		Yes	UNEP project approval date: 6 May 2021. First disbursement: 28 October 2021. Approximately 6 months, within the 9-month requirement.
Were the procurement policies of UNEP and the donor(s) followed? (where applicable)		Yes	Audit reports confirmed compliance with the grant agreement, which includes procurement obligations. A procurement plan was prepared and updated with budget revisions.
2. Completeness of project financial information¹⁷:			
Provision of key documents to the evaluator (based on the responses to A-H below)		S	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Budget and co-financing provided in the CEO Endorsement document (Appendix 2). Total budget provided per budget line and outcome. Co-financing provided per partner, type and outcome
B.	Revisions to the budget	Yes	Pre-PCA budget revision (September 2021) documented (email validation from UNEP management) Two budget revisions (August 2023 and August 2024) provided with supporting documentation
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	- PCA with Macquarie University provided - ICA with UNEP KRU provided
D.	Proof of fund transfers	Yes	Cash advance statements provided (through quarterly expenditure reports). Disbursement amounts confirmed by audit reports with no discrepancies.
E.	Proof of co-financing (cash and in-kind)	Yes	Detailed co-financing table provided with breakdown by partner and type. Formal co-financing confirmation letters not provided.
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Quarterly expenditure reports provided from Q1 2022 to Q1 2025. Final expenditure report covers the life of the project (Q4 2021 to Q1 2025) by budget line. Expenditure report by component not provided
G.	Copies of any completed audits and management responses (where applicable)	Yes	Four audit reports provided: one university-wide (2021) and three project-specific (2022, 2023, and 2024-2025). Management letter only provided for the 2022 audit period. UNEP audit report

¹⁶ If the evaluation raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.

¹⁷ See also document 'Criterion Rating Description' for reference.

Financial management components:		Rating	Evidence/ Comments
			summaries with clearance by FMO and TM provided for all audit periods.
H.	Procure documents ¹⁸ , including the approved requisition document and Source Selection Plan (<i>where applicable</i>)	N/A	Project activities were primarily desk-based, involving staff salaries, individual consultants and two sub-contracts/partners (KRU and IEA Clean Coal Centre). No significant procurement of goods or services requiring formal requisition documents or Source Selection Plans was undertaken.
I.	Any other financial information that was required for this project (list):	N/A	No additional financial information was required
Overall rating		S	

Findings Statements on Financial Management:

98. The project demonstrated adequate financial management, with unqualified audit opinions and no evidence of non-compliance with UNEP or GEF policies.
99. Financial documentation was complete, with two gaps noted: the absence of formal co-financing confirmation letters and the lack of expenditure disaggregation by project component in reporting periods.

Rating for Financial Management: **Satisfactory**

Rating for Adherence to UNEP's Financial Policies and Procedures: **Satisfactory**

Rating for Completeness of Financial Information: **Satisfactory**

F. Efficiency

100. The project made effective use of pre-existing institutions, data sources, and partnerships to maximise results within a limited budget. The Global Energy Monitor Coal Plant Tracker database (free, open-source) provided the foundation for the project's analytical tools, avoiding costly primary data collection. The Global Mercury Partnership provided an established institutional platform for dissemination. PSC meetings were aligned with GMP and Convention events to reduce travel costs.
101. The project's carbon footprint was minimised through the predominantly desk-based research approach. COVID-19 restrictions reinforced this approach during the early implementation period, with the inception workshop, PSC meetings, and several dissemination events held virtually. In-person engagement was limited to targeted workshops (Delhi, Indonesia) and Convention-related events.
102. Timeliness was a significant weakness. The project was planned for 36 months with a completion date of September 2024. All outputs were delivered beyond this date. The PCA expired in March 2025, and the final report had not been submitted at that date. Key activities continued beyond PCA expiry: the final report was still under review in May 2025, and the final virtual workshop was held in September 2025, six months after PCA expiry.

¹⁸ Relevant for procurement action over USD 10,000 in value.

Type of project extension (cost/no-cost)	Duration (# months)	Reason for no-cost extension
No formal extension requested	Not Applicable	The PCA legal instrument had an expiry date of 31 March 2025, six months beyond the planned completion date of 30 September 2024. Key activities (final workshop, report finalisation) continued beyond PCA expiry.

Findings Statements on Efficiency:

103. The project achieved cost-effectiveness through strategic use of open-source data, pre-existing partnerships, and a lean staffing model. However, significant delays in output delivery and the completion of key activities beyond PCA expiry undermined overall efficiency.

Rating for Efficiency: Moderately Satisfactory

G. Monitoring and Reporting

Monitoring of Project Implementation:

104. The project's monitoring framework was consistent with GEF and UNEP requirements. Three PIRs were produced (2023, 2024, 2025), quarterly expenditure reports were submitted from Q1 2022 onwards, and four audit reports covered the full project period. An inception report was produced by the EA (May 2022), covering the first two quarters of implementation and the inception workshop (March 2022, 26). The first GEF PIR (2023) did not cover the initial implementation period (October 2021 – June 2022), resulting in a gap in formal monitoring coverage for that period.
105. PIR data were shared with the Task Manager and used for progress tracking. However, monitoring information was not used to adapt the project's implementation strategy in response to the growing disconnect between designed outcomes and implementation reality. The most notable adaptive management action (development of the global database and Power BI dashboard) was driven by the EA's technical initiative rather than by monitoring findings.

Project Reporting

106. PIR quality improved over time. The 2023 PIR provided limited narrative while the 2024 and 2025 PIRs offered more detailed progress descriptions. Quarterly expenditure reports were submitted with recurring delays due to the EA internal processes. Gender-disaggregated participation data was reported in the PIRs (around 35% women), though complete attendance records were not available for all events to independently verify these figures. The final workshop report (September 2025) provided verified gender-disaggregated registration data (16% women).

Findings Statements on Monitoring and Reporting:

107. Monitoring data were collected and shared with the Task Manager but not fully used to inform adaptive management during implementation.

108. Quarterly expenditure reporting was affected by recurring delays due to the EA's internal administrative processes. PIR quality improved over time, with the later PIRs providing more substantive analysis of implementation challenges.

Rating for Monitoring and Reporting: Satisfactory <i>Rating for Monitoring of Project Implementation:</i> Satisfactory <i>Rating for Project Reporting:</i> Moderately Satisfactory

H. Sustainability

Socio-political Sustainability

109. The sustainability of project outcomes is highly dependent on socio-political factors, particularly the willingness of governments in focus countries to prioritise mercury and POPs emission reduction from coal-fired power plants. At project closure, no government had endorsed the reduction scenarios or committed to developing projects. Several Minamata focal points were unaware of the project. Energy security and economic priorities continue to prevail over emission controls in most focus countries¹⁹.
110. The Minamata and Stockholm Conventions provide a continuing institutional framework that could support future uptake of project findings. The GEF Secretariat's expressed interest in coal emissions under GEF-9 represents a positive signal. However, no mechanism was established during the project to adapt to changes in the socio-political context or to build country-level ownership.

Financial Sustainability

111. The project's analytical tools (dashboard) require semi-annual updates to remain relevant. However, the financial dependency is moderate: the underlying data from the Global Energy Monitor is free and open-source, and KRU confirmed that automatically refreshing the dashboard with updated GEM data is technically feasible. The tool would then not require significant resources to operate with relevant and up to date data. Furthermore, the full migration of the EA's Excel-based global database into the Power BI dashboard, combined with the development of automated data connections with the Global Energy Monitor, would extend the tool's coverage to all countries and significantly reduce the need for ongoing financial resources.
112. Even though no exit strategy was developed, and no funding has been formally allocated for post-project maintenance, the tools would require minimal ongoing financial resources to remain operational and relevant.

Institutional Sustainability

113. The dashboard is hosted on the GMP website, providing an institutional home for one of the project's key outputs. However, the technical capacity to update the dashboard resides with KRU, with no formal mandate or allocated resources for this function. The EA

¹⁹ Interviews

Project Manager has retired and the PDRA moved to another project reducing the institutional memory available to support the tools.

114. No responsible entity has been identified to take over the maintenance and updating of the global database and dashboard. During interviews, the Global Energy Monitor was recommended as a potential host, given that the majority of the underlying data originates from their Coal Plant Tracker. However, no discussions have been initiated with GEM to explore this option.

Findings Statements on Sustainability:

115. The project's analytical outputs face significant sustainability risks on the socio-political and institutional dimensions, but moderate risk on the financial dimension. The main barriers to sustainability are the absence of country-level ownership and the lack of an identified responsible entity for maintaining the tools.

116. The most actionable pathway to sustainability is institutional: identifying a host organisation (such as the Global Energy Monitor) to integrate the project's mercury emission algorithms into their existing Coal Plant Tracker, and formalising KRU's role in automating data connections. This would address the institutional and financial dimensions simultaneously.

Rating for Likelihood of Sustainability: Unlikely

Rating for Socio-political Sustainability: Unlikely

Rating for Financial Sustainability: Moderately Unlikely

Rating for Institutional Sustainability: Unlikely

I. Factors Affecting Performance and Cross-Cutting Issues

Quality of Project Management and Supervision

117. The EA managed the project with a lean team: the Project Manager provided scientific leadership and institutional oversight, while the PDRA carried out the core analytical work. The EA demonstrated strong technical competence, producing high-quality scientific outputs and an unplanned global database. The PDRA's departure from the project mid-2024 created a gap in operational continuity, but the Project Manager maintained engagement and the EA used internal funds to complete remaining activities beyond PCA expiry.

118. On the IA side, the project was supervised by three successive Task Managers. The current Task Manager provided substantive engagement, including clearing the country appendices, facilitating the final workshop, and providing detailed feedback on the project outputs. PIR reporting was maintained (even though submitted late by the EA) and budget revisions were processed through standard procedures. The PSC functioned as a coordination mechanism between the IA and EA but did not include external stakeholders or beneficiary country representatives.

Stakeholders Participation and Cooperation

119. Stakeholder participation was strong among international technical community. The inception workshop brought together 26 participants from research institutions, industry, and international organisations. Dissemination events reached stakeholders through multiple channels: Minamata COP5, ICMGP, the Delhi workshop, and the final virtual

workshop. The GMP network provided a well-established platform for technical engagement.

120. However, as noted under section **D Effectiveness**, participation from the project's intended beneficiaries (national decision-makers in focus countries) was limited. The project engaged primarily with researchers and industry stakeholders rather than government officials. The final workshop illustrated this gap: while 80 participants from 16 countries attended, only 4 of 10 focus countries were represented.

Responsiveness to Human Rights and Gender Equality

121. The project addressed gender through a dedicated gender analysis, which examined the gender-differentiated health impacts of mercury and POPs exposure from coal combustion. This analysis goes beyond participation counting and constitutes a meaningful contribution to understanding gendered dimensions of coal sector emissions, with potential for use in future sector-level policy guidance. The executive summary of the gender analysis was integrated into the final report.
122. Gender-disaggregated participation data was tracked in the PIRs, reporting approximately 35% women for in-person events. The final workshop registration data showed 16% women participation. The project did not include specific indicators for marginalised or vulnerable groups in its results framework, which is proportionate to the technical and research-based nature of the intervention. No human rights issues were identified during the review.

Environmental and Social Safeguards

123. The project was classified as low risk under UNEP's Environmental and Social Safeguards Framework at design. As a global, desk-based research project with no field implementation, no physical infrastructure, and no direct interaction with local communities, the project did not trigger any safeguard standards. No negative environmental or social effects were identified during the review.
124. The project's carbon footprint was minimised through its predominantly virtual implementation approach, with limited international travel for targeted workshops and Convention events.

Country Ownership and Driven-ness

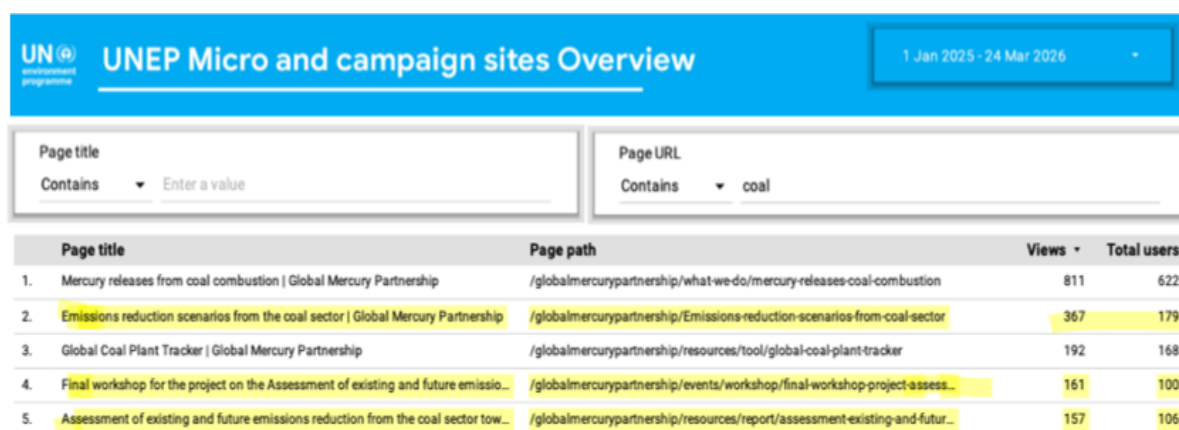
125. The project was designed as a global research initiative. It was not driven by country demand. Focus countries were identified through analytical criteria during implementation rather than through government request or national priority-setting processes. No formal engagement mechanisms with national governments were built into the project design or implementation.
126. As discussed under Effectiveness, country-level uptake of project outputs was not achieved. The absence of country representation on the PSC further limited opportunities for building national ownership.

Communication and Public Awareness

127. The project disseminated its findings through multiple channels: the UNEP repository, the GMP website, and presentations at international events. Analytics data for the GMP coal project page showed 367 visits from 179 users over a 14-month period (January 2025 - March 2026).

128. While dissemination reached the project's technical community, it did not extend to national decision-makers in focus countries, despite the project design explicitly targeting policy makers. No dedicated communication role was included in the project team, and the project did not produce policy briefs or communication products tailored to non-technical audiences.

Figure 4: Analytics data for the GMP coal project page



	Page title	Page path	Views	Total users
1.	Mercury releases from coal combustion Global Mercury Partnership	/globalmercurypartnership/what-we-do/mercury-releases-coal-combustion	811	622
2.	Emissions reduction scenarios from the coal sector Global Mercury Partnership	/globalmercurypartnership/Emissions-reduction-scenarios-from-coal-sector	367	179
3.	Global Coal Plant Tracker Global Mercury Partnership	/globalmercurypartnership/resources/tool/global-coal-plant-tracker	192	168
4.	Final workshop for the project on the Assessment of existing and future emissio...	/globalmercurypartnership/events/workshop/final-workshop-project-assess...	161	100
5.	Assessment of existing and future emissions reduction from the coal sector tow...	/globalmercurypartnership/resources/report/assessment-existing-and-futur...	157	106

Findings Statements on Factors Affecting Performance and Cross-Cutting Issues:

129. Both the EA and IA demonstrated effective management in delivering technical outputs. However, the implementation strategy was not adapted during the project to address the mismatch between outcome ambition and available means.

130. The project's gender analysis represents a meaningful contribution that goes beyond gender participation target. In contrast, country ownership and communication to decision-makers were the weakest performance areas, reflecting a structural disconnect between the project's research orientation and the policy influence expected in the results framework.

Rating for Factors Affecting Performance and Cross-Cutting Issues: **Moderately Satisfactory**

Rating for Quality of Project Management and Supervision: **Satisfactory**

Rating for Stakeholders Participation and Cooperation: **Moderately Unsatisfactory**

Rating for Responsiveness to Human Rights and Gender Equality: **Satisfactory**

Rating for Environmental and Social Safeguards: **Satisfactory**

Rating for Country Ownership and Driven-ness: **Unsatisfactory**

Rating for Communication and Public Awareness: **Moderately Unsatisfactory**

V. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

131. Overall, the project performed at the **Moderately Unsatisfactory** level. The strongest performing aspects were strategic relevance, the quality of scientific outputs, and financial management. The EA produced a comprehensive global assessment of mercury, POPs and GHG emissions from coal-fired power plants. Comparative weaknesses were apparent in the achievement of outcomes, country ownership, sustainability, and communication to national decision-makers.
132. The main achievements of the project were: (a) a comprehensive final report with emission reduction scenarios to 2050 for 10 focus countries; (b) an unplanned global Excel-based database covering all countries worldwide; (c) a Power BI dashboard hosted on the GMP website enabling interactive exploration of emission scenarios; (d) country-specific appendices for India, China, South Africa, and Indonesia/Vietnam/Philippines; and (e) a gender analysis examining the differentiated health impacts of mercury and POPs exposure from coal combustion.
133. These achievements were brought about largely by the strong technical expertise of the EA team, the use of open-source data from the Global Energy Monitor and the institutional and technical supports of respectively the GMP and UNEP KRU for dashboard hosting and development. The EA's initiative in developing the global database and dashboard beyond the original project scope represents a significant value-added contribution.
134. The project demonstrated an innovative approach through the development of unit-level emission modelling coal-fired power plant units worldwide, combining multiple data sources (GEM Coal Plant Tracker, national energy statistics, assumed air pollution control technologies) to produce country-specific emission projections under multiple scenarios.
135. The sustainability of the project is rated **Unlikely**. The main risk is the absence of an identified responsible entity for maintaining and updating the analytical tools. The dashboard depends on semi-annual data releases from the Global Energy Monitor, but no mechanism has been established for regular updates. The financial cost of maintenance is modest, but no funding or institutional mandate has been allocated. The Global Energy Monitor has been suggested as a potential host, but no discussions have been initiated.
136. No unintended negative effects were identified. An unintended positive effect was the development of the global database and Power BI dashboard, which went beyond the original project scope and represents the project's most durable and scalable output.
137. The project's contribution to capacity building was limited to the production of analytical tools; no direct training or technology transfer was undertaken at country level. South-South Cooperation was not a feature of the project. The project's contribution to gender equality was meaningful through the dedicated gender analysis, which constitutes an original piece of work with potential for use in sector-level policy guidance.
138. The project achievements contribute to the global knowledge base on mercury emissions from the coal sector and to the effectiveness evaluation process of the Minamata Convention. The GEF Secretariat's expressed interest in coal emissions under GEF-9 and the GlidePath follow-on proposal represent potential pathways for building on these achievements.

Responses to Key Strategic Questions

139. **(a) To what extent, and in what ways, has the project achieved its objective?** The project achieved its objective partially at the output level: it produced comprehensive scientific data, emission reduction scenarios, and analytical tools covering 10 focus countries. However, the project did not achieve its objective at the outcome level: no country formally endorsed the reduction scenarios or committed to developing projects to address emissions from coal-fired power plants. The gap between output delivery and outcome achievement reflects a combination of design limitations (outcome formulations requiring political actions beyond the project's means) and external factors (the progressive restriction on international financing for coal-related projects). Against the reformulated TOC at Review, Outcome 1 was not achieved and Outcome 2 was partially achieved.
140. **(b) What key lessons can be drawn from the project's successes and challenges, and how can these be applied in future GEF projects?** The project demonstrates that high-quality scientific research alone is insufficient to drive policy change when country engagement mechanisms are absent from the project design. Future GEF research projects targeting policy influence should include realistic outcome formulations proportionate to the project budget and engagement capacity, formal mechanisms for engaging national decision-makers from the outset and an exit strategy identifying a responsible entity for maintaining knowledge products. Where a project targets a sector subject to conflicting policy drivers, this tension should be identified as a risk at design stage. The project also demonstrates the value of open-source data platforms as a foundation for cost-effective analytical tools with potential for scaling, and of gender-differentiated health impact analysis as a more meaningful approach than participation counting alone.
141. The table below provides a summary of the ratings discussed in **Chapter IV Review Findings**. Overall, the project demonstrates a rating of **Moderately Unsatisfactory**.

UNEP Evaluation Office Validation of Performance Ratings:

The UNEP Evaluation Office formally quality assesses (see Annex XI) management led Terminal Review reports and validates the performance ratings therein by ensuring that the performance judgments made are consistent with evidence presented in the Review report and in-line with the performance standards set out for independent evaluations.

The Evaluation Office assesses a Terminal Review report in the same way as it assesses the initial draft of a Terminal Evaluation report. It applies the following assumptions in its validation process:

- That what is being assessed is the contents of the report and the extent to which it makes a consistent and justifiable case for the performance ratings it records.
- That the consultant has, within the report, presented all the evidence that was made available to them.
- That the Review has been based on a robust Theory of Change, reconstructed where necessary, which reflects UNEP's definitions at all levels of results.
- That the project team and key stakeholders have already reviewed a draft version of the report and provided substantive comments and made factual corrections to the Review Consultant, who has responded to them. The Evaluation Office assumes, therefore, that it has received the Final (revised) version of the report.

In this instance the Evaluation Office assesses the quality of the Report at the 'Satisfactory' level and validates the overall project performance rating at the '**Moderately Unsatisfactory**' level.

Table 18: Summary of project findings and ratings²⁰

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
Strategic Relevance	Fully aligned with UNEP/GEF priorities and Conventions. National-level alignment limited by absence of country engagement	S	The rating is validated.	S
1. Alignment to UNEP MTS, POW and strategic priorities	Full alignment with MTS 2018-2021 and POW 2020-2021 Subprogramme 5. Indirect contribution to PoW indicators (provides the scientific evidence base rather than directly supporting policy development or emission inventories at country level)	S	The rating is validated.	S
2. Alignment to Donor/Partner strategic priorities	Directly aligned with GEF-7 CW-1-1. Contributes to GEF Core Indicators 6, 9, 10, 11	HS	The rating is validated. The Evaluation Office notes that the anticipated identifiable contribution to GEF Core indicators 6, 9, 10 and 11 is unlikely and un-verifiable.	HS
3. Relevance to global, regional, sub-regional and national environmental priorities	Full alignment with SDGs and Minamata Convention. National alignment limited by absence of country engagement	S	The rating has been validated.	S
4. Complementarity with relevant existing interventions/coherence	Effective synergies with SSFA, GMP, and GlidePath. Planned coordination with GEF GOLD and SAICM did not materialise.	S	The rating has been validated.	S
Quality of Project Design	Clear problem analysis and strong partnerships. Outcome formulations disproportionate to project means. No exit strategy defined	MS	The rating is validated. In calculating the overall project design quality score, section F. Logical Framework and Causality of the Project Design Quality Score is rated Moderately Unsatisfactory. The Evaluation Office notes that a 'Unsatisfactory' adjusting the total score from to 3.86 to 3.71 would be appropriate.	MS

²⁰ Most criteria will be rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated, also on a six-point scale, from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU).

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
Nature of External Context	COVID-19 constrained early engagement. Progressive restriction on coal financing created structural contradiction with the project's approach	MU	The rating is validated.	MU
Effectiveness	Strong output delivery including unplanned database/dashboard. Outcomes not achieved. Impact unlikely	U (Unsatisfactory)	The rating is validated.	U
1. Availability of outputs	Four fully delivered, two partially, one not delivered. Unplanned global database and dashboard justify raising from MS to S	S	For a S rating 81-99% of the programme outputs should be available to the intended users. MS is awarded when 61-80% of programmed outputs are available. Less than 75% of the programmed outputs are available. The rating is adjusted downward to MS.	MS
2. Achievement of project outcomes	Against CEO Endorsement: neither outcome achieved. Against TOC at Review: Outcome 1 not achieved, Outcome 2 partially achieved	U (Unsatisfactory)	The rating is validated.	U
3. Likelihood of impact	Assumptions at impact level do not hold. The intermediate state is not reached. Analytical outputs retain potential value if financing environment evolves	U (Unlikely)	The rating is validated.	U
Financial Management	Unqualified audit opinions throughout. Two documentation gaps: no expenditure by component	S	The rating is validated.	S
1. Adherence to UNEP's financial policies and procedures	Unqualified audit opinions confirming compliance in all material respects. Disbursement within 9-month requirement. Budget revisions processed through standard procedures. A pre-PCA budget restructuring was undertaken, documented in first PIR and validated by UNEP management. Quarterly expenditure reports submitted with recurring delays	S	The rating is validated.	S
2. Completeness of project financial information	Budget, PCA, expenditure reports, audits and co-financing report provided. Co-financing confirmation received from UNEP (formal letter). IEA CCC confirmation obtained by email following the organisation's closure in June 2025. Macquarie University confirmation pending at the time of the review. Expenditure by budget line provided but not by component	S	The rating is validated.	S

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
3. Communication between finance and project management staff	Budget revisions processed collaboratively between FMO and TM. Quarterly expenditure reports submitted with recurring delays due to EA internal administrative processes	MS	This sub-category is no longer rated by the Evaluation Office and is also not in the review's main text and therefore marked as 'not rated' here.	N/R
Efficiency	Cost-effective use of open-source data and pre-existing partnerships. Key activities (final workshop, report finalisation) completed beyond PCA expiry	MS	The rating is validated.	MS
Monitoring and Reporting	Monitoring framework adequate for tracking outputs but not used for adaptive management. PIR quality improved over time. Quarterly reporting affected by recurring delays	S	The rating is validated.	S
1. Monitoring of project implementation	Three PIRs produced (2023-2025). First PIR did not cover initial implementation period. Data shared with TM but not used to adapt implementation strategy in response to outcome disconnect	S	The rating is validated.	S
2. Project reporting	PIR quality improved over time. Quarterly expenditure reports submitted with recurring delays. Gender-disaggregated data reported in PIRs but not independently verifiable for all events	MS	The rating is validated.	MS
Sustainability	No country ownership, no exit strategy, no responsible entity for post project tool maintenance. Financial cost of maintenance modest but no mandate allocated	U (Unlikely)	The rating is validated.	U
1. Socio-political sustainability	No government endorsed findings or committed to projects. Several focal points unaware of the project	U (Unlikely)	The rating is validated.	U
2. Financial sustainability	Moderate dependency. Open-source data and feasible automated updates reduce the financial barrier. No funding formally allocated before the project closure	MU (Moderately Unlikely)	The (unplanned output) global Excel-based database covering all countries worldwide and a Power BI dashboard for 10 focus/ project countries is hosted on the GMP website reducing its dependency on future funding. There is moderate dependency on future funding for the other outputs of the project, but no funding has been formally secured. No exit strategy was developed. The rating is revised to U.	U
3. Institutional sustainability	Dashboard hosted on GMP website. No responsible entity identified for post project maintenance.	U (Unlikely)	The rating is validated.	U

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
Factors Affecting Performance	Effective technical management by EA and IA. Weak country engagement and communication to decision-makers	MS	The rating is validated.	MS
1. Preparation and readiness	No predetermined beneficiary countries at design. No country engagement mechanisms built into project preparation	MS	This sub-category is no longer rated by the Evaluation Office and is also not in the review's main text and therefore marked as 'not rated' here.	N/R
2. Quality of project management and supervision	EA demonstrated strong technical competence. IA maintained oversight through three successive TMs. PSC limited to IA/EA without beneficiary country representation	S	The rating is validated.	S
2.1 UNEP/Implementing Agency:	Three successive Task Managers. Current TM provided substantive engagement: cleared project deliverables, facilitated final workshop, provided detailed feedback on outputs. PIR reporting maintained. Budget revisions processed in a timely manner	S	The rating is validated.	S
2.2 Partners/Executing Agency:	Strong technical competence producing high-quality outputs and unplanned global database. PDRA departure mid-2024 created operational gap. Project Manager maintained engagement. EA used internal funds to complete activities beyond PCA expiry	S	The rating is validated.	S
3. Stakeholders' participation and cooperation	Strong technical community engagement, but no engagement with national decision makers. Only 4 of 10 focus countries represented at final workshop	MU	The rating is validated.	MU
4. Responsiveness to human rights and gender equality	Gender analysis examines differentiated health impacts of mercury/POPs. Meaningful contribution beyond gender participation counting	S	The rating is validated.	S
5. Environmental and social safeguards	Low risk classification. No ESS issues triggered. Consistent with the desk-based research nature of the project	S	The rating is validated.	S
6. Country ownership and driven-ness	Not country-driven. No formal uptake of outputs by focus countries	U (Unsatisfactory)	The rating is validated.	U
7. Communication and public awareness	Dissemination through GMP website and international events. Did not reach national decision-makers despite design intent	MU	The rating is validated.	MU
Overall Project Performance Rating		MU	The rating is validated.	MU

B. Lessons learned

Lesson Learned #1:	Outcome formulations in GEF funded research projects must be proportionate to the project's budget, design orientation, and engagement capacity.
Context/comment:	The approved CEO Endorsement required formal government actions ("endorsed", "committed") as outcomes for a research MSP with no country engagement mechanisms. The original design document used knowledge-level formulations ("clear understanding reached") proportionate to the project's means, but these were elevated during the approval process. This gap directly contributed to the non-achievement of outcomes despite good output delivery. For research-oriented MSPs, outcomes should describe changes in knowledge or access to evidence rather than political commitments requiring resources beyond the project's scope.
Cross-reference(s) to relevant paragraphs	Paragraphs 54, 66, 74-76

Lesson Learned #2:	Scientific outputs do not automatically translate into policy influence: projects targeting policy outcomes must integrate mechanisms for engaging national decision-makers from the design stage. For global research projects, the most realistic pathway to policy influence is through Convention Secretariats and national decision makers, rather than bilateral engagement with countries' research institutions.
Context/comment:	The project's engagement during implementation was predominantly with the scientific and technical community, which is consistent with its research orientation. However, this audience is not the one required to deliver political outcomes such as endorsement or commitment. National decision-makers in focus countries remained largely unaware of the project. Where policy influence is an expected outcome, the project design should bridge this gap by leveraging Convention Secretariats and their established channels to national focal points.
Cross-reference(s) to relevant paragraphs	Paragraphs 45, 111, 116-117

Lesson Learned #3:	Where a project targets a sector in which national economic or security priorities may conflict with the project's environmental objectives, this tension should be identified as a risk at design stage and reflected in the Theory of Change.
Context/comment:	The project targeted mercury and POPs emission reduction from existing coal-fired power plants during a period when energy security priorities and the progressive restriction on international financing for coal-related projects created a structural contradiction with the project's objectives. The risk log identified "changes in political priorities" but did not anticipate the financing restriction, which fundamentally undermined the Theory of Change. This tension between environmental objectives and competing national priorities is not unique to the coal sector and may arise in any intervention where the targeted sector is subject to conflicting policy drivers.
Cross-reference(s) to relevant paragraphs	Paragraphs 68-69, 76

Lesson Learned #4:	Open-source data platforms provide a cost-effective foundation for scalable analytical tools, provided the project design includes a maintenance plan and identifies a responsible entity for post-project sustainability
Context/comment:	The project built its analytical tools on the Global Energy Monitor Coal Plant Tracker, a free open-source database, enabling the development of a global database and Power BI dashboard that exceeded the original project scope. However, the project design did not include an exit strategy or identify a responsible entity for maintaining and updating these tools post-completion. At project closure, no funding or institutional mandate had been allocated for maintenance, despite the tools requiring semi-annual data updates to remain relevant. The absence of pre-identified institutional arrangements creates a sustainability risk that could have been addressed at design stage.
Cross-reference(s) to relevant paragraphs	Paragraphs 66, 91, 102-106

Lesson Learned #5:	A gender analysis examining differentiated health impacts represents a more meaningful contribution than gender participation counting alone.
Context/comment:	The project produced a dedicated gender analysis examining the differentiated health impacts of mercury and POPs exposure from coal combustion on women and children. This analysis can be potentially used in future sector-level policy guidance. While gender-disaggregated participation data was reported in PIRs, this metric alone does not capture the substantive gender dimensions of coal sector emissions. Projects addressing chemicals and health should consider integrating gender-differentiated impact analysis as a standard practice, as it produces more actionable knowledge for policy-making than participation counting.
Cross-reference(s) to relevant paragraphs	Paragraphs 26, 112-113

C. Recommendations

Recommendation #1:	Engage with KRU to expand the Power BI dashboard to cover all countries globally by migrating the EA's existing Excel-based global database into the dashboard, and to automate the semi-annual data update from the Global Energy Monitor Coal Plant Tracker
Challenge/problem to be addressed by the recommendation:	The Power BI dashboard currently covers 8 focus countries, while the EA's Excel-based database covers all countries worldwide. The full potential of the project's analytical tools is not exploited. Furthermore, the dashboard requires semi-annual manual updates to remain relevant. KRU has confirmed that automated data connections with the Global Energy Monitor are technically feasible, which would significantly reduce the need for ongoing human resources and ensure the data remains up to date without recurring manual intervention.
Cross-reference(s) to relevant paragraphs	Paragraphs 71, 102-103
Priority Level:	Critical
Type of Recommendation	Project Level
Responsibility:	UNEP Task Manager
Proposed implementation time-frame:	Within 6 months after Terminal Review report validation

Recommendation #2:	Engage with the Global Energy Monitor to explore the possibility of integrating the project's mercury emission algorithms into GEM's existing Coal Plant Tracker and hosting the dashboard, thereby ensuring institutional sustainability of the project's analytical tools.
Challenge/problem to be addressed by the recommendation:	No responsible entity has been identified for the long-term maintenance of the global database and dashboard after project closure. The EA Project Manager has retired, the PDRA has moved to another project, and the IEA Clean Coal Centre has closed. Most of the underlying data originates from GEM's Coal Plant Tracker, making GEM a natural candidate for hosting and maintaining the tools. During interviews, GEM was recommended as a potential host, but no discussions have been initiated.
Cross-reference(s) to relevant paragraphs	Paragraphs 102-107, 126
Priority Level:	Critical
Type of Recommendation	Partners
Responsibility:	UNEP Task Manager
Proposed implementation time-frame:	Within 6 months after Terminal Review report validation

Recommendation #3:	Engage with the Minamata Convention Secretariat to ensure post-project dissemination of the dashboard and analytical tools to Parties to the Convention, leveraging the Secretariat's established communication channels with national focal points
Challenge/problem to be addressed by the recommendation:	The project's outputs were disseminated primarily through the scientific and technical community. National decision-makers in focus countries, including several Minamata focal points, were largely unaware of the project. The Minamata Convention Secretariat has direct communication channels with all Parties and has already served as a dissemination partner during the project (COP5 presentation). Formalising this role for the post-project period would extend the reach of the analytical tools to the intended policy audience without requiring additional project resources.
Cross-reference(s) to relevant paragraphs	Paragraphs 19, 24, 111, 116-117
Priority Level:	Important
Type of Recommendation	Partners
Responsibility:	UNEP Task Manager
Proposed implementation time-frame:	Within 6 months after Terminal Review report validation

ANNEX I. REVIEW FRAMEWORK

REVIEW QUESTIONS	METHODS	SOURCES OF INFORMATION
Strategic Questions		
How were beneficiary countries identified and selected?	Document review Virtual interviews	CEO Endorsement EA original design document (V6) UNEP (Task Managers) Executing Agency
What has been the added value of the Project for beneficiary countries?	Document review Virtual interviews	UNEP Executing Agency Beneficiary countries (1 of 8 responded)
How are countries using the Project's outputs and tools?	Virtual interviews Web analytics review	Executing Agency Beneficiary countries (1 of 8 responded) UNEP repository statistics GMP website statistics
How many countries are currently using the tool developed under the Project?	Web analytics review Virtual interviews	GMP website statistics UNEP repository visitor data Power BI dashboard
Strategic Relevance		
How relevant is the Project to global environmental priorities under the Minamata and Stockholm Conventions?	Document review Virtual interviews	CEO Endorsement UNEP MTS 2018–2021 PoW 2020–2021 UNEP (Task Managers) Minamata Convention Secretariat
How relevant is the Project to national and regional environmental priorities of participating countries?	Document review Virtual interviews	CEO Endorsement Country appendices (India, China, South Africa, Indonesia/Vietnam/Philippines) Beneficiary countries (1 of 8 responded)
Does the Project complement other global or regional initiatives?	Document review Virtual interviews	CEO Endorsement PIRs UNEP Executing Agency Global Mercury Partnership
Quality of Project Design		

REVIEW QUESTIONS	METHODS	SOURCES OF INFORMATION
Was the problem analysis clear and evidence-based?	Document review ToC analysis	CEO Endorsement EA original design document (V6)
Were stakeholder roles adequately identified at design stage?	Document review ToC analysis	CEO Endorsement EA original design document (V6)
Were the Driver and assumptions appropriately identified at design stage?	Document review ToC analysis Virtual interviews	CEO Endorsement EA original design document (V6) UNEP Executing Agency
Were the Driver and assumptions realistically formulated in relation to the Project's scope?	ToC analysis Virtual interviews	CEO Endorsement EA original design document (V6) UNEP Executing Agency UNEP Glossary of Results Definitions
Nature of External Context		
Did any external factors significantly influence the achievement of outcomes?	Document review Virtual interviews	PIRs Final Report UNEP (Task Managers) Executing Agency
Did global energy or coal market dynamics influence implementation?	Document review Virtual interviews	Final Report Country appendices Executing Agency IEA Clean Coal Centre
How was the Project adapted in response to external risks or changing context?	Document review Virtual interviews	PIRs PSC meeting records UNEP Executing Agency
Were risk mitigation measures effectively implemented?	Document review Virtual interviews	PIRs UNEP Executing Agency
Effectiveness		
Availability of Outputs		
Were planned activities and outputs delivered within the approved scope?	Document review Virtual interviews	CEO Endorsement PIRs Final Report Country appendices

REVIEW QUESTIONS	METHODS	SOURCES OF INFORMATION
		Gender report (Appendix F) Power BI dashboard UNEP repository statistics GMP website statistics
Were planned outputs delivered as intended?	Document review Virtual interviews Web analytics review	Final Report Country appendices Power BI dashboard UNEP repository statistics GMP website statistics UNEP Executing Agency
Achievement of Project Outcomes		
To what extent did high-potential countries endorse analytical findings (Outcome 1.1)?	Virtual interviews Document review	Final Report PIRs UNEP (Task Managers) Executing Agency Beneficiary countries (1 of 8 responded) Minamata Convention Secretariat
To what extent did countries initiate follow-up actions (Outcome 2.1)?	Virtual interviews Document review	Final Report PIRs UNEP Executing Agency Beneficiary countries (1 of 8 responded)
What evidence exists of practical uptake of tools and analytical outputs?	Virtual interviews Web analytics review	UNEP repository statistics GMP website statistics Power BI dashboard Executing Agency Minamata Convention Secretariat
Likelihood of Impact		
To what extent did international political momentum support uptake of outputs (Driver 1)?	Virtual interviews Document review	UNEP Executing Agency Minamata Convention Secretariat Global Mercury Partnership
To what extent did government prioritisation influence follow-up initiatives (Assumption 3)?	Virtual interviews	UNEP Executing Agency Beneficiary countries (1 of 8 responded)

REVIEW QUESTIONS	METHODS	SOURCES OF INFORMATION
Were financial and technical resources available to sustain impact (Assumption 1)?	Virtual interviews Document review	UNEP Executing Agency Final Report
To what extent might global coal demand trends influence long-term impact (Assumption 2)?	Document review Virtual interviews	Final Report Country appendices Executing Agency
Financial Management		
Were financial resources used as planned?	Document review	Quarterly expenditure reports (Q1 2022–Q1 2025) Final expenditure report Budget revision documents Audit reports (4)
Was financial management in compliance with UNEP and GEF policies and procedures?	Document review	Audit reports (2022, 2023, 2024–2025) UNEP audit report summaries Management letter (2022)
Did co-financing materialize as expected?	Document review Virtual interviews	Co-financing report Co-financing commitment letters (design stage) PIRs UNEP Executing Agency
Efficiency		
How was the Project executed in relation to the activities originally planned?	Document review Virtual interviews	PIRs PCA Budget revision documents UNEP Executing Agency
Were activities implemented on schedule and within the allocated budget?	Document review Virtual interviews	PIRs Quarterly expenditure reports PCA expiry date Final Report submission timeline UNEP Executing Agency
Did the project achieve its objectives cost-effectively?	Document review Virtual interviews	Budget documents Final expenditure report UNEP Executing Agency

REVIEW QUESTIONS	METHODS	SOURCES OF INFORMATION
Monitoring and Reporting		
<i>Monitoring of project implementation</i>		
Was implementation monitored in accordance with the results framework?	Document review	PIRs (2023, 2024, 2025) Inception report (EA, May 2022) Quarterly expenditure reports
<i>Project reporting</i>		
Were reporting requirements met adequately?	Document review Virtual interviews	PIRs Quarterly expenditure reports Final Report UNEP (Task Managers) Executing Agency
Sustainability		
<i>Socio-political sustainability</i>		
Is there continued political commitment in beneficiary countries?	Virtual interviews	Beneficiary countries (1 of 8 responded) UNEP Executing Agency Minamata Convention Secretariat
<i>Financial sustainability</i>		
Are financial resources available for follow-up implementation?	Virtual interviews Document review	UNEP (KRU) Executing Agency Final Report
<i>Institutional sustainability</i>		
Have institutional mechanisms been established for post-project maintenance?	Virtual interviews	UNEP (KRU) Executing Agency Global Mercury Partnership
Factors Affecting Performance and Cross-Cutting Issues		
<i>Quality of project management and supervision</i>		
Was project management effective and responsive during implementation?	Document review Virtual interviews	PIRs PSC meeting records Budget revision documents UNEP (Task Managers) Executing Agency
Was supervision by UNEP adequate and timely?	Document review Virtual interviews	PIRs UNEP (Task Managers) Executing Agency

REVIEW QUESTIONS	METHODS	SOURCES OF INFORMATION
<i>Stakeholder participation and cooperation</i>		
Were relevant stakeholders adequately engaged during implementation?	Virtual interviews Document review	UNEP Executing Agency Beneficiary countries (1 of 8 responded) Global Mercury Partnership IEA Clean Coal Centre Minamata Convention Secretariat
Was coordination between partners effective?	Virtual interviews	UNEP Executing Agency Global Mercury Partnership KRU
<i>Responsiveness to human rights and gender equity</i>		
Was gender participation monitored as foreseen in the project document?	Document review Virtual interviews	PIRs Gender report (Appendix F) Final workshop report UNEP Executing Agency
<i>Environmental and social safeguards</i>		
Were any unintended environmental or social risks identified during implementation?	Document review Virtual interviews	PIRs CEO Endorsement (safeguards screening) UNEP Executing Agency
<i>Country ownership and driven-ness</i>		
To what extent did beneficiary countries demonstrate ownership of project outputs?	Virtual interviews Document review	Beneficiary countries (1 of 8 responded) Executing Agency PIRs Final Report
Did countries integrate findings into national planning or reporting processes?	Virtual interviews	Beneficiary countries (1 of 8 responded) UNEP Executing Agency
<i>Communication and public awareness</i>		
Were communication and dissemination strategies effective?	Virtual interviews Web analytics review	UNEP Executing Agency Global Mercury Partnership

REVIEW QUESTIONS	METHODS	SOURCES OF INFORMATION
		UNEP repository statistics GMP website statistics
Were outputs accessible and understandable to intended users?	Virtual interviews Web analytics review	UNEP Executing Agency Beneficiary countries (1 of 8 responded) Power BI dashboard GMP website statistics

ANNEX II. STAKEHOLDERS CONSULTED DURING THE REVIEW

People consulted during the Review

Organisation	Position	Role in the project	Gender
UNEP	Task Manager GEF Chemicals and Waste (GEF CW) Unit, Chemicals and Health Branch, Industry and Economy Division	Current Task Manager	F
UNEP	Task Manager GEF Chemicals and Waste (GEF CW) Unit, Chemicals and Health Branch, Industry and Economy Division	Former Task Manager	F
UNEP	Finance and Budget Officer GEF Chemicals and Waste (GEF CW) Unit, Chemicals and Health Branch, Industry and Economy Division	Fund Management Officer	M
Minamata Convention on Mercury	Programme Management Officer	- Initial Task Manager (initial) - Representative of the Minamata Convention Secretariat	M
Macquarie University	Professor Emeritus of Environmental Studies Department of Earth and Environmental Sciences	Project Manager	M
Macquarie University	Research Fellow in Science	Data analyst	F
Macquarie University	Adjunct Professor.	Data analyst Former IEA Coal Centre Representative	F
National government South Africa	Department of Forestry, Fisheries and the Environment	Minamata Convention focal point and colleagues	F
UNEP, Knowledge and Risk Unit	Programme Officer Consultant	Power BI dashboard development	F/M

ANNEX III. KEY DOCUMENTS CONSULTED

Project planning and design documents

- CEO Endorsement document (GEF ID 10748)
- EA original design document (V6)
- Project Cooperation Agreement (PCA) between UNEP and Macquarie University
- Pre-PCA budget revision approval (September 2021)
- Budget Revision 1 documents
- Budget Revision 2, documents
- EA Inception Report (May 2022)
- KRU Internal Cooperation Agreement (ICA)

Project Implementation Reports

- PIR FY2023
- PIR FY2024
- PIR FY2025

Financial documents

- Quarterly Expenditure Reports
- KRU Final Expenditure Report
- Macquarie University Annual Report 2022 (university-wide audit, covering 2021)
- Macquarie University Audit Reports 2022 and 2023
- Macquarie University/UNEP Project Audit Final Report (2024–2025)
- UNEP Audit Reports Summary
- Co-financing commitment letters (design stage)

Project management documents

- Project Steering Committee Meeting records
- Project progress reports
- KRU Final Progress Report
- GMP Coal Project page: Global Activity report, January 2025 – March 2026

Project outputs

- Final Main Report
- Country Appendix: India
- Country Appendix: China
- Country Appendix: Indonesia, Vietnam, Philippines

- Country Appendix: South Africa
- Gender Report
- Power BI dashboard (hosted on GMP website)
- Final Workshop Report

Previous reviews/evaluations

- Not applicable. The project has not been previously reviewed or evaluated.

Terminal Review reference documents

- Terms of Reference for the Terminal Review
- Terminal Review Inception Report
- UNEP Glossary of Results Definitions (December 2023)
- UNEP Terminal Review Tools

Websites and online platforms consulted

- UNEP repository (wedocs.unep.org): report access statistics
- GMP Coal project page: visitor and user statistics
- Power BI dashboard: hosted on GMP website

ANNEX IV. REVIEW ITINERARY

Not applicable.

No field mission was undertaken for this Terminal Review. All interviews were conducted virtually (February - March 2026).

ANNEX V. ENVIRONMENTAL AND SOCIAL SAFEGUARDS ASSESSMENT

ESS PLANNING AT PROJECT DESIGN	
List any ESS issues identified at project design (e.g. SS 1.7, SS 2.3, etc.) ²¹	The CEO Endorsement classified all Safeguard Standards as Low risk. No specific ESS issues were identified, consistent with the global, desk-based research nature of the project.
For any ESS issues identified at project design, were <u>mitigation strategies</u> developed (Y/N)? (If yes, briefly describe)	Not applicable No ESS issues were identified at project design; therefore no mitigation strategies were required.
Were any <u>gaps</u> in ESS issues identified at the review inception phase (Y/N)? (If yes, briefly describe)	No additional ESS risks were identified
ESS MONITORING AT PROJECT IMPLEMENTATION	
Is there evidence that the potential emergence of ESS issues was actively <u>monitored</u> during project implementation (Y/N)? ²² (If yes, briefly describe)	No. Given the desk-based nature of the project, active ESS monitoring was not undertaken during implementation.
Is there a justification for the absence of ESS monitoring (Y/N)? (If yes, briefly describe) ²³	Yes. The project was a global, desk-based research project with no field implementation, no physical infrastructure, no displacement, no interaction with local communities, and no use of hazardous materials. The absence of ESS monitoring is justified by the nature of the intervention.
MANAGEMENT RESPONSIVENESS DURING PROJECT IMPLEMENTATION	
Identify the ESS issues/events <u>triggered</u> ²⁴ by the project. ²⁵	None
Describe <u>consequences</u> of ESS issues/events during project implementation.	Not Applicable
Describe the management response and identify supporting documentation. ^{26, 27}	Not Applicable
Were negative ESS effects offset by management response (Y/N)? (If yes, briefly describe)	Not Applicable

²¹ Select from the list of Environmental and Social Safeguards Risks in Table 1 of the template (tool 14, Safeguards Assessment Template).

²² **Low risk:** Negative impacts minimal or negligible: no further study or impact management required.

Moderate risk: Potential negative impacts, but limited in scale, not unprecedented or irreversible and generally limited to programme/project area; impacts amenable to management using standard mitigation measures; limited environmental or social analysis may be required to develop an Environmental and Social Management Plan (ESMP). Straightforward application of good practice may be sufficient without additional study.

High risk: Potential for significant negative impacts (e.g. irreversible, unprecedented, cumulative, significant stakeholder concerns); Environmental and Social Impact Assessment (ESIA) (or Strategic Environmental and Social Assessment (SESA)) including a full impact assessment may be required, followed by an effective comprehensive safeguard management plan.

²³ For instance, during COVID, access to the field may have been restricted

²⁴ 'Triggered' refers to environmental or social issues/events that are caused or exacerbated—directly or indirectly—as a result of the project's activities, interventions, or presence.

²⁵ Select from the list of Environmental and Social Safeguards Risks in Table 1 of the template (tool 14, Safeguards Assessment Template).

²⁶ For most low-moderate risk projects, good practice approach may be sufficient. Project should demonstrate safeguard management approach in the project activities, budget, risks management, stakeholder engagement or/and monitoring segments of the project document to avoid or minimize the identified potential risks without preparing a separate safeguard management plan.

²⁷ E.g., GEF Project Implementation Report (PIR), Progress Report, Minutes, etc.

ANNEX VI. COMMUNICATION AND OUTREACH TOOLS

The following communication and outreach tools were used to disseminate project results:

Analytical tools

- Power BI dashboard: interactive visualisation of emission scenarios for 10 focus countries, hosted on the GMP Coal project page:
<https://www.unep.org/globalmercurypartnership/Emissions-reduction-scenarios-from-coal-sector>

Reports and publications

- Final Main Report with emission reduction scenarios to 2050:
<https://wedocs.unep.org/handle/20.500.11822/48461>

Dissemination events

- Inception workshop (March 2022, virtual)
- GMP and IOMC meetings (2022–2023)
- Minamata Convention COP5 presentation (October - November 2023, Geneva)
- UNEP GMP Coal Partnership Meeting (June 2024, New Delhi, hybrid)
- International Conference on Mercury as a Global Pollutant — ICMGP (July 2024, Cape Town)
- UNEP SSFA online workshops with South Africa, Vietnam and Pakistan
- Final virtual workshop (September 2025, 80 participants from 16 countries)

ANNEX VII. BRIEF CV OF THE REVIEWER

Name	Boussoura Talla
Profession	Waste Management Expert and Certified Development Evaluator
Nationality	Senegalese
Country experience	• Africa: Senegal, Cameroon, Nigeria, Guinea • Europe: France
Education	• 2025: Certified development evaluation professional • 2003 – 2008: Master's degree in engineering in Networks and Telecommunications – INSA Toulouse, France • 2015: Mandela Washington Fellowship for Young African Leaders – University of Notre Dame, Indiana, USA • Various professional training courses in waste management, business simulation, and proposal writing.

Short biography

Mrs Boussoura Talla is a certified development evaluation professional and an expert in waste management with 18 years of experience. She specialises in terminal evaluations and reviews of GEF/UNEP projects, national and regional strategy development for waste management sectors, and technical accompaniment of international organisations in the implementation of chemicals and waste Multilateral Environmental Agreements. She has authored or co-authored waste sector strategies for multiple countries in West Africa and the Indian Ocean region and has led evaluations of GEF-funded projects across Africa, Asia and Latin America.

Key specialties and capabilities cover:

- GEF project evaluation
- Chemicals and waste management: WEEE, PCBs, POPs, UPOPs, mercury, solar waste
- MEA implementation: Basel, Stockholm, Minamata and Nairobi Conventions
- Waste inventories, sector mapping, regulatory frameworks, strategy development
- Multi-country stakeholder engagement and capacity building

Selected assignments and experiences

Independent reviews/evaluations:

- Terminal Evaluation - GEF ID 5367: PCB Cameroon (UNEP, 2025)
- Operation Completion Reports for five GEF-funded projects: GEF 9530 NIP Brazil, GEF 10154 NIP Guyana, GEF 10383 NAP Côte d'Ivoire, GEF 5629 NIP Fiji, GEF 10512 NIP Niue & Vanuatu (UNEP 2025)
- Capitalisation of the WEEECAM Project, Cameroon (La Guile, 2025)
- Terminal Evaluation - GEF ID 10141: Circular Economy for Electronics Sector in Nigeria (UNEP, 2024)
- Ex-Post Evaluation of WEEECAM Project, Cameroon (FFEM, 2023)

Strategy and technical consultancies

- Regional Strategy on Plastic Pollution and Associated Chemicals – Nairobi Convention, 10 countries (Indian Ocean Commission, 2025–2026)
- Strategic Assessment of Solar Waste Management in Senegal (Enabel, 2024–2025)
- WEEE Sector Strategy, Guinea (Enabel, 2021)

- **E-waste and Hazardous Waste Strategy and Biomedical Waste Management Manuals, Senegal (Ministry of Environment / UNIDO, 2018–2021)**

ANNEX VIII. GEF PORTAL INPUTS (FOR GEF FUNDED PROJECTS)

The following table contains text to be uploaded to the GEF Portal. **It will be drawn from the Review Report, either as copied or summarised text.** In each case, references should be provided for the paragraphs and pages of the report from which the responses have been copied or summarised.

Table 19: GEF portal inputs

Question: What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7 ²⁸ , these indicators will be identified retrospectively and comments on performance provided ²⁹).		
Response: Paragraphs 70-72, 74-75, 112-113		
Core Indicators at CEO Endorsement	Targets	Actual / Achievement
Core Indicator 6: Greenhouse Gas Emissions Mitigated (metric tons of CO ₂ e)	Reduction potential for the coal sector to be determined during the project.	Achieved. The project produced GHG reduction estimates for 10 focus countries under three scenarios (BAU, early retirement, retrofit) with projections to 2050.
Core Indicator 9: Reduction, disposal/destruction, phase out, elimination and avoidance of chemicals of global concern and their waste in the environment and in processes, materials and products (metric tons of toxic chemicals reduced)	3 countries will commit to follow the project recommended technology for emissions reduction.	Not achieved. No country committed to follow the project's recommended technology for emissions reduction.
Core Indicator 10: Reduction, avoidance of emissions of POPs to air from point and non-point sources (grams of toxic equivalent gTEQ)	Reduction potential for the coal sector to be determined during the project.	Achieved. The project produced POPs emission estimates for 10 focus countries. The final report noted that POPs emissions from high-temperature combustion systems such as CFPPs are generally very low.
Core Indicator 11: Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment	Men: 112 Women: 48	Partially achieved. Gender disaggregation: approximately 35% women at in-person events (PIR data); 16% women at the final workshop. Dissemination reached over 179 unique users through the GMP website and 112 report downloads through the UNEP repository. Complete gender-

²⁸ The GEF is currently operating under the seventh replenishment period of the GEF Trust Fund covering the period July 1, 2018 to June 30, 2022. The GEF Portal Reporting Guide for FY20 Reporting Process indicates that GEF-6 projects that have yet to map existing indicators to GEF-7 Core Indicators need to do so at MTR stage or (if already there) at the time of the TE. (i.e. not GEF projects approved before GEF-6)

²⁹ This is not applicable for Enabling Activities

		disaggregated data for online users was not available.
Question: What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? <i>(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)</i>		
Response: Paragraphs 24-25, 45, 110-111, 116-117		
Engagement with the project's intended beneficiaries (national decision-makers in focus countries) was limited. The project engaged primarily with researchers and industry stakeholders rather than government officials. Several Minamata focal points in focus countries were not aware of the project. The final workshop illustrates this gap: 80 participants from 16 countries attended, but only 4 of 10 focus countries were represented. The main challenges were: (a) the absence of country-level engagement mechanisms at design stage; and (b) the research orientation of the project, which naturally directed engagement toward the scientific community.		
Question: What were the completed gender-responsive measures and, if applicable, actual gender result areas? <i>(This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)</i>		
Response: Paragraphs 26, 112-113		
The project addressed gender through two approaches. First, a dedicated gender analysis was produced, examining the gender-differentiated health impacts of mercury and POPs exposure from coal combustion on women and children. This analysis constitutes a contribution with potential for use in future sector-level policy guidance. Second, gender-disaggregated participation data was tracked in the PIRs, reporting approximately 35% women for in-person events. The final workshop registration data showed 16% women participation. Complete gender-disaggregated attendance records were not available for all events, and gender disaggregation of online users (dashboard and report downloads) was not tracked.		
Question: What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. <i>(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)</i>		
Response: Paragraphs 114-115		
The project was classified as low risk under UNEP's Environmental and Social Safeguards Framework at CEO Endorsement. All Safeguard Standards were rated as Low risk, consistent with the global, desk-based research nature of the project. No specific ESS issues were identified at design, and no mitigation strategies were required. During implementation, no ESS issues were triggered. The project did not involve field implementation, physical infrastructure, displacement, interaction with local communities, or use of hazardous materials. No negative environmental or social effects were identified during the review.		
Question: What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good		

Practice; Adaptive Management Actions? (This should be based on the documentation approved at CEO Endorsement/Approval)

Response: Paragraphs 71, 118-119, 123-124

Knowledge and Learning Deliverables: The project produced a final report, country appendices covering 6 focus countries, a gender report, and a global Excel-based database. A Power BI dashboard was developed by KRU in collaboration with the EA, hosted on the GMP website, enabling interactive exploration of emission scenarios.

Knowledge Products/Events: Dissemination took place through the UNEP repository, the GMP website, multiple international events, and the final virtual workshop.

Communication Strategy: No dedicated communication strategy was included in the project. Dissemination relied on the GMP network, Convention events, and the UNEP repository. Communication did not reach national decision-makers in focus countries despite the project design explicitly targeting policy makers.

Challenges: The project's knowledge products did not reach the intended policy audience. The knowledge management approach remained oriented toward the scientific community rather than national decision-makers in focus countries.

Question: What are the main findings of the evaluation?

Response: Paragraphs 122-131

The project's overall performance is rated **Moderately Unsatisfactory**.

The strongest performing aspects were strategic relevance (Satisfactory), the scientific outputs (Satisfactory for availability of outputs), and financial management (Satisfactory). The project produced a global assessment of mercury, POPs and GHG emissions from coal-fired power plants with emission reduction scenarios to 2050 for 10 focus countries, a global Excel-based database, a Power BI dashboard, country appendices, and a gender analysis.

However, neither project outcome was achieved as designed: no country formally endorsed the reduction scenarios (Outcome 1) or committed to developing projects (Outcome 2). This reflects a combination of design limitations and external factors. The outcome formulations in the approved CEO Endorsement required formal political actions by governments that were disproportionate to the project's budget, research orientation, and absence of country-level engagement mechanisms. The progressive restriction on international financing for coal-related projects by major development banks further undermined the theory of change. Sustainability is rated Unlikely due to the absence of country ownership, exit strategy, and identified entity for post-project tool maintenance.

Key lessons from this project include: (a) outcome formulations in research projects must be proportionate to the project's budget, design orientation, and engagement capacity; (b) scientific outputs do not automatically translate into policy influence (for global research projects, the most realistic pathway to policy influence is through Convention Secretariats rather than bilateral engagement with countries); and (c) where a project targets a sector in which national economic or security priorities conflict with the project's environmental objectives, this tension should be identified as a risk at design stage.

The review recommends that UNEP engage with KRU to expand the dashboard to global coverage with automated data updates, explore with the Global Energy Monitor the possibility of hosting the tools to ensure institutional sustainability, and engage with the Minamata Convention Secretariat to ensure post-project dissemination of the dashboard to Parties to the Convention.

ANNEX IX. GEF CO-FINANCE

CONFIRMED SOURCES OF CO-FINANCING FOR THE PROJECT BY NAME AND BY TYPE

Sources of Co-financing	Name of Co-financier	Type of Cofinancing	Investment Mobilized	Amount (\$) at CEO	Amount (\$) at MTR	Amount (\$) at TE
GEF Agency	UNEP	In-kind		\$300,000	Not Applicable	\$198,850
Other	Macquarie University	Grant		\$70,000	Not Applicable	\$90,000
Other	Macquarie University	In-kind		\$170,000	Not Applicable	\$213,693
Other	IEA Clean Coal Centre	In-kind		\$100,000	Not Applicable	\$59,000
Total Co-financing				\$640,000		\$561,543

Notes:

- No MTR was undertaken (not required for an MSP of this duration)
- All post-execution co-financing confirmation letters were not available at the time of the review. UNEP co-financing confirmed by a formal letter. IEA Coal Centre co-financing confirmed by email correspondence (the organisation ceased operations in June 2025 and could not provide a formal letter). Macquarie University confirmation pending at the time of the review

ANNEX X. IMPLEMENTATION PLAN OF RECOMMENDATIONS

Project Title and Reference No.: Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions (GEF ID 10748)

Contact Person (TM/PM): Juliet Petlane

RECOMMENDATIONS	PLANS			
	ACCEPTED (YES/NO/PARTIALLY)	WHAT WILL BE DONE?	EXPECTED COMPLETION DATE	REPOSIBLE OFFICER/ UNIT/ DIVISION/ AGENCY
Recommendation #1: Engage with KRU to expand the Power BI dashboard to cover all countries globally by migrating the EA's existing Excel-based global database into the dashboard, and to automate the semi-annual data update from the Global Energy Monitor Coal Plant Tracker	Partially	The GEF C&W unit will engage with KRU to assess the technical requirements and feasibility of expanding the Power BI dashboard to global coverage by integrating the EA's existing global Excel-based database and exploring options for automating updates from the Global Energy Monitor Coal Plant Tracker. However, as the project has reached completion and no project funds remain available, implementation of the recommended enhancements will be contingent on the availability of additional resources or opportunities to leverage related initiatives. The engagement will therefore focus primarily on identifying feasible low-cost options for sustaining and enhancing the dashboard. The recommendation addresses the current limitation whereby the dashboard covers only a subset of countries despite the existence of a global database and recognizes that automated	6 months after Terminal Review validation; implementation of enhancements subject to availability of funding and technical support.	Juliet Petlane

Project Title and Reference No.: Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions (GEF ID 10748)

Contact Person (TM/PM): Juliet Petlane

RECOMMENDATIONS	PLANS			
	ACCEPTED (YES/NO/PARTIALLY)	WHAT WILL BE DONE?	EXPECTED COMPLETION DATE	RESPONSIBLE OFFICER/ UNIT/ DIVISION/ AGENCY
		data connections are technically feasible according to KRU.		
Recommendation #2: Engage with the Global Energy Monitor to explore the possibility of integrating the project's mercury emission algorithms into GEM's existing Coal Plant Tracker and hosting the dashboard, thereby ensuring institutional sustainability of the project's analytical tools.	Partially	The GEF C&W unit will engage with the Global Energy Monitor (GEM) to explore opportunities for enhancing the long-term sustainability of the project's analytical tools, including the potential integration of the project's mercury emission algorithms into the GEM Coal Plant Tracker and possible hosting arrangements for the dashboard. However, as the project has been completed and no funds remain available, follow-up actions will be limited to exploratory discussions and assessment of opportunities that can be implemented through external resources, partnerships, or future initiatives. The recommendation responds to the absence of a clearly identified entity to maintain the database and dashboard after project closure and recognizes GEM as a potential institutional home for these tools.		

Project Title and Reference No.: Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions (GEF ID 10748)

Contact Person (TM/PM): Juliet Petlane

RECOMMENDATIONS	PLANS			
	ACCEPTED (YES/NO/PARTIALLY)	WHAT WILL BE DONE?	EXPECTED COMPLETION DATE	REPOSIBLE OFFICER/ UNIT/ DIVISION/ AGENCY
Recommendation #3: Engage with the Minamata Convention Secretariat to ensure post-project dissemination of the dashboard and analytical tools to Parties to the Convention, leveraging the Secretariat's established communication channels with national focal points	Partially	The GEF C&W unit will engage with the Minamata Convention Secretariat to explore opportunities for disseminating the project's dashboard and analytical tools to Parties to the Convention through the Secretariat's established outreach and communication mechanisms. However, follow-up actions will be limited to engagement, information sharing, and identification of no-cost dissemination opportunities. Any broader dissemination activities will depend on the availability of external resources and the Secretariat's interest and capacity to support such efforts.		

ANNEX XI. QUALITY ASSESSMENT OF THE REVIEW REPORT

Review Title: Terminal Review of the UNEP-GEF Project "Assessment of existing and future emissions reduction from coal sector toward the implementation of the Minamata and Stockholm Conventions" (GEF ID 10748 and "SMA ID 127612"), 2021 – 2025

Consultant: Ms Boussoura Talla

All UNEP Reviews are subject to a quality assessment by the UNEP Evaluation Office. This is an assessment of the quality of the review product (i.e. Main Review Report).

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
Section A: Executive Summary	Assessment	
1. Does the Executive Summary act as a concise, accurate standalone section, especially to inform decision-making? Consider how clearly and concisely the report presents: - a clear summary of the review object - review objectives, scope and methodology - the overall project review rating - a summary of main review findings, including key features of performance (strengths and weaknesses) - summary responses to key strategic review questions - summary of main conclusions, lessons learned and recommendations	<u>Coverage/omissions:</u> <i>All required elements are addressed.</i> <u>Strengths/weaknesses:</u> <i>The executive summary is concise and short and includes responses to the two key strategic questions and gender related aspects are addressed in lesson 5.</i> <i>The executive summary could have benefited from key findings on the project design and findings specific to the ten project countries.</i>	5
Section B: The Project	Assessment	
2. Does the report clearly describe the key parameters, scale and complexity of the evaluand? Consider how well the report presents: - an overview of the main issue that the project is trying to address - timeline, including dates of project approval, duration and number of phases (where appropriate) - geographic coverage (regions/countries) - total secured budget and project financing, including a table with funding sources - implementing and funding partners - institutional context (i.e. UNEP sub-programme, Division, Branch etc) - implementation structure with diagram - UNEP results frameworks to which it contributes (e.g. PoW Direct Outcome) - summary of results framework as stated in the ProDoc (or as officially revised) - stakeholder groups organised according to relevant common characteristics - whether the project has been evaluated in the past (e.g. mid-term, by an external agency, etc.) - substantive or significant changes in design during implementation	<u>Coverage/omissions:</u> All required elements are addressed. <u>Strengths/weaknesses:</u> The invention and institutional context describe the project rationale and project funding sources. The results framework would have benefited from including the outcome and output indicators and indicating changes, if any, made in the results framework during implementation. The stakeholder analysis would have benefited from more details about the 'researcher and technical stakeholders' involved as it is not clear which entities these belong to on figure 1.	5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
Section C: Review Methods and Theory of Change	Assessment	
3. Does the report present a clear, comprehensive and adequate description of the review methodology? Consider how well it presents the following elements, and their adequacy based on the scope of the review: - statement of the purpose of the review and the key intended audience for the review findings - data collection methods and information sources - justification for methods used (e.g. electronic/face-to-face interviews, qualitative/quantitative analysis) - criteria and sampling strategies used to select stakeholders for consultations, and for sites/countries visited - number and types of respondents (<i>including in a table broken down by gender</i>) - strategies used to increase stakeholder engagement and response rate - methods used to include the voices/experiences of different and potentially excluded groups (e.g. women, marginalised) - data verification methods (e.g. triangulation) - data analysis methods (e.g. scoring, thematic analysis) - review limitations and mitigation measures (e.g. how these were addressed by the evaluator) - consideration for ethics and human rights issues, including how anonymity and confidentiality were protected	<u>Coverage/omissions:</u> All required elements are addressed. <u>Strengths/weaknesses:</u> The section addresses limitations and mitigation strategies such as the low response rate from beneficiary country focal points (response from 1 out of 8 contacted). Ethics considerations are addressed. The section could have benefited from addressing the inconsistency between 8 project countries (Table 1. Project Details, and B. Data Collection, Table 6: Review Respondents and Field Visits with the 10 project countries referred to in the Executive Summary (para. 3) and Intervention Context (para. 26) resulting from the addition of Pakistan and Bangladesh.	5
4. Does the report describe an assessment and reformulation of the Theory of Change, and present an adequate articulation of the TOC causal pathways that were used to assess project performance (<i>narratively and diagrammatically</i>)? Consider how well the report presents: - whether the project design included a TOC - how the TOC at review³⁰ was designed (e.g. who was involved, etc) - confirmation/reconstruction of results in accordance with UNEP definitions (<i>including reformulation table, which may have initially been presented in the Inception Report and should appear in the Main Review report.</i>) - articulation of causal pathways - identification of drivers and assumptions - identification of key actors in the change process	<u>Coverage/omissions:</u> All required elements are addressed; however, the RTOC formulation is not in line with UNEP MLTR guidelines. <u>Strengths/weaknesses:</u> Two main causal pathways are identified and presented in Figure 2: Theory of Change at Review. The RTOC narrative does well at incorporating assumptions. It would, however, have been beneficial to have included the drivers in the narrative. It is not in line with review guidelines to replace the CEO	3.5

³⁰ During the Inception Phase of the review process a *TOC at review Inception* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions), formal revisions and annual reports etc. During the review process this TOC is revised based on changes made during project intervention and becomes the *TOC at review*.

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	endorsed results framework with a pre-CEO approval (informal) results framework. Outcome indicators have been reformulated for the RTOC – this is not possible at the time of terminal review of a project as it would require changes in baselines, monitoring data and targets.	
Section D: Evidence and Analysis	Assessment	
5. Is the report based on <i>sufficient and adequate data</i> and <i>clear and credible evidence</i>? Consider how well the report presents: - sufficient evidence that is consistent throughout the report - evidence that is supported by data sources (e.g. quotes, reports, etc) - evidence that is explicitly triangulated, unless noted as having a single source - gaps in data are explained and justified - data sources that are reliable, adequate, sufficient for the scope of the review	<u>Coverage/omissions:</u> Evidence is presented consistently throughout the report. <u>Strengths/weaknesses:</u> It would have been beneficial for the triangulation of evidence if indicator monitoring data and project country specific data had been included. Interviews or other input from project country focal points could have strengthened the evidence base.	4
6. Does the report include <i>rigorous analysis</i> and <i>logical findings</i>? Consider the extent to which the findings are: - supported by clear analysis that is consistent with the evidence presented - logical, clear and coherent - aligned with UNEP's Criteria Ratings Matrix - aligned with the review framework - more than descriptions and provide insights into 'how' and/or 'why' the project performed a certain way - balanced, presenting both successes and weaknesses	<u>Coverage/omissions:</u> Most elements of rigorous analysis and logical findings are addressed. <u>Strengths/weaknesses:</u> Findings statements on are included for each evaluation criteria and presenting strengths and weaknesses. The review and the assessments could have been benefited from more consistency; there is reference to both version 6 of the project document and the CEO-endorsed project document and to 8 and 10 project countries. The assessments could also have benefited from project country specific data.	4
Section E: Review Findings	Assessment	
7. Does the report present evidence and analysis of project <i>Strategic Relevance</i> with respect to UNEP, partner and geographic policies and strategies at the time of project approval? Consider how well the report addresses: - Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities - Alignment to Donor/GEF/Partners Strategic Priorities	<u>Coverage/omissions:</u> All elements are addressed. <u>Strengths/weaknesses:</u> Table 11: Relevance to Global, Regional, Sub-regional and National	5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
- Relevance to Regional, Sub-regional and National Environmental Priorities - Complementarity with Existing Interventions: complementarity of the project at design (or during inception/mobilisation³¹), with other interventions addressing the needs of the same target groups.	Environmental Priorities could have benefited from an assessment of the relevance to the project countries to support the assessment and rating of Relevance to Global, Regional, Sub-regional and National Priorities.	
8. Does the report present a summary of the strengths and weaknesses of the Quality of Project Design , based on the detailed assessment presented in the Inception Report?	<u>Coverage/omissions:</u> All elements are addressed with a concise summary of the design assessment, and design strengths and weaknesses. <u>Strengths/weaknesses:</u> It would have been beneficial for the assessment of quality to assess more in detail C. Governance and Supervision Arrangements and F. Logical Framework and Causality.	³² NOT RATED
9. Does the report recognise and describe, when appropriate, key features of the Nature of the External Context under which the project was implemented that limited the project's performance (e.g. conflict, natural disaster, political upheaval ³³), and how they affected performance?	<u>Coverage/omissions:</u> All elements are addressed. <u>Strengths/weaknesses:</u> The assessment identifies general economic conditions and COVID-19 related restrictions. It would have benefited from an assessment of the external contexts of the project countries.	³⁴ NOT RATED
10. Does the report present a well-reasoned, complete and evidence-based assessment of the Availability of Outputs to the intended beneficiaries? Consider how well the report presents: - a convincing, evidence-supported and clear presentation of the outputs made available by the project compared to its approved plans and budget - assessment of the nature and scale of outputs versus the project indicators and targets - assessment of the timeliness, quality and utility of outputs to intended beneficiaries - identification of positive or negative effects of the	<u>Coverage/omissions:</u> All elements are addressed, including use of the tables, except for the narrative assessments. <u>Strengths/weaknesses:</u> Table 14: Availability of Outputs is completed but would have benefited from the inclusion of narrative assessments discussing	4

³¹ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

³² The Quality of Project Design criterion is not rated in this table because the majority of the analysis is presented in the Inception Report and the Final Terminal Review report only contains a summary.

³³ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team.

³⁴ The Nature of External Context is not rated in this table because it is not consistently applicable across all projects. Some review reports will simply record that there was no unexpected unfavourable external factors, while others may have to describe critical external events.

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	the nature and scale of outputs delivered, as well as timeliness, quality, and utility to intended beneficiaries. Table 14: Availability of Outputs could have benefited for Output 1.1.1. of the reviewer's verification of the 10 publications [Over 10 publications referenced in the final report], no report titles are listed with specific sources.	
11. Does the report present a well-reasoned, complete and evidence-based assessment of the Achievement of Outcomes, as a result of the uptake, adoption and/or implementation of outputs by the intended beneficiaries? This may include behaviour changes at an individual or collective level. Consider how well the report presents: - a convincing and evidence-supported analysis of the uptake of outputs by intended beneficiaries - assessment of the nature, depth and scale of outcomes versus the project indicators and targets - discussion of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself - any constraints to attributing effects to the projects' work - identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	<u>Coverage/omissions:</u> All elements are addressed. <u>Strengths/weaknesses:</u> The outcome table is supported by narrative assessments. The assessment of level of achievement could have benefited from displaying solely the level of achievement based on the results statements of the 2 outcomes formulated in CEO Endorsed Project Document. It could also have benefited from incorporating the extent to which assumptions and drivers are in place/hold.	4.5
12. Does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to Likelihood of Impact? Consider how well the report presents: - an explanation of how causal pathways emerged and the resulting change processes - an explicit discussion of how drivers and assumptions played out - an explanation of roles played by key actors and change agents - identification of any unintended negative effects of the project, especially on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	<u>Coverage/omissions:</u> All elements are addressed. <u>Strengths/weaknesses:</u> The assessment builds an assessment of the causal pathways and incorporates the extent to which the 2 drivers and 3 assumptions are in place and hold. It would have been beneficial if the assessment of impact had considered the level of achievement of outcome as per the CEO-endorsed project document.	5
13. Does the report present an integrated analysis of all dimensions evaluated under Financial Management and include a completed 'financial management' table? Consider how well the report addresses the following: <i>adherence</i> to UNEP's financial policies and procedures <i>completeness</i> of financial information, including the actual project costs and actual co-financing used and	<u>Coverage/omissions:</u> All elements are addressed. <u>Strengths/weaknesses:</u> The table is completed.	5.5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
explanation of any variances between planned and actual expenditures	Findings are based on review of documents and interviews. The section could have benefited the assessment if the costs (if any) towards the delivery of the unplanned output (a global Excel-based database covering all countries worldwide and a Power BI dashboard for 10 focus/ project countries) had been incorporated.	
14. Does the report present an integrated analysis of all dimensions evaluated under Efficiency? Consider how well the report presents: - cost-effective or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe - implications of any delays and no cost extensions - discussion of making use, during project implementation, of/building on pre-existing institutions, partnerships and complementarities with other initiatives, programmes and projects etc. - the extent to which the management of the project minimised UNEP's environmental footprint.	<u>Coverage/omissions:</u> All elements are addressed. <u>Strengths/weaknesses:</u> The assessment assesses delivery of maximum results and timeliness. The assessment would have benefited from justifications for the delays incurred in the delivery of outputs and the completion of the final report six months after PCA expiry.	4.5
15. Does the report present a well-reasoned, complete and evidence-based assessment of the project's Monitoring and Reporting? Consider how well the report addresses the following: - the quality of <i>monitoring of project implementation</i> (including use of monitoring data for adaptive management) - the quality of <i>project reporting</i> (e.g. PIMS and donor reports)	<u>Coverage/omissions:</u> Most elements are addressed. <u>Strengths/weaknesses:</u> The use of gender data is analysed; however, this is done in the context of reporting rather than monitoring. The assessment could have benefited from assessing the extent to which detailed data by indicators was available.	4.5
16. Does the report present an integrated analysis of all dimensions evaluated under Sustainability (i.e. the endurance of benefits achieved at outcome level)? Consider how well the report addresses the following: - socio-political sustainability - financial sustainability - institutional sustainability	<u>Coverage/omissions:</u> All elements are addressed. <u>Strengths/weaknesses:</u> The section is short and concise. It would have been beneficial to include the exit strategy in the assessment of the sustainability of the institutional framework.	5
17. Does the report present a well-evidence analysis of the Factors Affecting Performance, <u>either in this section or in cross-referenced sections</u>? <i>These factors are not always discussed in stand-alone sections and may be integrated in the other performance criteria as appropriate. However, if not addressed substantively in this section, a cross reference must be given to where the topic is</i>	<u>Coverage/omissions:</u> All sub-categories and elements are addressed. <u>Strengths/weaknesses:</u>	4.5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
<i>addressed, and that entry must be sufficient to justify the performance rating for these factors.</i> Consider how well the report addresses the following cross-cutting issues: • quality of project management and supervision³⁵ • stakeholder participation and co-operation • responsiveness to human rights and gender equality • environmental and social safeguards • country ownership and driven-ness • communication and public awareness	The assessments of sub-categories are short and concise. It would have been beneficial to address the extent to which there had been constructive information exchanges between project team, TM and UNEP colleagues during implementation. It would have been beneficial to include country specific findings from either of the 10 project countries i.e. of the project activities and country uptake.	
Section F: Conclusions, Lessons Learned and Recommendations	Assessment	
18. Do the Conclusions present a summative assessment of the evaluand as a whole, reflecting on prominent aspects of the project's performance? Consider how well the conclusions: • provide a compelling narrative and integrated assessment of project project's performance (i.e. achievements and limitations) • add deeper insights and analysis beyond the findings under each individual criterion • are derived from the synthesized analysis of evidence gathered during the review process • provide clear and succinct response to the key strategic questions • address the human rights and gender dimensions of the intervention explicitly (e.g. how these dimensions were considered, addressed or impacted on) • provide lessons that are rooted in real project experiences, describe the context from which they are derived, and do not duplicate recommendations	<u>Coverage/omissions:</u> Most elements are addressed except for a conclusion on human rights and gender dimensions. <u>Strengths/weaknesses:</u> Responses to the two strategic questions, a Table 18 with are summary of project findings and ratings and 5 lessons derived from project experiences are included with cross-references. It could have been beneficial to refer to the quality of the country specific appendices for India, China, South Africa and Indonesia/ Viet Name / Philippines that are mentioned among the main achievements in the conclusions.	5
19. Does the report present Recommendations for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? Consider how well the recommendations: • are clearly formulated and logically derived from the findings and/or conclusions • are feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when • include at least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions	<u>Coverage/omissions:</u> All formatting elements are addressed in the 3 recommendations. <u>Strengths/weaknesses:</u> The recommendations are derived from the findings of the review and cross-references to paragraphs are included.	5.5

³⁵ In some cases, 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP. This includes providing the answers to the questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal.

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations. NOTES: (i) In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance. (ii) Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.	It would have been beneficial to include a recommendation related to the strengthening of human rights and gender dimensions; however, gender participation is considered in lesson 5.	
Section G: Report Structure and Presentation	Assessment	
20. Is the report <i>well-structured and complete</i>? Does it: - follow the Evaluation Office structure and formatting guidelines - include all required sections and annexes, as applicable - not exceed 50 pages in length from the Executive Summary to the end of the Conclusion Does the report present information clearly and appropriately? Is it written: - in clear and accessible language - largely free from grammar, spelling and punctuation errors - in an adequate and professional tone - with the use of visual aids, such as maps, graphs tables and photos	Coverage/omissions: All requirements have been addressed for a complete report and in line with the format for management-led reviews. Strengths/weaknesses: The format of the report makes use of required tables and figures. The language is professional, appropriate, but with a few inconsistencies in content.	5.5
OVERALL REPORT QUALITY RATING		4.7

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 review report is calculated by taking the mean score of all rated quality criteria.

Rating the Report Quality Criteria

Rating (1–6)	Description
6	Provides all content with high quality.
5	Provides all content with minor weaknesses.
4	Provides most content with minor weaknesses.
3	Provides most content with significant weaknesses.
2	Omits substantive content with significant weaknesses.
1	Omits almost all content with major weaknesses.