UN environment programme | Evaluation Office

Validated Terminal Review of the UNEP/GEF Project

'Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua and Barbuda' (GEF ID 9849)
2019 – 2024

gef

UN environment programme

DEPARTMENT of ENVIRONMENT
Antigua and Barbuda

Environmental Registry

UNEP Latin America and Caribbean Office

Validation date: January 2026

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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.

*Capacity Building for Improved Transparency on Climate Actions through an Envi*ronment Registry in Antigua and Barbuda (CBIT 9849)
(UNEP/GEF 9849)
(Date 11/25)

Acknowledgements

This Terminal Review was prepared for UNEP by María Lucía Martínez.

The reviewer would like to express her gratitude to all persons met and who contributed to this review, as listed in Annex III.

The review team would like to thank the project team and in particular Mr Federico Geli and Mrs Luiza Schmidt for their contribution and collaboration throughout the review process. Sincere appreciation is also expressed to Anik Jarvis, who took time to provide comments to reports and contributed greatly to the identification of project sources for information gathering.

The review consultant hopes that the findings, conclusions and recommendations will contribute to the successful finalization of the current project, formulation of a next phase and to the continuous improvement of similar projects in other countries and regions.

Brief Consultant biography

Lucía Martínez is an Argentinian Political Scientist (University of Buenos Aires) with over a decade of experience in public policy, programme and project planning, monitoring, and evaluation across government institutions, international and civil society organizations. Her work focuses on generating rigorous evidence to inform decision-making through the development of strategic and operational planning; monitoring and evaluation systems; evidence repositories; and the implementation of evaluations, among other activities.

She has led twelve evaluations covering diverse areas such as environment, productive development, education, and indigenous peoples rights. She was part of the evaluation team for the Terminal Review of Argentina's CBIT 9955 GEF Mitigation Project, implemented between 2024-2025.

Currently, Lucía works as an independent international evaluator and is contracted by UNEP as the external consultant responsible for conducting the Terminal Reviews of the Antigua and Barbuda and Paraguay CBIT/GEF Projects. Previously, as Evaluation Coordinator at Argentina's Ministry of Economy (2022–2025), she led multiple evaluations integrating climate change criteria and developed indicators to mainstream and monitor environmental sustainability across development programs.

About the Review

Joint Review: No

Report Language(s): English.

Review Type: Terminal Review

Brief Description: This report is a Terminal Review of a UNEP/GEF Project implemented between 2019 and 2024. The Project's primary objective was to promote mainstreaming of Nationally Determined Contribution (NDC) monitoring, reporting and verification (MRV) into domestic systems and strengthen institutional capacity to enable routine, concurrent and participatory monitoring processes that enhance transparency under the Paris Agreement (PA). The review sought to assess project performance (in terms of relevance, effectiveness and efficiency) and determine outcomes and impacts (actual and potential) stemming from the Project, including their sustainability. The TR has two primary purposes: i) to provide evidence of results to meet accountability requirements, and ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners.

Key words: Nationally Determined Contributions (NDCs) Implementation Plan, NDCs MRV System, Environment Registry, Climate Change Impact, Climate Action, Climate Data, Enhanced Transparency Framework, GHG inventory, Mitigation, Adaptation, Antigua and Barbuda International Reporting.

Primary data collection period: October to November 2025, virtual and in person.

Field mission dates: 10-13 November 2025.

Contents

List of acronyms and abbreviations

AFOLU	Agriculture, Forestry, and Land Use
BTR	Biennial Transparency Report
BUR	Biennial Update Report
CBIT	Capacity-Building Initiative for Transparency
CEO ED	CEO Endorsement Document
CO2e	Carbon Dioxide Equivalent
COP	Conference of the Parties
DMU	Data Management Unit
DOE	Department of environment
EA	Executing Agency
EIMAS	National Environmental Information Management and Advisory System
ETF	Enhanced Transparency Framework
GCF	Green Climate Fund
GCP	Global Coordination Platform
GEAP	GEF Gender Equality Action Plan
GEB	Global Environment Benefit
GEF	Global Environment Facility
GEF CMU	GEF Climate Mitigation Unit
GHG	Greenhouse Gas
GSP	Global Support Programme
IA	Implementing Agency
INDC	Intended National Determined Contribution
IPCC	Intergovernmental Panel on Climate Change
IPPU	Industrial Processes and Product Use
IR	Inception Report
LA	Latin America
LDCs	Least Developed Countries
LECB	Low Emission Capacity Building
M&E	Monitoring and Evaluation
MRV	Monitoring, Reporting, and Verification
MSP	Medium Sized Project
MTDS	Medium Term Development Strategy
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
NC	National Communication
NCM	National Coordinating Mechanism committee
NCSA	National Capacity Self-Assessment
NDC	Nationally Determined Contribution
NGEAP	National Gender Equality Action Plan
NGHGI	National GHG Inventory
NGO	Non Governmental Organization
NIMS	National Inventory Management System
NIR	National Inventory Report
OECS	Organisation of the Eastern Caribbean States
PA	Paris Agreement

PC	Project Coordinator
PD	Project Document
PM	Project Manager
PMC	Project Management Committee
PMR	Partnership for Market Readiness
PMU	Project Management Unit
POW	Programme of Work
QA	Quality Assurance
QC	Quality Control
ROLAC	Regional Office for Latin America and the Caribbean
SDG	Sustainable Development Goals
SIDS	Small Islands Developing States
SMART	Specific, Measurable, Achievable, Relevant, and Time-bound
TAC	Technical Advisory Committee
TE	Terminal Evaluation
ToC	Theory of Change
TOR	Terms of Reference
TR	Terminal Review
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change

PROJECT IDENTIFICATION TABLE

FROM THE PROJECT'S PIR REPORT (latest version):

<table>
<tr><td>GEF Project ID/SMA ID[1]:</td><td colspan="3">9849</td></tr>
<tr><td rowspan="2">Type of GEF Project:</td><td>Child: N</td><td>Global Coordinating Project:</td><td>N</td></tr>
<tr><td>If yes, provide GEF Programme[2] ID:</td><td>Medium-Size Project or Full-Size Project:</td><td>MSP</td></tr>
<tr><td>UNEP Management (Division/Branch/Unit):</td><td>Climate Change Division, GEF Mitigation Unit</td><td>Executing Agency: (indicate if internally executed):</td><td>Department of Environment (DOE), Ministry of Health, Wellness and the Environment [3]</td></tr>
<tr><td>Sources of Funding (Co-finance):</td><td colspan="2">Country[4](ies):</td><td>Institution[5] Name/Type:</td></tr>
<tr><td>Relevant SDG(s):</td><td colspan="3">13 (Targets 13.1, 13.2, 13.3, 13b) , 5 (Target 5.1), 17 (Target 17.14, 17.18)</td></tr>
<tr><td>MTS (at approval):</td><td colspan="3"></td></tr>
<tr><td rowspan="2">POW Direct Outcome(s) number/reference[6] (applicable for projects approved from 2022):

OR

POW Output(s) number/reference[66] (applicable for projects approved pre-2022)</td><td>POW Direct Outcome:</td><td rowspan="2">MTS 2025 Outcome(s) number/reference [66] (applicable for projects approved from 2022):

OR

POW Expected Accomplishment(s) number/reference [66] (applicable for projects approved pre-2022):</td><td>MTS 2025 Outcome:</td></tr>
<tr><td>POW Output: 1B,1C: 1.1;1.5; 1.3;1.6; 1.7; 1.8.</td><td>POW Expected Accomplishment: Mitigation Expected Accomplishment: Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies; Adaptation Expected Accomplishment: Countries increasingly advance their national adaptation plans, which integrate ecosystem-based adaptation.</td></tr>
<tr><td>Sub-programme:</td><td>Climate Change</td><td>Programme Coordination Project (if relevant):</td><td>N/A</td></tr>
<tr><td>UNEP approval date:</td><td>2019-12-20</td><td>GEF approval date:</td><td>2019-07-19</td></tr>
<tr><td>GEF Operational Programme/Cycle # (e.g. GEF-7):</td><td>GEF - 6</td><td>GEF Strategic Priority (e.g. BD4):</td><td>Climate Action; Science and Transparency</td></tr>
<tr><td>Focal Area(s):</td><td colspan="3">Climate Change Mitigation</td></tr>
<tr><td>Expected start date[7]:</td><td>23 December 2019</td><td>Actual start date:[8]</td><td>2019-12-23</td></tr>
<tr><td>Planned completion date[17]:</td><td>2023-12-31</td><td>Actual operational completion date:</td><td>2024-12-31</td></tr>
<tr><td rowspan="2">Planned project budget at approval:</td><td colspan="3">GEF grant allocation: US$ 1,000,000</td></tr>
<tr><td colspan="3">Expected co-financing:
Cash:</td></tr>
</table>

[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] now Ministry of Health, Wellness, Environment and Civil Service Affairs)
[4] Where applicable, list countries who have provided project funds and/or co-finance.
[5] Indicate where funding institutions are any/all of the following: Foundation/NGO; Private Sector; UN Body; Multilateral Fund; Environment Fund.
[6] For these items do not include full text; only enter the number or reference.
[7] Expected/planned dates are listed in the Project Document (ProDoc).
[8] Actual start date is the date of the last signature on the PCA or ICA.

	In-kind: US$ 200,000			
	Total planned budget: US$ 1,200,000			
Actual expenditures reported (cash only):	GEF grant expenditures reported as of *30 June 2025*: US$ 967,896			
	Actual co-financing (31/12/2025): US$ 200,000			
	Total actual expenditures reported as of *31 December 2025*: US$ 1,167,896			
No. of formal project revisions:	4		Date of last approved project revision:	2024-07-11
No. of Steering Committee meetings:	5		Date of Last Steering Committee meeting:	2024.09.25
Mid-term Review/ Evaluation[9] *(required or not required)*:	UNEP requirement:	N	Mid-term Review/ Evaluation actual date:	N/A
	GEF requirement:	N		
Terminal Review *(planned date)*:	2025.07.31		Terminal Review actual date:	November 2025
Coverage - Country(ies):	Antigua and Barbuda		Coverage - Region(s):	Latin America and the Caribbean
Dates of previous project phases:	N/A		Status of future project phases:	N/A

[9] 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.

Project timeline

Table 1. Project lifetime vis a vis context

	2019	2020	2021	2022	2023	2024	2025
International context		COVID Pandemic					
		Cyber attack					
			Global Post-COVID Economic Crisis	Supply Chain and			
				Russia–Ukraine War and Global Price Shock			
International support	UNEP DTU Partnership			UNEP CCC			
	CCCD						
	GCF Readiness Support						
UNEP	MTDS 2016–2020			MTS 2022–2025			
		POW 2020-2021		POW 2022-2023			
UNFCCC & PA Reports	Fourth NC	First BUR	Updated NDC 2020-2030		First BTR preparation (ongoing)		
	GHG Inventory				Fifth GHG Inventory Report (ongoing)		
Relevant laws	Revised Environment Protection and Management Act (EPMA)						
Political party	Antigua and Barbuda Labour Party					Antigua and Barbuda Labour Party	
Political leadership	Gaston Browne					Gaston Browne	
Project phase	Approval	Implementation					Financial closure + Review
Project leadership	Department of Environment (DOE), Ministry of Health, Wellness, Environment and Civil Service Affairs						
Outcome 1		The Environment Registry MRV function is established through a participatory process that includes a resilience assessment					
Outcome 2			The Environment Registry becomes the official national source for NDC monitoring, reporting and verification				

Source: own elaboration

Executive Summary

The CBIT Antigua and Barbuda Project 9849 entitled **"Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua and Barbuda"** aimed to promote mainstreaming of NDC monitoring, reporting and verification into domestic systems and strengthen institutional capacity to enable routine, concurrent and participatory monitoring processes that enhance transparency under the Paris Agreement. To achieve this goal, the Project was structured around **two key components**: 1) National Registry to support monitoring of NDC implementation and tracking climate change impact; and 2) Institutionalization of the national transparency framework across sectors.

The Project was implemented by the **United Nations Environment Programme (UNEP)** and executed by the **Department of Environment (DOE)** under the Ministry of Health, Wellness and the Environment of Antigua and Barbuda (now **Ministry of Health, Wellness, Environment and Civil Service Affairs**), with a duration of five years (December 2019 - December 2024), overlapping with the COVID-19 pandemic.

This Terminal Review was conducted between September and December 2025 and followed UNEP's review criteria and ethical standards. It used a mixed-methods approach, combining document review, interviews with 17 stakeholders (national and international), field visit, survey, direct observation of tools and platforms, and triangulation of data.

The review assessed the Project against **nine criteria**: (1) Strategic Relevance, (2) Quality of Project Design, (3) Nature of External Context, (4) Effectiveness, (5) Financial Management, (6) Efficiency, (7) Monitoring and Reporting, (8) Sustainability and (9) Factors Affecting Project Performance and Cross-Cutting Issues. The **overall Project Performance Rating is 4.55 (Satisfactory)**.

Key Findings

Relevance and Coherence: The Project was highly relevant, fully aligned with UNEP, GEF/CBIT priorities, and Antigua and Barbuda's national mandates for climate data and reporting. It complemented ongoing initiatives and strengthened national systems under the EPMA framework.

Effectiveness: The Project delivered most planned outputs with strong technical quality. The Environment Registry, NDC Implementation Plan, and transparency guidelines are already being used for BTR1 preparation and broader national reporting. Monitoring limitations, however, reduced the ability to track quality, uptake, and user satisfaction.

Efficiency: Efficiency was affected by external shocks, procurement and coordination constraints, and the need for multiple extensions. Nonetheless, adaptive management ensured steady progress and near-complete output delivery.

Sustainability: Sustainability is mixed. Legal mandates and DOE leadership support institutional continuity, but risks include limited financial resources, insufficient IT capacity, and dependence on key individuals.

Stakeholder Engagement and Gender: Stakeholder engagement was strong within government, moderate for civil society, and weak for the private sector and vulnerable groups. Gender mainstreaming was implemented consistently; human-rights integration remained limited.

Lessons Learned

1. **Early planning, inter-project coordination, and clearly defined technical requirements are essential to manage inefficiencies and mitigate external shocks.** Anchoring CBIT work within established technical units and applying adaptive management practices improves operational coherence, reduces transaction costs, and helps maintain project momentum despite delays.

2. **Sustainability must be intentionally designed, financed, and institutionalized from the outset.** Without secured budgets, clear IT maintenance arrangements, and cross-ministerial commitment, systems such as the Environment Registry and the national MRV framework face long-term financial, institutional, and political risks.

3. **Capacity-building must be deepened, institutionalized, and supported by systematic knowledge-transfer mechanisms.** Training alone is insufficient in high-turnover environments. Durable institutional capacity requires structured learning pathways, specialized IT and systems-administration skills, and standardized routines that preserve institutional memory.

4. **Institutionalizing national transparency frameworks requires early, cross-sector engagement and dedicated governance structures**. Strengthening data capacities across ministries, academia, the private sector, and civil society—and ensuring co-creation and continuous user feedback—is essential for system-wide adoption. The absence of a dedicated Project Steering Committee limited sectoral participation and institutional ownership, underscoring the need for tailored governance mechanisms.

Recommendations

At Project Level (UNEP & National Team):

1. **A structured handover of CBIT results**—including Environment Registry documentation, QA/QC procedures, and key lessons learned—**should be prepared and shared with the incoming DOE leadership and UNEP teams**. This will safeguard institutional memory, support continuity of the Registry, and ensure that operational lessons from Antigua and Barbuda inform future transparency projects.

To Partners (Government Counterparts and Stakeholders):

2. National partners should adopt **a basic maintenance protocol for the Environment Registry,** establish a **financial strategy** to support recurring IT and hosting costs, and strengthen **integration with the Government IT Department** to ensure the long-term operability and sustainability of the MRV system.
3. National partners should also formalize **data-sharing arrangements**, strengthen **engagement with sector ministries and academia**, and establish mechanisms for **systematic user feedback** to improve data quality, usability, and stakeholder ownership of the Environment Registry and the broader transparency framework.

To UNEP (System-wide Learning)

4. Require the creation of **dedicated Steering Committees** with clear TORs and ensure **stable supervision arrangements** to mitigate staff turnover. Strengthening documentation, handover protocols, and continuity mechanisms will improve project governance and reduce operational burdens on countries.

5. UNEP should also **strengthen project design quality by supporting countries** in developing robust Theories of Change, conducting stakeholder capacity assessments, and establishing clear sustainability and exit strategies. Future CBIT projects should include SMART indicators, gender and human rights integration, and structured validation of design choices with national counterparts.

The Terminal Review also responded to **four Key Strategic Review Questions**:

Q1: Did State and non-State actors adopt the ETF under the Paris Agreement, ensuring its long-term sustainability within national systems? **ETF adoption was partial**. The DOE and government agencies such as the Statistics Division incorporated CBIT tools and methods into national reporting processes, but uptake by other ministries, private sector, and civil society remains limited.

Q2: Did the project strengthen the transparency mechanisms of national institutions, ensuring their capacity for continuous domestic and international climate reporting? **The Project significantly strengthened national transparency mechanisms**, enabling the use of the Environment Registry (now serving as the national MRV system), QA/QC procedures and sectoral guidelines for domestic and international climate reporting such as the Fifth GHG Inventory and the drafting of BTR1.

Q3: Did State and non-State actors adopt the new tools developed by the project, and are there measures in place to ensure their future use and functionality? **New tools are in active use within the DOE**. The Environment Registry is operational and has been adopted as the central system for climate data consolidation and reporting. Technical documentation, user manuals, and internal procedures were produced to support continuity. However, system-wide adoption and sustainability measures are still incomplete.

Q4: Was the project executed efficiently, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems? **Execution was moderately efficient**. Covid-19 disruptions, procurement delays and multiple extensions affected timelines, yet solid internal management and adaptive planning ensured delivery with strong technical quality. The final extensions were largely due to aligning the building works carried out under the Project with a parallel Green Climate Fund (GCF) project—a decision that delayed completion but improved cost-effectiveness through co-financing.

Validation

The report has been subject to an independent validation exercise performed by UNEP's Evaluation Office. The performance ratings for the UNEP/ GEF project, 'Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua and Barbuda' (GEF ID 9849), set out in the Conclusions and Recommendations section, have been adjusted as a result. The overall project performance is validated at the **'Moderately Satisfactory'** level. Moreover, the Evaluation Office has found the overall quality of the report to be 'Satisfactory' (see Annex XIII).

1. Introduction

1. This document constitutes the **Final Report (FR)** of the **Terminal Review (TR)** for the **GEF Project 9849** entitled **"Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua and Barbuda"** (hereinafter referred to as the "Project"). The Project was funded through the **Global Environment Facility** (GEF) with a grant of US$ 1,000,000, implemented by UNEP and executed by the Department of Environment (DOE) under the Ministry of Health, Wellness and the Environment of Antigua and Barbuda (now Ministry of Health, Wellness, Environment and Civil Service Affairs), with an in-kind co-financing of US$ 200,000, considering staff time and use of government resources.

2. In line with the UNEP Evaluation Policy, UNEP Programme and Project Management Manual and the GEF's Monitoring and Evaluation Policy, the TR was undertaken after completion of the Project in December 2024. **The TR was carried out to assess project performance** (in terms of relevance, effectiveness and efficiency), **and determine outcomes and impacts** (actual and potential) stemming from the Project, **including their sustainability**. The TR had two primary purposes: i) to provide evidence of results to meet accountability requirements, and ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners.

3. This TR is the first review undertaken for the Project. No Mid-Term Review was conducted during project implementation. The TR process started in **September 2025 and was completed by December 2025**. It constituted the last phase of the Project work plan.

4. The **FR is the third deliverable** prepared by the Review Consultant and contains i) a brief description of the **review approach**; ii) a **Project overview** including context, problem statement and tree, results framework, governance structure, stakeholders description, changes during implementation and financing; iii) a **reconstruction of the Project Theory of Change (ToC)**; iv) **review findings** and v) **conclusions and recommendations**, including lessons learned. Finally, the report concludes with **annexes**, adding information about this TR.

5. From a methodological perspective, this FR was built mainly based on **four primary data collection methods**: i) **desk review** of relevant Project documents; ii) **semi-structured single interviews** with key stakeholders; iii) **field visit**; and iv) **survey** to assess the perceived quality and usefulness of the Project's training activities. It also involved initial discussions with the main staff responsible for the Project to form a good understanding of the review and to identify the stakeholders (including their roles and responsibilities).

6. Based on desk review and data collection, the **Project was evaluated against nine criteria** rated on a six-point scale, included in a rating matrix developed by UNEP Evaluation Office. This allowed the Consultant to determine the **Overall Project Performance Rating**.

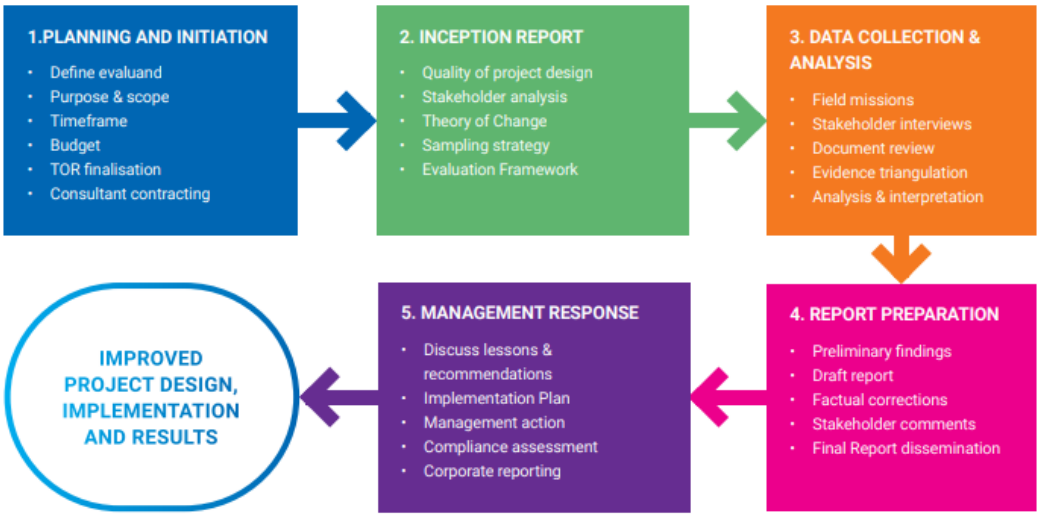
7. The **main intended users of the TR** are the Secretariat of the GEF as the funding partner, as well as the Implementing Agency (UNEP), the Executing Agency (DOE), and the project partners.

2. Review Approach

2.1. Review process and criteria

8. The overall review process[10], as prescribed by the **UNEP Evaluation Office**, is shown in Figure 1. The process began with a planning phase to define the scope of the TR which first delivered an Inception Report (stage 2), and was followed by the data collection and analysis phase (stage 3). This phase resulted in two deliverables: the Preliminary Findings Note and this Final Report (stage 4). Thereafter, the Project team will be charged with preparing a management response or implementation plan to address this TR's recommendations (stage 5).

Figure 1. UNEP Review process flowchart



Source: UNEP Evaluation Manual (2022)

9. Central to the methodological approach of this Terminal Review was the **reconstruction of the Project's Theory of Change (ToC)**. As the CBIT Antigua & Barbuda Project did not have an explicit or formally articulated ToC at design stage, developing one became a necessary first step to enable a robust evaluative analysis. The reconstruction was undertaken using the Logical Framework presented in the CEO Endorsement Document, which provided the primary reference for inferring the Project's intended causal pathways. This process made it possible to identify expected outcomes and impacts, clarify causal linkages, and surface missing elements. The reconstructed ToC was developed, shared with the Project Team for validation, and subsequently used as a guiding analytical framework throughout the review.

10. This TR was conducted by an **independent consultant** under the overall responsibility of a UNEP Task Manager with the support of a UNEP Project specialist and in consultation with a Fund Management Officer, the Head of Unit and the Sub-programme Coordinators of the

[10] Available at https://wedocs.unep.org/bitstream/handle/20.500.11822/42025/2023%200903%20Evaluation%20Manual.pdf?sequence=1&isAllowed=y

Climate Action UNEP Sub-Programme. It follows the guidelines established in the UNEP Evaluation Policy, the UNEP Programme and Project Management Manual, and the GEF's Monitoring and Evaluation Policy. The formulation of the TR took place between September and December 2025. The stakeholders interviewed and surveyed, as well as the documents reviewed, are presented in Annexes III and IV, respectively.

11. The TR process consisted in an in-depth participatory assessment of the Project's **performance** (in terms of relevance, effectiveness and efficiency), **outcomes and impacts** (actual and potential), and **sustainability**. As required in UNEP reviews, the **Project was evaluated against nine criteria**: (1) Strategic Relevance; (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. For each criterion, the UNEP Evaluation Office has developed a ratings matrix containing detailed descriptions of the main elements required to be demonstrated at each level. This allows review criteria **to 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 from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). After considering all the evidence gathered, in relation to this matrix, the ratings against each criterion were weighted in order to derive the Overall Project Performance Rating. The greatest weight is placed on the achievement of Outcomes, followed by dimensions of sustainability.

12. In addition to the review criteria, the TR Terms of Reference (TOR) established a series of **Key Strategic Questions** which the revision responded to. The Key Strategic Questions are:

    - Q1: Did State and non-State actors adopt the ETF under the Paris Agreement, ensuring its long-term sustainability within national systems?;
    - Q2: Did the project strengthen the transparency mechanisms of national institutions, ensuring their capacity for continuous domestic and international climate reporting?;
    - Q3: Did State and non-State actors adopt the new tools developed by the project, and are there measures in place to ensure their future use and functionality?;
    - Q4: Was the project executed efficiently, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems?

2.2. Data collection and sampling

13. **Approach**. The TR process focus was collecting and analyzing information related to the Project's design and results. It has two primary purposes: (i) to provide evidence of results to meet accountability requirements; and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners.

14. The TR concentrated on the 2019-2024 implementation period of the Project and was deployed using **four (4) data collection methods**: **i) desk review** of all relevant documentation; **ii) individual interviews** with key stakeholders; **iii) field visit**; and **IV) training participants survey**.

15. **Desk review**. The reviewer reviewed the Project documentation provided by the Project management team and UNEP, as well as the documentation provided by the consultant architect in charge of the building renovations, during the field visit.

16. **16 interviews with 17 key stakeholders** (15 individual and 1 group interview). The general questions answered during the review are included in Annex XIV. Specific questions for specific stakeholders are not included in this report to protect them and allow information sharing with the reviewer in a safe environment. Stakeholder interviews were conducted using a semi-structured approach and lasted about 60 minutes each. Participants were informed that their responses will remain confidential.

17. During the fieldwork, **16 of the 23 individuals included in the original sample were interviewed**. Additionally, during the field visit, an interview was conducted with the consultant architect responsible for the building renovations (not included in the original sample), bringing the **total number of interviewees to 17 (71% overall)**. In terms of institutional affiliation, **the majority of interviewees (76%) were government representatives or national consultants** (13), complemented by representatives of international organizations (3) and UNEP personnel (1). Two in every five interviewees were affiliated with the Project's Executing Agency (DOE). **65%** (11) of interviewees **were men** and the remaining 35% were women.

18. Regarding the interview modality, **29% were conducted in person** during the field visit, while the remaining **71% were conducted virtually**, some during the field visit (3) and the rest (9) remotely from Argentina, where the reviewer is based.

19. **Engagement levels varied significantly across stakeholder groups**. **Government actors showed the highest level of participation**, with **93%** of those contacted completing an interview. This reflects strong institutional engagement and suggests a high degree of availability and willingness to contribute to the review process. Given their central role in project execution, this high response rate strengthens the validity of the findings related to government performance and perspectives. **International organizations also demonstrated strong engagement**, with **75% participation**, indicating a high level of commitment among partners involved in technical cooperation or project oversight. This level of responsiveness enhances the triangulation of information from external actors.

20. By contrast, **civil society and the private sector did not register any participation**, despite multiple contact attempts made both by the reviewer and the project team. With **0% interview completion in both groups**, this gap highlights a potential limitation in capturing the perspectives of non-state stakeholders. The absence of engagement from these groups may reflect lower levels of involvement in project activities, limited availability, or weaker institutional linkages with the project. This should be noted as a potential area for improvement in stakeholder outreach and inclusion in future project cycles.

21. Overall, **71% of all stakeholders contacted were interviewed**, reflecting a solid engagement level across the sample. However, the uneven distribution of participation across groups implies that the findings are more heavily informed by government and international stakeholders, with limited input from civil society and the private sector.

Table 2. **Respondents' sample for the Terminal Review Antigua and Barbuda CBIT 9849 (Stakeholder-Disaggregated)**

Stakeholder	Interviewed			
	Yes		No	
	#	%	#	%
Civil Society	0	0%	2	100%
Government	13	93%	1	7%
International	3	75%	1	25%
Private sector	0	0%	3	100%
UNEP	1	100%	0	0%
Total	**17**	**71%**	**7**	**29%**

Source: Own elaboration based on field work

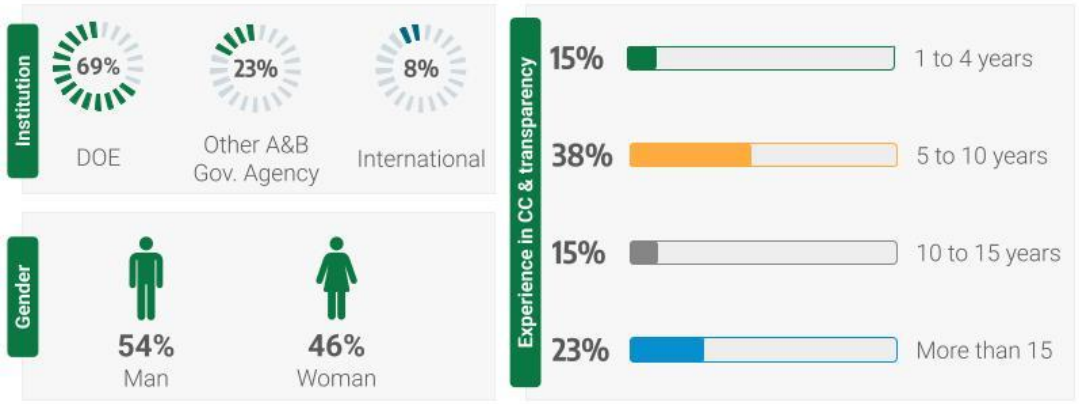
22. **Field visit**. A field visit to Antigua was conducted from 10 to 13 November as part of the data collection process for this TR. Over the course of four days, the reviewer visited the building renovation site, where the current status of the works was assessed and discussions were held with the architect overseeing the project, who also provided relevant supporting documentation. The visit additionally included interviews with key stakeholders and a presentation of the preliminary findings to the DOE project team.

23. **Training participants survey**. As outlined in the Inception Report, the possibility of administering a survey to participants involved in project-supported training and capacity-building activities was proposed. To enable this exercise, the project team was asked to provide a consolidated list of individuals who had participated in these activities. A total of **42 training participants** were identified. From this list, contact information was available for **28 individuals**, who were subsequently invited to complete a **self-administered online survey** distributed via email. The initial survey invitation was sent, followed by **three reminders**, two issued directly in connection with the review process and an additional reminder sent by the project team to help increase the response rate. The instrument consisted of **10 questions** (nine closed-ended and one open-ended) designed to assess

participants' perceptions regarding the **quality**, **usefulness**, **usability**, and **sustainability** of the training received. The complete version of the survey is available in Annex XIV.

24. A total of **13 responses** were collected, representing a **46% response rate**. Of the respondents, **54% identified as men** and **46% as women**. Regarding professional experience in climate change and transparency, **38% (5)** reported having **between 5 and 10 years of experience**, while **23% (3)** indicated **more than 15 years** of experience in the field. With respect to institutional affiliation, the majority of respondents (**69%**) belonged to the **DOE**. An additional **23%** were affiliated with **other government agencies** in Antigua and Barbuda, while the remaining respondents were staff from **international organizations**.

Figure 2. Survey Respondent Profile



Source: Own elaboration based on survey results.

25. This survey served as a complementary source of evidence for the review, providing insights into the perceived relevance and value of the project's capacity-building efforts from the perspective of those directly engaged in training activities.

2.3. Study limitations

26. The implementation of this TR was subject to several limitations that should be taken into account when interpreting the findings. First, the **stakeholder list provided** by the Project team included a relatively small number of individuals (23 in total). Although the overall engagement rate achieved was high (71%), a notably positive outcome, **the composition of the stakeholder group presented an inherent constraint**. Only two individuals identified belonged to civil society organizations and three to the private sector, while the large majority were government representatives, particularly from the Department of Environment (DOE). Given the small size of these groups, the absence of responses from civil society and private sector representatives limited the extent to which their perspectives could be incorporated into the review. As a result, the findings largely reflect the views of government actors—along with, to a lesser extent, those of UNEP and international organizations—with less sectoral diversity than initially anticipated.

27. Regarding the survey exercise, additional limitations emerged related to the **availability of participant contact information**. Accurate contact details were available for only 67% of the total number of individuals who took part in the training activities, which reduced the potential reach of the survey. Among those contacted, the response rate was 46%, a reasonable level, though still a methodological constraint. While the survey findings remain valid, they should be interpreted with caution due to **common response biases** (e.g., a higher likelihood of participation among individuals who had more positive experiences or who remain engaged with the Project). Consequently, the conclusions drawn from the survey data may somewhat over-represent favorable perceptions of the quality and usefulness of the training activities.

28. This TR was bound to the **Ethical Code of Conduct as per the UNEP Evaluation policy**, which includes the following key factors: (a) all interviews and information were provided in confidence and anonymously and no information can be traced back to a direct source/individual, (b) those involved in the TR have had the opportunity to review the report findings as well as the main review report, (c) the reviewer was sure to have empathy and sensitivity to different contexts and cultures in which stakeholders work.

3. The Project

3.1. Context

29. The **United Nations Framework Convention on Climate Change (UNFCCC)** entered into force in March 1994 with the aim of stabilizing greenhouse gas (GHG) concentrations "at a level that would prevent dangerous anthropogenic interference with the climate system". It stipulates that "this level should be achieved within a timeframe sufficient to allow ecosystems to adapt naturally to climate change, ensure that food production is not threatened, and enable economic development to proceed in a sustainable manner." Under the principle of "common but differentiated responsibilities and respective capabilities", developed countries are assigned a heavier burden, acknowledging that they are the main GHG emitters in the atmosphere.

30. Under the UNFCCC framework, industrialized countries agreed to support the adoption of climate change measures in developing countries through the provision of technology and financial support. A system of grants and loans was established through the UNFCCC, managed by the **Global Environment Facility (GEF)**.

31. By **ratifying the UNFCCC via a Resolution in 1993**, Antigua and Barbuda assumed a series of obligations, including reporting its national GHG inventories, national programs containing measures for mitigation and adaptation to climate change, and any other relevant information to achieving the Convention's objective. All of this is summarized in the preparation and submission of a **National Communication (NC)**, as established in Articles 4 and 12 of the UNFCCC. Furthermore, in accordance with Decision 1/CP.16 of the Convention, developing countries must submit **Biennial Update Reports (BURs)** containing updated information on national GHG inventories, mitigation measures, needs in this area, and the support received.

32. **Antigua and Barbuda has submitted four NCs to the UNFCCC**: the first and initial was published in 2001; the second in 2009; the third was submitted in 2015, and the fourth and most recent in 2025. In addition, **Antigua and Barbuda submitted one BUR** in 2020 with data on the GHG Inventory for 2015, following the guidelines of the Intergovernmental Panel on Climate Change (IPCC) 2006. To address data gaps from the previous GHG Inventory, it was expected that BUR 1 would present a time series of data for the period of 2006-2015, however, this was not the case as for the 2007-2015 period very few sectors had good quality data available (BUR 1).

33. On December 12th, 2015, at COP21 in Paris, the Parties to the UNFCCC reached a historic agreement in the fight against climate change to accelerate and intensify actions and investments aimed at building a sustainable, low-carbon future: the **Paris Agreement (PA)**. The PA entered into force on November 4th, 2016, and in Article 2, it calls for "holding the increase in the global average temperature to well below 2°C above pre-industrial levels, and pursuing efforts to limit the temperature increase to 1.5°C above pre-industrial levels". All Parties must do their utmost and report periodically on their emissions, implementation efforts, and contributions. In this regard, Article 4 of the PA also invites all Parties to

formulate and communicate long-term low-GHG development strategies, taking into account their common but differentiated responsibilities.

34. To achieve this objective, all Parties must prepare, communicate, and undertake ambitious efforts in the form of **Nationally Determined Contributions (NDCs)** to reduce GHG emissions (mitigation actions) or to adapt to the impacts of climate change (adaptation actions). Furthermore, starting December 31st, 2024, Parties were required to submit **Biennial Transparency Reports (BTRs)** on the measures they have adopted. **Small Islands Developing States (SIDS)**, like Antigua and Barbuda, and Least Developed Countries (LDCs) may submit the information required for the BTR at their discretion.

35. In line with these obligations, Article 13 of the PA establishes an **Enhanced Transparency Framework** **(ETF)** to build mutual trust and clarity in understanding global climate action. This framework promotes the reporting and transparency of measures and support received in mitigation and adaptation. Consequently, in 2015, the Parties to the UNFCCC created the **Capacity Building Initiative for Transparency (CBIT)**, aimed at strengthening the institutional and technical capacities of developing countries to meet the transparency requirements set forth by the PA. Its objectives are: 1) Strengthening the capacities of national and subnational institutions for the progressive improvement of climate change reporting and transparency activities; 2) Developing tools, training, and technical assistance to meet the requirements of Article 13 of the PA; 3) Building technical capacity for monitoring and reporting on mitigation measures and climate finance; 4) Providing technical inputs to support medium- and long-term decision-making.

36. Antigua and Barbuda submitted its first Intended National Determined Contribution (INDC 1) in October 2015. The INDC subsequently became a NDC, and **Antigua and Barbuda ratified the PA in December 2016**. Pursuant to Article 4 of the PA, Antigua and Barbuda submitted its updated NDC in September 2021, covering the period 2020 to 2030 and including targets for mitigation and adaptation. The NDC targets represented a significant increase in scope and ambition compared to the INDC, specifically, in **mitigation ambition and adaptation** with supporting actions in the areas of loss and damage response, gender responsive approaches in access to finance, and the just transition of the workforce.

37. Recently, Antigua and Barbuda have been developing the **Fifth GHG Inventory Report** and the **First BTR**, both of which benefited directly from CBIT-supported systems and training. The consultants who prepared these reports were involved in training sessions held under the CBIT Project. There was also development of the **National Inventory Management System (NIMS)**, which is being used for future GHG Inventory reports.

38. In 2015, Antigua and Barbuda reinforced its environmental governance framework through the enactment of the **Environment Protection and Management Act (EPMA)**, a central instrument to align national policies with global climate and environmental commitments. The 2015 Act was subsequently replaced by a **revised version published in 2019**: *AN ACT to provide for sustainable environmental protection and management of natural resources, to allocate administrative responsibility for the management of environmental matters; to give effect to Antigua and Barbuda's treaty obligations with respect to the environment and to*

provide the framework financial mechanism to satisfy the requirements of the Act and for other related matters.

39. Within this framework, the **Department of Environment (DOE)**, operating under the **Ministry of Health, Wellness, Environment and Civil Service Affairs**, plays a leading role in developing and implementing environmental and climate change policies. The DOE is responsible for coordinating national efforts related to climate resilience, mitigation, and adaptation, ensuring that the country meets both its domestic priorities and its international obligations under the PA.

40. Monitoring and evaluation are integral to the implementation of the **EPMA**, which explicitly **assigned the DOE a central mandate to develop and manage national environmental information systems**. Under Part IX of the EPMA (Sections 74-79), the DOE was legally required to maintain and operate instruments such as the National Environmental Information Management and Advisory System (EIMAS), the Natural Resources Inventory, the State of the Environment Report, and the Environment Registry. **The Environment Registry** was intended to administer environmental and climate information in an open and transparent manner, support monitoring, compliance, reporting, and notification obligations under multilateral environmental agreements—including the PA—and provide public access to information. While EIMAS was aimed to collate geo-referenced environmental data and the Knowledge and Information Management System (KIMS) to store programme and project-level information, **the Environment Registry was envisioned as the central platform to consolidate climate-related data, which until then had been fragmented across multiple public entities**. By institutionalizing these provisions, the DOE is expected to ensure transparency, accountability, and systematic reporting, while enhancing national capacity to track progress, draw lessons, and inform future decision-making.

41. The **CBIT 9849 Project** in Antigua and Barbuda was expected to strengthen these national efforts by supporting the establishment of the **Environment Registry** and enhancing the country's capacity for **Monitoring, Reporting, and Verification (MRV)**. Through this project, Antigua and Barbuda would advance its ability to produce transparent and reliable data on GHG emissions, climate actions, and progress toward its NDCs. The Project also sought to consolidate technical capacities within the DOE and across key stakeholders, reinforcing institutional coordination under the ETF.

42. To support the implementation of these efforts, a **Technical Advisory Committee (TAC)** has been established as a multi-stakeholder body. The TAC aimed at providing guidance and oversight, ensuring that project activities reflect national priorities and that the perspectives of diverse actors—including government agencies, academia, civil society, and the private sector—are integrated into the decision-making process.

43. Prior to the approval of the CBIT 9849 Project in Antigua and Barbuda, **several internationally funded initiatives** were undertaken that provided important **institutional, technical, and policy foundations** for CBIT's implementation. These projects were expected to serve as complementary efforts to CBIT, offering baseline data, lessons

learned, and capacity-building processes that could be leveraged to strengthen the establishment of the Environment Registry and the national MRV system:

- **Medium-Term Development Strategy (MTDS) 2016–2020 - Government of Antigua and Barbuda:** The MTDS outlined national development priorities with monitoring indicators aligned to the SDGs. These planning instruments were expected to provide coherence and complementarity with CBIT's reporting framework.
- **Fourth National Communication (4NC) - GEF / UNEP / DOE (2019):** It prepared Antigua and Barbuda's fourth national report to the UNFCCC, including a greenhouse gas inventory, assessment of mitigation and adaptation measures, and identification of gaps and limitations. This project was expected to complement CBIT by establishing a foundation for continuous reporting and by initiating private sector involvement, which CBIT aimed to reinforce through the Environment Registry and capacity-building activities.
- **Biennial Update Report (BUR) - GEF / UNEP / DOE (2019):** The first BUR updated the GHG inventory and produced a draft National Inventory Management System (NIMS). This was seen as a precursor to the Environment Registry, which CBIT would establish as a central component of the transparency framework.
- **Cross-Cutting Capacity Development Project (CCCD) – GEF / UNDP / DOE (2018):** The CCCD Project aimed to strengthen national capacities for environmental data collection, operationalize key sections of the EPMA (including EIMAS, the Natural Resources Inventory, and the State of the Environment Report), and improve reporting to the Rio Conventions. It was expected to complement CBIT by providing platforms for spatial data management and by generating lessons on accessibility and interoperability. These lessons were anticipated to inform the design of CBIT's information system, ensuring that the new Registry could build on and connect with existing structures.
- **Technology Needs Assessment (TNA) - GEF / UNEP / DOE (2018):** The TNA identified priority technologies for mitigation and adaptation and prepared technology action plans. It was expected that CBIT could benefit from the institutional capacities and stakeholder engagement processes developed under this project.
- **Green Climate Fund (GCF) Readiness Support – DOE (2018):** This initiative developed a Country Programme for the NDC and initiated the DOE's accreditation as a direct access entity to the GCF. It provided a strategic planning framework that CBIT could potentially align with.
- **UNEP DTU Partnership (2017) - now known as the UNEP Copenhagen Climate Centre (UNEP-CCC) since 2022**: This initiative analyzed institutional conditions for climate data management, reviewed legal frameworks such as the EPMA, and proposed guidelines for an MRV system to support the implementation of Antigua and Barbuda's NDC. It identified gaps such as the lack of regular private sector reporting and limited systematic data collection. The findings were expected to inform CBIT in addressing these weaknesses and in developing a more robust and coordinated MRV system.
- **Sustainable Land Management and Climate Change Adaptation - EU / OECS (2014-2018)**: This project supported the development of regulations under the EPMA and national plans for climate change and environmental management. The systems and

plans developed under this initiative were expected to feed into CBIT's Environment Registry.

44. Lastly, the CBIT 9849 Project had synergies with three **Sustainable Development Goals (SDGs)** and contributes to several targets:

- **SDG 13 | Take urgent action to combat climate change and its impacts**:
  - Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
  - Target 13.2: Integrate climate change measures into national policies, strategies and planning.
  - Target 13.3: Improve education, awareness-raising, and human and institutional capacity on climate change mitigation, adaptation, impact reduction, and early warning.
  - Target 13.b: Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities.

- **SDG 5 | Achieve gender equality and empower all women and girls.**
  - Target 5.1: End all forms of discrimination against all women and girls everywhere.

- **SDG 17 | Revitalize the global partnership for sustainable development**
  - Target 17.14: Enhancing policy coherence for sustainable development.
  - Target 17.18: By 2020, enhance capacity building support to developing countries, including for LDCs and SIDS, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.

3.2. Problem statement at design stage

45. **Antigua and Barbuda** constitutes a unitary parliamentary democracy and constitutional monarchy, operating under the Westminster model. Since achieving independence from the United Kingdom in 1981, the state has maintained a political-institutional framework in which the British monarch remains head of state, represented domestically by a Governor-General, while executive authority resides in the Prime Minister and the Cabinet. The bicameral Parliament is composed of an elected House of Representatives and an appointed Senate, reflecting both democratic legitimacy and institutional continuity with Commonwealth traditions. Political competition has been historically structured around two dominant parties—the Antigua and Barbuda Labour Party (ABLP) and the United Progressive Party (UPP)—which have alternated in government and shaped policy direction. The judiciary operates independently within the framework of the Eastern Caribbean Supreme Court, ensuring alignment with regional standards of rule of law. As a small island developing state, Antigua and Barbuda faces enduring institutional challenges, particularly in consolidating transparency and governance capacity, while simultaneously

navigating vulnerabilities associated with external economic pressures and climate change.

46. **Antigua and Barbuda, as a SIDS, faces severe climate vulnerabilities that threaten its sustainable development**. The country is highly exposed to extreme weather events, coastal erosion, and water scarcity. These impacts undermine key sectors such as agriculture, tourism, and health, while also placing significant financial pressure on the government due to the recurrent costs of repairing damaged infrastructure and compensating affected communities.

Figure 3. Office buildings in Barbuda left with no roof, destroying equipment and IT systems after the passage of Category 5+ Hurricane Irma in September 2017

Source: CEO endorsement Document

47. **Despite contributing negligible global greenhouse gas (GHG) emissions, Antigua and Barbuda has committed to ambitious climate goals** under the Paris Agreement, recognizing the urgency of both adaptation and mitigation efforts.

48. However, the country's ability to systematically track and report climate action was limited. **Climate reporting under the UNFCCC had largely been conducted on a project-by-project basis**, driven by external consultants. While this approach has facilitated progress in producing National Communications and Biennial Update Reports, it had not built sustained national capacity, institutional ownership, or routine data management processes. **This ad hoc system generated methodological inconsistencies, is cost-inefficient, and constrains evidence-based policymaking** for the implementation of the Nationally Determined Contribution (NDC).

49. **The institutional and technical barriers included**: (i) fragmented and inconsistent data collection systems, often perceived by stakeholders as an additional burden with unclear benefits; (ii) limited awareness and ownership of the NDC across government, line ministries, and the private sector; (iii) inadequate infrastructure for data storage and high vulnerability of existing systems to climate impacts and cyber threats, as data is primarily stored on individual computers; and (iv) high staff turnover in government institutions, which threatens the retention of technical capacities. These challenges were compounded

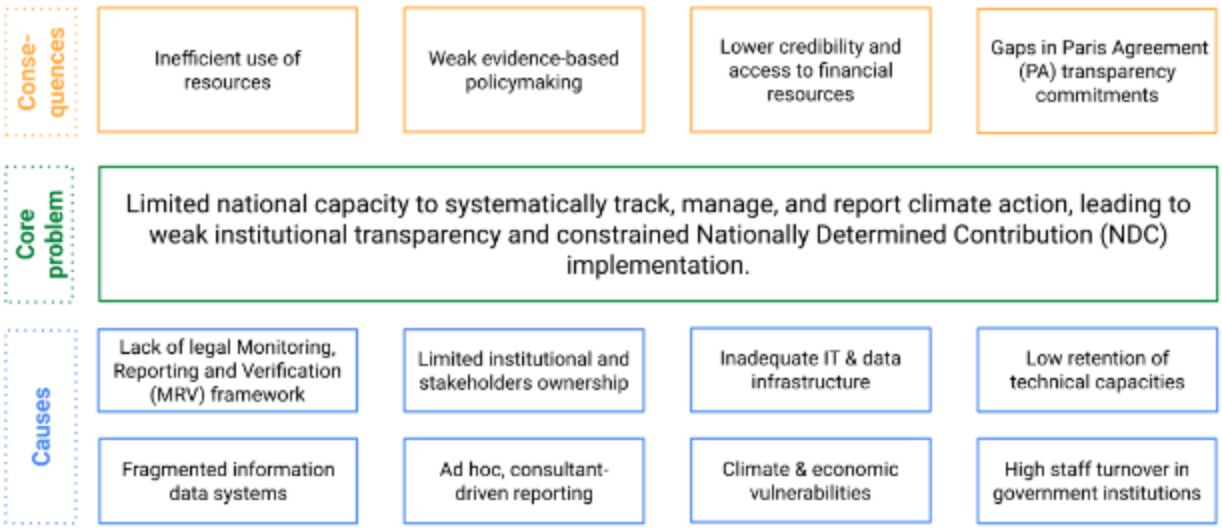
by insufficient engagement of non-state actors, whose contributions are essential for a comprehensive national transparency framework.

50. **Previous international projects have provided valuable support to improve data collection and develop an integrated environmental information system**. **Yet critical capacity gaps remained** in institutionalizing MRV processes, establishing legal and procedural frameworks, and ensuring the sustainability of data systems. In addition, a 2017 analysis by the UNEP DTU Partnership (now UNEP-CCC) identified persistent challenges, including **the absence of systematic procedures for collecting data from local providers, the lack of a climate-resilient informatics network, insufficient legal clarity regarding MRV roles and responsibilities, and the limited participation of the private sector and industry in GHG reporting**. While Antigua and Barbuda has laid the policy and institutional foundations through the EPMA, these gaps demonstrated the need for further institutionalization, clearer mandates, and sectoral capacity-building to support a coordinated and nationally owned transparency framework. Without these measures, Antigua and Barbuda's ability to comply with Paris Agreement obligations and to design effective climate policies will remain constrained.

51. **The CBIT project sought to address these challenges by operationalizing the Environment Registry as the national MRV system**. This involved developing **legal frameworks, procedures, and guidelines** for climate data management; establishing a **user-friendly online platform** to enhance transparency and stakeholder engagement; and building **institutional and technical capacities** across sectors. By mainstreaming MRV into national processes and strengthening cross-sectoral collaboration, the project was expected to ensure cost-effectiveness, foster regional knowledge sharing, and position Antigua and Barbuda as a model for climate transparency among SIDS.

52. The figure below presents the Project´s problem tree, specifying cause-and-effect interrelationships.

Figure 4. CBIT 9849 Project | Problem Tree



Source: own elaboration based on the CEO ED

3.3. Results framework at design stage

53. This **CBIT 9849 Project** aimed to promote mainstreaming of NDC monitoring, reporting and verification into domestic systems and strengthen institutional capacity to enable routine, concurrent and participatory monitoring processes that enhance transparency under the Paris Agreement.

54. Under this main objective and in order to overcome the above-mentioned transparency gaps, Antigua and Barbuda identified 2 outcomes, 6 outputs and 18 activities for CBIT intervention, grouped in 2 components. This information is organized in the tables below, according to each component:

55. **Component 1: National Registry to support monitoring of NDC implementation and tracking climate change impact**

Table 3. **Component 1 | Outcome, outputs and activities**

Outcome 1. The Environment Registry MRV function is established through a participatory process that includes a resilience assessment	
Output 1.1 Regulations, procedures and guidelines for monitoring, reporting and verifying climate change data are developed	
Activities	1.1.1 Design a legal structure for climate data collection and sharing based on MoUs and other formal agreements. 1.1.2 Develop QA/QC standards for the data that will be collected by the various stakeholders. 1.1.3 Develop and formalize methodologies and guidelines for data collection, management and sharing.
Output 1.2 Environment Registry is accessible to the public to promote accountability and transparency	
Activities	1.2.1 Establish a user-friendly online data portal for the Environment Registry, including a management system to facilitate data sharing among data sources and a data-entry manual. 1.2.2 Conduct consultations with public sector stakeholders, NGOs, private sector and CSOs on the design of the online user-friendly platform. 1.2.3 Provide training in operating the online platform including long term service agreement.
Output 1.3 Data security and climate resilient assessment for the Environment Registry is conducted	
Activities	1.3.1 Undertake an infrastructural and data security risk assessment of Antigua and Barbuda's data management and storage systems. 1.3.2 Implement the recommendations from the assessment.

	1.3.3 Provide training in operating the data storage system and long term service agreement.
Output 1.4 Country-specific indicators in line with Nationally Determined Contribution targets developed	
Activities	1.4.1 Develop an NDC implementation plan through a participatory process 1.4.2 Develop indicators in a consultative way for the Nationally Determined Contribution implementation plan 1.4.3 Define Terms of Reference (ToR) and scope of the National Coordinating Mechanism committee, its legal mandate and its administrative location.

Source: own elaboration based on the CEO ED

56. **Component 2: Institutionalization of the national transparency framework across sectors**

Table 4. **Component 2 | Outcome, outputs and activities**

Outcome 2. The Environment Registry becomes the official national source for NDC monitoring, reporting and verification	
Output 2.1 Training to government agencies, private sector, and civil society is provided in order to appropriately and efficiently contribute data to the Environment Registry	
Activities	2.1.1 Train key stakeholders in applying the QA/QC plan and the new data collection guidelines 2.1.2 Train relevant staff in the Data Management Unit and sectoral experts to develop GHG inventories and reporting on adaptation 2.1.3 Create awareness about the Environment Registry and make data available for policymakers through periodic reports on climate change risks and solution 2.1.4 Include the private sector in the Environment registry through trainings and workshops
Output 2.2 Evaluation, learning and scaling up of the transparency initiative are conducted	
Activities	2.2.1 Conduct two workshops on relevant topics to share lessons learned of establishing a climate transparency system with regional peers and other SIDS 2.2.2 Participate actively in the Global Coordination Platform and global CBIT workshops

Source: own elaboration based on the CEO ED

3.4. Project governance structure as in the original Project Document

57. **Implementing Agency (IA).** UNEP, through its Climate Mitigation Unit, served as the GEF Implementing Agency. Its responsibilities were planned to include ensuring timely disbursement of funds, overseeing project execution in line with GEF and UN Environment fiduciary standards, and monitoring technical and financial progress. The IA was expected to conduct supervision missions, assess project risks, provide feedback on reports and deliverables, authorize budget revisions, and ensure adherence to quality standards and criteria.

58. **Executing Agency (EA).** The Department of Environment (DOE), under the Ministry of Health, Wellness and the Environment (now Ministry of Health, Wellness, Environment and Civil Service Affairs), acted as the Executing Agency. As the lead agency for all GEF climate change projects in Antigua and Barbuda, the DOE was expected to ensure overall execution of the project, achievement of its objectives, and synergies with other initiatives. The DOE was responsible for day-to-day technical and administrative management, the preparation and submission of financial and technical reports to the IA, coordination among national stakeholders, and effective use of resources. It was expected to leverage its participation in regional and international platforms to share lessons learned and innovations with other Small Island Developing States (SIDS).

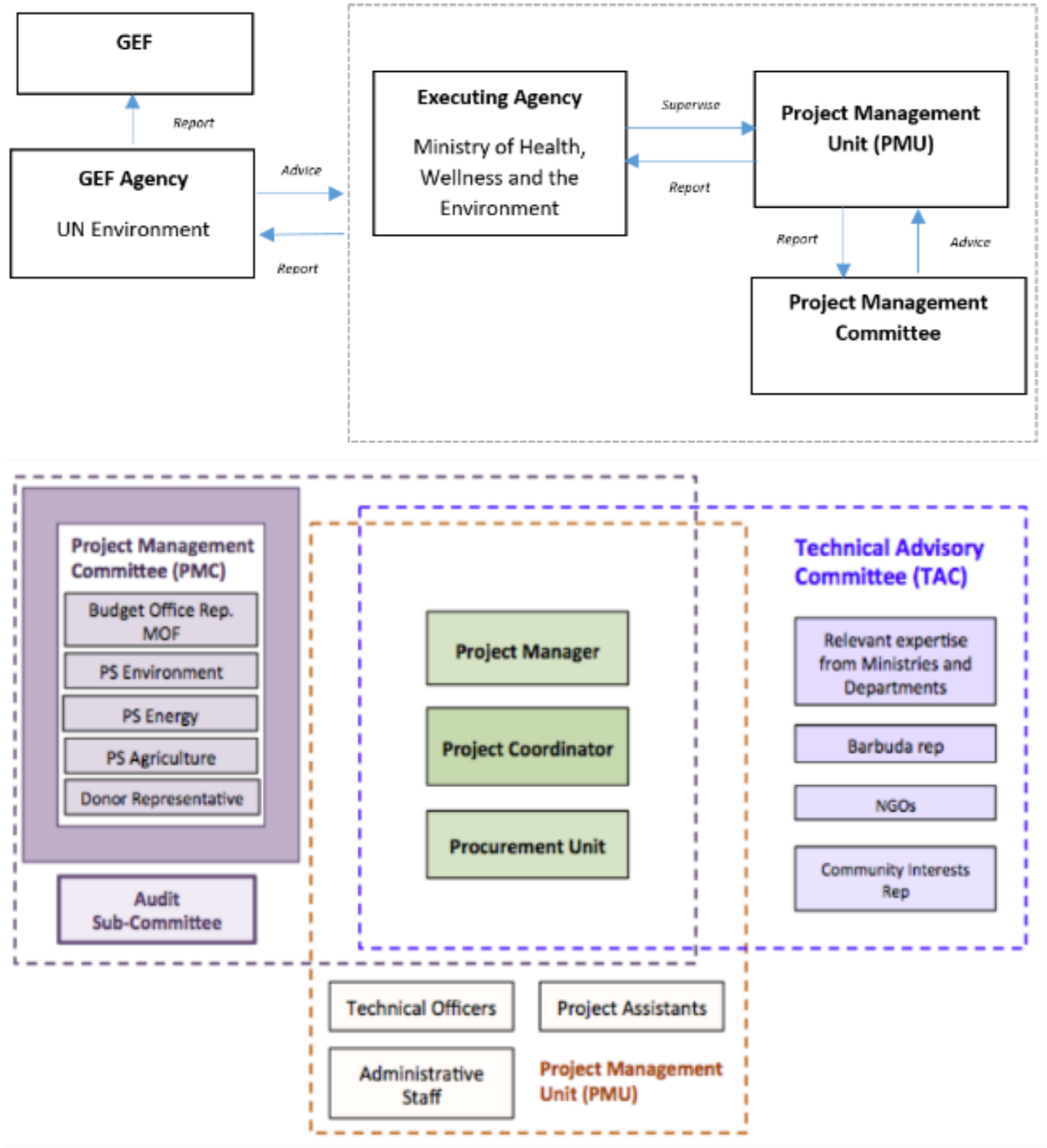
59. **Project Management Unit (PMU).** The PMU was established within the DOE to oversee daily project operations. It was composed of a Project Manager (a senior DOE official whose salary was covered by the Government) and a Project Coordinator (funded by the project and responsible for day-to-day operations), supported by the Data Management Unit (DMU), project assistants, and consultants as required. The PMU was designed to act as the operational hub of the project, report to the Project Management Committee, and ensure the timely implementation of activities in accordance with approved work plans and budgets.

60. **Project Management Committee (PMC).** The PMC was composed of Permanent Secretaries from key ministries (including Public Utilities, Civil Aviation and Energy; Agriculture, Fisheries and Barbuda Affairs; Health, Wellness and the Environment; and Finance); the IA; the Project Manager and; the Project Coordinator. The Committee was planned to meet twice a year to provide strategic oversight, approve annual work plans and budgets, ensure alignment with other ongoing initiatives, and serve as an accountability mechanism for monitoring risks and mitigation measures. The PMC was intended to offer insights on national policy barriers and facilitate synergies with complementary initiatives.

61. **Technical Advisory Committee (TAC).** The TAC functioned as the project's advisory body, meeting monthly to review progress, terms of reference, and risks. It was expected to provide technical guidance, policy recommendations, and facilitate coordination among stakeholders. Its composition included representatives from 17 government agencies, three non-governmental organizations, and one private sector coalition, thereby ensuring cross-sectoral engagement and mainstreaming of climate transparency efforts.

62. The governance structure is illustrated in the diagram below and roles and responsibilities of each body are detailed in Annex III (based on CEO Endorsement document).

Figure 5. Project implementation arrangements



Source: CEO ED

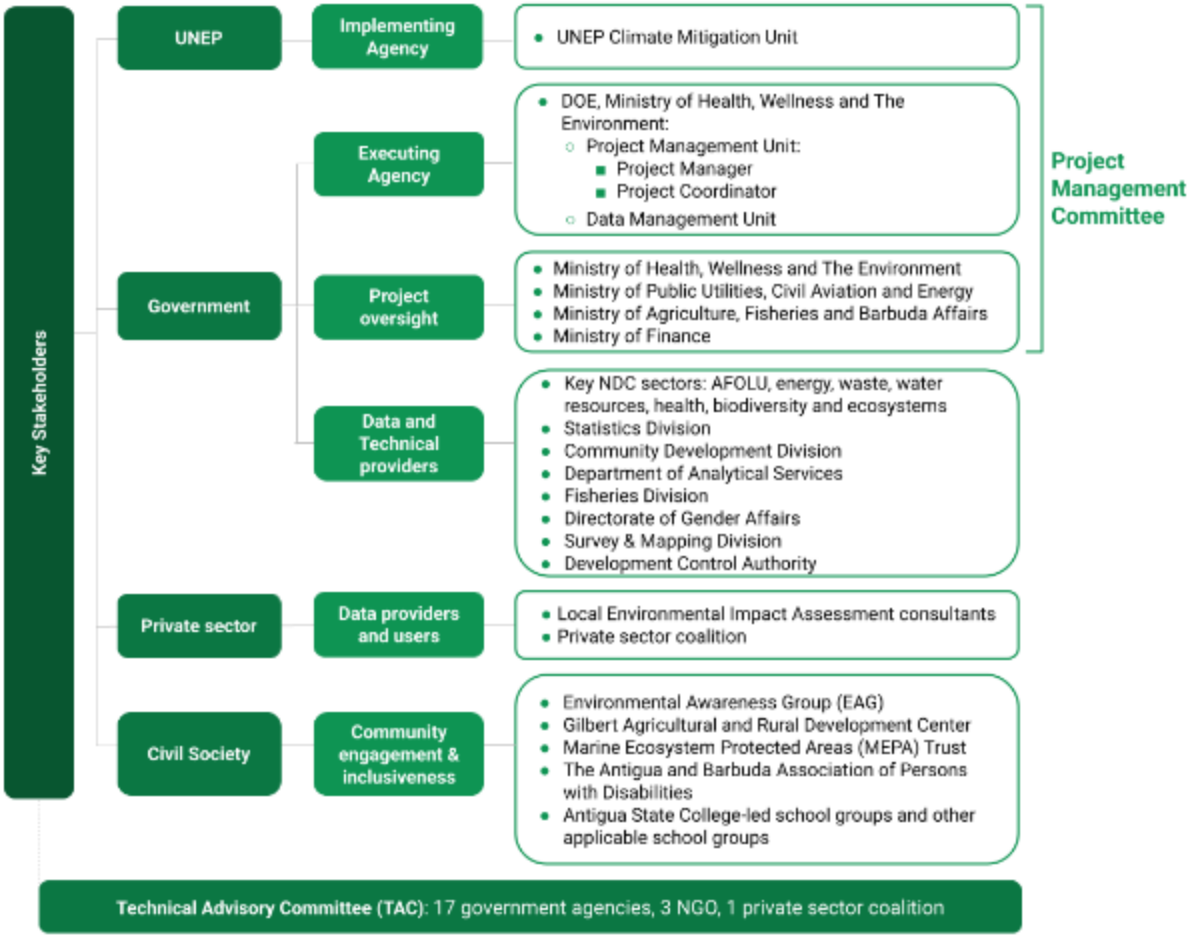
3.5. Stakeholders as in the original Project Document

63. The Project design envisaged the involvement of a broad range of stakeholders, reflecting the complexity of climate transparency and the cross-sectoral nature of MRV systems. According to the governance structure, identified partners and the results framework,

Project stakeholders could be mainly categorized by: **a) area of affiliation**: UNEP, government, private sector, or civil society; and **b) their role in the Project**.

64. Figure 6 presents the stakeholders map according to this classification.

Figure 6. Stakeholders map



Source: own elaboration based on the CEO ED

65. **At the international level**, the **United Nations Environment Programme (UNEP)**, through its Climate Mitigation Unit, was designated as the Implementing Agency, with responsibility for oversight, supervision, and ensuring compliance with GEF and UN Environment fiduciary standards.

66. **At the government level**, key stakeholders were foreseen to include:

- The **Department of Environment (DOE)** as Executing Agency, supported by the Project Management Unit and the Data Management Unit.
- **Permanent Secretaries from the Ministries of Public Utilities, Civil Aviation and Energy; Agriculture, Fisheries and Barbuda Affairs; and Finance** were to engage through the Project Management Committee (PMC), providing strategic oversight and facilitating synergies across sectors.

- **Other sectoral ministries** (AFOLU, energy, waste, water resources, health, biodiversity and ecosystems) **and cross-cutting agencies** (e.g. Community Development, Statistics, Analytical Services, Gender Affairs) were expected to contribute data and expertise under components 1 and 2, particularly for the development of monitoring guidelines, data provision for the Environment Registry, and participation in training activities.

67. **Civil society organizations** were also anticipated to play an important role across Components 1 and 2, with a focus on supporting the establishment of the Environment Registry, participating in training and awareness-raising activities, and ensuring the engagement of vulnerable and underrepresented groups. Their involvement was foreseen to promote inclusiveness, enhance community participation, and provide complementary data and expertise to strengthen the MRV system.

68. **The private sector** was expected to participate through local Environmental Impact Assessment (EIA) consultants, who were identified as an important provider and user group of the data. They were to be involved in consultations on the development of procedures under Component 1 and in training activities under Component 2, to strengthen their role in contributing sector-specific data to the Environment Registry.

69. The Project design also anticipated stakeholder engagement to be institutionalized through the **TAC**, composed of 17 government agencies, three NGOs, and one private sector coalition. This multi-stakeholder governance structure was considered key to fostering national ownership and ensuring the long-term sustainability of the MRV system.

70. Finally, the project design emphasized that stakeholder engagement should ensure participation from **women, youth, persons with disabilities, older persons, and people living with HIV/AIDS**, by mainstreaming inclusiveness into consultations, workshops, and the development of MRV procedures.

71. The key stakeholders' names, responsibilities, and roles in the Project, according to the CEO Endorsement Document, are detailed in Annex XVI.

3.6. Changes in design during implementation

72. During its implementation, the CBIT Antigua and Barbuda Project underwent **four revisions**. The last three, approved in 2022, 2023, and 2024, requested **three no-cost extensions**, primarily to allow the completion of major activities. The first revision, however, involved **budget realignment and work plan adjustments**. These responded to emerging challenges, opportunities, and contextual changes, while maintaining alignment with the Project's original objectives.

73. Originally scheduled for completion by December 31st, 2022, the Project was extended until December 31st, 2024. The revisions and extensions were justified primarily by delays resulting from the **COVID-19 pandemic** and **described as necessary to finalize key**

activities—particularly the NDC implementation plan, the Environment Registry and building improvements.

74. Despite these adjustments, **the Project remained within its original scope and budget**. The modifications made were largely adaptive and did not involve changes to core objectives or the addition of new components.

Table 5. Key Project Revisions and Adjustments

Year	Changes	Description / Justification	Source
2021-2022	Budget and workplan adjustments	Revision to rephase unspent activities due to COVID-19 delays; to reallocate part of the budget under staff and personnel to implementing partners; to reassign a portion of the training and travel budget lines to online training alternatives; and to record new commitments.	Rev 1 PIR 2021 PIR 2023
	Changes in budget line descriptions	The launching of the NDC report was included under a dedicated budget line and removed from the Project milestone workshops budget line.	
	Reallocation of funds	Reallocation of funds: Resources were reallocated from Consultancy on Local Data/GHG Expert and Local Expert on Climate-Resilient Data Systems to new activities: • hiring an MRV Consultant to conduct three workshops with the private sector; • engaging two MRV apprentices to support data collection for the Environment Registry; and • developing an Environment Registry video.	
2022	No-cost extension 1	Extension requested to allow for the completion of major activities. in particular those relating to finalization of the NDC Implementation Plan. training manuals for data collection to track the necessary indicators. training stakeholders in applying the QA/QC plan and implementation of the agreed interventions leading to a climate resilient. secure and protected data storage system for the DOE.	Rev 2 PIR 2024 PIR 2025
2023	No-cost extension 2	Extension requested to allow for the completion of major activities. in particular those relating to the renovation of the building to ensure climate resiliency, preparation of reports to track climate change risks and finalization of a gender action plan for the implementation of the NDCs.	Rev 3 PIR 2024 PIR 2025
2024	No-cost extension 3	Extension requested to allow for the completion of major activities. in particular those relating to the renovation of the building to ensure climate resiliency.	Rev 4 PIR 2024 PIR 2025

Source: own elaboration based on documentation provided by the DOE and UNEP

3.7. Project financing

75. The Project was funded through the GEF with a grant of US$ 1,000,000, implemented by UNEP and executed by the Department of Environment (DOE), with an in-kind co-financing of US$ 200,000, considering staff time and use of government resources. Further details on project execution and financial performance can be found in Section 4.5 ‘Financial Management’ and in Annexes VI and VII.

Table 6. Project Financial Overview

Disbursement as of 30 June 2025:	US$ 921,440	Date of planned financial closure:	2025-12-31
Date of planned completion:	2023-12-31	Actual expenditures reported as of 30 June 2025:	US$ 967,896
Total co-financing realized (31/12/2025)	US$ 200,000	Actual expenditures - IMIS 31/12/2024:	US$ 967,896

Source: own elaboration based on the TR ToR

4. Theory of Change at Terminal Review

76. **The CEO ED for Project 9849 did not include a formally articulated ToC**, so a reconstruction was developed during this TR to make the project's causal logic explicit and operable for the review. This reconstruction follows and uses the results framework, the project narrative and annexes as primary inputs, and re-organizes outcomes, outputs and activities into an explicit causal chain that includes assumptions, drivers and risks. The reconstruction thus translates the CEO ED's logic into a structured ToC that can guide both the TR and subsequent analysis.

77. The ToC reconstruction used the CEO ED results framework and the project's component structure as the starting point and produced a **single, integrated model composed of four causal pathways**. For each pathway, the following elements were mapped: **(a) the main activities** proposed in the project; **(b) the immediate / short-term (ST) outputs** those activities produce; **(c) the medium-term (MT) outcomes** (changes in behaviour, capacities, processes); and **(d) the long-term (LT) outcomes / impact** the project aims to achieve. In addition, the **key assumptions** that must hold for the chain to work and the **principal risks** that could block progress were identified for every causal pathway. **Inputs**, the expected **overall impact**, and the **principal drivers** are treated as project-wide elements that underpin all four pathways. Finally, the ToC reconstruction also documents the desired level of **stakeholder convening, participation and engagement** (who is expected to act, how they are expected to engage, and the consultative mechanisms envisaged).

78. The following paragraphs detail the causal logic and narrative of the reconstructed ToC, structured around its key elements and the four interrelated causal pathways:

79. A set of **key inputs** were identified to provide the foundation for change: GEF funds and government co-financing; UNEP's technical assistance; consultants; human resources from the PMU, DOE, sectoral ministries and the TAC; IT infrastructure and facilities (servers, managed colocation, cloud solutions, building renovations, and backup systems); as well as existing policy and legal frameworks (e.g. EPMA), previous reporting processes (NCs, BURs, NIMS) and complementary projects. Non-state actors, including CSOs, academia, private sector and international organizations, are also part of the inputs base.

80. **Pathway 1 - Legal & governance structures for climate data collection and sharing.** Activities under this pathway include drafting and formalising MOUs and inter-ministerial agreements, developing guidelines and QA/QC standards for data sharing, developing an NDC implementation plan, and defining the mandate of the National Climate Management (NCM) body. Short-term outputs are the signed MOUs, QA/QC framework, guidelines and NDC plan developed and approved, and a formally constituted NCM. Medium-term outcomes are institutionalized and functional QA/QC protocols, data governance arrangements, and information access mechanisms. This pathway assumes sustained political support and cooperation from data providers; and its principal risks are shifting political priorities, weak enforcement of agreements and high staff turnover. Successful consolidation of governance reduces duplication, clarifies responsibilities and is a precondition for institutionalising MRV.

81. **Pathway 2 - Climate-inclusive and resilient data management & storage system.** Core activities and outputs comprise an infrastructure and data-security assessment; selection and implementation of resilient hosting options; and the design, testing and development of the Environment Registry portal. Outputs are the assessment report, implementation of priority measures (e.g., hosted solutions, backups), and a tested online platform. Medium-term outcomes suppose the **Environment Registry is fully operational, accessible** to the public, **and actively used** by national stakeholders for reporting, planning, and decision-making. This pathway assumes adequate budget and government approval for infrastructure investments; and primary risks are underfunding, extreme weather events and cyber threats.

82. Both the first and second pathways contribute in the long-term to establish the **Environment Registry as the official national source for NDC MRV**, enabling **evidence-based policymaking and international reporting** (regular submission of BURs, NCs, and BTRs).

83. **Pathway 3 - Capacity-building through training**. Activities include **training DOE staff** in operating the online platform, the data storage system and applying the QA/QC plan and guidelines; and **training sectoral staff** in developing GHG inventories and reporting on adaptation. Outputs include **capacity-building delivered** to DOE staff, government agencies, private sector and civil society, including **hotline support**, in order to efficiently use and contribute data to the Environment Registry. Medium-term outcomes are **strengthened institutional capacity to produce, maintain, and use high-quality data** and active participation from **the private sector and civil society** in the MRV system. This pathway depends critically on knowledge transfer and staff retention; and its risks are high staff turnover and insufficient institutional incentives to retain trained personnel.

84. **Pathway 4 - Knowledge sharing and scaling-up.** Activities here comprise national awareness campaigns, regional workshops at key milestones, active participation in the CBIT Global Coordination Platform and documenting lessons learned. Outputs are knowledge-sharing activities implemented, published lessons and scaling up of the transparency initiative conducted. Medium and long-term outcomes include **increased participation** of Antigua and Barbuda in regional and global platforms, **sharing lessons learned, increasing awareness, benefiting from peer learning** and **enhancing international trust and ability** to access financial and technical support for NDC implementation. This pathway assumes active engagement by regional partners and functioning peer platforms; and risks include limited regional participation and insufficient resourcing for replication.

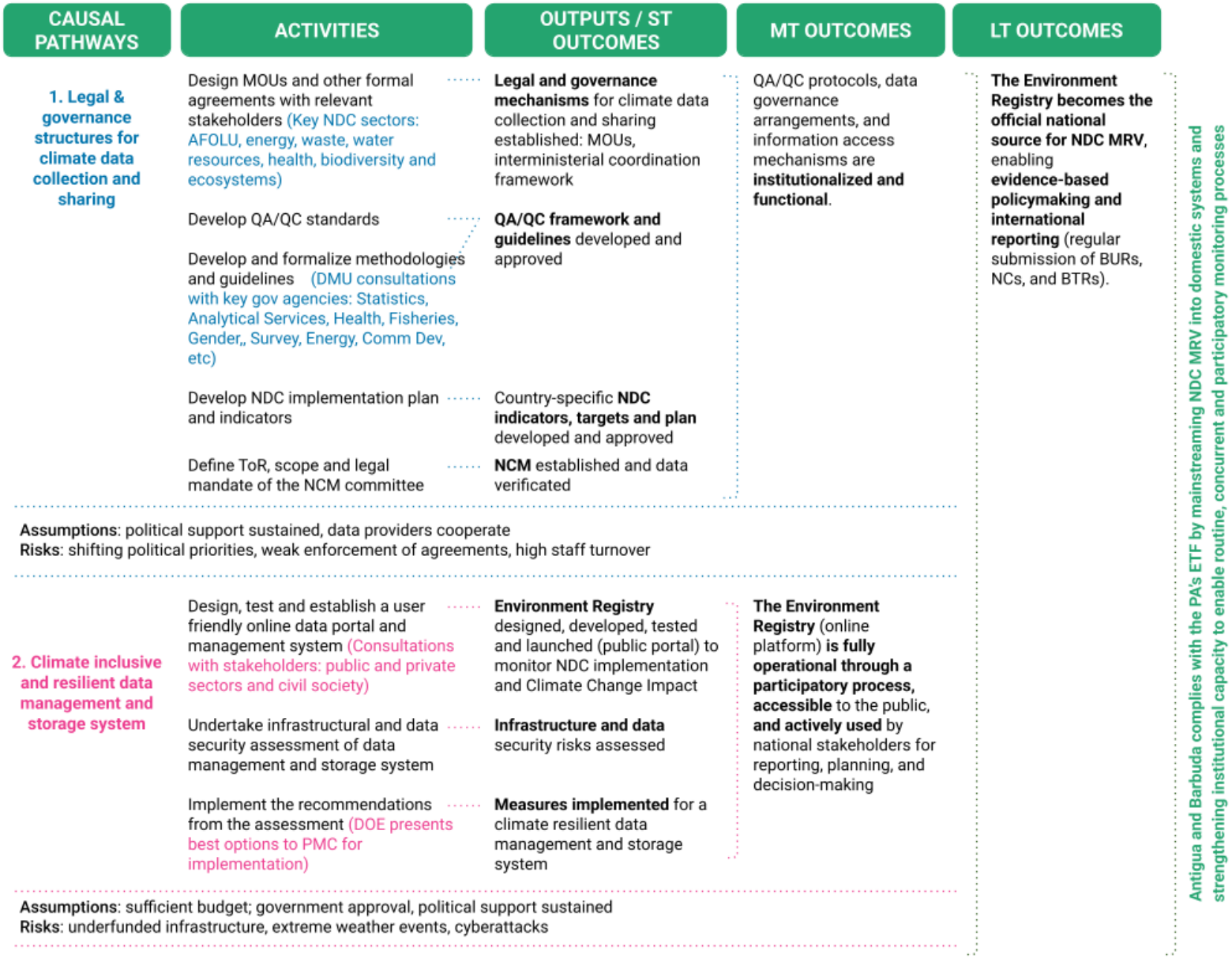
85. Both the third and fourth pathways contribute in the long-term to **strengthen national capacities for data collection and sharing**, **enhance international trust and increase ability to access financial and technical support for NDC implementation**.

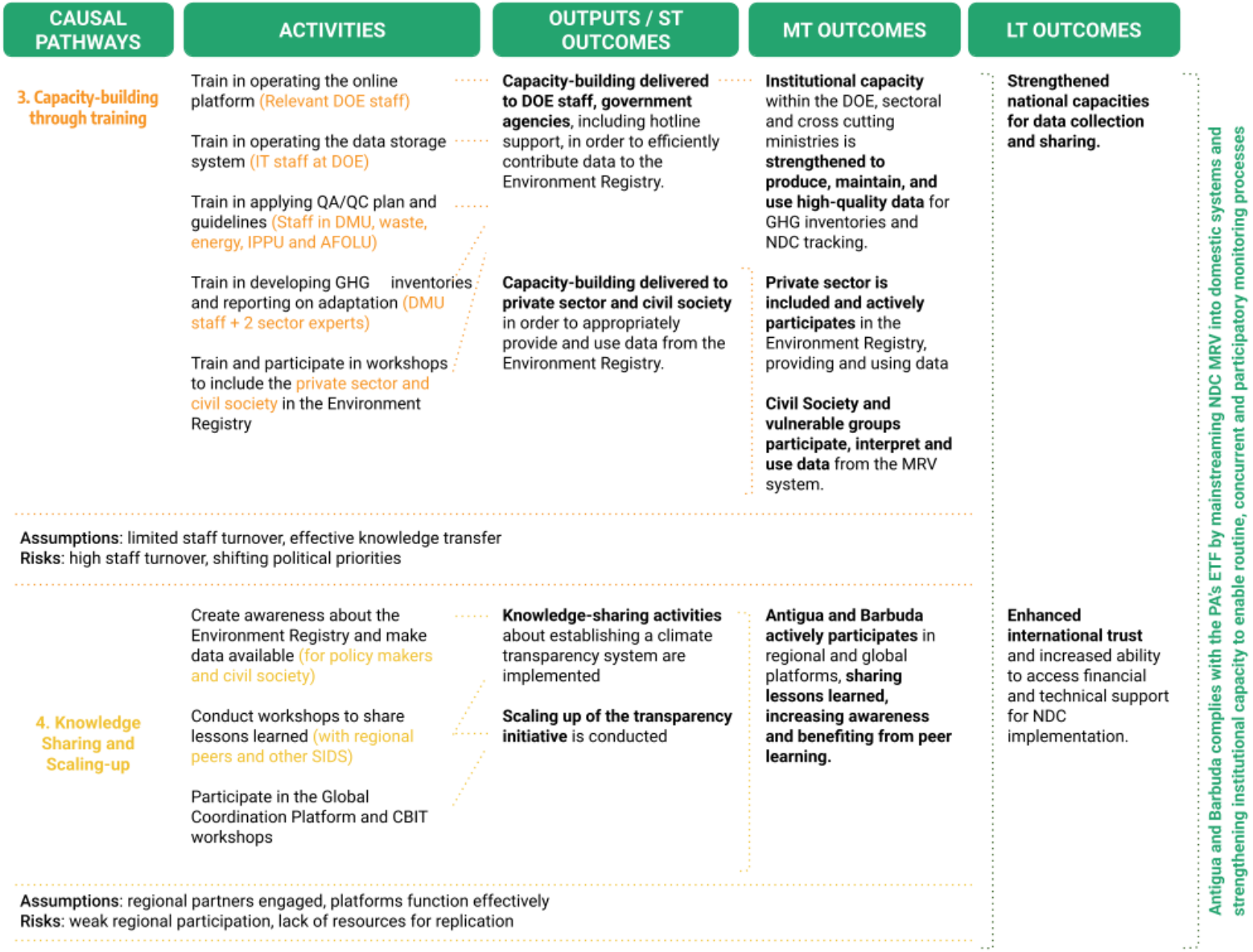
86. When the four pathways function in parallel - governance clarified, a resilient Registry established, technical capacities consolidated, and knowledge shared - they converge towards the project's intended **impact**: an **institutionalised MRV and climate-transparency system that enables routine, evidence-based policymaking and compliance with the Paris Agreement's Enhanced Transparency Framework.**

87. Finally, the **main impact drivers** identified are government commitment and leadership; international support and peer networks; public demand for transparency and accountability; stakeholders engagement; the availability of technical expertise; existing data sources, and the mainstreaming of gender and social inclusion.

88. A simplified reconstruction of the project's ToC is illustrated in the figure below.

Figure 7. Antigua and Barbuda CBIT 9849 Theory of Change





Source: Own elaboration based on the CEO ED

5. Review findings

5.1. Strategic Relevance

5.1.1. Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) and Strategic Priorities

89. The Project was strongly aligned with UNEP's strategic orientation. Framed within the context of the PA, under which Parties to the UNFCCC established the CBIT, the Project contributed directly to enhanced national capacities for meeting transparency requirements.

90. The CBIT Antigua and Barbuda Project supported the **UNEP Medium-Term Strategy (MTS) 2022–2025**, particularly through the **Climate Action thematic sub programme**. This sub programme aims to support countries in accelerating mitigation and adaptation efforts consistent with the goals of the PA. Specifically, the Project contributed to **Outcome 3**: "State and non-state actors adopt the enhanced transparency framework arrangements under the Paris Agreement". By establishing a National Registry and institutionalizating it to support monitoring of NDC implementation and tracking climate change impact, the Project enhanced the national capacities required to comply with the ETF.

91. In doing so, the Project addressed a core objective of the MTS and reinforced UNEP's broader strategy on evidence-based policymaking, strengthened reporting systems, and capacity-building in developing countries, in alignment with the Bali Strategic Plan for Technology Support and Capacity-building (BSP).

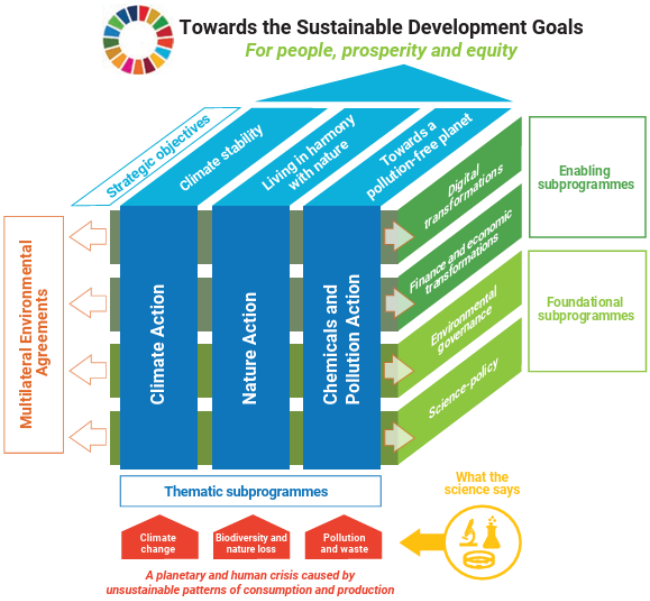
92. The **Programme of Work (PoW) 2022–2023** translates the MTS into operational terms and structures UNEP's contributions under three strategic objectives: 1) climate stability; 2) living in harmony with nature and; 3) towards a pollution-free planet. **The CBIT Antigua and Barbuda Project contributed to the first of these**: **Climate Stability**, whose expected outcomes are:

- **2030 outcome**: Government and non-government development action are compatible with the Paris Agreement's long-term objectives of "holding the increase in global average temperature to well below 2°C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5°C" and "increasing the ability to adapt to the adverse impacts of climate change."
- **2026-2029 outcomes**: Climate change mitigation and adaptation goals incorporated into all decision-making for UNEP target audiences.

93. More specifically, the Project supported the achievement of the following **direct outcomes** identified in the **PoW's climate stability theory of change**: **1.1)** Policymaking and decision making for climate action are informed by the latest science-based analysis and data generation; **1.3)** Transparency and accountability of government and non-government climate action, including from the private sector and the financial community, are strengthened; **1.5)** Private and public financial flows are aligned with the goals of the Paris Agreement; **1.6)** The private sector and financial markets apply sustainability and climate-

friendly standards and norms as core values of the economy; **1.7)** Public support and political engagement for climate action are catalyzed; and **1.8)** Societal choices have shifted towards lower-carbon products and services and sustainable lifestyles. Through these contributions, the Project also supported the achievement of two of the three **expected outcomes by 2025**: **1B)** Countries and stakeholders have increased capacity, finance and access to technologies to deliver on the adaptation and mitigation goals of the Paris Agreement; and **1C)** State and non-State actors adopt the enhanced transparency framework arrangements under the Paris Agreement.

Figure 8. UNEP Medium-Term Strategy 2022—2025: on the road to 2030



Source: UNEP Programme of Work and Budget for 2022-2023

94. Although official Project reports (PIR 2024) identified only one indicator from the PoW to which the CBIT Antigua and Barbuda Project contributed, **a more in-depth analysis reveals additional relevant indicators associated with the direct outcomes supported by the Project**. These include:

- Number of national, subnational and private-sector actors reporting under the enhanced transparency arrangements of the PA with UNEP support.
- Number of national, subnational and private-sector actors that adopt climate change mitigation and/or adaptation and disaster risk reduction strategies and policies with UNEP support.
- Number of countries and national, regional and subnational authorities that, as a result of UNEP support, have strengthened capacity to develop sound environmental data, statistics, scientific assessments and early warning systems.
- Number of relevant global, regional and national forums, institutions and Governments using data, statistics, scientific assessments and early warning and foresight systems provided by UNEP for catalysing policymaking and action.
- Number of United Nations country teams (UNCT) using data and statistics on environmental trends and assessments identified through UNEP to catalyze policy recommendations.

- Number of international legal agreements or instruments advanced or developed with UNEP support to address emerging or internationally agreed environmental goals.
- Number of plans, approaches, strategies, policies, action plans or budgeting processes of entities at the national, regional and global levels that include environmental goals as a result of UNEP support.
- Number of entities at the national, regional or global levels that UNEP has supported in developing integrated approaches and tools for enhanced coordination, cooperation and synergies for the coherent implementation of Multilateral Environmental Agreements.
- Number of economic, finance, industry and trade policies, practices, partnerships and initiatives put in place or implemented to enable just transitions.
- Number of digital platforms deployed as a result of UNEP support for automatically monitoring global progress against climate, nature and chemicals and pollution targets to support transparency, predictive analytics and risk identification.

95. While it does not make direct reference to the Bali Strategic Plan or South-South Cooperation initiatives, the Project reflected their objectives through capacity building, technical assistance, and the promotion of knowledge-sharing and scalable systems within the Organisation of Eastern Caribbean States (OECS) and with other SIDS. The project document also established synergies with the CBIT Global Coordination Platform—through active participation, regular updates of the country profile, and peer learning opportunities.

Rating for Alignment to UNEP's MTS, POW and strategic priorities is ´**Highly Satisfactory**'.

5.1.2. Alignment to Donor/Partner Strategic Priorities

96. Antigua and Barbuda ratified the UNFCCC in 1993 and the PA in December 2016, assuming obligations such as reporting its national GHG inventories, submission of National Communications (NCs), Biennial Update Reports (BURs), Biennial Transparency Reports (BTRs) and NDCs.

97. Under the Project, the **Environment Registry and the NDC Implementation Plan and indicators were developed**, strengthening the country's institutional and technical capacity for transparency reporting.

98. The **Fifth GHG Inventory Report** and the **First BTR** benefited directly from CBIT-supported systems and training. The consultants who are preparing these reports were involved in training sessions held under the CBIT Project. There was also development of the **National Inventory Management System**, used for future GHG Inventory reports.

99. The Project objective was also aligned with the following activities outlined in **paragraph 18 of the CBIT programming directions (GEF/C.50/06)**: **a)** Support to national institutions to lead, plan, coordinate, implement, monitor, and evaluate policies, strategies, and programs to enhance transparency, including identification and dissemination of best/good practices for institutional strengthening and national network of practitioners; **d)** Access to tools, templates, and applications to facilitate the use of improved

methodologies, guidelines, datasets, and database system tools and economic models needed for implementation of enhanced transparency-related activities; **e)** Country-specific training and peer exchange programs on transparency activities, such as establishing domestic MRV systems, tracking NDCs, enhancement of GHG inventories and economic and emissions projections, including methodological approaches, data collection, and data management, and adaptation monitoring, evaluation, and communication measures; and **j)** Capacity needs assessment for transparency, in particular to assess institutional arrangements for data collection, analysis, and reporting: the assessment supports mapping of current baseline and planned reporting and related activities, including associated institutions, tools, methodologies, MRV systems, associated data systems.

100. The overall objective of the CBIT Project and two expected outcomes were defined at design stage and tracked throughout project implementation using six indicators. **Of these six indicators, five were measured on GEF scores** (1–4 or 1–10, depending on what each indicator assesses) **as per Annexes III and IV of CBIT programming directions**.

101. Moreover, **the Project reported the GEF indicator "Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment"** targeting an equal distribution of beneficiaries: 50% women and 50% men.

102. Finally, the Project also established synergies with the **CBIT Global Coordination Platform and Global CBIT Workshops**. The Project Team participated in at least 10 knowledge sharing and scaling-up activities: workshops, conferences, webinars, the **CBIT Global Coordination Platform** and Climate Transparency Platform.

Rating for Alignment to Donor/Partner strategic priorities is ´**Highly Satisfactory**'.

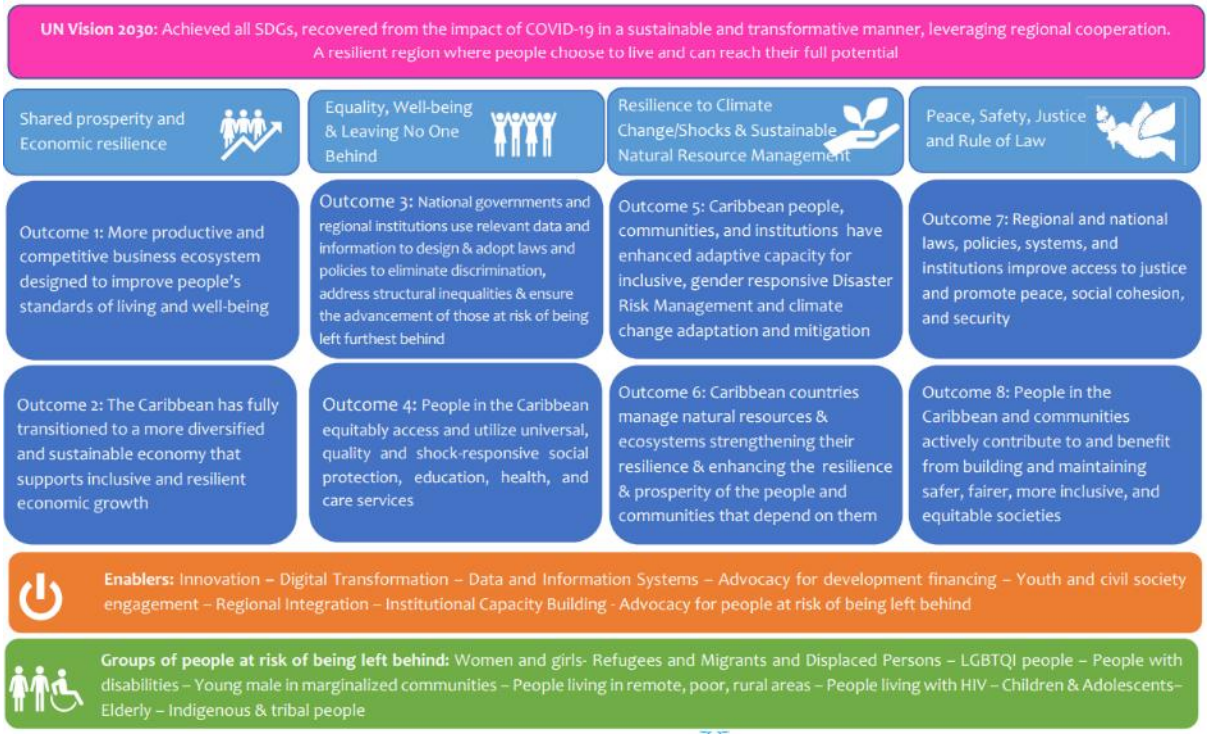
5.1.3. Relevance to Global, Regional, Sub-regional and National Environmental Priorities

103. According to the PIR Reports, the CBIT Antigua and Barbuda Project contributed to the following priorities of the **Multi-Country Sustainable Development Cooperation Framework (UN MSDCF) for the English- and Dutch-speaking Caribbean 2022-2026**:

- **Priority area 2**: equality, well-being and leaving no one behind
  - **Outcome 3**: National governments and regional institutions use relevant data and information to design and adopt laws and policies to eliminate discrimination, address structural inequalities and ensure the advancement of those at risk of being left furthest behind.
- **Priority area 3**: resilience to climate change and shocks and sustainable natural resource management
  - **Outcome 5**: caribbean people, communities, and institutions have enhanced adaptive capacity for inclusive, gender responsive disaster risk management and climate change adaptation and mitigation.

- **Outcome 6**: Caribbean countries manage natural resources and ecosystems strengthening their resilience and enhancing the resilience and prosperity of the people and communities that depend on them.

Figure 9. UN MSDCF Diagram



Source: UNMSDCF for the English- and Dutch-speaking Caribbean 2022-2026

104. **The Project was also aligned with three Sustainable Development Goals (SDGs) and several targets:**

- **SDG 13 | Take urgent action to combat climate change and its impacts**:
  - Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
  - Target 13.2: Integrate climate change measures into national policies, strategies and planning.
  - Target 13.3: Improve education, awareness-raising, and human and institutional capacity on climate change mitigation, adaptation, impact reduction, and early warning.
  - Target 13.b: Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities.

- **SDG 5 | Achieve gender equality and empower all women and girls.**
  - Target 5.1: End all forms of discrimination against all women and girls everywhere.

- **SDG 17 | Revitalize the global partnership for sustainable development**
  - Target 17.14: Enhancing policy coherence for sustainable development.

- Target 17.18: By 2020, enhance capacity building support to developing countries, including for LDCs and SIDS, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.

105. **The Project was also suitable for scaling up both within Antigua and Barbuda and at the sub-regional level**. Antigua and Barbuda is a member of the Organization of Eastern Caribbean States (OECS) economic union, established in 1981. The countries of the OECS share many similar characteristics including their vulnerability to climate change. **The Project serves as a case study available for replication in other OECS nations**.

106. Within the Caribbean SIDS, **Antigua and Barbuda has emerged as a sub-regional leader in advancing climate transparency**, combining a solid legal foundation (EPMA) with the build-out of MRV systems (notably the Environment Registry). The country's consistent delivery of international reports and active participation in regional and global transparency platforms have reinforced its leadership role. Complementarities with other national and international initiatives fostered learning, exchange, and diffusion of good practices among Caribbean peers. Several interviewed stakeholders emphasized that idea:

- "*We are very on point with completing our national communication reports, biannual reports… we're very involved when it comes to climate transparency and NDC actions*." (PC, F, Interview, Oct 3, 2025)
- "*Antigua and Barbuda was… one of the countries that was leading on transparency reporting, I want to say pioneered."* (HU, M, Interview, Oct 28, 2025)
- "*There's now a tool and system that the DOE can utilize… countries across the region are advancing their systems.*" (C, M, Interview, Oct 24, 2025)
- "*Antigua is one of the leading countries in the region… ahead of the curve.*" (C, M, Interview, Oct 24, 2025)
- "*We may be small compared to the rest, but when it comes to innovation and strategic planning, we are a bit ahead. We do provide some form of technical support and knowledge sharing to different neighboring islands. We are accredited to GCF, most countries are not, so it puts us there at an advanced stage than some of them.*" (C, M, Interview, Oct 30, 2025).
- "*One of the things that really impressed me was the level of Project development and the high level of projects that the Antigua and Barbuda Department of Environment was able to bring to Antigua*" (C, M, Interview, Nov 13)

107. Finally, **the EPMA of Antigua and Barbuda is a central instrument to align national policies with global climate and environmental commitments**. Under the EPMA, the DOE was legally required to operate instruments such as the Environment Registry, developed through this CBIT Project. The Project also sought to consolidate technical capacities within the DOE and across key stakeholders, reinforcing institutional coordination under the ETF.

Rating for Relevance to regional, sub-regional and national issues and needs is ´**Highly Satisfactory**'.

5.1.4. Complementarity with Existing Interventions /Coherence

108. The CBIT Antigua and Barbuda Project demonstrated **strong complementarity with existing and ongoing interventions in the field of climate transparency**, both nationally and internationally. Rather than duplicating efforts, the Project was designed and implemented in a way that built on previous initiatives, reinforced institutional arrangements, and addressed gaps identified in earlier projects. As several interviewees emphasized, CBIT operated *"together with CCCD and other projects… all working to develop environmental information systems and datasets to support reporting"* (HU, M, Interview, Oct 28, 2025).

109. Among the **most notable projects** are:

- **UNEP DTU Partnership (2017) - now known as the UNEP Copenhagen Climate Centre (UNEP-CCC) since 2022:** This earlier initiative analyzed institutional conditions for climate data management, reviewed legal frameworks such as the EPMA, and proposed guidelines for an MRV system to support NDC implementation. It identified gaps—including insufficient private sector reporting and weak systematic data collection—that CBIT was expected to address.
- **Cross-Cutting Capacity Development Project (CCCD) – GEF / UNDP / DOE (2018):** The CCCD Project aimed to strengthen national capacities for environmental data collection, operationalize key sections of the EPMA (including EIMAS, the Natural Resources Inventory, and the State of the Environment Report), and improve reporting to the Rio Conventions. It was expected to complement CBIT by providing platforms for spatial data management and by generating lessons on accessibility and interoperability. These lessons were anticipated to inform the design of CBIT's information system, ensuring that the new Registry could build on and connect with existing structures.
- **Green Climate Fund (GCF) Readiness Support – DOE (2018)**: This initiative developed a Country Programme for the NDC and initiated the DOE's accreditation as a direct access entity to the GCF. It provided a strategic planning framework that CBIT could potentially align with. Finally, the GCF contributed funding for the building renovations that were part of CBIT's logframe: while CBIT financed materials, the GCF covered the costs of the works themselves. This provided a clear example of complementary co-financing, enabling more substantial improvements than CBIT resources alone could deliver.
- **Fourth National Communication (4NC) - GEF / UNEP / DOE (2019):** It prepared Antigua and Barbuda's fourth national report to the UNFCCC, including a greenhouse gas inventory, assessment of mitigation and adaptation measures. Stakeholders confirmed that work on the 4NC was conducted in parallel with CBIT, with shared personnel and technical exchanges. As noted, "*the 4NC was going on at the same time… and I was providing oversight for the National Adaptation Plan, also running*

alongside" (PM, F, Interview, Nov 12, 2025). The inventory and institutional arrangements emerging from the 4NC formed an important foundation for the Environment Registry and other CBIT outputs.

- **Biennial Update Report (BUR) – GEF/UNEP/DOE (2019)**: The BUR updated the GHG inventory and produced a draft National Inventory Management System (NIMS), which can be seen as a precursor to the Environment Registry. CBIT strengthened and expanded these early structures by creating a more integrated, institutionalized system housed within the DOE's Data Management Unit (DMU). As one interviewee explained, the objective was to move away from a project-by-project model: "*Every time we needed to prepare a report, consultants were hired and then left. What we aimed to do with the DMU was to create a system institutionalized within the DOE… the Environment Registry was one of the main deliverables*" (HU, M, Interview, Oct 28, 2025).
- **Use of CBIT outputs in subsequent reporting**: The Fifth GHG Inventory Report and the First BTR benefited directly from CBIT-supported systems, training and data structures. Consultants preparing these products had previously participated in CBIT workshops, facilitating continuity and strengthening the MRV architecture. CBIT thus contributed not only to immediate outputs, but also to the national reporting pipeline.

110. Interviewees confirmed that **CBIT was not implemented in isolation**: "*the same team was handling different projects… the intention was to connect the initiatives*" (PS, F, Interview, Oct 24, 2025). However, limited staffing and institutional capacity constrained the degree of integration achievable in practice. The coherence among projects was therefore stronger in design than in day-to-day implementation, reflecting structural limitations rather than a lack of strategic alignment.

Rating for Complementarity with existing interventions is ´**Highly Satisfactory**'.

Rating for Strategic Relevance is 'Highly Satisfactory'.

5.2. Quality of Project Design

111. The quality of the project's design was deemed "**Satisfactory**" **with a score of 4.68 out of 6**. A detailed review of the Project design was completed and elaborated in the IR of the TR and thus only the summarized version will be presented here.

112. Overall, **the project design was solid** and well aligned with the CBIT programming directions, national climate priorities, and GEF requirements. The project clearly articulated Antigua and Barbuda's vulnerabilities as a SIDS and proposed **institutional, technical, and policy measures to strengthen MRV and transparency systems**. The main strengths and weaknesses of the design are outlined below:

113. **Strengths**:

- **Robust problem analysis**: The CEO ED presented a detailed diagnosis of institutional, technical, and environmental challenges, such as fragmented data systems, reliance

on external consultants, and climate vulnerabilities. These were directly linked to the project's planned outputs and outcomes, ensuring high relevance.

- **Alignment with national, regional, and global priorities**: The project was strongly consistent with Antigua and Barbuda's NDC, BURs, National Communications, and EPMA, as well as OECS and UNDAF commitments. It also built on previous projects (such as UNEP DTU Partnership, CCCD and GCF Readiness) and leveraged the CBIT Global Coordination Platform for peer learning.
- **Participatory and inclusive approach**: The design identified a wide range of stakeholders—including ministries, private sector, civil society, academia, and vulnerable groups—and established governance structures (PMC, TAC, PMU) to ensure coordination. Gender equality was mainstreamed through the Directorate of Gender Affairs and the National Gender Equality Action Plan (NGEAP) and the GEF Gender Equality Action Plan (GEAP).
- **Knowledge management and replication potential**: The Environment Registry was conceived as both a national transparency tool and a platform for regional replication within OECS and other SIDS, positioning Antigua and Barbuda as a potential knowledge hub.

114. **Weaknesses**:

- **Absence of a formal Theory of Change**: Although the results framework reflected causal pathways, the lack of an explicit ToC reduced the clarity of assumptions and impact drivers, requiring reconstruction at review stage.
- **Limited sustainability strategy**: While the design considered financial, institutional, and political sustainability issues, it did not include a formal sustainability plan or exit strategy, leaving uncertainties about the continuity of benefits beyond project closure.
- **Gaps in Monitoring & Evaluation (M&E)**: Although outcome-level indicators were SMART and baselines/targets were specified, there were no output-level indicators and operational milestones.
- **Partner capacity assessment**: While partner roles were clearly identified within an ambitious participatory approach, the project design did not assess stakeholders' technical or institutional capacities, their level of awareness, or their previous commitment to collaboration. In addition to the absence of a capacity analysis, stakeholder consultations were not conducted during the design phase.

Rating for Quality of Project Design is 'Satisfactory'.

5.3. Nature of External Context

115. The implementation of **the CBIT Antigua and Barbuda Project took place in a demanding external context** marked by overlapping shocks and structural constraints. The project period coincided with the COVID-19 pandemic, institutional transitions within project partners (from UNEP DTU Partnership to UNEP CCC) and the Government of

Antigua and Barbuda, recurrent climate-related events, deteriorating economic conditions, and persistent institutional and connectivity limitations within government agencies. Together, these factors repeatedly affected timelines, staff availability and the pace of implementation, even though the project ultimately delivered its main technical outputs. (PC, F, Interview, Oct 3, 2025; C, M, Interview, Oct 24, 2025; PS, M, Interview, Oct 31, 2025; PM, F, Interview, Nov 12, 2025; SEO, M, Interview, Nov 11, 2025).

116. The **COVID-19 pandemic** was a major external shock that significantly disrupted implementation. National lockdowns and work-from-home arrangements halted missions, delayed procurement and made it difficult to bring in international and regional consultants for planned training and workshops. (PC, F, Interview, Oct 3, 2025; HU, M, Interview, Oct 28, 2025; C, M, Interview, Oct 24, 2025). Although much of the project's work was data- and system-oriented and could in principle continue remotely, the capacity-building and stakeholder-engagement components were slowed down by the impossibility of convening in-person events and the challenges of sustaining interaction exclusively online (HU, M, Interview, Oct 28, 2025; PS, M, Interview, Oct 31, 2025). Several stakeholders highlighted that COVID also functioned as an economic shock: staff worked in shifts, children were at home, and human resources and monitoring of remote work became more difficult, leading to pauses and slippage in implementation (SEO, M, Interview, Nov 11, 2025; SDDCO, F, Interview, Nov 13).

117. **Limited and uneven internet connectivity further compounded the pandemic's impact**. Interviewees noted that at the height of lockdowns, bandwidth constraints meant that virtual meetings were often interrupted or had to be abandoned, and that not all staff had access to reliable internet from home or were compensated for connectivity costs (C, M, Interview, Oct 24, 2025; SEO, M, Interview, Nov 11, 2025). **This structural limitation is part of the broader context for SIDS** and affected both the executing agency and national stakeholders, particularly when the project relied on virtual modalities for training, coordination and data exchange (SEO, M, Interview, Nov 11, 2025; SDCO, F, Interview, Nov 13).

118. In parallel, the project was implemented during a period of **institutional and administrative transition within an executing partner, moving from UNEP DTU Partnership to UNEP Copenhagen Climate Centre**. This organizational change created a "stop–start" pattern in implementation, with work packages temporarily put on hold, uncertainty over contractual arrangements, and the need to transfer responsibilities and re-contract with the country to complete ongoing tasks (C, M, Interview, Oct 24, 2025; PS, M, Interview, Oct 31, 2025). Stakeholders estimated that this transition caused an implementation gap of approximately six to seven months, specifically with the NDC implementation Plan, though continuity was eventually restored after UNEP CCC was re-engaged by the country (C, M, Interview, Oct 24, 2025; PS, M, Interview, Oct 31, 2025).

119. **Economic and climatic conditions in Antigua and Barbuda added further pressure**. **Following COVID-19, the cost of living reportedly almost doubled**, straining the government's and the DOE´s finances, making it difficult to retain staff and to finance project-funded positions across a portfolio of enabling activities. **At the same time, the country faced extreme weather events**, including flooding and hurricane-related impacts

that damaged staff homes and repeatedly shifted the priorities of key partner ministries (e.g. public works), delaying co-financed infrastructure and diverting attention away from enabling activities such as CBIT. These shocks affected not only the core project team but also the many external agencies on which enabling activities depend, leading to misaligned timelines and slower responses from stakeholders who lacked comparable project resources (PM, F, Interview, Nov 12, 2025).

120. **Politically and institutionally, the project operated in a context of internal political challenges and capacity constraints** that limited the breadth of stakeholder engagement. While CBIT was a clear priority for the DOE, the review could not confirm that it held the same level of priority across the wider government (PS, F, Interview, Oct 24, 2025). **Instead of a dedicated Project Steering Committee for CBIT, oversight was provided through a broader Project Management Committee that oversees multiple DOE projects**. In practice, this governance arrangement made it difficult for UNEP and other external partners to participate regularly in meetings, and it reduced transparency around some political dynamics affecting implementation and dissemination. According to several respondents, internal political fragilities led the project team to work more internally within DOE and to postpone wider sharing of CBIT outputs—such as annual reports on NDC implementation—while waiting for a more favourable political moment that did not materialize within the project timeframe.

121. **Despite these adversities, interviewees consistently underlined that the project eventually delivered the expected outputs** and, once the UNEP DTU–UNEP CCC transition was resolved, was able to "catch up" against a compressed timeline (C, M, Interview, Oct 24, 2025; PS, M, Interview, Oct 31, 2025; PM, F, Interview, Nov 12, 2025). **Nonetheless, from an external-context perspective, Antigua and Barbuda's CBIT Project clearly faced more than one significant and prolonged constraint**: (i) major climate- and COVID-related disruptions, (ii) economic and fiscal pressures affecting staffing and co-financing, and (iii) a political-institutional setting in which internal challenges and the absence of a dedicated Steering Committee hampered broader stakeholder engagement and timely dissemination.

Rating for Nature of External Context is 'Unfavourable'.

5.4. Effectiveness

5.4.1. Availability of Outputs

122. The CBIT Antigua and Barbuda Project **produced all six (6) planned outputs** and was expected to produce a total of **18 types of deliverables**, of which:

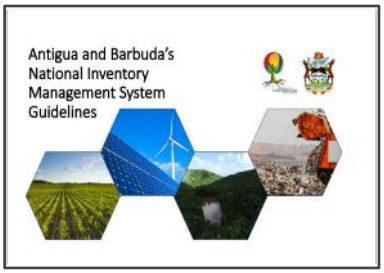
- **16 were delivered**;
- **1 is ongoing**: building renovations intended to house DOE's servers;
- **1 was not available for this TR but is reported as complete in the last PIR**: reports for policymakers on climate change risks and solutions.

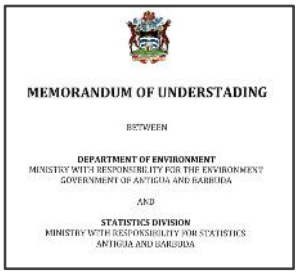
Chart 1. Status of Deliverables by Output

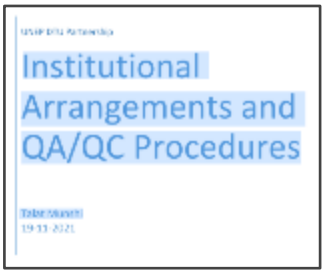
Source: own elaboration based on documentation provided by the DOE and UNEP

123. In terms of outputs, the major Project´s achievements that have laid the foundation for a functional national MRV system and improved data transparency were[11]:

- **Legal and governance structures for climate data collection and sharing were established**. This included MoUs with the Antigua and Barbuda Statistics Division and private-sector representatives, six transparency guidance documents, and QA/QC procedures.



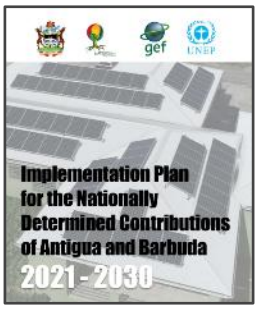


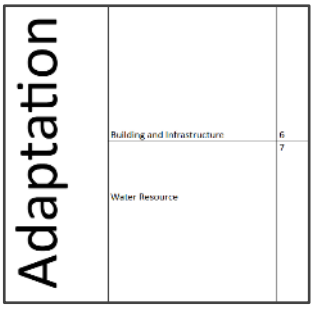


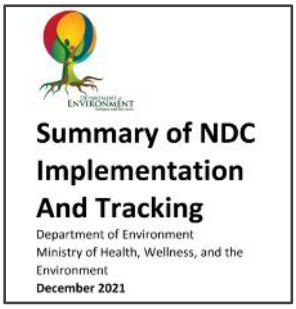
- The [Environment Registry platform] **was successfully launched** and is now serving as the national MRV system for GHG inventory and climate action data.

[11] Photos of the outputs are included to demonstrate their availability.

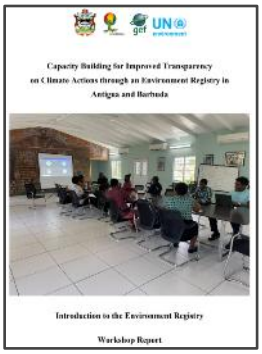
- **The NDC Implementation Plan was finalized, including country-specific indicators** and training materials to support ongoing monitoring.







- **Training was delivered to DOE Staff, other government agencies, private sector and CSO** in operating the online platform, applying the QA/QC plan and guidelines, developing GHG inventories and reporting NDC.



- **Key national reports are being prepared** such as the Fifth National GHG Inventory and the draft BTR1.

- **The Project Team participated in at least 10 knowledge sharing and scaling-up activities**: workshops, conferences, webinars, the CBIT Global Coordination Platform and Climate Transparency Platform.

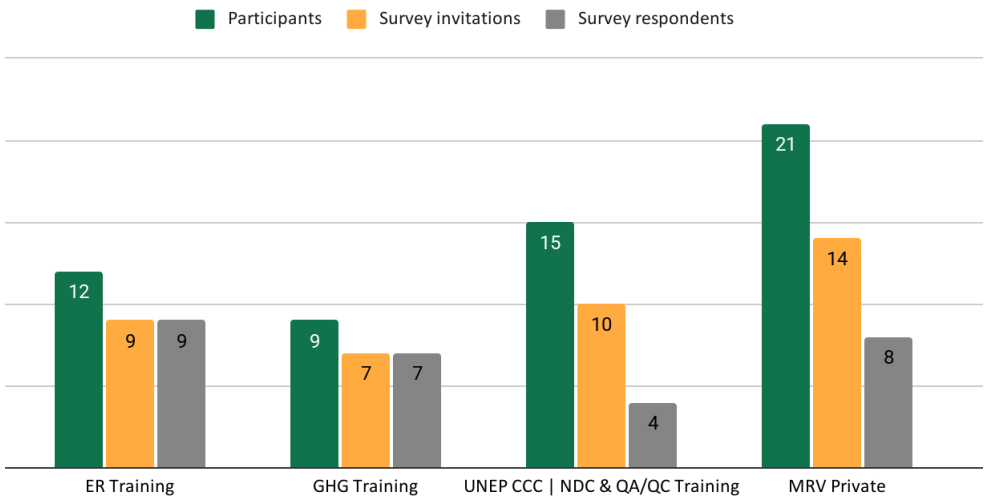
124. Despite this positive performance, it is important to highlight certain **limitations in the monitoring and reporting of outputs**. First, the Project did not formulate specific output-level indicators to assess the completeness, quality, or relevance of deliverables. While the PIRs, Revisions and HYPRs consistently documented progress, they generally lacked systematic feedback from the intended users of the outputs. The TR sought to address this gap through semi-structured interviews with key stakeholders and a survey to assess the **quality**, **usefulness**, **usability**, and **sustainability** of the training received within their participants. These methods provided valuable insights into the perceived utility and adoption of outputs.

125. According to the training report prepared by the Project Team, **four training sessions were delivered to stakeholders**, reaching a total of **42 participants** who, on average, took part in 1.3 activities. Of these 42 individuals, **8 attended between two and four training sessions**, while the remaining 34 participated in only one. Of those 42 individuals, **email addresses were available for 28**, who were contacted through the survey to provide

feedback with the activities. A total of 13 responses were obtained, resulting in a **46% response rate**.

126. When **comparing participation, survey outreach, and response patterns** across the four training activities, a strong alignment is observed between invitations and responses for two of the sessions. **Both the ER Training and the GHG Training achieved full response among those surveyed**: in each case, all individuals who received the survey completed it (9/9 and 7/7, respectively). This indicates a very high level of engagement and suggests that participants in these two technical trainings were particularly receptive to providing feedback. The **UNEP CCC | NDC & QA/QC Training**, while having a comparable number of invitations (10), yielded a substantially lower response count (4), resulting in a **moderate engagement level** relative to its outreach. This may reflect differences in participants' availability, relevance perceived, or overall connection with the training content. The **MRV Private Sector Training** reached the largest audience overall (21 participants). Of the 14 individuals invited to participate in the survey, 8 responded, representing a **reasonable but comparatively lower engagement rate than that observed in the ER and GHG trainings**. This pattern suggests that **survey engagement may be more closely associated with group size than with the thematic or technical characteristics of each training**. The two smallest groups (ER Training and GHG Training) registered the highest levels of engagement, with all invited participants completing the survey.

Chart 2. Training activities: participants, invitations and survey responses*

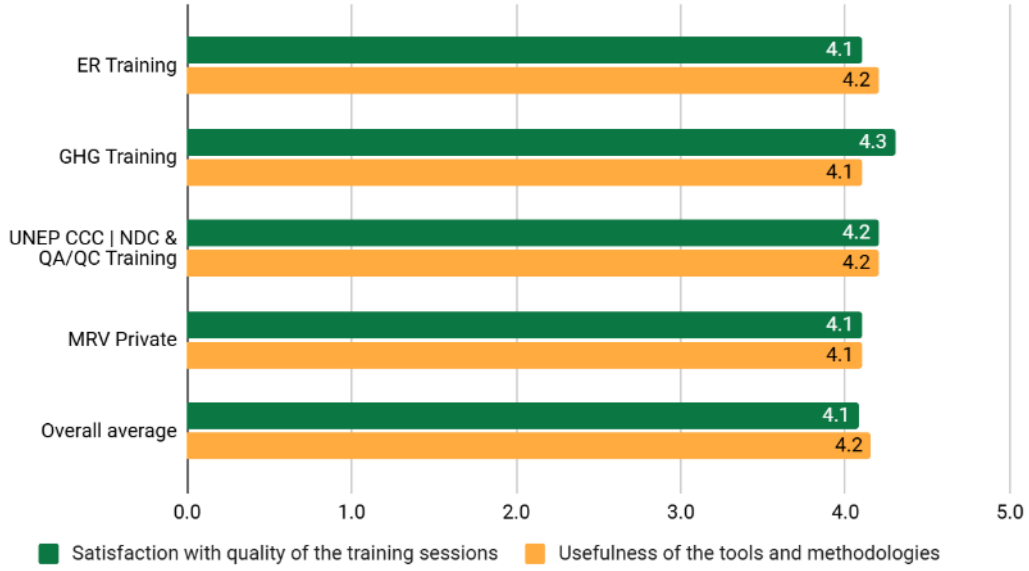


* The sum of participants across activities exceeds the overall total because individuals may take part in more than one activity

Source: own elaboration based on the Project's Training Report provided by the DOE and survey results.

127. Across all training activities, respondents reported consistently **high levels of satisfaction with both the overall quality of the sessions and the usefulness of the tools and methodologies presented**. Average ratings remained tightly clustered between **4.1** and **4.3 out of 5**, indicating a uniformly positive perception regardless of the specific training. **Perceived quality** ranged from 4.1 to 4.3, with the GHG Training showing the highest average (4.3), though the difference relative to other sessions is marginal and not substantively significant. Similarly, **perceived usefulness** exhibited minimal variation, with scores between 4.1 and 4.2, and no single activity standing out in a meaningful way. Overall, these results suggest that participants experienced consistently high and relatively homogeneous levels of satisfaction and perceived usefulness across all training activities, indicating that **the project's capacity-building efforts were generally well received and appropriately designed**.

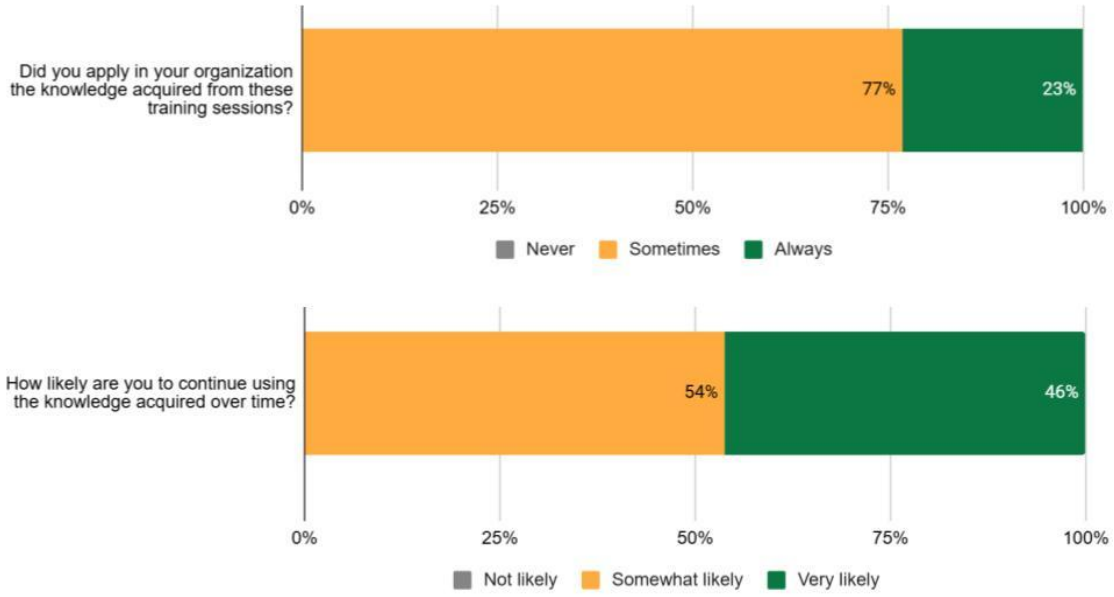
Chart 3. Average ratings of training quality and usefulness of tools and methodologies



Source: own elaboration based on survey results.

128. Regarding the **application of the knowledge acquired** during the training sessions, the results indicate a generally positive uptake. A majority of respondents reported having applied what they learned at least occasionally, with **77%** selecting "**Sometimes**", while **23%** reported that they "**Always**" apply the knowledge. No respondents selected "Never." These findings suggest that **the content delivered during the sessions has been relevant and sufficiently aligned with participants' roles** to enable practical use. Looking ahead, respondents also expressed **strong confidence that they will continue using the knowledge over time**. Overall, **54%** indicated they are "**Somewhat likely**" to keep applying what they learned, while **46%** considered it "**Very likely**." The absence of responses in the "Not likely" category reinforces the perception that **the training provided tools and approaches that participants expect to remain valuable in the medium and long term**.

Chart 4. Application and Expected Continued Use of Training Knowledge



Source: own elaboration based on survey results.

129. Beyond the survey, interviewed stakeholders consistently described the key technical outputs—particularly the Environment Registry and its associated documentation—as being of **good quality and aligned with modern transparency requirements**. The Registry was delivered with clearly structured manuals, defined user types and permission levels, and operational guidance intended to facilitate continuity and onboarding. As one interviewee noted, "*there were manuals that outlined how the system was supposed to be used… and all of that was documented*" (HU, M, Interview, Oct 28, 2025). This level of documentation was widely viewed as an important asset for institutional memory, especially in a context of staff turnover.

130. The dual architecture of the Registry—a secure internal system complemented by a public portal—was highlighted as both **technically demanding and innovative** for the country. A technical stakeholder explained that ensuring secure communication "*was fairly difficult from a system standpoint… a lot of tools were too immature at the time*" (C, M, Interview, Oct 24, 2025). Despite these challenges, **the final product was considered technically robust and appropriate** for the objectives of the CBIT initiative.

131. Interviewees also emphasized that the Environment Registry constituted a **substantial institutional innovation** for Antigua and Barbuda. Prior to the Project, there was no integrated system for environmental data with comparable structure, digitalization, or accessibility. The combination of internal data management and a public-facing interface was perceived as an advanced transparency tool relative to national baselines.

132. The review found evidence of **early and effective use** of outputs even before project closure. The Registry was completed and operationalized within the extended

implementation period: "*we were able to have that major component finished… which was launched and is available now for the public to use*" (C, M, Interview, Nov 13).

133. Importantly, DOE reported actively using CBIT-developed methodologies, data structures and processes to support the ongoing **BTR preparation**, which suggests that the outputs are not only available but already integrated into core transparency functions. As one informant stated, "*they are using the results of the CBIT project in order to build the BTR… this is already an achievement*" (PS, F, Interview, Oct 24, 2025).

134. The extensive technical documentation generated by the Project is also being used as a **knowledge-transfer mechanism** to mitigate the effects of staff turnover, reducing onboarding costs for new employees.

135. Some constraints affected the full and timely availability of certain outputs. **The Project encountered difficulties in securing engagement from the government IT department**, **which slowed the handover and long-term maintenance arrangements for the Registry** (PS, F, Interview, Oct 24, 2025). In addition, t**he availability and quality of data from partner institutions were occasionally limited by staff turnover and outdated data management practices**. These limitations, however, relate primarily to **institutional uptake and sustainability**, rather than to the delivery or quality of the outputs themselves.

136. **Overall, the Project delivered the vast majority of its planned outputs, many of them of demonstrably good quality, technically robust, and innovative within the national context**. Several outputs—most notably the Environment Registry—are already in active use by DOE and supporting ongoing transparency obligations. While delays and institutional constraints affected delivery schedules and the full institutionalization of some products, **the outputs themselves are available, functional and relevant.**

Data security and climate resilient assessment and implementation for the Environment Registry

137. Among the expected outputs in the Project's results framework was the completion of a **data security and climate-resilient assessment for the Environment Registry**. This entailed two activities:

1. **Undertaking an infrastructural and data security risk assessment** of Antigua and Barbuda's data management and storage systems; and
2. **Implementing the recommendations of the assessment**, which included carrying out building renovations to house DOE's servers in a secure, climate-resilient facility able to withstand hazards such as hurricanes and flooding.

138. **The first activity was successfully completed** within the Project's extended implementation period. **The second activity, however, experienced the most significant delays and remains the only output in the results framework that was not finalized** within

the Project timeline. It is still under implementation, with an **estimated completion date of 31 December 2025**.

139. According to interviewed stakeholders, **delays stemmed from a combination of factors**, including the COVID-19 pandemic, rising construction costs, the limited local availability of required building materials, delays in architectural drawings and contractor procurement, and insufficient funds to complete the works.

140. The **specialized materials** needed to meet the resilience and security standards could only be imported from the United States or China, which increased both cost and lead times. As explained by the consultant architect in charge of the construction during this TR field visit, the selected materials are "***more resistant, durable and environmentally friendly***," opening possibilities for their future uptake by the wider community. **The most cost-effective option was importing them from China**.

141. The activity currently underway consists of the **renovation of a previously abandoned building** located on the same compound as the DOE offices, formerly used by another government agency. As noted during the field mission, parts of the original structure had to be demolished because "*the structural integrity had faded… it was ruined*."

142. **Approximately 25% of the renovation cost was financed by the CBIT Project**—primarily for material purchases—**while construction works proceeded once additional funding was secured through a GCF project**. Antigua and Barbuda had been engaged with the GCF for several years, which facilitated the approval of this complementary financing.

143. Stakeholders further elaborated on the financing arrangement as follows: "*In total, the CBIT project contributed around 25%, mostly through the purchase of materials. The rest is covered by the Green Climate Fund, which is renovating two buildings in the department, while CBIT is responsible for one. During COVID, construction prices skyrocketed, so we proposed to the GCF to undertake the works jointly. They agreed, and because there is no co-mingling of funds, the arrangement was straightforward: CBIT financed specific materials, and the GCF financed additional materials and labor."* (PM, F, Interview, Nov 12, 2025).

144. The following pictures and table present the **original condition of the building and detailed information on the materials used in the renovation**, including scope of work, application, percentage of new materials incorporated, and associated benefits.

Figure 10. Images of building before intervention and planned renovations

Source: consultant architect in charge of the building renovations.

Table 7. **Use of new environmentally friendly construction materials**

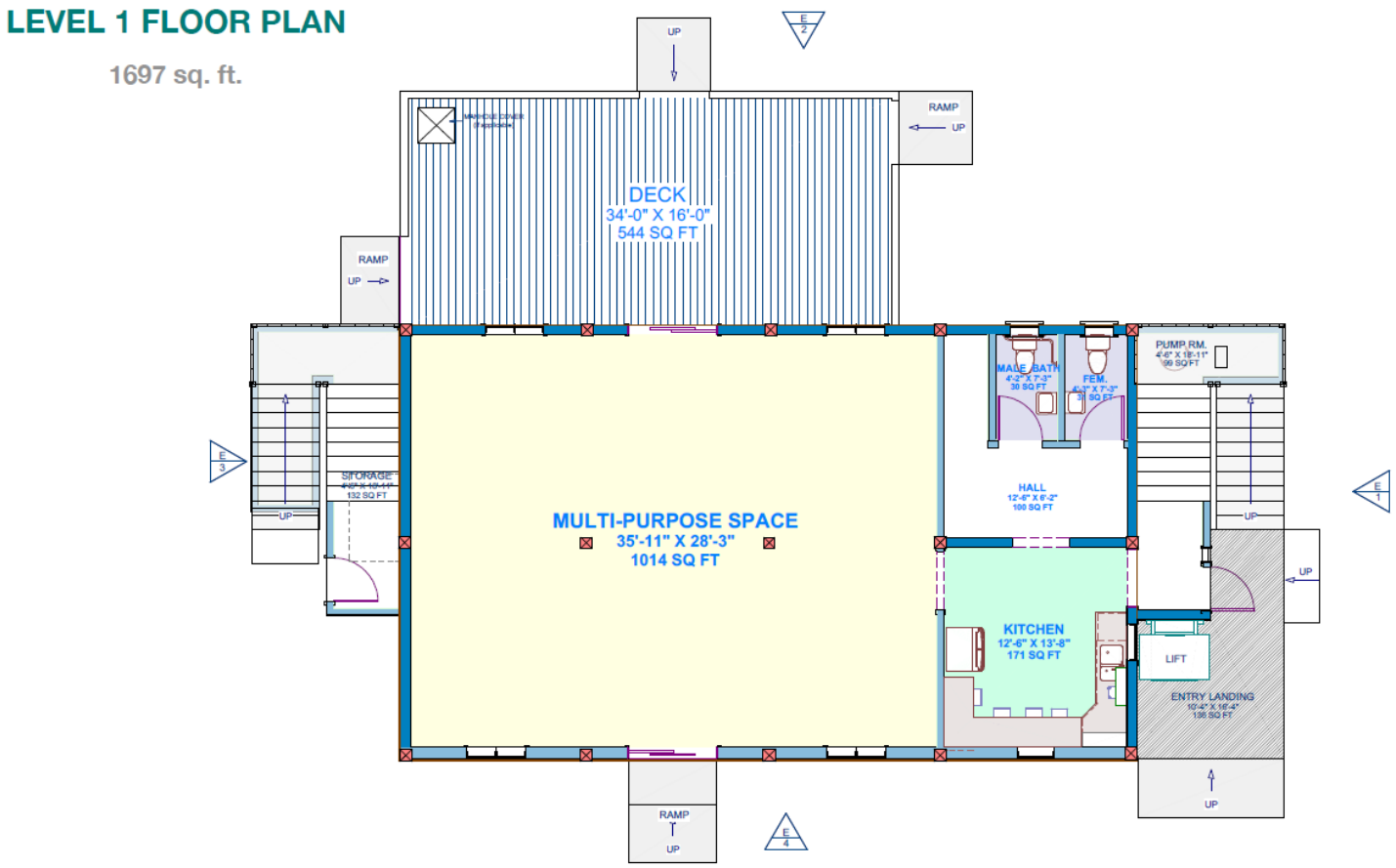
ITEM No.	New materials	Scope of Work	Application of New Materials	Benefits of New Materials	% USE OF NEW MATERIALS
1	**PVC ROOF SHEETING**	Remove existing termite infested roof structure Stockpile good/reusable components such as galvanised metal sheeting.	PCV roof sheeting was used to replace previously installed metal roof sheeting.	1. Corrosion Resistant 2. Heat Reduction 3. Reduced maintenance costs	100 % throughout roof surface
2	**FIBRE CEMENT BOARD**	1. Rebuild level 2 floor structure using structural wood framing. Clad with fibre cement board and tile. 2. Clad all exterior and interior walls with wall siding material. 3. Clad all columns, beams and ceiling surfaces with wall cladding and ceiling panel materials.	1. Level 2 Floor: 3/4" thick fibre cement board was used as an alternative to form plywood. 2. Wall Cladding: 3/8" thick fibre cement board was used as support for finish wall siding material. 3. Column/Beam and Ceiling Cladding: 3/8" thick fibre cement board was used as support for finish column/ beam/ceiling panels.. 4.	1. Rot Resistant 2. Impact Resistant 3. Moisture Resistant 4. Fire Resistant	1. Level 2 Floor: 100% 2. Exterior and Interior Walls: 100% 3. Beams/Columns/Ceiling: 100%
3	**CARBON FIBRE REBAR**	1. Ring Beam: Demolish and rebuild existing ring beam structure. 2. Exterior Stairs: Demolish and rebuild existing exterior stair systems with landing and connecting walkway.	1. Ring Beam: Carbon fibre rebar was used as the main structural reinforcement material in rebuilding of all ring beams. 2. Exterior Stairs: Carbon fibre rebar was used to build two exterior stair systems, landing and connecting walkway.	1. Corrosion Resistant 2. High Tensile Strength 3. Lightweight	1. Ring Beams: 95% 2. Stairs: 95% 3. Landing and Walkway: 100%
4	**CARBON FIBRE WRAP**	1. Repair all structurally damaged beams, columns and walls.	Carbon fibre wrap was used extensively to repair/ strengthen all structurally damaged beams, columns and walls throughout the structure. *(A limited amount of concrete and cement plaster was also used in the repair process)*	1. Corrosion Resistant 2. High Strength 3. Lightweight 4. Flexible 5. Durable 6. Maintenance Free 7. Low Cost Compared to Other Methods	1. Beams: 98% 2. Columns: 98% 3. Walls: 98%

ITEM No.	New materials	Scope of Work	Application of New Materials	Benefits of New Materials	% USE OF NEW MATERIALS
5	**WALL SIDING**	Walls (exterior and interior)/Columns and Beams: Clad all walls, columns, and beams with wall siding material.	All exposed wall, column and beam surfaces were covered using new wall paneling materials.	1. Weather Resistant 2. Durable 3. Low Maintenance 4. Fire Resistant 5. Lightweight	1. Wallls: 100% 2. Columns 100% 3. Beams: 100%
6	**PVC CEILING PANEL**	Ceilings: Cover ceiling surfaces with pvc ceiling panels.	All ceiling surfaces were covered with pvc ceiling panels as the finish material.	1. Lightweight 2. Durable 3. Low Maintenance 4. Hygenic	Ceilings: 100%
7	**POLYCARBONATE SHEET**	Bathroom Hall: Clad interior wall in this space with backboard material to support finish wall siding material.	A small portion of the bathroom hallway area's interior wall structure was cladded with 1/4" polycarbonate sheeting material.	1. Corrosion Resistant 2. Impact Resistant 3. Lightweight 4. Durable 5. Maintenance Free	Bathroom Hall: 20%

Source: consultant architect in charge of the building renovations.

145. On the **ground floor of the building (level 1)**, the completion of a **multi-purpose space**, a **hall**, a **kitchen**, and **two bathrooms** (male and female) is planned.

Figure 11. Ground Floor Plan (Level 1)

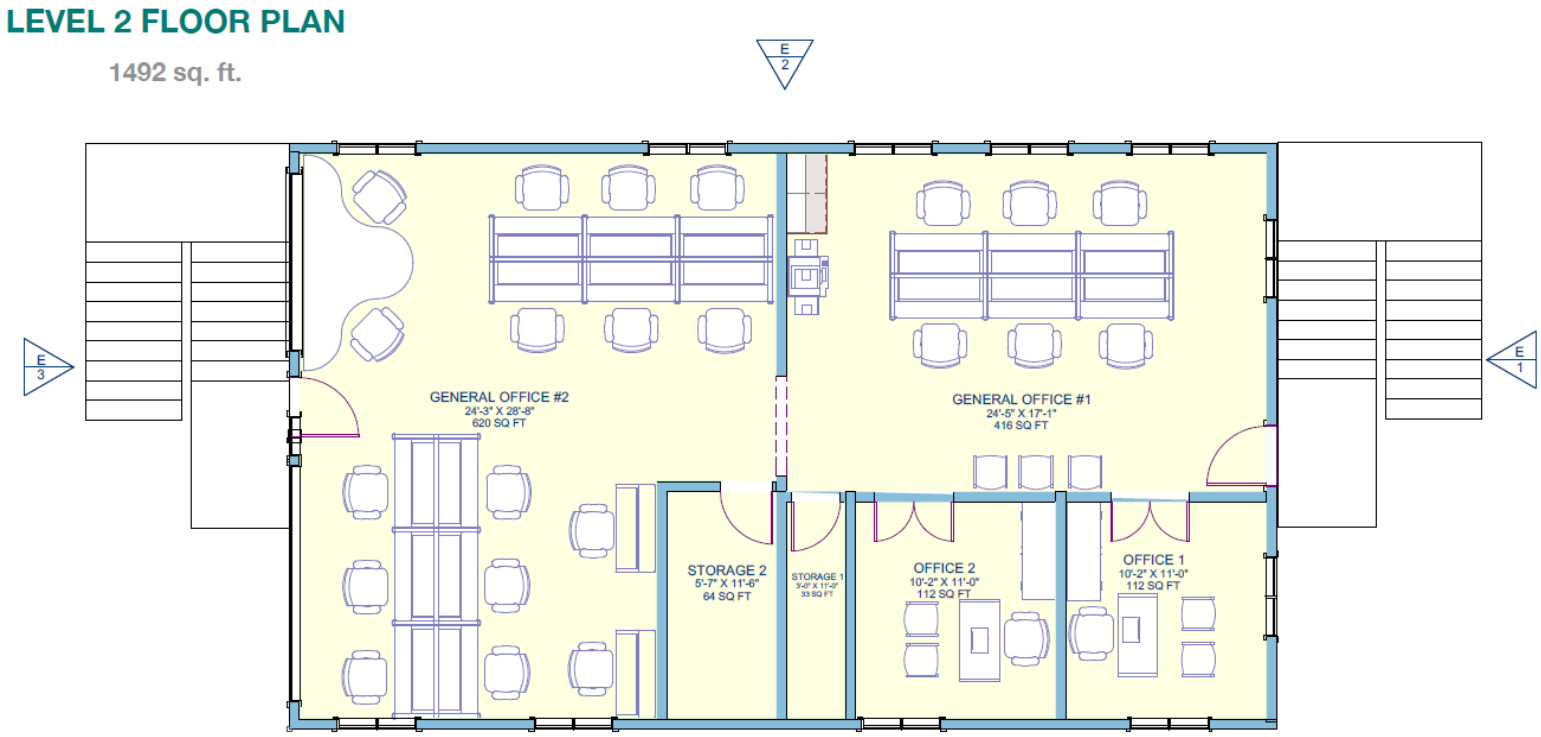


Source: consultant architect in charge of the building renovations.

146. **Outside the building**, the works include the completion of a **deck** and **two staircases**—one on each end of the structure—**providing access to the first floor**. **Ramps and storage spaces** will also be included. In addition, the building is being prepared structurally for the future installation of an elevator, which may be incorporated at a later stage.

147. The **first floor (level 2)** will be designated for **office space**, with **total capacity for approximately 25 people**. It will also include **two storage areas**.

Figure 12. First Floor Plan (Level 2)



Source: consultant architect in charge of the building renovations.

148. The following section presents the **architectural drawings and renderings of the renovation**, contrasted with the **progress observed during the field visit** conducted as part of this Terminal Review.

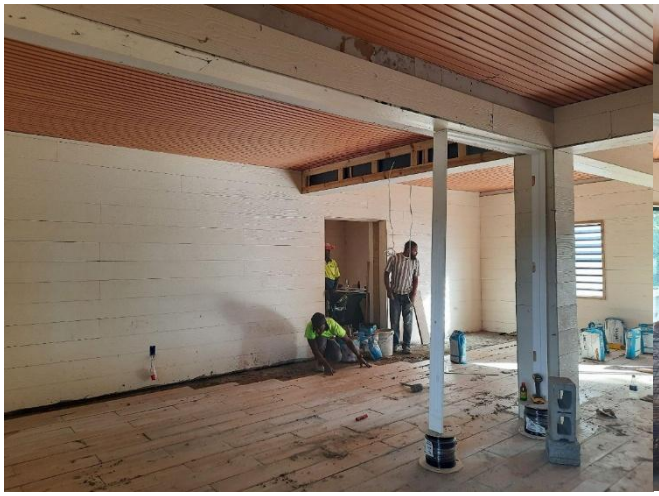
Table 8. **Progress observed during the field visit**

Drawings and renderings of the renovations	Progress observed during the field visit
VIEW 1: Main Entry	
	
VIEW 2: Main Entry | North East Perspective	
	
VIEW 3: South West Perspective	

VIEW 4: North West Perspective

VIEW 5: West Elevation

Table 9. Interior progress observed during the field visit

Ground floor (Level 1)
 
VIDEO 1 VIDEO 2
First floor (Level 2)

VIDEO1

Rating for Availability of outputs is ´**Satisfactory**'.

5.4.2. Achievement of Outcomes

149. **Two expected outcomes** were defined at design stage and tracked throughout project implementation using **five indicators**:

Outcome 1: The Environment Registry MRV function is established through a participatory process that includes a resilience assessment. The supporting indicators were:

1. Improvement in the quality MRV system for GHG Inventory based on GEF score (1-10) as per Annex III of CBIT programming directions.
2. Number of transparency guidance documents being used by DOE staff and sectoral data compilers.

Outcome 2: The Environment Registry becomes the official national source for NDC monitoring, reporting and verification. The supporting indicators were:

3. Improvement in the quality MRV system for NDC Implementation reporting based on GEF score (1-10) as per Annex III of CBIT programming directions.
4. Improvement in the quality MRV system for Climate Change adaptation reporting based on GEF score (1-10) as per Annex III of CBIT programming directions.
5. % of specialized trained staff who declares to be in a better position to implement MRV systems (gender disaggregated).

150. Outcome 1 was **largely achieved**, with the Environment Registry fully developed, launched, and operational within the extended timeframe. Stakeholders consistently affirmed that the Registry is being used for GHG inventory work and broader MRV functions: "*Outside of the infrastructure part… most of the activities were completed or near completion and the objectives are being met.*" (HU, M, Interview, Oct 28, 2025).

151. Outcome 2 is **mostly achieved**, with robust evidence of Registry integration into NDC and adaptation tracking processes. The Project finalized the **NDC Implementation Plan**, defined indicators, and developed methodological guidance that DOE is already applying in reporting activities.

152. **The last PIR Report (2025)** rated overall outcome achievement as **Satisfactory**, meeting the targets for indicators 1 to 4. However, indicator 5 did not fully meet its target. A staff survey was conducted to assess whether the CBIT Project outputs had improved their capacity to implement MRV systems. Of the 16 expected responses, 11 were received, with 64% of respondents reporting improved readiness, slightly below the 70% target. Among these, 7 participants rated their ability to implement MRV systems as 3 or higher on a 1–5 scale.

Rating for Achievement of project outcomes is ´**Satisfactory**'.

5.4.3. Likelihood of Impact

153. **The overall objective of the CBIT Project** was "to promote mainstreaming of NDC monitoring, reporting and verification into domestic systems and strengthen institutional capacity to enable routine, concurrent and participatory monitoring processes that enhance transparency under the Paris Agreement".

This objective was tracked throughout project implementation using **one indicator**:

1. Improvement in the quality of Institutional capacity for transparency based on GEF score (1-4) as per Annex IV of CBIT programming directions

154. **The last PIR Report (2025) rated this objective as Satisfactory**, meeting the target for the indicator. This rating was supported by the signing of MOUs, the development of indicators to track NDC implementation progress, and the preparation of the First BTR. The PIR also stated that the Environment Registry now facilitates data sharing among agencies, while stakeholders can request data as needed. Data collected during the Project has already informed the NDC revision process and contributed to other national documents, demonstrating effective integration into national planning and budgeting systems.

155. **The whole evidence gathered through this TR indicates that the Project made substantial progress on the key outcomes required to move toward long-term impact**. The results demonstrate that the drivers necessary to transition from outputs to outcomes are mostly in place, and that several prerequisites for intermediate states—such as institutionalized data practices, improved GHG inventory architecture, and a functioning MRV platform—have been partially or fully achieved.

156. However, **the assumptions at the reconstructed Theory of Change hold partially**:

- Stakeholder interviews point to meaningful collaboration but also note **limited cross-sector engagement and political-institutional fragility**. As one interviewee stated, "*governance is the weakest one… there is still room for improvement*".
- Drivers such as DOE's technical commitment, the existence of structured methodologies, and the momentum generated by ongoing international reporting cycles are clearly present.
- However, **the absence of a functioning multisector Steering Committee and challenges in data availability from partner institutions** weaken the enabling environment for full transition to impact.

157. Finally, **several catalytic dimensions are evident**:

- **Antigua and Barbuda is perceived regionally as a leader in climate transparency**, with peers acknowledging that the country is "ahead of the curve" (C, M, Interview, Oct 24, 2025).
- **The Environment Registry's design has already drawn interest from OECS partners**, creating potential replication pathways.

- **Participation in more than ten regional and global transparency platforms has fostered knowledge diffusion** beyond the project's immediate scope.

158. **These factors increase the likelihood that project achievements will expand** beyond the immediate outputs and support broader ETF compliance in the region.

159. Finally, **no evidence of unintended negative effects was identified**. Delays in the climate-resilient building renovation are not expected to generate adverse impacts, as the activity is still progressing under complementary GCF funding.

Rating for Likelihood of impact is ´Likely'.

Rating for Effectiveness is 'Satisfactory'.

5.5. Financial Management[12]

5.5.1. Adherence to UNEP's Financial Policies and Procedures

160. **Financial management throughout the CBIT Antigua and Barbuda Project adhered to UNEP's financial rules**, with all major processes—budget revisions, expenditure reporting, procurement alignment, and audits—conducted according to standard procedures.

161. **The Project underwent four revisions**: three (2022, 2023, 2024) were no-cost extensions to allow completion of priority activities, while the first revision involved substantial budget realignment and restructuring to reflect COVID-19–related delays and evolving technical needs.

162. **The DOE's financial team demonstrated consistent compliance with reporting requirements**, even when UNEP introduced new financial templates. Interviewees confirmed that, **although template changes required adaptation, they ultimately improved clarity and usability**: *"Sometimes change is good. It helps us with the reporting process. It makes it easier"* (AAO, M, Interview, Nov 12).

163. However, context-related external challenges—mostly linked to UNEP's audit review delays—affected the timely finalization of audit cycles. According to interviewees, **the Project submitted its annual audits consistently, but UNEP did not review them in a timely manner**: *"When it comes to expenditure reports, they would respond maybe in a day or two… but the audit report… the 2022 audit, we delivered it in 2022/2023, and we got the response only in September 2023… by then I had already sent the 2023 audit as well. Both were waiting for feedback… We couldn't finalize the final audit because the previous one was not finalized yet."*

164. Despite these delays on UNEP's side, all financial processes under DOE control were carried out with consistency and full adherence to financial procedures.

[12] Additional information on Financial Management can be found in Annexes VI and VII.

Rating for Adherence to UNEP's policies and procedures is ´**Satisfactory'**.

5.5.2. Completeness of Financial Information

165. At the time of this TR, the Project closure file contains a **comprehensive set of financial documentation**, indicating **strong financial record-keeping and transparency**.

166. Available documents include:

- Project Implementation Reviews (PIR) Reports
- Half-Yearly Progress Reports (HYPR)
- Project Cooperation Agreements
- Quarterly expenditure reports
- Co-finance reports
- Approved revised budgets

167. The Project team confirmed that all required documentation was prepared and submitted on time: *"The final expenditure report was sent early in the year and we got feedback very fast… We had one audit per year: 2020, 2021, 2022, 2023… Only the 2024 audit report is pending for final closure.*" (AAO, M, Interview, Nov 12)

168. The high frequency of exchanges between the DOE and UNEP allowed for early identification of challenges and delays, contributing positively to **meet UNEP's financial reporting requirements**: "*We had weekly or bi-weekly meetings, so we followed the preparation of programmatic reports twice a year, the PIR, the HYPR, and the preparation of financial reports, the expenditure reports, co-finance reports, inventory reports and the audits. We followed up and provided support when needed, and we also followed the implementation of the work plan and the procurement plan as well. I think they had good project coordinators [...] Of course, we faced some delays sometimes, but I would say that for programmatic reports it was better than for financial reports. But anyway, we always got all the reports and we could move forward.*" (PS, F, Interview, October 2025)

Rating for Completeness of project financial information is ´**Satisfactory'**.

5.5.3. Communication Between Finance and Project Management Staff

169. Interviews with project staff highlighted **clarity and consistency in both financial and technical reporting**. The DOE operated with a small team structure, which facilitated **regular interaction and rapid internal review** of both narrative and financial reports:

- "*All the financial reports were prepared by the finance unit. And yeah, we worked very closely with them. [...] The technical reporting was prepared primarily by the project coordinator, but again, I approved them. [...] It was something that we were used to because we managed several projects and the team was small. We are literally in the same building. I mean, the communication was clear. We were able to reach each other*

whenever. So whenever the technical reports were prepared, it was a matter of just telling me to review them. Similar with the financial team. They were in a separate building, but it wasn't too far. Antigua is very small. So it wasn't hard to reach them and them to reach me. The communication was seamless and there were no issues there." (PM, M, Interview, October 2025)

170. Support from **UNEP staff was also described as responsive and helpful**, contributing to the good functioning of the project's reporting mechanisms.

- "*The colleagues from UNEP were always there and available to us whenever we had any issues, especially when it related to reporting. I think several times during the project lifetime there were some minor changes to the reporting and how we report and that guidance was always forthcoming from the UNEP team. So I think they did a very good job there*." (PM, M, Interview, October 2025)
- "*[...] The financial reports are pretty easy to do because they would send us the templates. So, those were easy to follow. We didn't have any problems with that, to my knowledge*." (PC, F, Interview, November 2025).

Rating for Communication between finance and project management staff is ´**Highly Satisfactory'**.

Rating for Financial Management is 'Highly Satisfactory'.

5.6. Efficiency

171. This section assesses whether the CBIT Antigua and Barbuda Project maximized results from the resources available, focusing on cost-effectiveness, timeliness and the use of existing institutions and partnerships. It considers both the direct management of funds (including budget revisions and reallocations) and the translation of inputs into outputs, while recognizing that some of the main drivers of delay and transaction costs were external factors already discussed under "Nature of External Context".

172. Over its lifetime, **the Project underwent four formal revisions**. The first revision introduced budget and workplan adjustments, while the last three (approved in 2022, 2023 and 2024) granted no-cost extensions to allow for completion of major activities and outputs. According to Project stakeholders, **the first revision** mainly rephased unspent activities delayed by COVID-19, reallocated part of the staff/personnel budget to implementing partners, reassigned portions of the training and travel lines to online training alternatives, and created or updated budget lines to reflect new commitments (including a separate line for the launch of the NDC report). **The subsequent no-cost extensions were described as necessary to finalize key components**—particularly the NDC implementation plan, the Environment Registry and the building improvements—rather than to expand scope. The final extensions were largely due to aligning the building works with a parallel

GCF project—a decision that delayed completion but improved cost-effectiveness through co-financing.

173. **The first revision also entailed a targeted reallocation of funds originally assigned to two local consultancy lines** ("Local Data/GHG Expert" and "Local Expert on Climate-Resilient Data Systems") to new, more focused activities: (i) hiring an MRV Consultant to conduct three workshops with the private sector; (ii) engaging two MRV apprentices to support data collection for the Environment Registry; and (iii) developing an Environment Registry video. These changes suggest efforts to enhance cost-effectiveness by shifting resources towards capacity building and outreach closely aligned with the Project's core objectives, while using apprenticeships to combine lower-cost data collection support (C, M, Interview, Nov 13; HU, M, Interview, Oct 28, 2025).

174. **Timeliness was significantly affected by delays in the building renovation component**, which was one of the reasons for repeated no-cost extensions. Project staff reported bottlenecks in receiving architectural drawings, finalizing plans with the architect, securing materials and shipping them to the island, as well as challenges in hiring and coordinating construction workers. (PC, F, Interview, Oct 3, 2025; PC, F, Interview, Oct 17, 2025). These delays meant that, while building upgrades eventually represented a "significant improvement", they took substantially longer than initially planned and required the Project to remain open administratively even after the DOE considered the core technical work largely completed.

175. Beyond infrastructure, **the design and roll-out of the Environment Registry and related MRV systems also contributed to delays**. The system was conceived with both a closed internal module (for DOE use) and a public-facing interface, requiring secure integration between the two. According to technical stakeholders, this type of architecture was demanding to implement given the maturity of available tools at the time, which complicated the development and testing process (C, M, Interview, Oct 24, 2025). **The Project also took longer than expected to fully engage the government IT department**, **which slowed down handover arrangements for long-term hosting and maintenance of the system** (PS, F, Interview, Oct 24, 2025). These factors necessitated extended timelines but ultimately enabled the completion and launch of the Registry within the extended implementation period (C, M, Interview, Nov 13).

176. As summarized under "Nature of External Context", **the most significant drivers of delay were the COVID-19 pandemic and the institutional transition from UNEP DTU Partnership to UNEP CCC**. From an efficiency perspective, these shocks created a "stop–start" pattern: contracts with international partners had to be renegotiated or restarted, and activities such as the NDC implementation plan and Environment Registry work were temporarily put on hold while institutional arrangements were clarified (PS, F, Interview, Oct 24, 2025; C, M, Interview, Oct 24, 2025). Stakeholders estimate that the UNEP DTU–UNEP CCC transition alone contributed several months of delay, yet once UNEP CCC was fully re-

engaged, a clear time plan was set and the remaining work was completed within the extended schedule (C, M, Interview, Oct 24, 2025; PS, M, Interview, Oct 31, 2025).

177. **Portfolio-level effects within the DOE further constrained timeliness**. During the pandemic period, approximately **21 projects in the DOE's portfolio**—including large adaptation and infrastructure initiatives with million-dollar contracts—**were simultaneously delayed** (PM, F, Interview, Nov 12, 2025). In this context, CBIT, as an enabling activity, sometimes had to be deprioritized relative to projects with binding civil works contracts, even though DOE staff emphasized CBIT's strategic importance. The DOE introduced internal monitoring tools (such as Smartsheet) to track milestones and payments, which helped maintain oversight but could not fully compensate for the systemic strain on staff time and administrative capacity (PM, F, Interview, Nov 12, 2025).

178. **Human resource constraints also had a bearing on efficiency**. Within DOE, staff turnover and a small core team reduced the number of people available to maintain continuity in specialized functions (PC, F, Interview, Oct 17, 2025; PM, F, Interview, Nov 12, 2025). Staff described burnout and work–life pressures, including the need to homeschool children during lockdowns, as well as difficulties retaining personnel as the cost of living rose sharply after COVID-19, leading some staff to seek better-paid jobs elsewhere. In partner institutions such as the Statistics Division, key focal points left their positions without immediate replacement or with successors lacking equivalent expertise, which created gaps in data provision and increased the time and effort required to obtain and format information for CBIT indicators (SDDCO, F, Interview, Nov 13; SDCO, F, Interview, Nov 13).

179. **Several measures helped partially offset these constraints and improve cost-effectiveness**. The Project shifted travel and in-person workshops to **virtual modalities where feasible**, reducing travel costs and allowing some activities to proceed despite COVID-19 restrictions (HU, M, Interview, Oct 28, 2025). The **apprenticeships and internship-type roles** linked to the Environment Registry generated a pool of trained junior staff while supporting extensive data collection at comparatively low cost (PM, F, Interview, Nov 12, 2025; C, M, Interview, Nov 13). **Extensive documentation**—including user manuals for the Registry, clear definitions of permission levels and technical reports—was produced to facilitate future **knowledge transfer** and reduce the cost of onboarding new staff (HU, M, Interview, Oct 28, 2025). In addition, DOE successfully arranged **co-financing for the building renovations**: GEF/CBIT resources were used to purchase materials, while a GCF project financed the works themselves (PS, F, Interview, Oct 24, 2025).

180. **Overall, major technical outputs were delivered within the extended timeline**. Interviewees stressed that the Environment Registry was completed and launched while the relevant MRV consultancy contracts were still active, and that the knowledge and systems developed under CBIT are already being used to inform the ongoing BTR process (C, M, Interview, Nov 13; PS, F, Interview, Oct 24, 2025). This points to strong delivery under difficult conditions.

181. **The Project clearly exhibits both strengths and weaknesses in terms of efficiency**. On one hand, it required three no-cost extensions and experienced significant delays in

components. On the other hand, the extensions were largely justified by the aim of safeguarding and completing key outputs; the Project made consistent use of cost-saving and value-enhancing measures; and it operated mainly through existing institutions and partnerships rather than creating duplicative structures, even if these institutions were themselves under pressure.

182. Taking these considerations together, **the Project´s efficiency was clearly affected** but the Project team and partners implemented **mitigation measures** that allowed the CBIT Antigua and Barbuda Project to deliver its main planned results without additional funding and with a generally prudent use of resources.

Rating for Efficiency is 'Moderately Satisfactory'.

5.7. Monitoring and Reporting

5.7.1. Monitoring Design and Budgeting

183. At design, the Project included a **Monitoring and Evaluation (M&E) Plan** with its corresponding Work Plan and Budget. It outlined in detail all the planned **M&E activities**, providing for each a description, responsible parties, timeframe for implementation, and an estimated budget.

184. The **M&E activities** included in the plan were: Inception Workshop (IW) and Report; HYPRs; Half-yearly Financial Reports; PIRs Reports; Audits; Final Report; and Terminal Evaluation (TE).

185. The **total estimated budget for M&E** activities was set at **USD 48,000** (USD 45,000 from GEF and USD 3,000 as co-financing), allocated mainly to this Terminal Review and the Audits.

186. In terms of **indicators in the logical framework at design stage**, the Project included **one impact-level indicator** and **five outcome-level indicators**, aligned with the Project components. Each indicator included a baseline, end-of-project target, and source of verification. However, **the Project document did not explicitly define output-level indicators**, while these could have been developed based on the outputs/activities outlined in the logical framework.

187. **Finally, the CBIT Antigua and Barbuda Project incorporated explicit commitments to gender equality from the design stage**, consistent with UNEP and GEF policy frameworks. The Project Document included gender-responsive objectives such as promoting gender balance in participation, integrating gender-sensitive indicators into NDC processes, and ensuring stakeholder engagement inclusive of women, youth, persons with disabilities and other vulnerable groups. Specifically, it referred to the indicator **"Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment" targeting an equal distribution of beneficiaries: 50% women and 50% men**. While the design referenced

inclusiveness principles, evidence of a broader minority groups approach beyond gender was limited.

Rating for Monitoring design and budgeting is ´**Satisfactory**'.

5.7.2. Monitoring of Project Implementation

188. **The monitoring system was operational from the start of the Project (2019)** and facilitated consistent tracking of results and progress towards the objectives throughout the entire implementation period, enabling adjustments and improvements in execution, contributing to the achievement of planned results. Monitoring data were collected accurately, thoroughly, and appropriately for: impact and outcome indicators, implementation status for outputs and activities (expressed as a percentage) and progress on the Budget. Risk management was also a key focus of the monitoring system.

189. For the **outcome indicators** defined during the Project design phase, **regular tracking was conducted**, including the corresponding baseline, mid-term targets/milestones, end-of-project targets, progress (in number, percentage, or binary entry), and performance rating.

190. For **outputs** - where no specific indicators were developed during the design stage - **periodic monitoring was also carried out**. For each output, the monitoring included the expected completion date, implementation status (expressed as a percentage), progress rating, and comments in case of variance (e.g., delivery issues). A similar approach was applied to the **activities** planned to achieve the intended outputs.

191. Monitoring also included the systematization and reporting of progress towards outputs and activities related to equity, such as **sex-disaggregated data**.

192. In addition, the monitoring plan incorporated **detailed tracking of progress on the Budget**.

193. Finally, **risk management was also a key focus of the monitoring system**. Robust information was gathered on the evolution of both the risks identified during Project design and those that emerged unexpectedly during implementation. For each identified risk, the monitoring recorded the risk statement; affected outcomes and outputs; actions taken (by whom and when), and the results of those actions.

194. In sum, the monitoring system implemented throughout the Project enabled adjustments and improvements in execution, contributing to the achievement of planned results.

Rating for Monitoring of project implementation is ´**Satisfactory**'.

5.7.3. Project Reporting

195. The PMU submitted several **periodic reports** detailing **progress made in relation to planned milestones and expected results**, in compliance with UNEP and GEF reporting requirements.

196. Among the **reports submitted** and made available for this Terminal Review are the following:

Table 10. Summary of Project Reports Submitted

Name of Report	Reporting years	Content
Expenditure Reports	Quarterly in 2020, 2021, 2022, 2023, 2024	Expenditures and unliquidated obligations with its related outputs, activities and deliverables.
Project Cooperation Agreements	2019, 2022, 2024	Amendments to work plan and budget
Co-Finance Reports	2020, 2021, 2022, 2023, 2024	Reporting and description of co-finance contributions.
Approved Budgets	2021, 2022, 2023, 2024	Detailed budgets prepared by project activity, which feed into the relevant outputs.
Half Yearly Progress Reports	2020, 2021, 2022, 2023, 2024	Project implementation progress and risk management. Monitoring of output delivery and outcome-level indicators.
Project Implementation Review (PIR) Reports	2021, 2022, 2023, 2024, 2025	Overview of Project Status. Monitoring of output delivery, outcome-level and gender indicators, risk management. History of Project revisions and extensions. Project progress in: co-finance, gender, stakeholder engagement, environmental and social safeguards, KM/Learning.
Project Management Committee presentations	2020, 2021, 2022	Project implementation progress

Source: own elaboration

197. All reports are available in **digital format** and are comprehensive and of sufficient quality to track the Project progress, both in terms of the work plan and budget.

198. Additionally, the most important Project reports and documents were published on the GEF Portal and UNEP Open Data.

199. Finally, **this document (TR Final Report)** corresponds to the **Terminal Evaluation** foreseen in the M&E Plan and was preceded by the development of an **IR**, which provided a thorough assessment of the quality of the Project design, a **Preliminary Findings Note**, and a **TR Draft Report**.

Rating for Project Reporting is ´**Satisfactory**.

Rating for Monitoring and Reporting is 'Satisfactory'.

5.8. Sustainability

5.8.1. Socio-political Sustainability

200. The socio-political sustainability of the CBIT Project is assessed as **moderately likely**, reflecting strong ownership within the DOE and continued political commitment to climate transparency, but also highlighting vulnerabilities associated with leadership dependence and institutional continuity.

201. **Several stakeholders highlighted Antigua and Barbuda's active engagement in international climate negotiations**, including the Prime Minister's participation at COP 30 and regional forums. As noted by one informant, "*our Prime Minister is very much on board… there is political will to support these initiatives going forward*" (C, M, Interview, Nov 13).

202. **However, stakeholders also described increasing political pressures associated with the approaching national elections**, including reduced attention from ministers to environmental projects and competing priorities driven by constituent demands. This reinforces the earlier conclusion that the transparency agenda, while valued, is not fully embedded across government institutions.

203. In addition, some interviewees mentioned **the imminent departure of the DOE Director as a risk**, particularly if leadership does not continue to actively champion and drive the agenda forward.

204. At the same time, **the DOE's long-standing credibility and connection with regional and global partners provide a stabilizing factor**. Public interest in the Department's work was described as high, which may help sustain visibility despite political shifts.

205. Throughout implementation, the DOE demonstrated a consistent commitment to advancing the transparency agenda and aligning national actions with the ETF under the PA. The Department's long-standing leadership in environmental management — notably under the EPMA — provided an enabling policy environment for the CBIT interventions. However, as noted by several interviewees, this commitment is highly **personalized and concentrated in key individuals**, particularly in the DOE's senior management, creating a potential risk for continuity if leadership changes occur.

206. Stakeholders also emphasized that while the environmental authorities show strong engagement at the project and ministerial level, broader **governmental ownership across ministries and departments remains limited**. Institutional coordination mechanisms — such as inter-ministerial data-sharing or policy follow-up after project completion — are not yet fully embedded. As highlighted by a national specialist, "*what happens after? […] when*

we leave the meetings, do we go back to our offices and designate persons to collect the necessary data? That is normally the issue" (NS, M, Interview, Nov 4, 2025).

207. In conclusion, while the DOE's strong leadership and the country's active engagement in global climate processes provide a solid basis for sustaining CBIT results, the reliance on individual champions and limited cross-government institutionalization introduce moderate risks.

Rating for Socio-political sustainability is ´**Moderately Likely**'.

5.8.2. Financial Sustainability

208. Financial sustainability is assessed as **moderately unlikely**, primarily due to the **absence of secured post-project financing** to maintain the Environment Registry and related data management systems.

209. Several interviewees noted that **the maintenance of the Registry**—including server hosting, data updates, software licenses and security certificates—**remains an ongoing challenge**. The DOE is currently seeking to transfer the Registry to government servers; however, as of late 2025, this process has not been completed (PC, F, Interview, Oct 17, 2025). *The platform continues to be hosted by an external private firm, creating long-term affordability and ownership concerns*. As the consultant who developed the Registry explained, "*the intent has always been to give it over to the Antigua IT department, but administering this tool has been a crucial issue… the financial aspects of keeping this tool active are going to be a factor overall*" (C, M, Interview, Oct 24, 2025).

210. These challenges occur within broader systemic budget constraints typical of SIDS. As observed by national and UNEP consultants, **Antigua and Barbuda depends heavily on externally funded projects**, and recurrent expenses—such as SSL certification, system updates, and retention of specialized staff—have not yet been integrated into the national budget. As one interviewee stated, "*If the finances are not available to maintain the system active, then obviously it would stop functioning*" (HU, M, Interview, Oct 28, 2025).

211. Another interviewee highlighted the **country's reliance on donor-funded training and technology**: "*We are very cash-strapped… but where international agencies provide training or technology, we try to make people available*" (C, M, Interview, Nov 13).

212. A significant structural barrier is the **limited integration of CBIT outputs into national financial planning**. *As noted "The Ministry of Finance is not using it properly yet… The internal rate of return of climate-resilient projects makes development banks unwilling to lend… CBIT is too small a project to generate that shift"* (PM, F, Interview, Nov 12). This indicates not only financial constraints but also a deeper misalignment between transparency products and fiscal decision-making processes.

213. **While the DOE and the government have expressed willingness to explore co-financing arrangements through ongoing climate projects, no sustainable funding**

mechanism has been formalized. In this context, the risk of financial discontinuity is significant, especially if donor cycles or complementary initiatives (e.g., GCF-funded renovations) experience future delays.

Rating for Financial sustainability is ´**Moderately Unlikely**'.

5.8.3. Sustainability of the Institutional Framework

214. Institutional sustainability is assessed as **moderately likely**, supported by the DOE's strong technical leadership, its legal mandate under the EPMA, and the gradual capacity strengthening achieved through CBIT. At the same time, persistent challenges related to staff turnover, knowledge transfer, and limited IT capacity present risks to long-term continuity.

215. **The DOE benefits from a robust legal and institutional foundation for environmental governance**, particularly under Part IX of the EPMA, which mandates the establishment and maintenance of the Environment Registry, the Natural Resources Inventory, and the State of the Environment Reports. These legal provisions provide a durable framework for sustaining the Registry beyond the project lifespan. The CBIT Project directly supported this mandate, ensuring that the Registry's design is aligned with EPMA requirements and with long-term transparency objectives.

216. Nonetheless, interviewees identified several fragilities. **The shortage of specialized IT staff and high levels of staff turnover weaken institutional memory and continuity**. As one interviewee explained, "*it would be best if we could get an IT person on staff to assist with keeping [the Registry] on stream, so we don't always have to go back to the consultant*" (PC, F, Interview, Oct 3, 2025). The lack of internal technical capacity increases dependency on external providers and heightens the risk of disruption if key personnel leave.

217. **Concerns were also raised regarding software handover and documentation**, underscoring the need for full transfer of technical assets and structured upskilling of government IT staff.

218. **Long-term risks were also highlighted related to digital continuity, including data degradation, hardware obsolescence, and evolving software environments**: "*How do you ensure that 10 or 20 years down the line we have a seamless transition, no matter how hardware or software has changed?*" (SEO, M, Interview, Nov 11). These risks point to the need for long-term data migration, backup protocols and system-wide IT governance planning.

219. **Inter-agency data governance remains uneven**. Stakeholders from the Statistics Division emphasized that "*If the data is not validated before it is placed on the site, that is key*" (SDDCO, F, Interview, Nov 13). Without established cross-ministerial QA/QC procedures, the long-term credibility of the Registry could be undermined.

220. **Turnover at both managerial and technical levels also affects institutional retention of skills**. Some stakeholders alike pointed to frequent staff replacements — "*you have a lot of turnover […] people who receive training and then leave — that can cause brain drain*" (C,

M, Interview, Oct 24, 2025; PS, F, Interview, Oct 24, 2025). While CBIT developed training manuals and procedural guidelines, their consistent application depends on stable staffing and effective onboarding processes.

221. **Despite these vulnerabilities, the DOE's strong normative authority, its role as both GEF and GCF focal point, and its established collaboration with other ministries and international partners act as important enablers**. With reasonable staff stabilization, full technical handover, and continued political and bureaucratic support, the institutional framework is likely to sustain the core CBIT achievements, particularly the Environment Registry and associated MRV functions.

Rating for Institutional sustainability is ´**Moderately Likely**'.

Rating for Sustainability is 'Moderately Unlikely'.

5.9. Factors Affecting Performance and Cross-cutting Issues

5.9.1. Preparation and Readiness

222. The Project's preparation and readiness reflected solid initial planning and compliance with several UNEP readiness requirements; however, gaps remained regarding stakeholder capacity assessments, and the establishment of early participation commitments or expressions of interest that could have strengthened and broadened stakeholder participation and engagement.

223. A comprehensive inception workshop was conducted in February 2020, fully documented in the *Inception Workshop Report*. The workshop gathered **28 participants**, a majority from government institutions (73%), with lower representation from civil society (12%), international organizations (11%), and only **one** private-sector representative. Although the event successfully validated the project design and work plan, participation diversity was **moderate**, with limited engagement from private-sector actors and community-based organizations.

224. The workshop presented and validated a full **annual, costed workplan**, covering all outputs, activities, and timelines for Year 1, meeting UNEP readiness requirements.

225. Although not explicitly highlighted in the inception report narrative, UNEP procedures require a procurement plan prior to first disbursement. Documents provided by DOE show that procurement planning for advisory services, IT development, and training was completed. No gaps or inconsistencies were identified during implementation.

226. A key readiness shortfall was the absence of a **Project Steering Committee (PSC)** dedicated to the CBIT Project. Instead, the Project relied on a **Project Management Committee (PMC)** shared with other DOE projects, which did not provide structured,

periodic oversight specifically for CBIT. This misalignment was a recurrent weakness highlighted in later stages of implementation and limited formal participatory governance.

227. The mandatory ESE screening was completed and validated by UNEP. However, unlike the inception meeting, the assessment process **did not include structured stakeholder participation**, particularly from affected groups outside the DOE. This results in **partial compliance** with UNEP expectations for participatory safeguards analysis.

228. The design included an ambitious stakeholder strategy (government, private sector, civil society, academia, international partners). However:

- No formal stakeholder analysis document (mapping influence, interest, risks, engagement strategy) was produced.
- Engagement at inception remained **skewed toward government actors**, with very limited private-sector participation.

Thus, while intentions were clear, preparedness was **moderate rather than comprehensive**.

229. No systematic assessment of institutional capacity of partner agencies was undertaken before implementation. This gap became evident later, particularly regarding IT capacity and data governance across ministries—areas where capacity constraints significantly affected uptake.

230. In summary, the Project demonstrated adequate readiness, with a solid inception workshop, a costed workplan, and procurement arrangements in place. However, gaps such as the absence of a dedicated Steering Committee, limited stakeholder and capacity assessments, and delayed legal agreements weakened early governance and cross-institutional engagement.

Rating for Preparation and readiness is ´**Moderately Satisfactory**'.

5.9.2. Quality of Project Management and Supervision

Supervision and technical support by UNEP (Implementing Agency)

231. **UNEP fulfilled its core responsibilities as IA**, maintaining r**egular communication with the Project Team, providing templates, guidance, and technical feedback, and offering strategic support throughout implementation**. Interviewees consistently emphasized the frequency and helpfulness of UNEP's communication and support.

232. UNEP was responsive to several implementation challenges, and guidance was generally timely. However, two issues reduced the overall effectiveness of its supervision: 1) **High turnover of UNEP Project Specialists** occurred during the life of the Project, requiring the national team to repeatedly re-explain the context, re-submit documents, and

re-align expectations. 2) UNEP provided timely comments on most deliverables, but there were **delays in reviewing financial audits**, with some pending at the time of the TR.

Project management by the Executing Agency (DOE)

233. T**he DOE provided strong leadership, effective team management, and consistent technical oversight throughout implementation**. Evidence indicates the following strengths: **1)** Despite being a small team, the DOE leadership maintained **internal communication, effective coordination, and clear task allocation**; 2) The working relationship between the PM/TM and consultants, government agencies, and DOE units was described as constructive, collaborative and effective. **3) Good handover practices despite turnover**: training manuals, procedural guidelines, and documentation supported knowledge transfer. **4) Staff capacity to fulfill project requirements**, supplemented by consultants when necessary. However, t**his reliance on consultants—particularly for IT and registry maintenance—was acknowledged as a limitation that the DOE seeks to address through capacity building**. **5) Project staff were appropriately based** within the DOE. However, **COVID-19 created mobility constraints, delays in international travel for consultants, and challenges with internet connectivity**, which occasionally affected communication and implementation timing. **6) Effective communication and collaboration with UNEP**: a good amount of regular and constructive information exchange occurred between the DOE, the PM/TM, and UNEP colleagues.

234. **The main weakness was the absence of a Steering Committee or equivalent oversight body specific to CBIT**. Instead, responsibilities were absorbed by the Project Management Committee (PMC), which supervised multiple projects simultaneously, limiting the frequency, depth, and CBIT-specific attention expected under UNEP guidelines.

Rating for Quality of project management and supervision is ´**Satisfactory**'.

5.9.3. Stakeholders' Participation and Cooperation

235. At design stage, the CBIT Antigua and Barbuda Project established a **multi-level governance structure** intended to ensure broad and sustained stakeholder participation. UNEP, through its Climate Mitigation Unit, was designated as Implementing Agency (IA), with responsibility for fiduciary oversight, supervision and technical backstopping. The DOE, acted as Executing Agency (EA), responsible for day-to-day implementation, coordination with national stakeholders and alignment with other climate-related initiatives.

236. **A Project Management Unit (PMU)** was created within the DOE, led by a Project Manager (senior DOE official) and a Project Coordinator funded by the Project, supported by the Data Management Unit (DMU), assistants and consultants. The PMU was to serve as the operational hub, reporting to a **Project Management Committee (PMC)**. The PMC, composed of Permanent Secretaries from key ministries, UNEP and the Project

management, was expected to provide strategic oversight, approve annual workplans and budgets, and ensure synergies with other initiatives.

237. A central pillar of the stakeholder engagement strategy was the **Technical Advisory Committee (TAC)**, envisaged as a multi-stakeholder advisory body meeting monthly to review progress, advise on technical issues, and facilitate coordination. Its membership included 17 government agencies, three NGOs and one private sector coalition, and was expected to institutionalize stakeholder engagement in the MRV system and Environment Registry.

238. The design anticipated participation from:
- **Government agencies** as data providers, users and decision-makers across AFOLU, energy, waste, water, health, biodiversity, statistics, analytical services and community development;
- **Civil society organizations** to support registry establishment, participate in trainings and represent vulnerable and underrepresented groups;
- **Private sector actors**, especially EIA consultants and companies, as both contributors and users of data;
- **International partners**, including technical institutions, to provide expertise and facilitate regional learning.

239. **Inclusiveness was to be promoted through the TAC and stakeholder consultations**, with explicit reference to participation of women, youth, persons with disabilities and other groups at risk of being left behind.

240. **In practice, government engagement was the strongest dimension of stakeholder participation**. The DOE, sectoral ministries and cross-cutting agencies (notably the Statistics Division) were actively involved through the TAC, targeted consultations and data-sharing arrangements.

241. **The TAC met regularly** (monthly in normal circumstances, shifting to virtual during COVID), **bringing together representatives from government, CSOs, academia and the private sector**. As one interviewee explained, *"there is a Technical Advisory Committee that the DOE convenes… comprised of government agencies, NGOs, CSOs… and I believe private sector had a representation on it as well… CBIT would have presented a number of times… stakeholders were required to provide input into deliverables, comment on reports, manuals and the system that was created"* (HU, M, Interview, Oct 28, 2025). **The TAC served as a standing forum where CBIT updates were presented, documents circulated for comments and feedback integrated into technical products** such as the MRV framework and NDC Implementation Plan, as also reflected in PIR 1 and PIR 2.

242. **The Statistics Division, in particular, played a key role as a data partner and TAC member**. Representatives recalled that *"we were heavily involved in the Environment Registry, providing data and technical support… before they published anything, we reviewed it at the Statistics and TAC level… when it came to certain indicators development we would have been influencing that"* (SDDCO, F, Interview, Nov 13, 2025). A Memorandum of Understanding between DOE and the Statistics Division clarified roles in data collection, quality control and back-checking, strengthening institutional cooperation.

243. **At the same time, TAC functioning faced challenges**. The Chair noted the need to reconstitute membership due to staff movements: *"we need to do a new… reconstitute to an extent… some long-time representatives have moved on and their agencies haven't sent anybody to replace them"* (SEO, M, Interview, Nov 11, 2025). He also stressed the importance of renewing nominations every two years so that agencies can rotate representatives and keep engagement active.

244. **The Project Management Committee (PMC) operated as the de facto steering body for CBIT, although it was not CBIT-specific**. PIRs report that the Project Coordinator met the PMC at key decision points—for example, to approve recruitment of consultants, participation in international training and workshops and the co-financing strategy for building renovations (PIR 3, PIR 4, PIR 5). In this sense, **the PMC provided formal approval and high-level backing. However, because it oversaw multiple DOE projects, its role in facilitating broad stakeholder debate around CBIT was more limited than a dedicated Steering Committee would have been**.

245. Overall, **for government stakeholders, participation and cooperation can be considered strong and broadly effective**, especially through the TAC, targeted consultations for the MRV Framework and NDC Implementation Plan, and sustained involvement in data provision and training.

246. **By contrast, private sector engagement was significantly weaker than envisaged at design**. The Project organized specific workshops for private stakeholders on the Environment Registry and GHG data collection, and a dedicated MRV Consultant was hired to lead this process. PIR 3 reports three workshops targeting private actors (energy, waste, agriculture), with 11 participants, and notes that "there are more stakeholders which can be a part of the process," indicating a limited reach.

247. This is consistent with interview evidence: *"With the private sector, we did have a consultant try to have those sessions and try to get the private stakeholders involved. However, we didn't get as many as we had intended"* (PC, F, Interview, Oct 3, 2025). External partners echoed this assessment: *"the government stakeholders were [well engaged], but the private sector, it was limited… a lot more could have been done"* (C, M, Interview, Oct 24, 2025).

248. **Several underlying barriers were identified**:

- **Lack of incentives**: *"the private sector… check for their profits… a lot of this work involves meetings and workshops and you don't get paid for that… the CBIT project, I don't think it included per diems… so it was very hard to get a huge turnout"* (C, M, Interview, Oct 24, 2025).
- **Data-sharing culture**: *"we have found that there is need for a change in culture among even private sector in terms of data sharing and collaboration… somehow they think that sharing of data is maybe some security [risk]"* (C, M, Interview, Nov 13, 2025).

249. **Despite these constraints, there were positive cases, such as Wills Recycling and the West Indies Oil Company**, which provided data and, in some instances, directly supported

data input into the system. However, these remained isolated examples rather than a systemic engagement of the private sector as a whole.

250. **Civil society participation was moderate and somewhat more active than private sector involvement, but still below the ambition outlined at design**. NGOs such as the **Environmental Awareness Group** and community-based organizations participated through the TAC and specific consultations. As one interviewee noted, *"civil society organisations like EAG and community-based groups… were responsible for accessing information and, at some point, for uploading data… there was training for them to see how the system would have operated"* (C, M, Interview, Oct 30, 2025).

251. **The TAC also provided a space where CSOs could express views from different parts of the country and societal groups**: *"they all get a chance to say what they feel… both in terms of technical expertise and from the area in the country they come from"* (SEO, M, Interview, Nov 11, 2025). However, the same interviewee acknowledged that some non-state actors were not adequately brought in, especially groups not traditionally linked to environmental agendas, and emphasized the need to involve less "usual" voices to avoid always "singing the same song" within an already familiar network.

252. **Universities and academic institutions played a limited role during implementation**. The DOE Director highlighted the potential of working more proactively with universities to leverage students and research capacity for data collection and analysis, suggesting this as an area for improvement in future CBIT phases.

253. **Some links to equity and inclusion were made through TAC participation and the Statistics Division's work with SDG indicators**. Representatives emphasized that stakeholder consultations aimed to reflect the SDG principle of "leaving no one behind," and that comments from different stakeholders were considered when refining project documents and indicators (SDDCO, F, Interview, Nov 13, 2025). However, dedicated engagement of vulnerable groups (e.g. persons with disabilities, older persons, people living with HIV/AIDS) was not systematically documented in PIRs or interviews, limiting evidence of deeper equity outcomes in stakeholder participation.

254. In conclusion, **the CBIT Project implemented a broad and reasonably effective stakeholder engagement model**, with particular strengths in: **1) strong and regular engagement of government agencies**, **2) formalization of cooperation with key data partners** such as the Statistics Division via MoUs; **3) use of the TAC as an institutional platform** for presenting and reviewing project documents and indicators; and **4) continuous information sharing** through workshops, validation meetings, TAC sessions and a project results conference, as reflected in successive PIRs.

255. At the same time, **important limitations include: 1) weaker-than-planned engagement of the private sector**, due to lack of incentives and a low data-sharing culture; **2) Moderate civil society involvement**, largely channelled through a small number of organizations; **3) TAC membership erosion over time due to staff turnover**, without systematic renewal; and

4) limited documented evidence of targeted engagement with vulnerable or marginalized groups.

256. Taking into account both the strengths of the TAC-centred governance model and these participation gaps, stakeholder participation and cooperation are assessed as Moderately Satisfactory.

Rating for Stakeholder participation and cooperation is ´**Moderately Satisfactory**'.

5.9.4. Responsiveness to Human Rights and Gender Equity

257. **The CBIT Antigua and Barbuda Project incorporated explicit commitments to gender equality from the design stage**, consistent with UNEP and GEF policy frameworks. The Project Document included gender-responsive objectives such as promoting gender balance in participation, integrating gender-sensitive indicators into NDC processes, and ensuring stakeholder engagement inclusive of women, youth, persons with disabilities and other vulnerable groups

258. While the design referenced inclusiveness principles, evidence of a broader human rights-based approach beyond gender was limited. The Project did not explicitly articulate strategies or safeguards related to Indigenous Peoples' rights, disability inclusion, or intersectional vulnerabilities—mirroring common gaps in enabling-activity projects in SIDS.

259. Gender mainstreaming advanced progressively throughout implementation, supported initially by an international gender consultant procured via the UNEP–DTU Partnership. Key contributions included:

- **Development of a Gender Action Plan** for NDC implementation (completed and uploaded to the GEF Portal in 2024–2025).
- **Creation of gender-responsive indicators** for NDC tracking, later adopted by the DOE for monitoring implementation
- **Support to the Inclusive Gender-Responsive Renewable Energy Strategy**, including:
  - gender baseline data collection and household surveys;
  - inclusive stakeholder consultations with civil society, public and private sectors;
  - incorporation of differentiated gender needs into energy planning;
  - support to setting gender-responsive NDC targets (PIR1–PIR2)

260. Following initial delays linked to challenges in contextualizing the external consultant's work, the DOE's Environmental and Social Safeguards & Gender Officer took direct

leadership of gender mainstreaming activities, ensuring stronger alignment with national institutional realities (PIR2–PIR4). Activities were refocused on:

- consolidating gender-related reports previously developed;
- finalizing the Gender Action Plan;
- developing outreach materials on gender and climate change;
- integrating gender-sensitive indicators into the MRV and NDC implementation frameworks.

261. By the final reporting period, gender mainstreaming was embedded in DOE procedures, with the Gender Action Plan guiding implementation of gender-responsive NDC measures (PIR5)

262. Women were strongly represented across Project governance and implementation structures. Evidence shows:

- **The CBIT Project Team, the Project Management Committee (PMC) and the Technical Advisory Committee (TAC) were composed mostly of women** (PIR2–PIR3).
- **Women participated actively in consultations, private sector workshops, and the launch of the Environment Registry**, with the Project Team encouraging balanced representation during nominations (PIR3).
- **A female DOE staff member served as the officer responsible for the building renovation activities**, while **the construction supervisor was a woman leading a team of male workers**—a notable example of women's leadership in a male-dominated sector (PIR5)

263. Interviewed stakeholders also highlighted consistent female leadership within key components of the Project, including project coordination, data management and transparency processes.

264. Evidence of broader human rights mainstreaming—beyond gender—was limited. While inclusiveness was encouraged in consultations, there is **no indication of systematic engagement with persons with disabilities, LGBTQ+ groups, older persons, or other vulnerable populations**, nor evidence of adapted consultation methods for accessibility.

265. The Project did not apply a formal human rights-based approach (HRBA) nor include specific activities addressing discrimination, equity, or the rights of marginalized

communities. This reflects both project design constraints and the limited availability of national data disaggregated beyond sex—an issue also recorded in PIRs.

266. The Gender Action Plan and gender-sensitive NDC indicators have been formally adopted by the DOE to guide future MRV and NDC implementation processes. These tools have begun to inform:
- monitoring of gender-responsive NDC targets;
- DOE's Environmental and Social Safeguards system;
- future reporting obligations under the BTR and the ETF.

267. The integration of the Gender Action Plan into DOE structures increases the likelihood of sustained gender mainstreaming beyond the Project's lifecycle.

268. Despite meaningful progress, some constraints limited the Project's overall responsiveness to human rights and gender equity:
- **Lack of explicit measures or outputs addressing wider human rights considerations**, including intersectionality or inclusion of disadvantaged groups.
- **Limited evidence that MRV tools, training, or the Environment Registry incorporated accessibility considerations** for persons with disabilities or other excluded groups.

Rating for Responsiveness to human rights and gender equity is ´**Moderately Satisfactory**'.

5.9.5. Environmental and Social Safeguards

269. The CBIT Antigua and Barbuda Project was classified as **low-risk** at CEO Endorsement, given that its activities were primarily analytical, institutional, and capacity-building in nature, with no direct interaction with natural resources, communities, or environmentally sensitive areas. This classification remained valid throughout implementation, as confirmed in all PIRs (PIR1–PIR5). No new environmental or social risks emerged, no complaints were received, and no safeguard breaches were reported during the life of the Project.

Across all PIRs, the Project consistently affirmed:
- **No identification of new environmental or social risks**.
- **No moderate or high-risk reclassification** at any point.
- **No actual or potential negative impacts reported**.
- **No complaints filed** regarding environmental or social concerns.
- **No requirement for a safeguard action plan**, as confirmed in multiple PIRs stating: "*A safeguard action plan was not required for this project and the initial ESS risk classification is still valid*" (PIR3, PIR5)

270. The Project remained aligned with UNEP safeguard principles, including resilience and sustainability; human rights; gender equality and women's empowerment; accountability;

and the commitment to leave no one behind, particularly considering populations that might be *"affected, marginalized and vulnerable"* (PIR3).

271. Although no safeguard plan was required, the Project incorporated good practices to minimize indirect environmental impacts and adhere to UNEP's Environmental and Social Sustainability Framework (ESSF). In particular:

- **Most activities were delivered through desk-based work**, virtual meetings, and online collaboration platforms—especially during and after the COVID-19 pandemic.
- **Training and knowledge-sharing events were primarily virtual or hybrid**, reducing travel-related emissions and resource consumption.
- **The use of digital tools** for dissemination of technical products and for stakeholder engagement helped avoid unnecessary printing or additional environmental costs.

272. While the Project did not trigger social safeguard requirements, it remained attentive to potential vulnerabilities associated with climate impacts, data access, and institutional capacity constraints, in line with UNEP standards.

273. The Project's emphasis on transparent data systems, institutional strengthening, inclusive stakeholder engagement, and gender-balanced participation (as targeted in the training activities) contributed indirectly to improved governance conditions and equitable access to climate information.

274. No social safeguard issues were observed or reported during implementation or the Terminal Review.

Rating for Environmental, social and economic safeguards is ´**Satisfactory**'.

5.9.6. Country Ownership and Driven-ness

275. Country ownership and driven-ness for the CBIT Antigua and Barbuda Project reflects **strong leadership and commitment within the DOE**, but only partial engagement from other government ministries essential for sustaining higher-level results.

276. Across implementation, the DOE demonstrated consistent ownership and leadership, acting as both EA and national champion for the transparency agenda. DOE staff actively guided project delivery, coordinated sectoral partners, chaired the TAC, and integrated CBIT outputs into national processes such as the NDC Implementation Plan, GHG Inventory preparation, and the draft BTR. Evidence from interviews shows proactive uptake of CBIT outputs: "*they are using the results of the CBIT project in order to build the BTR… this is already an achievement*" (PS, F, Interview, Oct 24, 2025). This indicates a clear movement from outputs to outcomes within the environmental authorities.

277. However, **leadership and ownership beyond the DOE were uneven, limiting whole-of-government endorsement and uptake**. Core ministries such as Finance, Public Works and sectoral agencies did not systematically drive or advocate for the use of CBIT results. This limited ownership outside the DOE affects the likelihood of transitioning from project

outcomes to intermediate states, especially those related to mainstreaming MRV into national planning and budgeting.

278. **Some positive developments occurred—most notably the signing of a MoU with the Statistics Division, and active participation of multiple line ministries in TAC meetings and data-sharing processes**. Yet these actions were not consistent across all ministries, nor did they translate into broader political or administrative commitments such as co-financing, institutional mandates, or forward-looking budgetary provisions.

279. Looking forward, **political will remains present but highly dependent on key individuals**. This personalized leadership model poses a risk for sustained ownership should leadership turnover occur. Nonetheless, Antigua and Barbuda's active engagement in international climate negotiations, including high-level advocacy for transparency and loss and damage, provides a favourable broader policy environment.

280. **In summary, the Project generated strong ownership within the DOE and partial but meaningful engagement among selected government partners**. However, the absence of whole-of-government leadership across all the areas required to drive outcomes forward—particularly in financial and institutional mainstreaming—places the overall level of country ownership at Moderately Satisfactory.

Rating for Country ownership and driven-ness is ´**Moderately Satisfactory**'.

5.9.7. Communication and Public Awareness

281. **Communication and public awareness activities under the CBIT Antigua and Barbuda Project were adequate but limited in scope**, with stronger performance in **technical knowledge sharing** than in broad public outreach. The Project did not develop a standalone communication strategy; however, it effectively used **existing institutional channels** to disseminate results and engage key technical audiences, particularly within government. Knowledge products—such as guidance documents, Registry manuals and training materials—were consistently shared among implementing partners, and DOE staff regularly presented CBIT progress in regional platforms, webinars, and the CBIT Global Coordination Platform. This facilitated a meaningful flow of experience among peer countries and regional institutions.

282. **Public-facing communication was more modest**. While website updates, stakeholder consultations, training events, and presentations at national meetings helped raise awareness among some groups, outreach **did not reach all intended audiences**, especially the private sector and civil society, whose participation remained limited throughout the Project. Communication activities were not systematically monitored for effect, and feedback loops were informal. Nonetheless, key national stakeholders demonstrated awareness of the Project's purpose and outputs, and technical users engaged frequently

with the DOE to clarify responsibilities, data-sharing procedures, and application of MRV tools.

283. Overall, communication and public awareness efforts were **targeted and useful for core technical partners**, but **not comprehensive** across all stakeholder groups. Experience sharing within the region and among government actors was a notable strength, while broader behavioural or public-awareness objectives were only partially achieved.

Rating for Communication and public awareness is ´**Moderately Satisfactory**'.

Rating for Factors Affecting Performance is 'Satisfactory'.

6. Conclusions and recommendations

6.1. Conclusions

284. The **overall Project Performance Rating is 4.55 (Satisfactory)**.

285. **Strategic Relevance:** The Project demonstrated strong strategic relevance, maintaining full alignment with UNEP's Medium-Term Strategy, Programme of Work, and climate transparency priorities. It was equally aligned with donor expectations under the CBIT mandate and directly addressed pressing national needs for enhanced transparency systems. Antigua and Barbuda's regional leadership on climate transparency—anchored in existing policies such as the EPMA, long-standing institutional practice, and participation in international forums—provided a solid foundation for the Project's relevance. The Project also built upon and complemented ongoing initiatives, including CCCD, the 4NC/BUR, and GCF Readiness, ensuring coherence within the national transparency landscape.

286. **Quality of Project Design:** The Project design presented important strengths, notably its alignment with national mandates, a clear focus on MRV systems, and complementarities with previous environmental information system efforts. However, weaknesses included the absence of output-level indicators, limited integrating of a human rights-based approach, insufficient stakeholder capacity and risk assessments during design, and the lack of a dedicated Steering Committee foreseen in UNEP guidelines. These design gaps later shaped limitations in monitoring, governance, and stakeholder engagement.

287. **Influence of the External Context:** External contextual factors significantly affected project performance, particularly COVID-19, global supply-chain disruptions, increases in construction material prices, and institutional changes (UNEP DTU to UNEP-CCC transition). These factors contributed to delays, procurement challenges, and the need for multiple extensions. Despite these constraints, the Project showed considerable adaptive management and succeeded in safeguarding most planned outputs.

288. **Effectiveness:** The Project delivered 16 out of 18 planned deliverables, achieving strong availability of outputs and early evidence of use, particularly regarding the Environment Registry, transparency guidance documents, the NDC Implementation Plan, and the ongoing BTR1. However, key monitoring gaps persisted, such as the absence of output-level quality/use indicators and limited mechanisms to track uptake by end-users. Overall, expected outcomes were achieved and the likelihood of long-term impact is positive, with clear institutional integration of CBIT-developed tools.

289. **Financial Management:** Financial management adhered broadly to UNEP procedures and demonstrated good coordination between technical and financial staff. Templates, guidance and communication from UNEP facilitated implementation. However, UNEP experienced delays in reviewing audit reports, some pending at the time of the TR. These delays did not affect delivery but reduced financial oversight efficiency.

290. **Efficiency:** Efficiency was affected by significant delays, requiring four project revisions, three of which were no-cost extensions. Delays were caused by external shocks

(COVID-19), procurement challenges, coordination with government IT departments, and delayed architectural documentation for infrastructure works. Mitigation measures included adjustments to workplans, intensified coordination, and adaptive management by DOE and UNEP. Despite delays, the Project eventually delivered nearly all outputs and advanced core outcomes.

291. **Sustainability:** Sustainability prospects are mixed. Sociopolitical sustainability is moderately likely, underpinned by DOE leadership and ongoing political support for transparency, yet vulnerable to leadership turnover and shifting political priorities. Financial sustainability is moderately unlikely, due to the absence of secured funding for Registry maintenance, reliance on external technical support, and limited integration with the Ministry of Finance. Institutional sustainability is moderately likely but constrained by limited IT capacity, documentation gaps, and staff turnover. The EPMA legal mandate remains a strong enabling factor.

292. **Project Governance and Supervision:** Project governance was weakened by the absence of a dedicated Steering Committee, relying instead on a multi-project PMC that did not provide regular or CBIT-specific oversight. Nonetheless, DOE ensured strong internal leadership, effective team coordination, and constructive collaboration with consultants and government agencies. UNEP provided regular guidance, but turnover of Project Specialists and delays in financial review reduced overall supervision effectiveness.

293. **Stakeholder Participation and Cooperation:** Government participation—particularly DOE and Statistics Division—was strong, while engagement from the private sector was limited and inconsistent. Civil society participation was modest and minorities remained underrepresented. The TAC played an important advisory and coordination role, but cross-sectoral engagement did not reach the breadth anticipated at design.

294. **Responsiveness to Human Rights and Gender Equity:** Gender mainstreaming was adequately integrated, with attention to balanced participation and inclusion. However, the human rights-based approach showed gaps. Broader human rights inclusion—engaging persons with disabilities, LGBTQI+ groups, elderly citizens, or other vulnerable communities—was not systematically pursued, reflecting an area for improvement in future CBIT projects.

295. The Terminal Review also responded to **four Key Strategic Review Questions**:

296. **Q1: Did State and non-State actors adopt the ETF under the Paris Agreement, ensuring its long-term sustainability within national systems? Partially.** The Project strengthened national compliance with the Enhanced Transparency Framework (ETF), particularly within the DOE, which is now using CBIT-developed methodologies, data structures, and tools to prepare the BTR1, the Fifth GHG Inventory, and strengthen national climate reporting. Government agencies such as the Statistics Division and some sectoral entities engaged actively through data-sharing agreements (MoUs) and training activities. However, adoption beyond the DOE remained limited. Private sector and civil society participation was modest and inconsistent, and no mechanisms were established to formalize their long-term engagement in ETF processes. Additionally, political volatility and

high staff turnover pose risks to sustaining the ETF across institutions. Thus, ETF adoption advanced significantly within the DOE but is not yet systemically embedded across State and non-State actors.

297. **Q2: Did the project strengthen the transparency mechanisms of national institutions, ensuring their capacity for continuous domestic and international climate reporting? Yes, with moderate sustainability risks**. The Project produced a comprehensive suite of transparency instruments—most notably the Environment Registry, QA/QC procedures, sectoral guidelines, and an NDC Implementation Plan—that significantly strengthened the country's transparency architecture. These tools are now being used for the Fifth GHG Inventory and the drafting of BTR1, demonstrating operational integration. Capacity-building efforts improved technical competencies across DOE staff and selected partner institutions. However, long-term capacity remains vulnerable due to limited IT expertise, incomplete handover from consultants, and high turnover, which threatens continuity. While institutional capacity improved, mechanisms for sustaining those capacities are not fully secured.

298. **Q3: Did State and non-State actors adopt the new tools developed by the project, and are there measures in place to ensure their future use and functionality? Tools are in use within DOE, but system-wide adoption and sustainability measures remain incomplete**. The Environment Registry is operational and has been adopted by DOE as the central system for climate data consolidation and reporting. Technical documentation, user manuals, and internal procedures were produced to support continuity. However, adoption by other ministries, private sector actors, and civil society remains limited. Measures to ensure long-term functionality—such as internal IT capacity, permanent hosting on government servers, structured maintenance budgets, and fully institutionalized QA/QC routines—are still incomplete. Future use is promising but contingent on resolving financial, technical, and institutional gaps.

299. **Q4: Was the project executed efficiently, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems? Moderately**. Despite operating under COVID-19 disruptions, supply-chain delays, mobility restrictions and institutional transitions, the Project delivered its outputs with strong technical quality. Efficiency was constrained by four project revisions, procurement delays, and challenges in defining IT requirements early on. Nonetheless, DOE's internal project management was strong, communication with UNEP was fluid, and adaptive management measures allowed implementation to progress. Capacity-building efforts generated meaningful improvements, though not fully sufficient to ensure long-term sustainability without continued support. The final extensions were driven largely by the decision to align the building renovations with a parallel GCF-funded initiative. While this contributed to delays, it enabled co-financing, expanded the scope of works, and avoided higher implementation

costs—representing an efficiency gain compared to executing the activity solely with GEF funds.

6.2. Summary of Project findings and ratings

300. The table below provides a summary of the ratings and findings discussed in TR Findings. Overall, the Project demonstrates a rating of 'Satisfactory'.

UNEP Evaluation Office Validation of Performance Ratings:

The UNEP Evaluation Office formally quality assesses (see Annex XIII) 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 Satisfactory'** level.

Table 11. Summary of Project findings and ratings

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		**HS**	**The rating is validated.**	**HS**
1. Alignment to UNEP MTS, POW and strategic priorities		HS	The rating is validated.	HS
2. Alignment to Donor/Partner strategic priorities		HS	The rating is validated.	HS
3. Relevance to global, regional, sub-regional and national environmental priorities		HS	The rating is validated.	HS
4. Complementarity with relevant existing interventions/coherence		HS	The rating is validated.	HS
Quality of Project Design		**S**	**The rating is validated.**	**S**
Nature of External Context		**U**	**The rating is validated.**	**U**
Effectiveness		**S**	**The rating is revised.** **Following the weighted score calculation, the rating has been adjusted to 'Moderately Satisfactory' based on the ratings that are awarded for the three sub-criteria (two of which have been revised).**	**MS**
1. Availability of outputs		S	The rating is validated.	S
2. Achievement of project outcomes		S	The rating is revised. The review report notes that 1) two project outcomes were both largely or mostly achieved (but not fully) (Para 150 and 151) and 2) Drivers to support transition from outputs to project outcomes were not fully in place (Para 155). Following the UNEP Criteria Ratings Description Matrix, these conditions meet the requirements of only the 'Moderately Satisfactory' rating, not the 'Satisfactory' rating given. Therefore, the rating has been adjusted to 'Moderately Satisfactory'.	MS

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. Likelihood of impact		L	The rating is revised. The reviewer acknowledges that 1) two project outcomes were both largely or mostly achieved (but not fully) (Para 150 and 151), 2) Drivers to support transition from outputs to project outcomes were not fully in place (Para 155), and 3) Assumptions for the change process from intermediate states to impact (higher-level result) hold only partially (Para 155 and 156). Following the UNEP Criteria Ratings Description Matrix, these conditions meet the requirements of only the 'Moderately Likely' rating, not the 'Likely' rating given. Therefore, the rating has been adjusted to 'Moderately Likely'. Note that intermediate state(s) are not defined in the reconstructed Theory of Change (RTOC). Instead, the medium-term outcomes and long-term outcomes/impact are identified in RTOC (Para 77 and Figure 7).	ML
Financial Management		**HS**	**The rating is validated.**	**HS**
1. Adherence to UNEP's financial policies and procedures		**S**	The rating is validated.	S
2. Completeness of project financial information		S	The rating is validated.	S
3. Communication between finance and project management staff		HS	The rating is validated.	HS
Efficiency		**MS**	**The rating is revised.** **The review report notes that the project underwent one budget revision (realignment) and three no-cost extensions, for which the completion of the project was delayed by 2 years from the originally scheduled completion date (Para 72 and 73). The reviewer acknowledges that the project was impacted by these delays to a large extent. Furthermore, human resource constraints also adversely affected the project's efficiency (Para 178). It is noted that these were justified no-cost extensions (resulting from the COVID-19 pandemic), however efficiency was still negatively impacted.** **Therefore, the rating has been adjusted to 'Moderately Unsatisfactory'.**	**MU**
Monitoring and Reporting		**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
1. Monitoring design and budgeting		S	The rating is validated.	S
2. Monitoring of project implementation		S	The rating is validated.	S
3. Project reporting		S	The rating is validated.	S
Sustainability		**MU**	**The rating is revised.** **Based on the re-calculation of the revised ratings of two sub-criteria (i.e. the aggregated score is taken as the lowest of the three sub-categories), the rating is validated at the 'Unlikely' level.**	**U**
1. Socio-political sustainability		ML	The rating is validated.	ML
2. Financial sustainability		MU	The rating is revised. The reviewer acknowledges that the sustainability of project outcomes heavily relies on the external funding (Para 210 and 211), but no future funding has been secured (Para 208) and no exit strategies/mechanism has been developed (Para 212 and 213). These conditions do not meet the requirements of the 'Moderately Unlikely' rating or above. Therefore, the rating has been adjusted to 'Unlikely'.	U
3. Institutional sustainability		ML	The rating is revised. The review report notes that the sustainability of project outcomes depends on institutional support, but the retention of individual/ institutional capacities (Para 216 and 220) and a lack of asset handovers (Para 217) remain substantial risks to institutional sustainability. These conditions do not meet the requirements of the 'Moderately Likely' rating or above. Therefore, the rating has been adjusted to 'Moderately Unlikely'.	MU
Factors Affecting Performance		**S**	**The rating is revised.** **Following the weighted score calculation, the rating has been adjusted to 'Moderately Satisfactory' based on the ratings that are awarded for the sub-criteria (one of which has been revised).**	**MS**
1. Preparation and readiness		MS	The rating is validated.	MS
2. Quality of project management and supervision		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
2.1 UNEP/Implementing Agency:		S	The rating is revised. The reviewer acknowledges that a lack of Steering Committee or equivalent oversight body specific to the project (Para 234) and a high turnover of UNEP project staff (Para 232) affected the effectiveness of the project supervision. These conditions do not meet the requirements of the 'Satisfactory' rating or above. Therefore, the rating has been adjusted to 'Moderately Satisfactory'.	MS
2.2 Partners/Executing Agency:		S	The rating is validated.	S
3. Stakeholders' participation and cooperation		MS	The rating is validated.	MS
4. Responsiveness to human rights and gender equality		MS	The rating is validated.	MS
5. Environmental and social safeguards		S	The rating is validated.	S
6. Country ownership and driven-ness		MS	The rating is validated.	MS
7. Communication and public awareness		MS	The rating is validated.	MS
Overall Project Performance Rating		**S**	**The rating is revised.** **The overall project performance rating is validated at the 'Moderately Satisfactory' level.**	**MS**

Source: own elaboration

6.3. Lessons learned

301. The lessons learned presented below synthesize the key insights emerging from this Terminal Review, integrating evidence from project documentation, stakeholder interviews, and the practical experience of implementing the CBIT Antigua and Barbuda Project. Collectively, they underscore that the effectiveness and durability of climate-transparency systems depend on early strategic planning, clear technical and institutional foundations, continuous capacity development, and meaningful engagement across sectors. They also highlight that long-term transformation requires not only the development of robust MRV tools, but also the financial arrangements, governance structures, and inter-agency collaboration necessary to embed these tools within national systems and sustain them over time.

Lesson Learned 1. Managing inefficiencies requires proactive mitigation, inter-project synergies, and early clarity on technical requirements

302. The Project shows that operational efficiency in CBIT initiatives depends not only on strong planning but also on the ability to manage and adapt to disruptive external conditions—such as COVID-19, global economic pressures, and institutional transitions. Although delays were inevitable, anchoring the Project within the DOE's Data Management Unit (DMU) and implementing it alongside complementary initiatives proved essential to maintaining momentum and preserving its overall scope.

303. Locating CBIT work within an established, technically oriented unit with a clear legal mandate reduced transaction costs, improved daily coordination with key agencies—particularly the Statistics Division—and facilitated coherence across initiatives. Strategic alignment with parallel projects, including co-financing opportunities with the GCF for building renovations, expanded the scope of work and avoided higher implementation costs.

304. However, delays also highlighted the need for early definition of software development requirements, especially for CBIT systems that must integrate with government IT infrastructure. Technical specifications for the Registry's architecture, interoperability, cybersecurity, hosting, and handover processes must be defined and validated from the outset. Without this clarity, renegotiation and rework become necessary, increasing timelines and reliance on external consultants.

305. These experiences underscore the importance of adaptive management—flexible workplans, continuous replanning, documented processes, and agile coordination between

the IA and the EA—and confirm that technical tools must be anchored in formal structures, inter-agency agreements, and robust documentation to ensure long-term continuity.

Lesson Learned 2. Sustainability depends on early planning and the integration of financial, institutional, and sociopolitical strategies

306. The Project highlights that sustainability must be designed and institutionalized from the outset—not treated as an end-of-project activity. While CBIT strengthened DOE capacities and advanced legal mandates under the EPMA, the long-term sustainability of outputs such as the Environment Registry and the MRV system remains at risk due to insufficient financial planning, high staff turnover, and partial integration with national systems.

307. Financial sustainability challenges—including the lack of a permanent budget for hosting, IT maintenance, and software updates—are partly linked to the absence of early commitments from the Ministry of Finance. CBIT systems require recurrent funding, stable hosting arrangements, and capacity-building mechanisms that extend beyond the project lifecycle. Institutional sustainability likewise depends on clear collaboration protocols with the government IT Department, access to source code and documentation, and defined roles for ongoing maintenance.

308. Sociopolitical sustainability requires early anchoring across ministries. While strong leadership within DOE benefited the Project, dependence on individual champions increases vulnerability. Embedding CBIT functions in annual workplans, policy processes, and budgeting cycles—and across multiple institutions—strengthens continuity amid political and institutional change.

Lesson Learned 3. Capacity-building must be deepened, institutionalized, and expanded across the national data ecosystem

309. Although the Project delivered valuable training, experience shows that training alone does not secure long-term institutional capacity. Antigua and Barbuda—like many SIDS—faces high turnover in government, limited availability of specialized IT and data professionals, and systemic loss of knowledge when staff leave. This makes MRV systems vulnerable and creates a continuous need for capacity renewal.

310. Capacity-building must evolve from introductory workshops toward institutionalized learning pathways, including structured certification programs, advanced IT and systems-administration training, and hands-on practice with national MRV tools and QA/QC procedures. Institutional memory must be preserved through standardized routines,

systematized protocols, well-organized repositories, and clear handover processes—especially critical in small public administrations.

311. Strengthening cross-government capacities for data validation, quality assurance, and methodological consistency is also essential to sustain the Environment Registry and the broader MRV system.

Lesson Learned 4. Institutionalizing the national transparency framework requires early, cross-sector engagement and dedicated governance structures

312. The Project demonstrates that national transparency systems can only be institutionalized through broad and early engagement across sectors. Strengthening transparency frameworks holistically—not only within the lead environmental agency—is essential. Private sector actors, civil society, universities, technical institutions, and government ministries all require varying levels of data literacy, reporting skills, and understanding of climate-transparency frameworks. Without this ecosystem-wide capacity, the burden remains concentrated within the environmental agency, increasing institutional risk and limiting the potential of MRV systems.

313. While the Project significantly advanced national transparency mechanisms within the DOE and agencies such as the Statistics Division, uptake by other ministries, the private sector, and civil society remained limited. Proactive engagement with universities and research institutions could have strengthened analytical capacity and expanded data-collection efforts, representing an area for improvement for future CBIT projects.

314. Additionally, the absence of a dedicated Project Steering Committee reduced opportunities for sectoral participation, visibility, and institutional ownership. CBIT initiatives benefit from dedicated governance structures that ensure regular engagement, coordinated oversight, and political anchoring throughout implementation.

315. Early assessment of stakeholders' capacities, consistent communication, and mechanisms for structured user feedback are essential to ensure the usability, relevance, and adoption of tools such as the Environment Registry. Co-creation with end users—from design through implementation—is fundamental to the successful institutionalization of transparency systems.

6.4. Recommendations

316. The following recommendations are intended to enhance cooperation, sustain the project results, and support movement towards the TOC impact. They are divided as per the following: (a) Project Level Recommendations; (b) Partner Recommendations; and (c) UNEP Recommendations.

317. (a) Project Level Recommendations

Recommendation 01:	Prepare and implement a structured handover and knowledge-transfer process to consolidate, preserve, and disseminate the technical and institutional results of the CBIT Antigua and Barbuda Project. This should include: ● Documenting all CBIT technical products (Environment Registry materials, software architecture, interoperability requirements, TORs, QA/QC protocols, stakeholder maps, training materials). ● Preparing a tailored handover package for the incoming DOE leadership in 2025/2026 summarizing system requirements, sustainability needs, and recommended next steps for maintaining the Registry. ● Conducting a formal briefing session with DOE's future leadership and technical staff to ensure operational understanding of Registry functions, hosting requirements, data flows, and maintenance responsibilities. ● Sharing key lessons learned with UNEP teams designing or implementing MRV or climate-transparency projects in the Caribbean region and beyond, to inform future project design, procurement strategies, and IT system planning.
Challenge/problem to be addressed by the recommendation	Given the high turnover in national institutions, new DOE leadership expected in 2025/2026, partial integration of the Registry with the Government IT Department, and the reliance on project-specific knowledge developed during implementation, there is a risk of institutional memory loss. Furthermore, lessons generated—regarding adaptive management, procurement challenges, inter-project synergies, and technical requirements for IT systems—remain highly relevant to other UNEP projects in the Caribbean and globally, but may not be systematically shared if actions are not taken.
Priority Level	High
Type of recommendation	Project Level
Responsibility	DOE and UNEP
Proposed implementation timeframe	6 months

318. (b) Partner Recommendations

Recommendation 02:	Establish a basic institutional maintenance protocol, develop a financial strategy for recurring MRV/Registry costs, and strengthen IT integration to ensure the long-term operability of the Environment Registry. Specifically: ● Adopt a formal maintenance protocol for the Registry (backups, access control, cybersecurity checks, hosting responsibilities, and an annual update schedule). ● Develop a financial strategy that allocates recurring funding for hosting, IT maintenance, and software updates, integrated into DOE's annual budget submissions. ● Strengthen collaboration with the Government IT Department by clarifying roles, and defining support requirements for hosting, troubleshooting, and long-term integration. ● Incorporate MRV/Registry responsibilities into DOE's annual workplans to reinforce continuity through institutional routines.
Challenge/problem to be addressed by the recommendation	The long-term continuity of the Environment Registry and the national MRV system is at risk due to high staff turnover, partial integration with the Government IT Department, and the absence of a dedicated financial mechanism to support recurring operational costs. Without institutionalized routines and predictable funding, the system's functionality and sustainability may deteriorate over time.
Priority Level	High
Type of recommendation	Partner Level
Responsibility	DOE, Government IT Department, Ministry of Finance
Proposed implementation timeframe	6-12 months

Recommendation 03:	Strengthen cross-sector engagement and formalize data-sharing and user-feedback mechanisms to ensure consistent inputs, higher data quality, broader ownership, and improved usability of transparency tools. Specifically: • Formalize data-sharing agreements with sector ministries clarifying reporting frequency, standardized formats, QA/QC roles, and designation of primary and alternate focal points. • Convene an annual multi-stakeholder MRV/Registry review meeting involving government agencies, academia, private-sector, and civil society to discuss system performance, bottlenecks, and evolving data needs. • Strengthen collaboration with universities and research institutions to support data analysis, capacity building, and methodological updates. • Establish mechanisms - such as surveys, consultations or meetings - for structured user feedback to assess the usability, relevance, data quality, and user satisfaction with the Registry and other tools developed under the CBIT Project. This includes channels for end users to propose improvements, report challenges, and contribute to iterative refinement. • Ensure that future updates to the Registry and MRV procedures incorporate user input, reinforcing co-creation principles and increasing adoption across the national data ecosystem.
Challenge/problem to be addressed by the recommendation	The long-term adoption and effectiveness of the Environment Registry and the national MRV system are limited by insufficient engagement from sector ministries, academia, civil society, and private-sector actors. Additionally, mechanisms for assessing user needs, satisfaction, and system usability were limited during implementation, constraining the co-creation and refinement of MRV tools. Without stronger ecosystem engagement and structured user feedback, the transparency framework risks becoming underutilized and overly centralized.
Priority Level	High
Type of recommendation	Partner Level
Responsibility	DOE, Statistics Division, Sector ministries contributing data (Energy, Agriculture, Public Works, Transport, etc.), Universities and technical institutions, Private sector, CSOs
Proposed implementation timeframe	6-18 months

319. (c) UNEP Recommendations – Recommendations for UNEP to inform and strengthen future CBIT and climate transparency programming.

Recommendation 04:	Strengthen governance, oversight, and continuity mechanisms in future CBIT projects by: ● Requiring the creation of a **dedicated Project Steering Committee** with clear TORs as part of project design, ensuring structured oversight and sectoral representation. ● Ensuring **stable supervision arrangements** through multi-person focal points or core project teams to mitigate risks stemming from UNEP staff turnover. ● Institutionalizing **documentation standards, handover protocols, and continuity procedures**, reducing reliance on individuals and minimizing operational disruptions for national partners.
Challenge/problem to be addressed by the recommendation	The Antigua and Barbuda CBIT Project lacked a dedicated Steering Committee, resulting in inconsistent oversight and limited cross-sector participation. Additionally, UNEP staff turnover disrupted continuity and placed extra operational burden on national teams due to weak handover mechanisms.
Priority Level	High
Type of recommendation	Governance / Inform future CBIT Projects
Responsibility	UNEP as Implementing Agency
Proposed implementation timeframe	Design stage and early implementation of future CBIT Projects

Recommendation 05:	UNEP should strengthen project design processes by supporting countries to: • Develop **robust, country-tailored Theories of Change** with explicit causal pathways, assumptions, and risks. • Conduct **systematic stakeholder assessments** (capacity, willingness to participate, institutional feasibility) and secure letters of commitment. • Establish **explicit sustainability and exit plans**, covering financial, institutional and sociopolitical aspects. • Build **SMART indicators** that measure not only outputs but utilization, adoption, and institutional change. • **Integrate gender and human-rights-based approaches** with specific indicators and implementation strategies. • Validate design choices through consultations and ensure feasibility of proposed systems. UNEP should provide **guidance templates and technical support** to countries during design.
Challenge/problem to be addressed by the recommendation	Weaknesses at design stage—unclear or absence of Theory of Change, lack of stakeholder capacity assessments, limited exit strategies, lack of HRBA integration, and inadequate monitoring frameworks.
Priority Level	High
Type of recommendation	Design / Inform future CBIT Projects
Responsibility	UNEP as Implementing Agency
Proposed implementation timeframe	At project design stage for next CBIT cycle; early implementation for existing projects

7. Annexes

I. Response to stakeholder comments

Page Ref	Stakeholder comment	Reviewer Response

II. Review Framework / Matrix

Table 12. Review framework matrix

#	Evaluative questions	Indicators	Data sources
	• **Strategic relevance**		
1	To what extent were the Project's design, implementation, and results aligned with UNEP's mandate and the thematic priorities set out in the Medium-Term Strategy (MTS) and Programme of Work (POW) in effect at the time of Project approval?	• Consistency between the Project's objectives, approaches, and results and the thematic priorities of the MTS and POW in place at the time of approval. • Existence of specific monitoring and evaluation indicators to measure the Project's contribution to UNEP's mandate and thematic priorities.	• MTS 2022-2025 • POW 2022-2023 • CEO ED • PIRs • HYPRs • Closing Workshop
2	To what extent were the project's design, implementation, and results aligned with the objectives of the Bali Strategic Plan for Technology Support and Capacity-building (BSP) and the GEF Programming Directions in effect at the time of Project approval?	• Consistency between the Project's objectives, approaches, and results and the priorities of the BSP and the GEF Programming Directions in place at the time of approval. • Existence of specific monitoring and evaluation indicators to measure the Project's contribution to the BSP and the GEF Programming Directions.	• BSP • GEF-8 Programming Directions • CEO ED • PIRs • HYPRs
3	To what extent were the Project's design, implementation, and results aligned with the 2030 Agenda for Sustainable Development and national environmental priorities?	• Consistency between the Project's objectives, approaches and results, and the Sustainable Development Goals (SDGs) and the UN work plan for the country. • Consistency between the Project's objectives, approaches, and results and national environmental priorities. • Existence of specific monitoring and evaluation indicators to measure the Project's contribution to the SDGs, the UN work plan for the country and national environmental priorities.	UN MSDCF CEO ED PIRs HYPRs Interviews with selected national and international stakeholders
4	To what extent did the Project design, inception adjustments, and implementation demonstrate	• Complementarity (and absence of duplication) with other UNEP or partner interventions addressing similar issues. • Identification and optimization of synergies with other initiatives.	• National Sustainable Transport Plan • CEO ED • PIRs

#	Evaluative questions	Indicators	Data sources
	complementarity with other recent, ongoing, or planned interventions by UNEP or other organizations in the same country, sector, or target groups?	• Evidence that Project design anticipated potential benefits from collaboration with other interventions.	• HYPRs • Interviews with selected national and international stakeholders
•	**Quality of project design (as per Inception Report)**		
•	**Nature of External Context**		
5	How significant was the impact of external disruptions on Project delivery and coordination?	• Occurrence and intensity of external events that affected the Project (e.g., COVID-19 pandemic, macroeconomic instability, political transitions). • Degree to which these events disrupted planned activities, procurement processes, financial management, and stakeholder engagement.	PIRs HYPRs Closing Workshop Interviews with selected national and international stakeholders
•	**Effectiveness**		
6	Did the Project successfully deliver the programmed outputs in terms of quantity, quality, timeliness, and relevance to intended users?	• Percentage of programmed outputs delivered to the intended beneficiaries/users. • Degree of timely delivery of outputs, in line with planned milestones. • Reported quality and perceived utility of the delivered outputs by key stakeholders and intended users. • Appropriation and sustained use of outputs by the intended beneficiaries.	CEO ED PIRs HYPRs Closing Workshop Deliverables available in the project closure file Interviews with selected national stakeholders
7	How effectively did the Project achieve the intended outcomes as defined in the Theory of Change, particularly those most critical for progress toward the desired impact?	• Degree of achievement of each of the three expected Project outcomes. • Progress against outcome-level indicators reported. • Evidence of the use and institutionalization of Project-generated tools, methodologies, and systems by key actors.	CEO ED PIRs HYPRs Closing Workshop Interviews with selected national and international stakeholders
8	How likely is it that the Project will contribute to sustained compliance with the Enhanced Transparency	• Integration of Project contributions into key national reports and strategies. • Continued use of Project-developed tools and data-sharing systems by national and subnational actors.	• CEO ED • PIRs • HYPRs • Closing Workshop

#	Evaluative questions	Indicators	Data sources
	Framework (ETF) under the Paris Agreement?		• Technical analysis of the last BUR • Interviews with selected national and international stakeholders
•	**Financial Management**		
9	Was financial management conducted in accordance with UNEP's financial policies and procedures throughout the Project lifecycle?	• Timely approval and disbursement of cash advances to partners • Regular analysis of actual expenditure against budget and workplan • Timely submission of regular expenditure reports (six-monthly and annual) • Expenditure is within the approved annual budget (or a timely revision submitted/approved) • Regular budget revisions made when relevant and for expenditure variations of 10% and above	PIRs HYPRs Closing Workshop Expenditure Reports Project Revisions Sheet Interviews with selected national and international stakeholders
10	Was the financial documentation for the Project complete, accurate, and available in a timely manner throughout the project cycle?	• Availability of high-level Project budget for secured and unsecured funds. • Availability of budget breakdown by funding source. • Availability of disbursement documents from funding sources to UNEP. • Availability of six-monthly and annual expenditure reports. • Availability of detailed Project budgets, including revisions. • Availability of partner legal agreements and amendments. • Availability of cash advance documentation. • Timeliness and completeness of document submission.	• Cash Advances • Co-Finance Report Expenditure Reports Project Revisions Sheet Interviews with selected national and international stakeholders
11	Was there effective and regular communication between the Implementing Agency (IA), the Executing Agency (EA) and the Project Management Unit (PMU) to support timely decision-making and adaptive Project management?	• Frequency and regularity of coordination meetings between IA, EA and PMU • Existence of documented exchanges between IA, EA and PMU	• PMC presentations • Interviews with selected national and international stakeholders
•	**Efficiency**		
12	To what extent did the Project deliver results in a cost-effective and timely manner, making optimal use of	• Evidence that Project outputs were delivered with cost-effective approaches. • Timeliness of Project implementation, including sequencing of activities according to planned timelines. • Number and justification of "no-cost extensions" approved during implementation.	• PIRs • HYPRs • Project revisions • Project financial reports

#	Evaluative questions	Indicators	Data sources
	available resources and existing structures?	• Use of pre-existing institutions, partnerships, data systems, or synergies with other initiatives to improve efficiency. • Presence of cost- or time-saving measures implemented during the Project lifecycle.	• Interviews with selected national and international stakeholders
•	**Monitoring and Reporting**		
13	Was the Project supported by a sound monitoring plan and an adequate budget for tracking progress towards outputs and outcomes?	• Existence of a monitoring plan at Project start, aligned with the logical framework. • Quality and clarity of selected indicators (SMART criteria). • Appropriateness of data collection methods and frequency. • Existence of a dedicated budget for monitoring activities. • Identification of responsible persons for tracking each indicator. • Inclusion of disaggregation by gender and marginalized or vulnerable groups. • Inclusion of gender-specific indicators when relevant. • Allocation of resources for mid-term and terminal reviews.	• CEO ED • Inception Report for this TR • PIRs • Project revisions
14	Was the monitoring system effectively implemented to track progress, inform adaptive management, and support the achievement of outcomes throughout the Project lifecycle?	• Application of a monitoring plan. • Collection of relevant baseline and implementation data. • Disaggregation of data by gender and other relevant social groups. • Timely and appropriate use of monitoring data to adjust Project implementation and strategies. • Evidence of budget execution for monitoring purposes. • Degree to which monitoring supported learning.	• PIRs • HYPRs • Project financial reports • Project revisions • PMC meetings´ presentations • Closing Workshop
15	Did the Project fulfill its internal and external reporting obligations in a timely, complete, and inclusive manner?	• Timely submission of reports to UNEP systems and donors. • Completeness and consistency of progress documentation. • Disaggregation of reported data by gender and marginalized groups. • Reporting coverage relative to the full scope of Project implementation. • Evidence that reports supported the understanding of results at the outcome level or higher.	• PIRs • HYPRs • Project financial reports • Project revisions • PMC meetings´ presentations • Closing Workshop • GEF Portal • UNEP Open Data
•	**Sustainability**		

#	Evaluative questions	Indicators	Data sources
16	Is there social and political ownership, interest, and commitment to sustain the Project outcomes over time?	• Level of ownership, interest, and commitment among government actors and other stakeholders to take the Project results forward. • Degree of dependency of outcomes on socio-political conditions and extent to which risks have been mitigated.	• Interviews with selected national and international stakeholders • CEO ED • PIRs
17	Are Project outcomes financially sustainable in the absence of external support?	• Degree of dependency of Project outcomes on future financial inputs to be sustained. • Existence and robustness of an exit strategy including financial sustainability components. • Identification of funding mechanisms or financial commitments (national, subnational, or donor-based) to continue key activities or institutional functions.	• Interviews with selected national and international stakeholders • CEO ED • PIRs
18	Are the Project outcomes embedded in institutional frameworks and capacities that can sustain them over time?	• Degree of dependency of outcomes on institutional structures or support. • Existence and quality of mechanisms to institutionalize Project achievements (e.g., policies, regulations, inter-institutional agreements). • Evidence of enhanced institutional capacities (e.g., knowledge, skills, attitudes, practices) among relevant actors. • Existence of an exit strategy with institutional arrangements to maintain continuity beyond Project closure.	• Interviews with selected national and international stakeholders • CEO ED • PIRs
•	**Factors Affecting Performance**		
19	Were adequate measures taken during the inception phase to ensure a timely and effective Project start-up?	• Timeliness and quality of the inception meeting. • Development and adequacy of the first annual work plan. • Establishment and composition of the PSC, PMD or equivalent body. • Timeliness of legal and financial arrangements. • Stakeholder engagement and analysis conducted during mobilisation. • Measures taken to incorporate recommendations or respond to contextual changes prior to implementation.	• Inception Report for this TR • PMC meetings´ presentations • Project revisions
20	Did Project management and supervision support effective, adaptive, and results-oriented implementation throughout the Project cycle?	• Quality of coordination and communication between Project teams and UNEP. • Effectiveness of implementation structures and management of staff. • Continuity in staffing, including handover mechanisms. • Leadership and support provided by UNEP and the executing agency. • Evidence of adaptive management in response to contextual or operational challenges. • Responsiveness to financial or implementation issues, including reallocation of resources.	• PIRs • HYPRs • Project revisions • Project financial reports • Interviews with selected national and international stakeholders

#	Evaluative questions	Indicators	Data sources
21	To what extent did the Project engage stakeholders in a meaningful, inclusive, and sustained manner to foster ownership, collaboration, and learning?	• Quality and depth of stakeholder analysis conducted. • Effectiveness and regularity of consultation and communication with stakeholders. • Level of stakeholder ownership of Project processes and outcomes. • Consideration of stakeholder diversity, including gender and vulnerable groups.	• Inception Report of this TR • PMC meetings´ presentations • PIRs • Interviews with selected national and international stakeholders
22	Did the Project adhere to human rights principles and promote gender equity in its design, implementation, and outcomes?	• Integration of gender and human rights considerations in implementation, results interpretation, and resource allocation. • Alignment between Project implementation and the initial gender score. • Specific measures taken to address gender gaps or promote inclusion of vulnerable populations. • Application of a human rights-based approach in activities and stakeholder engagement. • Disaggregation of data and targeting of actions based on gender and other intersecting inequalities.	• CEO ED • Inception Report for this TR • PIRs • HYPRs • PMC meetings´ presentations • Closing Workshop • Interviews with selected national and international stakeholders
23	Were environmental, social, and economic safeguards identified, monitored, and managed throughout the Project lifecycle?	• Existence and implementation of a safeguard management plan. • Frequency and quality of risk rating reviews and adjustments. • Monitoring for safeguard-related issues during implementation. • Quality and completeness of safeguard reporting. • Consideration of environmental and social impacts on vulnerable populations. • Measures taken to reduce the Project's environmental footprint.	• CEO ED • PIRs • HYPRs
24	To what extent did national and subnational authorities take leadership and responsibility for sustaining and scaling up Project outcomes?	• Degree of engagement by government ministries and agencies across sectors. • Involvement of government actors in strategic Project decisions and leadership roles. • Commitment to integrate Project results into national or subnational policies, plans, or practices.	• PMC meetings´ presentations • PIRs • Interviews with selected national and international stakeholders
25	Did the Project use effective communication strategies to share learning, raise awareness, and influence target audiences and the general public?	• Existence and implementation of a communication and public awareness strategy. • Coverage, frequency, and targeting of communication activities across Project audiences. • Responsiveness to feedback and interaction with audiences. • Knowledge-sharing among partners and sustainability of communication platforms or materials.	• CEO ED • PIRs • PMC meetings´ presentations • Closing Workshop • Interviews with selected national and international stakeholders

Source: own elaboration

III. People consulted during the Review

Table 13. People consulted during the review

(The names of the respondents have been removed for confidentiality)

#	Gender	Stakeholder	Organization	Role	Method*	Reviewer location
1	F	Government	DOE	Project Coordinator	Virtual individual interview + Survey	Antigua & Barbuda
2	F	Government	DOE	Data Consultant	Virtual individual interview + Survey	Antigua & Barbuda
3	M	Government	DOE	Senior Environment Officer	Virtual individual interview + Survey	Antigua & Barbuda
4	M	Government	Architect in charge of the building renovations / Consultant	Consultant architect	In-person individual interview	Antigua & Barbuda
5	M	International	Inter-American Institute for Cooperation on Agriculture (IICA)	Representative in A&B	Virtual individual interview + Survey	Antigua & Barbuda
6	F	Government	Statistics Division	Census Officer	Virtual group interview + Survey	Antigua & Barbuda
7	F	Government	DOE	Project Manager	Virtual individual interview	Antigua & Barbuda
8	M	Government	DOE	Former Environmental Information System (EIS) Consultant	Virtual individual interview + Survey	Antigua & Barbuda
9	M	Government	DOE	Former Data Manager	Virtual individual interview + Survey	Antigua & Barbuda
10	M	UNEP	UNEP Copenhagen Climate Centre	NDC Consultant	Virtual individual interview	Antigua & Barbuda
11	F	UNEP	UNEP Climate Change Division	Project Specialist	Virtual individual interview	Antigua & Barbuda
12	M	Government	Ministry of Information / Department of IT	IT Director	Virtual individual interview	Antigua & Barbuda
13	M	Government	DOE	Assistant Accounting Officer	In-person individual interview	Antigua & Barbuda
14	M	Government	MRV Consultant / GHG Team Leader / Antigua and Barbuda Meteorological Services	MRV Consultant / Climatologist	Virtual individual interview + Survey	Antigua & Barbuda

#	Gender	Stakeholder	Organization	Role	Method*	Reviewer location
15	M	Government	Environment Registry Developer / Consultant	Consultant	Virtual individual interview + Survey	Antigua & Barbuda
16	M	UNEP	UNEP Copenhagen Climate Centre	Data Consultant	Virtual individual interview	Antigua & Barbuda
17	F	Government	Statistics Division	Deputy Census Officer	Virtual group interview + Survey	Antigua & Barbuda

* Certain stakeholders interviewed were also invited to participate in the survey. Given that survey responses were collected anonymously, the review cannot confirm whether any of these interviewees submitted a response.

Source: own elaboration

IV. Key documents consulted[13]

Project deliverables consulted

- Antigua and Barbuda´s National Inventory Management System Guidelines
- Building Commitment Letter
- CBIT Documentary
- CBIT Final Workshop Report
- Data Collection for GHG Inventories – Private Sector Workshop Report
- Data Security Assessment,Antigua and Barbuda Climate Change Data System
- DOE Building #4, DCA Drawings
- DOE proposed Building Schedule Letter
- EDA Office Drawing Package
- Environment Registry Launch Report
- Environment Registry Platform and Portal DMU Training Report
- Implementation Plan for the Nationally Determined Contributions of Antigua and Barbuda 2021 - 2030
- Institutional Arrangements and QA/QC Procedures.
- Introduction to the Environment Registry Workshop Report
- Memorandum of Understanding (MOU) between Department of Environment (Ministry with responsibility for the environment government of Antigua and Barbuda) and Statistics Division (Ministry with responsibility for statistics Antigua and Barbuda) for data and information sharing and usage for the period 18th june 2021 to 17th june 2026.
- Memorandum of Understanding (MOU) between Department of Environment (Ministry with responsibility for the environment government of Antigua and Barbuda) and Wills Recycling LTD for data and information sharing and usage for the period 1st april 2023 to 31st march 2028.
- NDC Indicator Validation
- Quality Assurance and Quality Control Workshop Report
- Summary of NDC Implementation and Tracking
- Stakeholder Training Report
- UNEP DTU Partnership (2021).
- User Requirements (August 2023)

Other documents consulted:

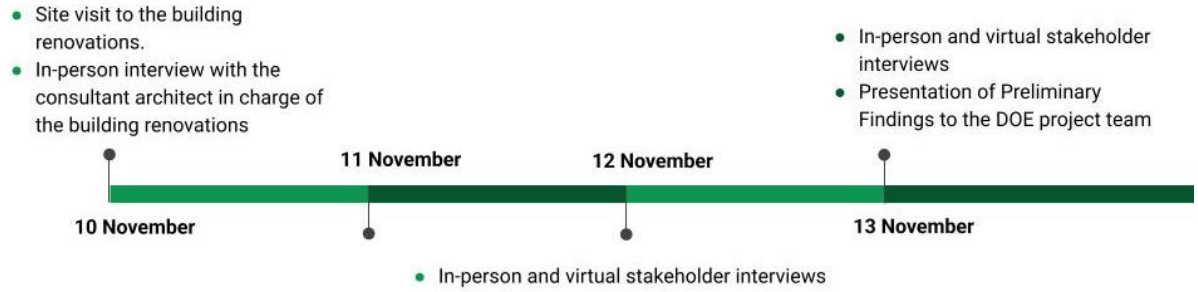
- Antigua and Barbuda Environmental Protection And Management Act (2015).
- Antigua and Barbuda Environmental Protection And Management Act (2019).
- Antigua and Barbuda´s First Biennial Update Report (2020).
- Antigua and Barbuda´s Fourth National Communication on Climate Change (2025).
- Antigua and Barbuda's Initial National Communication on Climate Change (2001).
- Antigua and Barbuda´s Intended Nationally Determined Contribution (2015).
- Antigua and Barbuda (1993). Resolution ratifying the United Nations Framework Convention on Climate Change.
- Antigua and Barbuda´s Second National Communication on Climate Change (2009).

[13] Documents listed are available in the project closure file provided by the project team through a SharePoint link.

- Antigua and Barbuda´s Third National Communication on Climate Change (2015).
- Antigua and Barbuda Updated Nationally Determined Contribution for the period 2020 – 2030 (2021).
- Approved CEO Endorsement document
- CBIT PSC Meeting Minutes
- Co-finance Report 2020
- Co-finance Report 2021
- Co-finance Report 2022
- Co-finance Report 2023
- Co-finance Report 2024
- Expenditure Report 2020
- Expenditure Report 2021
- Expenditure Report 2022
- Expenditure Report 2023
- Expenditure Report 2024
- GEF (2022). GEF-8 Programming Directions
- Half Yearly Progress Report 2020
- Half Yearly Progress Report 2021
- Half Yearly Progress Report 2022
- Half Yearly Progress Report 2023
- Half Yearly Progress Report 2024
- Project Implementation Review (PIR) 2021
- Project Implementation Review (PIR) 2022
- Project Implementation Review (PIR) 2023
- Project Implementation Review (PIR) 2024
- Project Implementation Review (PIR) 2025
- Resolution # 4/08-2021. Approval of the Proposed Amendment to replace the National Coordination Mechanism (NCM) with the PMC under the CBIT Project.
- United Nations Environment Programme (2004). Bali Strategic Plan for Technology Support and Capacity-building : note / by the Executive Director
- United Nations Environment Programme (2021). For people and planet: the UNEP strategy for 2022–2025
- United Nations Environment Programme (2021). UNEP Programme of Work and Budget for 2022-2023

V. Review itinerary

Figure 13. Field Visit Timeline (2025, 10–13 November)



VI. Project budget and expenditures

Components	Outcomes	GEF Project Financing	Confirmed Co-financing	Exp	Execution rate / GEF
1. National Registry to Support Monitoring of NDC Implementation and Tracking Climate Change Impact	1.1 The Environment Registry MRV function is established through a participatory process that includes a resilience assessment	1,000,000	200,000	967,896	96,8%
2. Institutionalization of the National Transparency Framework Across Sectors	2.1 The Environment Registry becomes the official national source for NDC monitoring, reporting and verification				

VII. Financial management

Financial management components:		Rating
1. Adherence to UNEP's policies and procedures:		**S**
Any evidence that indicates shortcomings in the project's adherence[14] to UNEP or donor policies, procedures or rules		No
2. Completeness of project financial information[15]:		**S**
Provision of key documents to the reviewer (based on the responses to A-H below)		
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes
B.	Revisions to the budget	Yes
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes
D.	Proof of fund transfers	Yes
E.	Proof of co-financing (cash and in-kind)	Yes
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
G.	Copies of any completed audits and management responses *(where applicable)*	Yes
H.	Any other financial information that was required for this project (list):	N/A
3. Communication between finance and project management staff		**HS**
Project Manager and/or Task Manager's level of awareness of the project's financial status.		HS
Fund Management Officer's knowledge of project progress/status when disbursements are done.		HS
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		HS
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		HS
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the review process		HS
Overall rating		**HS**

[14] If the review raises concerns over adherence with policies or standard procedures, a recommendation may be given to cover the topic in an upcoming audit, or similar financial oversight exercise.

[15] See also document 'Criterion Rating Description' for reference

VIII. Communication and outreach tools

Objective

To present the **preliminary findings** emerging from the **ongoing fieldwork** carried out as part of the **Terminal Review of the UNEP/GEF 9849 Project in Antigua and Barbuda**, following the UNEP Evaluation Office assessment framework.

Content

1. The Project
2. Evaluation Approach
3. Fieldwork conducted up to the 7th of November
4. Preliminary Findings
5. Preliminary Lessons Learned
6. Preliminary Recommendations

Problem statement at design stage

Figure 1. GEF 9849 Project Problem Tree

Source: own elaboration based on the Project CEO Endorsement Document

Results framework (1/2)

Project Objective

To promote mainstreaming of NDC monitoring, reporting and verification into domestic systems and strengthen institutional capacity to enable routine, concurrent and participatory monitoring processes that enhance transparency under the Paris Agreement.

Component 1

National Registry to support monitoring of NDC implementation and tracking climate change impact.

Component 2

Institutionalization of the national transparency framework across sectors.

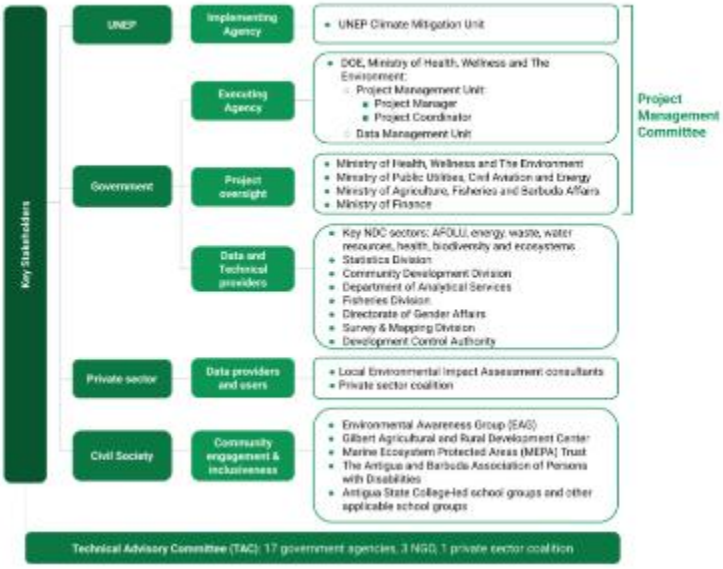
Figure 2. GEF 9849 Project Results Framework

	ACTIVITIES	OUTPUTS	OUTCOMES
Component 1	Design and develop **MoUs, QA/QC standards and guidelines** for data collection, management and sharing.	**1.1 Regulations, procedures and guidelines** for monitoring, reporting and verifying climate change data are developed.	**1. The Environment Registry MRV function is established** through a participatory process that includes a resilience assessment.
	Establish a **user-friendly online data portal** for the Environment Registry, Conduct **consultations** with key stakeholders, Provide **training** in operating the online platform.	**1.2 Environment Registry is accessible to the public** to promote accountability and transparency.	
	Undertake an infrastructural and **data security risk assessment, implement the recommendations**, Provide **training** in operating the data storage system.	**1.3 Data security and climate resilient assessment** for the Environment Registry is conducted.	
	Develop **NDC implementation plan and indicators**, Define ToR of the **National Coordinating Mechanism committee**.	**1.4 Country-specific indicators** in line with Nationally Determined Contribution targets developed.	
Component 2	**Train**: key stakeholders in applying the QA/QC plan and guidelines, relevant staff to develop GHG inventories and reporting on adaptation. Create **awareness** about the ER and make data available for policymakers through reports.	**2.1 Training to government agencies, private sector, and civil society** is provided in order to appropriately and efficiently contribute data to the Environment Registry.	**2. The Environment Registry becomes the official national source for NDC monitoring, reporting and verification.**
	Conduct **workshops** on relevant topics **to share lessons learned** with regional peers and other SIDS, Participate actively in the **Global Coordination Platform** and **global CBIT workshops**.	**2.2 Evaluation, learning and scaling up** of the transparency initiative are conducted.	

Antigua and Barbuda complies with the PAs ETF by mainstreaming NDC MRV into domestic systems and strengthening institutional capacity to enable routine, concurrent and participatory monitoring processes

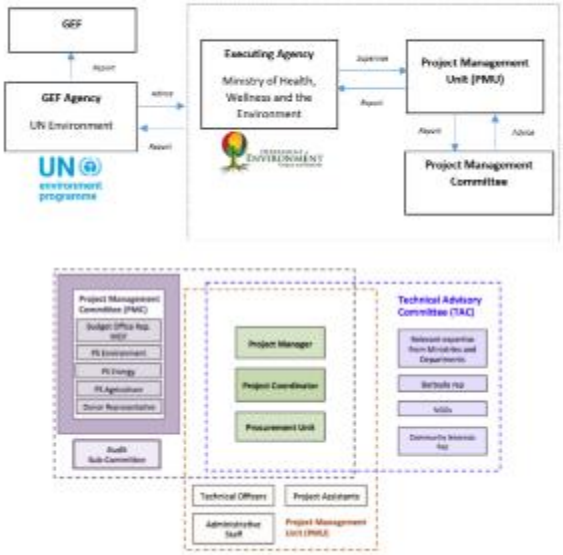
Source: own elaboration based on the Project CEO Endorsement Document

Figure 3. GEF 9849 Project Stakeholder Map



Source: own elaboration based on the Project CEO Endorsement Document

Figures 4 and 5. GEF 9849 Project Implementation Arrangements



Source: Project CEO Endorsement Document

2. Evaluation Approach

Evaluation purposes

The Terminal Review (TR) has **two primary purposes**:

I. **To provide evidence of results** to meet accountability requirements, and

II. **To promote operational improvement, learning and knowledge sharing** through results and lessons learned among UNEP and main project partners.

***Review period**: September-December 2025*

The TR consists of an **in-depth participatory assessment** of:

- **Project's performance** in terms of relevance, effectiveness and efficiency.
- **Outcomes and impacts** (actual and potential).
- **Sustainability.**

Review deliverables: i) Inception Report ***(delivered)***; ii) Preliminary Findings Note ***(present document)***; and ii) Final Report.

Key Strategic Questions

The Review must respond to **four Key Strategic Questions**:

- **Q1: Did State and non-State actors adopt the ETF under the Paris Agreement**, ensuring its long-term sustainability within national systems?;
- **Q2: Did the project strengthen the transparency mechanisms of national institutions**, ensuring their capacity for continuous domestic and international climate reporting?;
- **Q3: Did State and non-State actors adopt the new tools developed by the project**, and are there measures in place to ensure their future use and functionality?;
- **Q4: Was the project executed efficiently**, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems?

UNEP Evaluation Framework

The project will be evaluated against **nine criteria**:

1) Strategic Relevance
2) Quality of Project Design
3) Nature of External Context
4) Effectiveness
5) Financial Management
6) Efficiency
7) Monitoring and Reporting
8) Sustainability
9) Factors Affecting Project Performance and Cross-Cutting Issues

Each criteria can be rated on a **six-point scale**: 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)

Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU).

Ratings will be included in the TR Final Report

Review methods

1. **Desk review** of all relevant documentation provided by the project management team, UNEP and stakeholders.

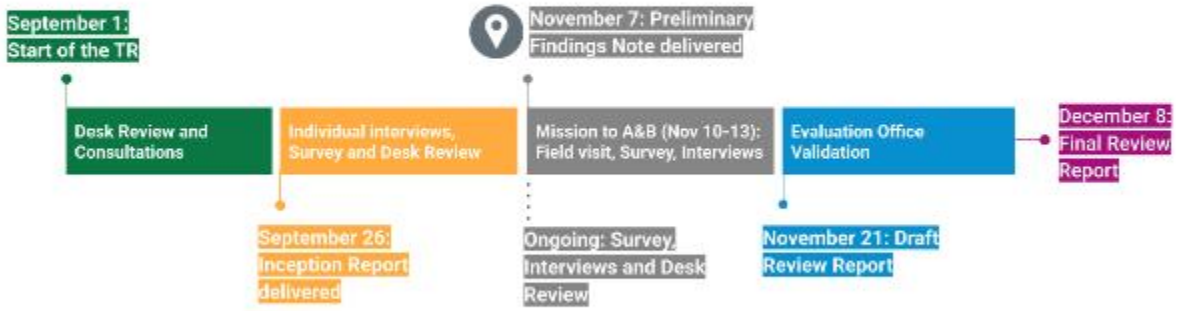
2. **Individual interviews with key stakeholders**. The interviews typically last about 45 minutes and are conducted virtually using a semi-structured approach. Responses will remain confidential. The sample comprises **23 stakeholders**.

3. **Beneficiaries survey** conducted specifically with individuals who participated in training sessions. It aims to assess the perceived usefulness and overall satisfaction of these activities. The sample comprises **27 stakeholders**. *The use of the survey results will depend on the response rate (TBD).*

4. **Field visit scheduled for 10-13 November.** It will pursue 3 main objectives: (i) to examine the current status of the building renovations intended to house DOE's servers; (ii) to review and validate these preliminary findings; and (iii) to conduct any pending interviews.

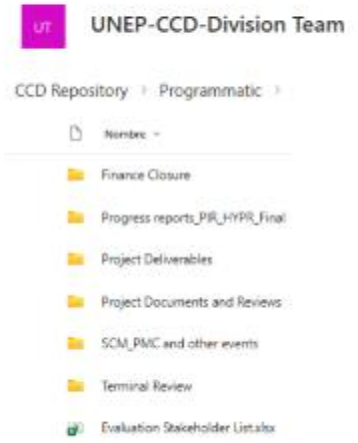
Review timeline

Figure 6. Schedule for the TR



Source: own elaboration based on the TR Terms of Reference

Consulted documents and websites



- https://unfccc.int/process-and-meetings/what-is-the-united-nations-framework-convention-on-climate-change
- https://unfccc.int/reports
- https://environment.gov.ag/
- https://www.thegef.org/
- https://www.un.org/sustainabledevelopment/
- https://www.cepcs.int/en/
- https://laws.gov.ag/wp-content/uploads/2022/12/No.-3-of-1993-Resolution-Ratifying-the-United-Nations-Framework-Convention-on-Climate-Change.pdf
- https://unfccc.int/sites/default/files/resource/Antigua%20and%20Barbuda%20INC.pdf
- https://unfccc.int/sites/default/files/resource/antnc2.pdf
- https://unfccc.int/sites/default/files/resource/atcnc3_0.pdf
- https://unfccc.int/sites/default/files/resource/DoE%20Antigua%204NC%20Final.pdf
- https://unfccc.int/sites/default/files/resource/Antigua%20and%20Barbuda%20-%20UNFCCC%20Biennial%20Update%20Report%201%20-%20Final.pdf
- https://unfccc.int/biennial-transparency-reports
- https://unfccc.int/sites/default/files/resource/ETF%20Reference%20Manual%20v2_ES.pdf
- https://unfccc.int/sites/default/files/NDC/2022-06/Antigua%20and%20Barbuda%20First.pdf
- https://laws.gov.ag/wp-content/uploads/2019/02/a2015-11.pdf
- https://ab.gov.ag/detail_page.php?page=16

4. Preliminary Findings

Strategic Relevance (1/3)

The Project is fully aligned to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) and Strategic Priorities

It contributes to the **MTS 2022-2025 Climate Action thematic sub programme**, particularly **Outcome 3** "State and non-state actors adopt the Enhanced Transparency Framework (ETF) arrangements under the Paris Agreement". It also contributes to the **POW 2022-2023 Climate Stability strategic objective**, mainly to the following **direct outcomes**: 1B, 1C, 1.1, 1.3, 1.5, 1.6, 1.7, 1.8, and several indicators.

The Project is fully aligned to Donor/Partner Strategic Priorities

Antigua and Barbuda ratified the UNFCCC in 1993 and the PA in December 2016, assuming obligations such as reporting its national GHG inventories, submission of a National Communications (NCs), Biennial Update Reports (BURs), Biennial Transparency Report (BTRs) and NDCs.

- ★ **Under the Project, the Environment Registry and the NDC Implementation Plan and indicators were developed**, strengthening the country's institutional and technical capacity for transparency reporting.
- ★ **The Fifth GHG Inventory Report and the First BTR benefited directly from CBIT-supported systems and training**. The consultants who prepared these reports were involved in training sessions held under the CBIT Project. There was also development of the National Inventory Management System, used for future GHG Inventory reports.
- ★ The Project objective is also aligned with CBIT activities outlined in paragraph 18 of the **CBIT programming directions**, in particular **programming priorities: a, d, e and j.** The Project activities are consistent with the scope of the **GEF Programming directions** for the **Capacity Building Initiative for Transparency (GEF/C.50/06)**.
- ★ Specifically, the Project reports to the GEF indicator **"Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment"** targeting an equal distribution of beneficiaries: **50% women and 50% men**.
- ★ The project document also establishes synergies with the **CBIT Global Coordination Platform** and **Global CBIT Workshops**.

Strategic Relevance (2/3)

The Project is relevant to Global, Regional, Sub-regional and National Environmental Priorities

It contributes to the following priorities of the **Multi-Country Sustainable Development Cooperation Framework (MSDCF)** for the **English- and Dutch-speaking Caribbean 2022-2026**:

- **Priority area 2: equality, well-being and leaving no one behind**
  - **Outcome 3**: National governments and regional institutions use relevant data and information to design and adopt laws and policies to eliminate discrimination, address structural inequalities and ensure the advancement of those at risk of being left furthest behind
- **Priority area 3: resilience to climate change and shocks and sustainable natural resource management**
  - **Outcome 5**: caribbean people, communities, and institutions have enhanced adaptive capacity for inclusive, gender responsive disaster risk management and climate change adaptation and mitigation
  - **Outcome 6**: Caribbean countries manage natural resources and ecosystems strengthening their resilience and enhancing the resilience and prosperity of the people and communities that depend on them.

The Project also contributes to **three Sustainable Development Goals (SDGs)** and several targets:

Target 13.1
Target 13.2
Target 13.3
Target 13.b

Target 5.1

Target 17.14
Target 17.18

Strategic Relevance (3/3)

The Project is suitable for scaling up both within Antigua and Barbuda and at the sub-regional level:

- Antigua and Barbuda is a member of the **Organization of Eastern Caribbean States (OECS) economic union**, established in 1981. The countries of the OECS share many similar characteristics including their vulnerability to climate change. The Project serves as a **case study available for replication in other OECS nations**.
- ★ The **Environment Protection and Management Act (EPMA) of Antigua and Barbuda** is a central instrument to align national policies with global climate and environmental commitments. Under the EPMA, the DOE was legally required to operate instruments such as the **Environment Registry (ER), developed through the GEF 9849 Project**. The Project also sought to **consolidate technical capacities within the DOE and across key stakeholders**, reinforcing institutional coordination under the ETF.

The Project is complementary and coherent with existing Interventions, highlighting:

- **Cross-Cutting Capacity Development Project (CCCD) – GEF / UNDP / DOE (2018)**: It was expected to complement CBIT by providing platforms for spatial data management and by generating lessons on accessibility and interoperability. These lessons were anticipated to inform the design of CBIT's information system, ensuring that the new Registry could build on and connect with existing structures.
- **Green Climate Fund (GCF) Readiness Support – DOE (2018)**: This initiative developed a Country Programme for the NDC and initiated the DOE's accreditation as a direct access entity to the GCF. It provided a strategic planning framework that CBIT could potentially align with.
- **UNEP DTU Partnership (2017) - now known as the UNEP Copenhagen Climate Centre (UNEP-CCC) since 2022**: This initiative analyzed institutional conditions for climate data management, reviewed legal frameworks, and proposed guidelines for an MRV system to support the implementation of NDC. The findings were expected to inform CBIT in addressing these weaknesses and in developing a more robust and coordinated MRV system.

The total score for the quality of the GEF 9849 Project is 4.68 | Satisfactory.

	SECTION	SELECT RATING	SCORE (1-6)	WEIGHTING	TOTAL (Rating x Weighting/10)
A	Operating Context	Satisfactory	5	0.4	**0.2**
B	Project Preparation	Satisfactory	5	1.2	**0.6**
C	Strategic Relevance	Highly Satisfactory	6	0.8	**0.48**
D	Intended Results and Causality	Moderately Satisfactory	4	1.6	**0.64**
E	Logical Framework and Monitoring	Moderately Satisfactory	4	0.8	**0.32**
F	Governance and Supervision Arrangements	Highly Satisfactory	6	0.4	**0.24**
G	Partnerships	Moderately Satisfactory	4	0.8	**0.32**
H	Learning, Communication and Outreach	Satisfactory	5	0.4	**0.2**
I	Financial Planning / Budgeting	Satisfactory	5	0.4	**0.2**
J	Efficiency	Satisfactory	5	0.8	**0.4**
K	Risk identification and Social Safeguards	Satisfactory	5	0.8	**0.4**
L	Sustainability / Replication and Catalytic Effects	Moderately Satisfactory	4	1.2	**0.48**
M	Identified Project Design Weaknesses/Gaps	Satisfactory	5	0.4	**0.2**
TOTAL SCORE (Sum Totals)				10	**4.68 Satisfactory**

Source: Own elaboration based on the UNEP Evaluation Office's Quality of Project Design Assessment Table

Quality of Project Design (2/2)

Strengths:

- **Robust problem analysis**: it presents a detailed diagnosis of institutional, technical, and environmental challenges, directly linked to the project's planned outputs and outcomes.
- **Alignment with national, regional, and global priorities**: The project is strongly consistent with Antigua and Barbuda's NDC, BURs, NCs, and EPMA, as well as OECS and UNDAF commitments. It also builds on previous projects and leverages the CBIT Global Coordination Platform.
- **Participatory and inclusive approach**: The design identifies a wide range of stakeholders (ministries, private sector, civil society, academia, vulnerable groups) and establishes governance structures (PMC, TAC, PMU) to ensure coordination.
- **Knowledge management and replication potential**: The ER is conceived as both a national transparency tool and a platform for regional replication within OECS and other SIDS, positioning Antigua and Barbuda as a potential knowledge hub.

Weaknesses:

- **Absence of a formal Theory of Change (ToC)**: Although the results framework reflects causal pathways, the lack of an explicit ToC reduces the clarity of assumptions, risks and impact drivers, requiring reconstruction at evaluation stage.
- **Limited sustainability strategy**: While the design considers financial, institutional, and political sustainability issues, it does not include a formal sustainability plan or exit strategy.
- **Gaps in Monitoring & Evaluation**: Although outcome-level indicators are SMART and baselines/targets are specified, there are no output-level indicators or operational milestones.
- **Partner capacity assessment**: While partner roles are clearly identified within an ambitious participatory approach, the project design does not assess stakeholders' technical or institutional capacities, their level of awareness, or their previous commitment to collaboration.

Nature of External Context

The project operated under moderately challenging external conditions, mainly due to the COVID-19 pandemic and institutional transitions within project partners. However, the political environment in Antigua and Barbuda remained stable and did not hinder implementation. Main influencing factors were:

COVID-19 pandemic: lockdowns, remote work, border closures, and travel restrictions delayed trainings and consultant activities.

- *"We had to move to remote work. The biggest impact was on the capacity-building activities that could no longer be held in person."* (HU, M, Interview, Oct 28, 2025)

Institutional transition (UNEP DTU → UNEP CCC): caused administrative delays and uncertainty during implementation, specifically with the NDC implementation Plan.

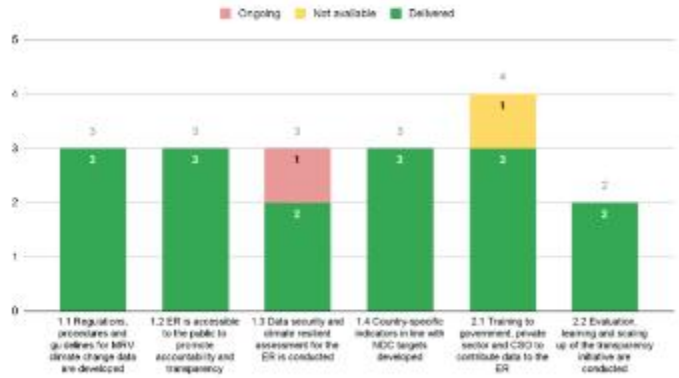
- *"There was a significant delay with UNEP CCC consultancy due to internal changes during project implementation."* (PC, F, Interview, Oct 17, 2025)

Political challenges and coordination structure: the existence of a general Project Management Committee rather than a project-specific steering committee limited participation and visibility, constraining communication and cross-government engagement.

- *"They have one committee that oversees all DOE projects, not a specific one for CBIT, and it was hard for us to join those meetings." (PS, F, Interview, Oct 24, 2025)*

The Project in Antigua and Barbuda produced all six (6) planned outputs and was expected to produce a total of 18 types of deliverables, of which:

- **16 were delivered**;
- **1 is ongoing**: building renovations intended to house DOE's servers;
- **1 is not available for this TR but is reported as complete in the last PIR**: reports for policymakers on climate change risks and solutions.



Effectiveness (2/6)

Output 1.1

Output 1.2

Output 1.3

Output 1.4

Output 2.1

Output 2.2

Effectiveness (3/6)

The following are photos and videos of the ongoing DOE´s building renovations, shared by the GEF 9849 Project Team on the 21st of October, 2025:

Video 1 Video 2 Video 3 Video 4

To be visited/examined during the field visit (10-13 November)

Effectiveness (4/6)

Project outcomes were achieved

Two expected outcomes were defined at design stage and tracked throughout project implementation using **five indicators**:

Outcome 1: The Environment Registry MRV function is established through a participatory process that includes a resilience assessment. Indicators:

1. Improvement in the quality MRV system for GHG Inventory based on GEF score (1-10) as per Annex III of CBIT programming directions.
2. Number of transparency guidance documents being used by DOE staff and sectoral data compilers.

Outcome 2: The Environment Registry becomes the official national source for NDC monitoring, reporting and verification. Indicators:

3. Improvement in the quality MRV system for NDC Implementation reporting based on GEF score (1-10) as per Annex III of CBIT programming directions.
4. Improvement in the quality MRV system for Climate Change adaptation reporting based on GEF score (1-10) as per Annex III of CBIT programming directions.
5. % of specialized trained staff who declares to be in a better position to implement MRV systems (gender disaggregated).

The last PIR (2025) rated overall outcome achievement as ***Satisfactory***, meeting the targets for indicators 1–4. However, indicator 5 did not fully meet its target. A staff survey was conducted to assess whether the CBIT Project outputs had improved their capacity to implement MRV systems. Of the 16 expected responses, 11 were received, with 64% of respondents reporting improved readiness, slightly below the 70% target. Among these, 7 participants rated their ability to implement MRV systems as 3 or higher on a 1–5 scale.

Effectiveness (5/6)

Likelihood of impact

The overall objective of the CBIT Project was "to promote mainstreaming of NDC monitoring, reporting and verification into domestic systems and strengthen institutional capacity to enable routine, concurrent and participatory monitoring processes that enhance transparency under the Paris Agreement".

This objective was tracked throughout project implementation using **one indicator**:

1. Improvement in the quality of Institutional capacity for transparency based on GEF score (1-4) as per Annex IV of CBIT programming directions

The last PIR (2025) rated this objective as ***Satisfactory***, meeting the target for the indicator. This rating was supported by the signing of MOUs, the development of indicators to track NDC implementation progress, and the preparation of the First Biennial Transparency Report. The PIR also stated that the Environment Registry now facilitates data sharing among agencies, while stakeholders can request data as needed. Data collected during the project has already informed the NDC revision process and contributed to other national documents, demonstrating effective integration into national planning and budgeting systems.

Effectiveness (6/6)

Major achievements that have laid the foundation for a functional national MRV system and improved data transparency:

- ★ **Legal & governance structures for climate data collection and sharing were established**: including MoUs with the Antigua and Barbuda Statistics Division and private sector representatives, six transparency guidance documents, and QA/QC arrangements.
- ★ **The NDC Implementation Plan was finalized, including country-specific indicators** and training materials to support ongoing monitoring.
- ★ **The Environment Registry platform was successfully launched** and is now serving as the national MRV system for GHG inventory and climate action data.
- ★ **The preparation of key national reports** such as the Fifth National GHG Inventory and the draft BTR1.
- ★ **Trainings were delivered to DOE Staff, other government agencies, private sector and CSO** in operating the online platform, applying the QA/QC plan and guidelines, developing GHG inventories and reporting NDC.
- ★ **The Project Team participated in at least 10 knowledge sharing and scaling-up activities:** workshops, conferences, webinars, the CBIT Global Coordination Platform and Climate Transparency Platform

Financial Management (1/3)

The Project adhered to UNEP's Financial Policies and Procedures

Financial management throughout the Project followed UNEP's core financial procedures and standards, with all required processes completed in accordance with established protocols.

The Project underwent four revisions. The last three, approved in 2022, 2023, and 2024, requested **three no-cost extensions**, primarily to allow the completion of major activities. The first revision, however, involved **budget realignment and adjustments**, as summarized below:

- **0.1 Budget and workplan adjustments:** Revision to rephase unspent activities due to COVID-19 delays; to reallocate part of the budget under *staff and personnel* to implementing partners; to reassign a portion of the *training and travel* budget lines to online training alternatives; and to record new commitments.
- **1.1 Changes in budget line descriptions:** The *launching of the NDC report* was included under a dedicated budget line and removed from the *Project milestone workshops* budget line.
- **1.2 Reallocation of funds:** Resources were reallocated from *Consultancy on Local Data/GHG Expert* and *Local Expert on Climate-Resilient Data Systems* to new activities:
  a. hiring an MRV Consultant to conduct three workshops with the private sector;
  b. engaging two MRV apprentices to support data collection for the Environment Registry; and
  c. developing an Environment Registry video.

Financial Management (2/3)

Financial Information is complete

At the time of this terminal review, the Project closure file includes a **comprehensive set of financial documentation**, demonstrating a **strong level of financial record-keeping, transparency and accountability in Project implementation**.

Key documents available for review include:

- Project Implementation Reviews (PIR) Reports
- Half-Yearly Progress Reports (HYPR)
- Project Cooperation Agreements
- Quarterly expenditure reports
- Co-finance reports
- Approved revised budgets

According to interviewees, the high frequency of exchanges between the DOE and UNEP allowed for early identification of challenges and delays, contributing positively to **meet UNEP's financial reporting requirements**: *"We had weekly or bi-weekly meetings, so we followed the preparation of programmatic reports twice a year, the PIR, the HYPR, and the preparation of financial reports, the expenditure reports, co-finance reports, inventory reports and the audits. We followed up and provided support when needed, and we also followed the implementation of the work plan and the procurement plan as well. I think they had good project coordinators [...] Of course, we faced some delays sometimes, but I would say that for programmatic reports it was better than for financial reports. But anyway, we always got all the reports and we could move forward."* (PS, F, Interview, October 2025)

Financial Management (3/3)

Communication Between Finance and Project Management Staff was effective

Interviews with project staff highlighted **clarity and consistency in both financial and technical reporting**. Respondents noted that UNEP's standardized templates and guidance facilitated the reporting process, while **close collaboration within the small national team ensured effective communication and timely review of reports**. Support from **UNEP staff was described as responsive and helpful**, contributing to the smooth functioning of the project's reporting mechanisms.

- *"All the financial reports were prepared by the finance unit. And yeah, we worked very closely with them. [...] The technical reporting was prepared primarily by the project coordinator, but again, I approved them. [...] It was something that we were used to because we managed several projects and the team was small. We are literally in the same building. I mean, the communication was clear. We were able to reach each other whenever. So whenever the technical reports were prepared, it was a matter of just telling me to review them. Similar with the financial team. They were in a separate building, but it wasn't too far. Antigua is very small. So it wasn't hard to reach them and them to reach me. The communication was seamless and there were no issues there."* (PM, M, Interview, October 2025)
- *"The colleagues from UNEP were always there and available to us whenever we had any issues, especially when it related to reporting. I think several times during the project lifetime there were some minor changes to the reporting and how we report and that guidance was always forthcoming from the UNEP team. So I think they did a very good job there."* (PM, M, Interview, October 2025)
- *"[...] The financial reports are pretty easy to do because they would send us the templates. So, those were easy to follow. We didn't have any problems with that, to my knowledge."* (PC, F, Interview, November 2025)

Efficiency

Project efficiency was moderately affected by contextual and operational delays

Despite four project revisions (three no-cost extensions), adaptive management measures allowed the completion of key outputs. Overall, resources were used efficiently, with strong coordination between DOE and UNEP.

Main factors affecting efficiency

- **COVID-19 pandemic**: caused delays in training, logistics, and building renovations due to travel restrictions and supply-chain issues.
- **Institutional transitions**: the shift from UNEP DTU to UNEP CCC created contracting and workplan delays.
- **Limited staffing capacity**: high turnover at DOE required redistributing roles and slowed implementation.

Positive efficiency practices

- **Adaptive management:** reallocation of funds to virtual training, MRV workshops, and communication outputs.
- **Building renovations co-financed by GCF**.
- **Documentation and reporting:** guidelines facilitated knowledge transfer and reduced transaction costs.
- **Strong coordination:** effective collaboration between DOE and UNEP enabled progress despite constraints.

Monitoring and Reporting (1/2)

Monitoring Design and Implementation

At design, the Project included a **M&E Plan** with its corresponding Work Plan and Budget. It outlined in detail all the planned **M&E activities**, providing for each a description, responsible parties, timeframe for implementation, and an estimated budget. The **M&E activities** included in the plan were: Inception Workshop (IW) and Report; HYPRs; Half-yearly Financial Reports; PIRs Reports; Audits; Final Report; and Terminal Evaluation (TE). The **total estimated budget for M&E** activities was set at **USD 48,000** (USD 45,000 from GEF and USD 3,000 as co-financing), allocated mainly to this Terminal Evaluation and the Audits.

In terms of indicators the Project design included: **one impact-level indicator** and **five outcome-level indicators**, aligned with the Project components. Each indicator included a baseline, end-of-project target and source of verification. The Project document **did not explicitly define output-level indicators**, while these could have been developed based on the outputs/activities outlined in the logical framework.

The **monitoring system** was operational from the start of the Project (2019) and facilitated consistent tracking of results and progress towards the objectives throughout the entire implementation period, **enabling adjustments and improvements in execution**, contributing to the achievement of planned results. Monitoring data were collected accurately, thoroughly, and appropriately for: **impact and outcome indicators**, implementation status for **outputs** and **activities** (expressed as a percentage) and **progress on the Budget**. **Risk management** was also a key focus of the monitoring system.

Project Reporting

The PMU submitted several **periodic reports** detailing **progress made in relation to planned milestones and expected results**, in compliance with UNEP and GEF reporting requirements.

Among the **reports submitted** and made available for this Terminal Review are the following:

Name of Report	Reporting years	Content
Expenditure Reports	Quarterly in 2020, 2021, 2022, 2023, 2024	Expenditures and unliquidated obligations with its related outputs, activities and deliverables.
Project Cooperation Agreements	2019, 2022, 2024	Amendments to work plan and budget
Co-Finance Reports	2020, 2021, 2022, 2023, 2024	Reporting and description of co-finance contributions.
Approved Budgets	2021, 2022, 2023, 2024	Detailed budgets prepared by project activity, which feed into the relevant outputs.
Half Yearly Progress Reports	2020, 2021, 2022, 2023, 2024	Project implementation progress and risk management. Monitoring of output delivery and outcome-level indicators.
Project Implementation Review (PIR) Reports	2021, 2022, 2023, 2024, 2025	Overview of Project Status. Monitoring of output delivery, outcome-level and gender indicators, risk management. History of Project revisions and extensions. Project progress in: co-finance, gender, stakeholder engagement, environmental and social safeguards, KM/Learning.
Project Management Committee presentations	2020, 2021, 2022	Project implementation progress

All reports are available in **digital format** and are comprehensive and of sufficient quality to track the Project progress, both in terms of the work plan and budget. Additionally, the most important Project reports and documents were published on the GEF Portal and UNEP Open Data.

Sustainability (1/2)

The sustainability of the CBIT Project is preliminary assessed as moderately unlikely, reflecting a solid institutional and legal foundation but limited assurance of financial continuity.

The DOE has demonstrated strong ownership and leadership throughout the project, yet long-term sustainability depends on securing resources and strengthening institutional resilience beyond key individuals.

Socio-political Sustainability

The Project benefited from **strong government commitment and political support**, **particularly from the DOE**, which led the implementation under the EPMA framework. This commitment has been a driving force for advancing the country's transparency agenda. However, it remains **highly person-dependent**, **with limited institutionalization across ministries**. Broader **government engagement** in data-sharing and follow-up actions still **needs to be reinforced to ensure continuity after project closure**.

- *"The risk is political... positions and mandates are very personalized."* (PS, F, Interview, Oct 24, 2025)
- *"What happens after the meetings? That's the hardest part - ensuring continuity."* (NS, M, Interview, Nov 4, 2025)

Sustainability (2/2)

Financial Sustainability remains the weakest dimension

The Environment Registry — one of the project's core outputs — **lacks dedicated funding** for operation and maintenance. Although co-financing from GCF projects has supported infrastructure and hardware upgrades, **no long-term financial mechanism has yet been secured** to cover hosting, updates, or technical staff. The DOE continues to rely on **donor funding cycles**, and the **platform's costs are not integrated into the national budget**, leaving continuity uncertain.

- *"If the finances are not available to maintain the system active, then obviously it would stop functioning."* (HU, M, Interview, Oct 28, 2025)

Institutional sustainability is comparatively stronger, supported by a clear legal mandate under the EPMA and by the DOE's consolidated role

The Project strengthened **technical and managerial capacity within the DOE**, though **challenges persist due to staff turnover and limited in-house IT expertise**. The reliance on external consultants for maintaining the Registry highlights a vulnerability, but institutional knowledge and collaboration mechanisms provide a sound base for continuity if capacity retention improves.

- *"It would be best if we could get an IT person on staff, so we don't always have to go back to the consultant."* (PC, F, Interview, Oct 3, 2025)
- *"Turnover causes brain drain — knowledge leaves when people move."* (C, M, Interview, Oct 24, 2025)

5. Preliminary Lessons Learned

Preliminary Lessons Learned

1) Sub-regional leadership anchored in policy, systems, and practice

Within the Caribbean Small Island Developing States (SIDS), Antigua and Barbuda has emerged as a sub-regional leader in advancing climate transparency, combining a solid legal foundation (EPMA) with the build-out of MRV systems (notably the Environment Registry). The country's consistent delivery of international reports and active participation in regional and global transparency platforms have reinforced its leadership role. Complementarities with other national and international initiatives fostered learning, exchange, and diffusion of good practices among Caribbean peers.

- *"We are very on point with completing our national communication reports, biannual reports… we're very involved when it comes to climate transparency and NDC actions."* (PC, F, Interview, Oct 3, 2025)
- *"Antigua and Barbuda was… one of the countries that was leading on the transparency reporting."* (HU, M, Interview, Oct 28, 2025)
- *"There's now a tool and system that the DOE can utilize… countries across the region are advancing their systems."* (C, M, Interview, Oct 24, 2025)
- *"Antigua is one of the leading countries in the region… ahead of the curve."* (C, M, Interview, Oct 24, 2025)
- *"They already had certain laws… slightly better off than many countries."* (PS, M, Interview, Oct 31, 2025)

Preliminary Lessons Learned

2) Design matters: tailor to national context and build in flexibility

The design phase is decisive for aligning CBIT projects with real national needs—especially infrastructure and skills. Projects conceived years before implementation must embed programmatic flexibility to adapt to shocks (e.g., COVID-19) and institutional shifts, avoiding "one-size-fits-all" blueprints.

- *"The project was fully aligned with our national circumstances because it was designed by us… the design phase is essential." (HU, M, Interview, Oct 28, 2025)*
- *"Objectives were not flexible… concepts need built-in flexibility when implementation lags the design." (C, M, Interview, Oct 24, 2025)*
- *"CBIT generates momentum… but you need larger funds and flexibility to implement all that is identified." (PS, M, Interview, Oct 31, 2025)*

Preliminary Lessons Learned

3) Consolidated project teams and inter-project synergies improve delivery

Housing the project within a dedicated data unit (DMU/DOE) and running it alongside related initiatives (e.g., CCCD) created operational coherence, reinforced coordination with other government agencies, and strengthened day-to-day management. Team-based ownership proved critical for stable delivery and problem-solving.

"Having the project managed by the Data Management Unit worked well... So it wasn't a one-person or a two-person show. We had at least two or three other persons supporting the Project. Having close relationships with our key stakeholders, I mentioned the Statistics Divisions, also worked well. Having the project being implemented concurrently with other similar projects, data-focused projects, I think complemented the work. (HU, M, Interview, Oct 28, 2025)

4) Capacity was strengthened, but retention and knowledge transfer remain bottlenecks

Technical capacity within DOE increased, yet sustaining it is challenging in a small-state context marked by staff turnover and organizational changes. Without systematic knowledge transfer and succession planning, capability gains risk erosion when experienced personnel depart.

- *"Persons are trained... then they leave; if there's no one to take over, knowledge leaves with that person." (HU, M, Interview, Oct 28, 2025)*
- *"They built capacity... but turnover remains a challenge." (PS, F, Interview, Oct 24, 2025)*

Preliminary Lessons Learned

5) IT skills and institutional ownership are decisive for MRV system maturity

Launching an MRV/Registry is only the first step. Long-term utility depends on developing in-house IT skills, clarifying roles with the government's IT department, and budgeting for maintenance/hosting. Extended reliance on external consultants or interim hosting arrangements constrains technical and financial sustainability.

- *"On the IT side... capacity could have been better... the team is very different from four or five years ago." (C, M, Interview, Oct 24, 2025)*
- *"The main challenge... the infrastructure part... progress was slow." (HU, M, Interview, Oct 28, 2025)*

6) Stakeholder engagement and networking are prerequisites for effective governance

Effective transparency requires durable data-sharing arrangements and clear incentives for participation—especially with private sector actors. Where engagement was partial, data flows and adoption slowed. Proactive networking and deliberate relationship-building are essential to convert technical outputs into system-wide use.

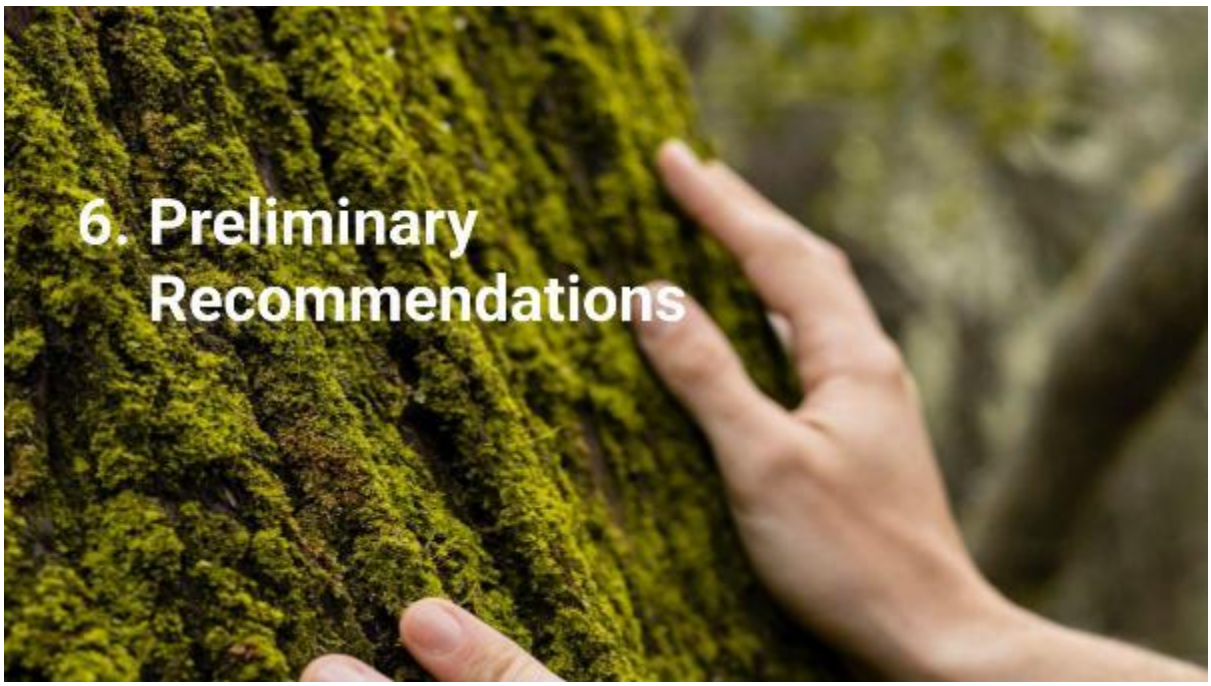
- *"Government stakeholders were engaged, but private sector participation was limited... incentivizing engagement remains a challenge." (C, M, Interview, Oct 24, 2025)*
- *"Data-sharing concerns and unclear continuity inside ministries slowed uptake... networking is essential to move things forward." (C, M, Interview, Oct 30, 2025)*

Preliminary Lessons Learned

7) Managing delays requires proactive replanning and clearer software requirements

External shocks (COVID-19), organizational transitions (UNEP DTU → UNEP CCC), and novel security/integration needs triggered no-cost extensions, budget realignments, and re-scoping. Early, detailed requirements for software architecture and handover, plus disciplined communication, reduce slippage and rework.

- *"We had to request extensions... delays couldn't be avoided during the UNEP DTU transition." (PC, F, Interview, Oct 3, 2025)*
- *"Security/integration for a novel tool caused delays... next time, better requirements gathering and communication." (C, M, Interview, Oct 24, 2025)*
- *"Handover gaps during the transition slowed continuity." (C, M, Interview, Oct 30, 2025)*



Preliminary Recommendations

1) Strengthen the development of country-tailored Theories of Change

Provide technical guidance, templates, and training materials to help countries design context-specific and realistic Theories of Change (ToC). Frameworks should clearly articulate inputs, activities, outputs, intermediate and long-term results, and impact pathways, ensuring that project outputs are not only activity-driven but logically connected to broader transformation goals. ToC should also explicitly identify key assumptions, risks, and impact drivers underpinning causal links, allowing countries to anticipate potential barriers and enabling adaptive management throughout implementation.

2) Assess stakeholder capacities early and align them with the project strategy

During the design phase, require each country to convene stakeholder meetings to present the project's purpose, expected outcomes, and relevance to national priorities. Assess each stakeholder's technical and institutional capacity, commitment, and willingness to participate. This process should include space for feedback and adjustment of design elements, and ideally culminate in letters of commitment or cooperation agreements that formalize roles within the project's results framework.

Preliminary Recommendations

3) Sustain stakeholder engagement and cooperation throughout implementation

Ensure that stakeholders remain active throughout the entire project cycle by regularly inviting them to review progress, share experiences, and co-validate results. Maintaining an open, iterative dialogue reinforces ownership, strengthens cooperation across sectors, and enhances overall project effectiveness and sustainability.

- *"The worst fear is that reports end up on a shelf. It's essential to embed mechanisms that ensure the work continues to be implemented and supported by other national processes." (PS, M, Interview, Oct 31, 2025)*

4) Plan for sustainability from the outset through explicit exit strategies

Require each country to develop a sustainability or exit plan that anticipates financial, institutional, and socio-political risks.

- ★ **Financial**: integrate project-related costs into national budgets, seek co-financing or reward mechanisms for complementary initiatives.
- ★ **Institutional**: ensure all systems, documents, and processes are fully documented and accessible to mitigate the effects of staff turnover.
- ★ **Socio-political**: promote the project's visibility and relevance within national policy agendas and establish legal or budgetary safeguards to maintain continuity through government transitions.

- *"It's not enough to build a tool; we must plan for how to sustain it over the long term." (C, M, Interview, Oct 24, 2025)*
- *"Countries should see sustainability as a shared responsibility — integrating these tools into government expenditures is crucial." (C, M, Interview, Oct 24, 2025)*

Preliminary Recommendations

5) Strengthen monitoring frameworks and capacity for evidence-based management

Provide countries with standardized guidance, examples, and templates to develop robust monitoring indicators across all levels of the Theory of Change. Indicators should meet SMART criteria and measure both implementation performance and capacity outcomes. Strengthening national monitoring systems will enhance data quality, learning, and adaptive management.

6) Build flexibility into project structures to adapt to evolving national and global contexts

Integrate flexibility mechanisms within project frameworks to accommodate changes in national priorities or global conditions, particularly for Small Island Developing States and countries with limited adaptive capacity. Mid-term reviews should allow for revisiting the results framework and adjusting outcomes, components, or causal pathways to maintain relevance and impact under shifting contexts.

- *"Projects need built-in flexibility to adapt when implementation lags the design... otherwise, countries end up working with outdated frameworks." (C, M, Interview, Oct 24, 2025)*
- *"Alignment with what the country actually wants to do is crucial — sometimes the ideal becomes the enemy of the feasible." (PS, F, Interview, Oct 24, 2025)*

Preliminary Recommendations

7) Institutionalize knowledge sharing and regional learning platforms

Create opportunities for countries implementing similar projects to exchange experiences, challenges, and lessons at key points of implementation and closure. Knowledge products should include written documentation and audiovisual materials capturing the evolution of each CBIT project, thus contributing to a shared repository of best practices and innovations across the GEF network.

- *"Lessons learned should be systematically shared among countries within the same region... many weren't aware of other successful cases." (HU, M, Interview, Oct 28, 2025)*

8) Ensure continuity within implementing agency teams

Within UNEP and other implementing agencies, assign more than one focal point per country or maintain small, stable core teams to avoid knowledge loss during staff transitions. Institutionalize mechanisms to document project progress, challenges, and opportunities so that transitions do not delay implementation or burden national teams with repetitive briefings.

- *"They switched task officers two or three times... every time that happened, we had to catch back up and explain everything again." (PC, F, Interview, Oct 3, 2025)*

Preliminary Recommendations

9) Deepen national capacities in data management and IT systems

Strengthen national data ecosystems by investing in specialized training and infrastructure for data collection, management, and dissemination. This includes funding for data gathering tools, IT maintenance, and advanced technical certification across government, private sector, and civil society. Capacity-building should go beyond introductory training to ensure long-term institutional expertise and ownership of climate data systems.

- *"Future projects should include dedicated funding for data collection, tools, and training." (C, M, Interview, Oct 30, 2025)*
- *"Capacity building should not be superficial — it should train people to the level where they can take over once international experts leave." (C, M, Interview, Oct 24, 2025)*

10) Strengthen governance and accountability mechanisms to inform policy

Enhance project governance by involving policymakers at every stage of the project cycle. Regular engagement ensures that technical outputs feed directly into decision-making and policy formulation. Without this link, even the best systems risk underuse. Governance and political commitment are therefore central to sustaining transparency efforts beyond project closure.

- *"Even if we have incredible systems, if they don't inform climate policies in the end, the goal is missed — governance is everything." (PS, F, Interview, Oct 24, 2025)*

IX. Brief CV of the reviewer

Lucía Martínez is an argentinian Political Scientist (University of Buenos Aires) with over a decade of experience in public policy, programme and project planning, monitoring, and evaluation across government institutions, international and civil society organizations. Her work focuses on generating rigorous evidence to inform decision-making through the development of strategic and operational planning; monitoring and evaluation systems; evidence repositories; and the implementation of evaluations, among other activities.

She has led twelve evaluations covering diverse areas such as environment, productive development, education, and indigenous peoples rights. She was part of the evaluation team for the Terminal Review of Argentina's CBIT 9955 GEF Mitigation Project, implemented between 2024-2025.

Currently, Lucía works as an independent international evaluator and is contracted by UNEP as the external consultant responsible for conducting the Terminal Reviews of the Antigua and Barbuda and Paraguay CBIT/GEF Projects. Previously, as Evaluation Coordinator at Argentina's Ministry of Economy (2022–2025), she led multiple evaluations integrating climate change criteria and developed indicators to mainstream and monitor environmental sustainability across development programs.

X. Review ToRs

Terminal Review of the UNEP project "Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua & Barbuda" GEF ID 9849

Section 1: PROJECT BACKGROUND AND OVERVIEW

1. Project General Information

Table 1. Project summary

UNEP SMA[16] ID:	38678	Grant ID[17] (if applicable):	GEF ID 9849
UNEP Management (Division/Branch/Unit):	Climate Change Division, GEF Mitigation Unit		
Executing Agency:	Ministry of Health, Wellness, Social Transformation and the Environment, Department of Environment		
Sources of Funding:	*Country[18](ies): Antigua and Barbuda*	*Institution[19] Name/Type: GEF*	
Relevant SDG(s):	SDG 13: Take urgent action to combat climate change and its impacts. SDG 5: Achieve gender equality and empower all women and girls. Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries Target 13.2: Integrate climate change measures into national policies, strategies and planning. Target 13.3: Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning. Target 13.b: Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities. Target 5.1: End all forms of discrimination against all women and girls everywhere. Target 17.14 Enhancing policy coherence for sustainable development Target 17.18 By 2020, enhance capacity building support to developing countries, including for LDCs and SIDS, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts		
MTS (all that apply):	Climate action	UNEP approval date:	20 December 2019
	POW Direct Outcome:	MTS 2025 Outcome(s) number/reference[5] *(applicable for projects approved from 2022):*	*MTS 2025 Outcome:*

[16] 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.

[17] For example, ID references from GEF, EC, IKI, UNDA, Adaptation Fund, GCF.

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

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

POW Direct Outcome(s) number/reference[20] *(applicable for projects approved from 2022):* **OR** POW Output(s) number/reference[5] *(applicable for projects approved pre-2022):*	*POW Output:* 1B,1C: 1.1;1.5; 1.3;1.6; 1.7; 1.8.	**OR** POW Expected Accomplishment(s) number/reference[5] *(applicable for projects approved pre-2022):*	*POW Expected Accomplishment:* Countries comply with the requirements of the transparency framework under the Paris Agreement on Climate Change
Sub-programme:	Climate change	Programme Coordination Project (if relevant):	
Expected start date:[21]	23 December 2019	Actual start date:[22]	23 December 2019
Planned completion date:[6]	31 December 2022	Actual operational completion date:	31 December 2024
Project budget	GEF financing amount: 1,000,000		
	Co-financing amount: 200,000		
	Total Budget: 1,200,000		
Actual expenditures reported	GEF financing amount: 967,896		
	Co-financing amount: 200,000		
	Total actual expenditures reported as of *31 December 2025*: 1,176,896		
First disbursement:	95,000	*Planned* date of financial closure:	Estimated 1 year after operational completion
No. of formal project revisions:	4	Date of last approved project revision:	11 July 2024
No. of Steering Committee meetings:	5	Date of Last Steering Committee meeting:	25 September 2024
Mid-term Review/ Evaluation[23] *(required or not required):*	UNEP requirement: N Donor requirement: N	Mid-term Review/ Evaluation actual date:	N/A
Terminal Evaluation *(planned date):*	March 2025	Terminal Review actual date:	November 2025
Coverage - Country(ies):	Antigua and Barbuda	Coverage - Region(s):	National
Dates of previous project phases:	N/A	Status of future project phases:	N/A

2. Project Rationale

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

[21] Expected/planned dates are listed in the Project Document (ProDoc).

[22] Actual start date is the date of project approval by the Division Director.

[23] 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.

Antigua and Barbuda, a Small Island Developing State, faces severe climate vulnerabilities including coastal erosion, water scarcity, and extreme weather events. Despite its negligible global emissions, the country has committed to ambitious climate goals under the Paris Agreement, recognizing the urgent need for adaptation and mitigation. However, fragmented data systems and limited institutional capacity hinder effective monitoring, reporting, and verification (MRV) of climate actions.

The CBIT project aims to address these gaps by operationalizing the Environment Registry as the national MRV system. This includes developing legal frameworks, data collection guidelines, and a public online platform to ensure transparency and stakeholder engagement. By institutionalizing climate data management across sectors, the project will support evidence-based policymaking and improve compliance with international reporting obligations.

Building on existing legislation and initiatives, the project leverages national structures to ensure cost-effectiveness and sustainability. It also promotes regional knowledge sharing and positions Antigua and Barbuda as a model for climate transparency among Small Island Developing States.

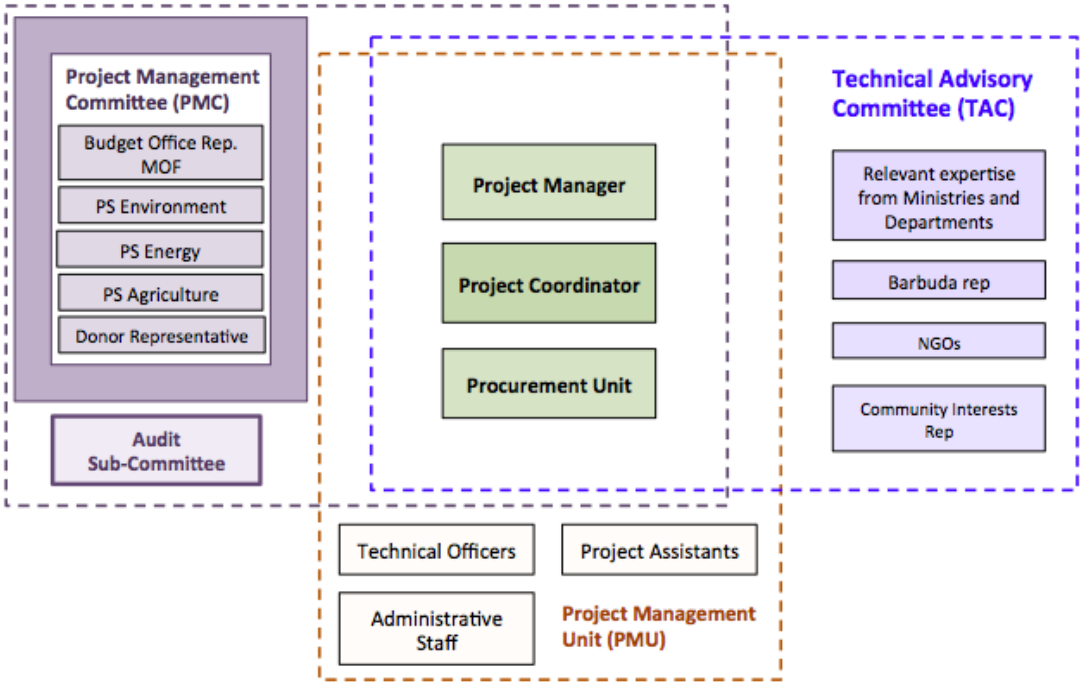
3. Project Results Framework

Project Components/ Programs	Project Outcomes	Project Outputs
1. National Registry to support monitoring of NDC implementation and tracking climate change impact	1 The Environment Registry MRV function is established through a participatory process that includes a resilience assessment	1.1 Regulations, procedures and guidelines for monitoring, reporting and verifying climate change data are developed 1.2 Environment Registry is accessible to the public to promote accountability and transparency 1.3 Data security and climate resilient assessment for the Environment Registry is conducted 1.4 Country-specific indicators in line with Nationally Determined Contribution targets are developed
2.Institutionalization of the national transparency framework across sectors	2 The Environment Registry becomes the official national source for NDC monitoring, reporting and verification	2.1 Training to government agencies, private sector, and civil society is provided in order to appropriately and efficiently contribute data to the Environment Registry 2.2 Evaluation, learning and scaling up of the transparency initiative are conducted

4. Executing Arrangements

The UN Environment served as the GEF Implementing Agency, while the Department of Environment (DOE) under the Ministry of Health, Wellness and the Environment acted as the Executing Agency. As the lead agency for all GEF climate change projects in the country, the DOE ensured coordination and synergies across initiatives, and shared lessons learned through regional and international platforms.
The project was implemented following national procedures, with the DOE responsible for overall execution and success. A Project Management Unit (PMU) handled daily operations, supported by consultants, while the Technical Advisory Committee (TAC) met monthly to review progress and risks. The Project Management Committee, composed of Permanent Secretariats, provided financial oversight and met biannually to ensure alignment with other initiatives. The project also contributed to

the CBIT Global Coordination Platform through knowledge-sharing activities such as webinars and articles, highlighting innovations and lessons from the MRV system.



5. Project Cost and Financing

Outcomes	Outputs	Cost Component/ Description	Total
The Environment Registry MRV function is established through a participatory process that includes a resilience assessment	Regulations, procedures and guidelines for monitoring, reporting and verifying climate change data are developed	Staff and Personnel/ Local data/GHG expert	66 000
		Contractual Services/ International experts on data management	43 000
	GEF financing for output 1.1		**109 000**
	Environment Registry is accessible to the public to promote accountability and transparency	Contractual Services/ IT firm developing the online platform and data sharing system	50 250
		Contractual Services/ Consultations with stakeholders on the online platform and data sharing system	6 000
	GEF financing for output 1.2		**56 250**
	Data security and climate resilient assessment for the Environment Registry is conducted	Staff and Personnel/ International expert on climate resilient data systems	50 000
		Staff and Personnel/ Local expert on climate resilient data systems	20 000
		Equipment/ Climate proofing data storage system	109 000
		Equipment/ Improving data security through climate resilient infrastructure	200 000
	GEF financing for output 1.3		**379 000**
	Country-specific indicators in line with Nationally Determined Contribution targets developed	Contractual Services/ International climate and NDC experts (mitigation and adaptation)	60 000
		Staff and Personnel/ Local climate and NDC expert	20 000
		Contractual Services/ Project milestone workshops	11 400

Outcomes	Outputs	Cost Component/ Description	Total
		Contractual Services/ Stakeholder consultations for NDC implementation plan	9 000
		Contractual Services/ Terminal evaluation	15 000
	GEF financing for output 1.4		**115 400**
Total component 1			**659 650**
The Environment Registry becomes the official national source for NDC monitoring, reporting and verification	Training to government agencies, private sector, and civil society is provided in order to appropriately and efficiently contribute data to the Environment Registry	Travel/ International trainings for DMU staff	55 500
		Contractual Services/ Exchange stays to other countries to learn about QA/QC and data sharing mechanisms	21 000
		Contractual Services/ Training of sectoral and sub-national key stakeholders on how to apply guidelines and methodologies	20 000
		Staff and Personnel/ Climate and gender expert	57 000
		Contractual Services/ Audit	12 000
	GEF financing for output 2.1		**165 500**
	Evaluation, learning and scaling up of the transparency initiative are conducted	Contractual Services/ Two regional workshops to share lessons learned with countries in the region	33 250
		Contractual Services/ Three workshops to engage the private sector	15 000
		Contractual Services/ High-level launch of the first yearly report on climate change impact and solutions	2 600
		Contractual Services/ Workshop to agree on a gender approach for project implementation	2 500
		Travel/ Travels to participate in global and regional MRV meetings	12 000
		Contractual Services/ Terminal evaluation	15 000
		General Operating Costs/ General Operating costs	4 500
	GEF financing for output 2.2		**84 850**
Total component 2			**250 350**
Project Management Cost	PMC	Staff and Personnel/ Project Coordinator	50 400
		Staff and Personnel/ Project Admin. assistant	34 000
		Equipment/ Two computers and office supplies	5 600
	Sub-total		**90 000**
TOTAL			**1 000 000**

6. Implementation Issues

The project underwent 4 Project Revisions and Extension, which extended the project to December 31st, 2024.

Section 2. OBJECTIVE AND SCOPE OF THE REVIEW

7. Objective of the Review

In line with the UNEP Evaluation Policy[24] and the UNEP Programme and Project Management Manual[25], the Terminal Review (TR) is undertaken at operational completion of the project to assess project 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 among UNEP and main project partners. Therefore, the Review will identify lessons of operational relevance for future project formulation and implementation, especially for future phases of the project, where applicable.

8. Key Review principles

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

The "Why?" Question. As this is a Terminal Review and similar interventions are envisaged for the future, particular attention will be given to learning from the experience. Therefore, the "*why?*" question should be at the front of the consultant(s)' minds all through the review exercise and is supported by the use of a theory of change approach. This means that the consultant(s) need to go beyond the assessment of "*what*" the project performance was and make a serious effort to provide a deeper understanding of "*why*" the performance was as it was (i.e. what contributed to the achievement of the project's results). This should provide the basis for the lessons that can be drawn from the project.

Attribution, Contribution and Credible Association: In order to *attribute* any outcomes and impacts to a project intervention, one needs to consider the difference between what has happened with, and what would have happened without, the project (i.e. take account of changes over time and between contexts in order to isolate the effects of an intervention). This requires appropriate baseline data and the identification of a relevant counterfactual, both of which are frequently not available for reviews. Establishing the *contribution* made by a project in a complex change process relies heavily on prior intentionality (e.g. approved project design documentation, logical framework) and the articulation of causality (e.g. narrative and/or illustration of the Theory of Change). Robust evidence that a project was delivered as designed and that the expected causal pathways developed supports claims of contribution and this is strengthened where an alternative theory of change can be excluded. A *credible association* between the implementation of a project and observed positive effects can be made where a strong causal narrative, although not explicitly articulated, can be inferred by the chronological sequence of events, active involvement of key actors and engagement in critical processes.

Communicating Review Results. A key aim of the Review is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the review process and in the communication of review findings and key lessons. Clear and concise writing is required on all review deliverables. Draft and final versions of the main review report will be shared with key stakeholders by the UNEP Task Manager[26]. There may, however, be several intended audiences, each with different interests and needs regarding the report. The consultant will plan with the UNEP Task Manager which audiences to target and the easiest and clearest way to communicate the key review findings and lessons to them. This may include some or all of the following: a webinar, conference calls with relevant stakeholders, the preparation of a review brief or interactive presentation.

[24] https://wedocs.unep.org/handle/20.500.11822/41114

[25] https://wedocs.unep.org/20.500.11822/42752

[26] For GEF funded projects, UNEP Task Manager refers to the Task Manager.

9. Key Strategic Questions

In addition to the review criteria outlined in Section 10 below, the Review will address the **strategic questions**[27] listed below (no more than 5 questions are recommended). These are questions of interest to UNEP and to which the project is believed to be able to make a substantive contribution. They should not repeat the coverage of the review criteria:

(a) Did State and non-State actors adopt the ETF under the Paris Agreement, ensuring its long-term sustainability within national systems?
(b) Did the project strengthen the transparency mechanisms of national institutions, ensuring their capacity for continuous domestic and international climate reporting?
(c) Did State and non-State actors adopt the new tools developed by the project, and are there measures in place to ensure their future use and functionality?
(d) Was the project executed efficiently, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems?

For GEF-funded projects there are a series of questions that need to be uploaded to the GEF Portal. The consultant should complete the table in Annex 5 of these TOR and append it to the Final Review report.

10. Review Criteria

All review criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the review criteria. The set of review criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the availability of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance.

A suite of various tools, templates and guidelines that can help Review Consultant(s) to follow a thorough review process that meets all of UNEP's needs is available via the UNEP Task Manager.

A. Strategic Relevance

The Review will assess the extent to which the activity is suited, and contributing, to the priorities and policies of the donors, implementing regions/countries and the target beneficiaries. The Review will include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with/contribution to UNEP's policies and strategies at the time of project approval. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

i. ***Alignment to UNEP's Medium-Term Strategy[28] (MTS), Programme of Work (POW) and Strategic Priorities***

The Review should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building[29] (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries.

ii. ***Alignment to Donor/Partner Strategic Priorities***

[27] The strategic questions should not duplicate questions that will be addressed under the standard review criteria described in section 10.

[28] UNEP's Medium Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as *POW Outcomes and POW Direct Outcomes*, of the Sub-programmes. https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents

[29] http://www.unep.fr/ozonaction/about/bsp.htm

Donor strategic priorities will vary across interventions. The Review will assess the extent to which the project is suited to, or responding to, donor priorities. In some cases, alignment with donor priorities may be a fundamental part of project design and grant approval processes while in others, for example, instances of 'softly-earmarked' funding, such alignment may be more of an assumption that should be assessed.

iii. ***Relevance to Global, Regional, Sub-regional and National Environmental Priorities***

The Review will assess the alignment of the project with global priorities such as the SDGs and Agenda 2030. The extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented will also be considered. Examples may include: UN Sustainable Development Cooperation Framework (UNSDCF) or, national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc. Within this section consideration will be given to whether the needs of all beneficiary groups are being met and reflects the current policy priority to leave no-one behind.

iv. ***Complementarity with Relevant Existing Interventions/Coherence***[30]

An assessment will be made of how well the project, either at design stage or during the project inception or mobilization[31], took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups. The Review will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include work within Cooperation Frameworks or One UN programming. Linkages with other interventions should be described and instances where UNEP's comparative advantage has been particularly well applied should be highlighted.

Adaptation Fund	To encourage utilization, each review should optimize relevance by ensuring (i) that the primary intended users of the evaluation and their intended uses are clearly identified and engaged at the beginning of the evaluation process; (ii) that "intended users" include funding, implementing, and beneficiary stakeholders; and (iii) that evaluators ensure these intended users contribute to decisions about the evaluation process.
Green Climate Fund	Coherence in climate finance delivery with other multilateral entities.

B. Quality of Project Design

The quality of project design is assessed using an agreed template during the review inception phase. Ratings are attributed to identified criteria and an overall Project Design Quality rating is established. The complete Project Design Quality template should be annexed in the Review Inception Report. Later, the overall Project Design Quality rating[32] should be entered in the final review ratings table (as item B) in the Main Review Report and a summary of the project's strengths and weaknesses at design stage should be included within the body of the Main Review Report.

C. Nature of External Context

At review inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval[33]). This rating is entered in the final review ratings table as item C. Where a project has been rated as facing either an

[30] This sub-category is consistent with the new criterion of 'Coherence' introduced by the OECD-DAC in 2019.

[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] In some instances, based on data collected during the review process, the assessment of the project's design quality may change from Inception Report to Main Review Report.

[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. From March 2020 this should include the effects of COVID-19.

Unfavourable or *Highly Unfavourable* external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Review Consultant and UNEP Task Manager together. A justification for such an increase must be given.

D. Effectiveness

i. Availability of Outputs[34]

The Review will assess the project's success in producing the programmed outputs and making them available to the intended beneficiaries as well as its success in achieving milestones as per the project design document (ProDoc). Any *formal* modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the Theory of Change (TOC). In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The availability of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their provision. It is noted that emphasis is placed on the performance of those outputs that are most important to achieve outcomes. The Review will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

ii. Achievement of Project Outcomes[35]

The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed[36] Theory of Change. These are outcomes that are intended to be achieved by the end of the project timeframe and within the project's resource envelope. Emphasis is placed on the achievement of project outcomes that are most important for attaining intermediate states. As with outputs, a table can be used to show where substantive amendments to the formulation of project outcomes is necessary to allow for an assessment of performance. The Review should report evidence of attribution between UNEP's intervention and the project outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UNEP's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the project outcomes realised.

iii. Likelihood of Impact

Based on the articulation of long-lasting effects in the reconstructed TOC *(i.e. from project outcomes, via intermediate states, to impact)*, the Review will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-lasting impacts. The Evaluation Office's approach to the use of TOC in project reviews is outlined in a guidance note available and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from project outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

The Review will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects (e.g. will vulnerable groups such as those living with disabilities and/or women and children, be disproportionally affected by the project?). Some of these potential negative effects may

[34] Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2023)

[35] Outcomes are the change at institutional level, or changes in behaviors, attitudes or conditions achieved from the use (i.e., uptake, adoption, application) of outputs by intended beneficiaries (UNEP, 2023) (UNEP, 2023)

[36] UNEP staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an review will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any formal changes made to the project design. In the case of projects pre-dating 2016 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the review.

have been identified in the project design as risks or as part of the analysis of Environmental and Social Safeguards.

The Review will consider the extent to which the project has played a catalytic role[37] or has promoted scaling up and/or replication as part of its Theory of Change (either explicitly as in a project with a demonstration component or implicitly as expressed in the drivers required to move to outcome levels) and as factors that are likely to contribute to greater or long-lasting impact.

Ultimately UNEP and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-lasting or broad-based changes. However, the Review will assess the likelihood of the project to make a substantive contribution to the long-lasting changes represented by the Sustainable Development Goals, and/or the intermediate-level results reflected in UNEP's Programme of Work and the strategic priorities of funding partner(s).

Adaptation Fund	The Review should consider, under Effectiveness, the extent to which the evaluand is reaching Strategic Results Framework indicator targets.
Adaptation Fund	The Review should consider, under Effectiveness, the extent to which the intervention demonstrates that Climate Change Adaptation can be increased or replicated at a broader scale, as well as in other contexts.
Green Climate Fund	The Review should consider, under Effectiveness, the project's Innovativeness in result areas – the extent to which interventions may lead to paradigm shift towards low-emission and climate-resilient development pathways.
Global Environment Facility	The Review should consider, under Effectiveness, the extent to which the evaluand is reaching Core Indicator targets (from GEF-6 onwards).
Global Environment Facility	The Review will determine, under Effectiveness, the project's additionality by comparing the benefits of GEF support to a scenario without GEF support. It will identify specific areas where GEF support has contributed additional results and what these additional results were. It will provide quantitative and qualitative evidence to support the findings.

E. Financial Management

Financial management will be assessed under two themes: *adherence* to UNEP's financial policies and procedures, and *completeness* of financial information. The Review will establish the actual spend across the life of the project of funds secured from all donors and including co-finance. This expenditure will be reported, where possible, at output/component level and will be compared with the approved

. The Review will verify the application of proper financial management standards and adherence to UNEP's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted. The Review will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner.

Global Environment Facility	The Review will determine, under Financial Management, i) time from CEO endorsement (FSP) / CEO approval (MSP) to first disbursement; ii) disbursement balance; iii) whether the project has secured co-financing higher than 35% and iv) time between CEO Endorsement and (likely) end of Terminal Review.

[37] The terms catalytic effect, scaling up and replication are inter-related and generally refer to extending the coverage or magnitude of the effects of a project. Catalytic effect is associated with triggering additional actions that are not directly funded by the project – these effects can be both concrete or less tangible, can be intentionally caused by the project or implied in the design and reflected in the TOC drivers, or can be unintentional and can rely on funding from another source or have no financial requirements. Scaling up and Replication require more intentionality for projects, or individual components and approaches, to be reproduced in other similar contexts. Scaling up suggests a substantive increase in the number of new beneficiaries reached/involved and may require adapted delivery mechanisms while Replication suggests the repetition of an approach or component at a similar scale but among different beneficiaries. Even with highly technical work, where scaling up or replication involves working with a new community, some consideration of the new context should take place and adjustments made as necessary.

F. Efficiency

Under the efficiency criterion, the Review will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution.

Focusing on the translation of inputs into outputs, *cost-effectiveness* is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. *Timeliness* refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The Review will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The Review will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

The Review will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities[38] with other initiatives, programmes and projects etc. to increase project efficiency.

The factors underpinning the need for any project extensions will also be explored and discussed. Consultants should note that as management or project support costs cannot be increased in cases of 'no cost extensions', such extensions represent an increase in unstated costs to UNEP and implementing parties.

G. Monitoring and Reporting

The Review will assess monitoring and reporting across two sub-categories: monitoring implementation and project reporting.

i. Monitoring of Project Implementation

The Review will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards project objectives throughout the project implementation period. This assessment will include consideration of whether the project gathered relevant and good quality baseline data that is accurately and appropriately documented. This should include monitoring the representation and participation of disaggregated groups, including gendered, marginalised or vulnerable groups, such as those living with disabilities, in project activities. It will also consider the quality of the information generated by the monitoring system during project implementation and how it was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The Review should confirm that funds allocated for monitoring were used to support this activity.

ii. Project Reporting

UNEP has a centralised project information management system[39] in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Review Consultant(s) by the UNEP Task Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team. The Review will assess the extent to which both UNEP and donor reporting commitments have been fulfilled on a timely basis and represent quality/accurate reporting. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Global Environment Facility	For internally executed projects the Review Consultant should review the quality of regular reports and confirm they have been submitted on a timely basis.

[38] Complementarity with other interventions during project design, inception or mobilization is considered under Strategic Relevance above.

[39] Prior to 2022 it was the Project Information Management System (PIMS) and from 2022 UNEP has the Integrated Planning Monitoring and Reporting (IPMR) solution.

H. Sustainability

Sustainability[40] is understood as the probability of the benefits derived from the achievement of project outcomes being maintained and developed after the close of the intervention. The Review will identify and assess the key conditions or factors that are likely to undermine or contribute to the endurance of achieved project outcomes (i.e. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of direct project outcomes may also be included.

i. Socio-political Sustainability

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

ii. Financial Sustainability

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

iii. Institutional Sustainability

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

Adaptation Fund	The Review should consider, under Human and ecological sustainability and security – the extent to which the intervention is likely to generate continued positive or negative, intended and unintended impacts beyond its lifetime, taking into consideration, social, institutional, economic, and environmental systems. Is the intervention sensitive to conflict and fragility, i.e., to what extent does it consider the political context and the sharing of natural resources? Is it contributing towards targeted communities' livelihoods and to the health or well-being of the ecosystems on which they depend?

I. Factors Affecting Project Performance and Cross-Cutting Issues

i. Quality of Project Management and Supervision

In some cases, 'project management and supervision' may refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others it may refer to the project management performance of an implementing partner and the technical backstopping and supervision provided by UNEP. The performance of parties playing different roles should be discussed

[40] As used here, 'sustainability' means the long-lasting maintenance of outcomes and consequent impacts, whether environmental or not. This is distinct from the concept of sustainability in the terms 'environmental sustainability' or 'sustainable development', which imply 'not living beyond our means' or 'not diminishing global environmental benefits' (GEF STAP Paper, 2019, Achieving More Enduring Outcomes from GEF Investment)

and a rating provided for both types of supervision (UNEP/Implementing Agency; Partner/Executing Agency) and the overall rating for this sub-category established as a simple average of the two.

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

Adaptation Fund	The Review should consider the extent to which the evaluand was adapted in response to lessons and reflections during implementation; and the extent to which the intervention supported the use, development, or diffusion of innovative practices, tools, or technologies to improve or accelerate Climate Change Adaptation.
Global Environment Facility	For internally executed projects the Review Consultant should review whether the segregation of responsibilities met the GEF requirements[41] (the GEF Agency must separate its project implementation and execution duties and establish each of the following: (a) A satisfactory institutional arrangement for the separation of implementation and executing functions in different departments of the GEF Agency; and (b) Clear lines of responsibility, reporting and accountability within the GEF Agency between the project implementation and execution functions.

ii. Stakeholder Participation and Cooperation

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

iii. Responsiveness to Human Rights and Gender Equality

The Review will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the Review will assess to what extent the intervention adheres to UNEP's Policy and Strategy for Gender Equality and the Environment[42].

The report should present the extent to which the intervention, following an adequate gender analysis at design stage, has implemented the identified actions and/or applied adaptive management to ensure that Gender Equality and Human Rights are adequately taken into account. In particular the Review will consider to what extent project design, implementation and monitoring have taken into consideration: (i) possible inequalities (especially those related to gender) in access to, and the control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children and those living with disabilities) to environmental degradation or disasters; and (iii) the role of disadvantaged groups (especially women, youth and children and those living with disabilities) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

[41] GEF Minimum Fiduciary Standards: Separation of Implementation and Execution Functions in GEF Partner Agencies (2019).

[42] The Evaluation Office notes that Gender Equality was first introduced in the UNEP Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time. https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y

Adaptation Fund	The Review should consider the extent to which the project's design and implementation includes input of the designated authority (DA) and vulnerable groups such as women, youth, persons with disability, Indigenous Peoples, minorities, and other potentially marginalized groups or locations. It also encompasses the degree to which the intervention reduced or perpetuated inequalities, and how equitably benefits were accrued to vulnerable groups.

Note that the project's effect on equality (i.e. promoting human rights, gender equality and inclusion of those living with disabilities and/or belonging to marginalised/vulnerable groups) should be included within the TOC as a general driver or assumption where there is no dedicated result within the results framework. If an explicit commitment on this topic is made within the project document then the driver/assumption should also be specific to the described intentions.

iv. ***Environmental and Social Safeguards***

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and management (avoidance, or minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities. The Review will confirm whether UNEP requirements[43] were met to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and *report* on the implementation of safeguard management measures taken. The review will use the Safeguards Assessment Template to support assessment of the project's planning, monitoring and mitigation of environmental and social safeguards during design and implementation and attach the completed template as an annex in the review report.

The Review will also consider the extent to which the management of the project minimised UNEP's environmental footprint.

v. ***Country Ownership and Driven-ness***

The Review will assess the quality and degree of engagement of government / public sector agencies in the project. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, i.e. either: a) moving forwards from outputs to project outcomes or b) moving forward from project outcomes towards intermediate states. The Review will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices (e.g. representatives from multiple sectors or relevant ministries beyond Ministry of Environment). This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised. Ownership should extend to all gender and marginalised groups.

vi. ***Communication and Public Awareness***

The Review will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The Review should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the Review will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

[43] For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project designs since 2011.

Section 3. REVIEW APPROACH, METHODS AND DELIVERABLES

The Terminal Review will be an in-depth review using a participatory approach whereby key stakeholders are kept informed and consulted throughout the review process. Both quantitative and qualitative review methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant(s) maintains close communication with the project team and promotes information exchange throughout the review implementation phase in order to increase their (and other stakeholder) ownership of the review findings. Where applicable, the consultant(s) should provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

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

(a) A **desk review** of:

- Relevant background documentation;
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
- Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and any other monitoring materials etc.;
- Project deliverables (detailed list available in the project document and workplan);
- Evaluations/Reviews of similar projects.

(b) **Interviews** (individual or in group) with:

- UNEP Task Manager;
- Project management team;
- UNEP Fund Management Officer (FMO);
- Project partners.
- Relevant resource persons.
- Representatives from civil society and specialist groups (such as women's, farmers and trade associations etc).

(c) **Surveys (as appropriate)**
(d) **Field visits**
(e) **Other data collection tools**

11. Review Deliverables and Review Procedures

See Annex 1 of these TOR for a list of tools and guidance available, see Annex 2 for a list of review criteria and sub-categories to be assessed. The Review Consultant will prepare:

- **Inception Report: (see Annex 3 of these TOR**) containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, review framework and a tentative review schedule.
- **Preliminary Findings Note:** typically in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.
- **Draft and Final Review Report: (See Annex 4 of these TOR)** containing an Executive Summary that can act as a stand-alone document; detailed analysis of the review findings

organised by review criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.

A **Review Brief** (a 2-page overview of the evaluand and review findings) for wider dissemination through the UNEP website may be required. This will be discussed with the UNEP Task Manager no later than during the finalization of the Inception Report.

Review of the Draft Review Report. The Review Consultant will submit a draft report to the UNEP Task Manager and revise the draft in response to their comments and suggestions. The UNEP Task Manager will then forward the revised draft report to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the UNEP Task Manager for consolidation. The UNEP Task Manager will provide all comments to the Review Consultant for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

The UNEP Evaluation Office provides templates and tools to support the review process and provides a formal assessment of the quality of the final Terminal 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.

At the end of the review process, the UNEP Task Manager will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals, and circulate the **Lessons Learned**.

12. The Review Consultant

The Review Consultant will work under the overall responsibility of the UNEP Task Manager Loana Vega, with the support of the Project Specialist Luiza Schmidt, and in consultation with the Fund Management Officer Fatma Twahir, the Head of Unit Asher Lessels and the Sub-programme Coordinators of the Climate Action UNEP Sub-programme.

The Review Consultant will liaise with the UNEP Task Manager on any procedural and methodological matters related to the Review. It is, however, the consultants' individual responsibility (where applicable) to arrange for their visas and immunizations as well as to plan meetings with stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UNEP Task Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the Review as efficiently and independently as possible.

The Review Consultant will be responsible, in close consultation with the UNEP Task Manager, for overall quality of the review and timely delivery of its outputs, described above in Section 11 Review Deliverables, above. The Review Consultant will ensure that all review criteria and questions are adequately covered.

13. Schedule of the Review

The table below presents the tentative schedule.

Table 3. Tentative schedule for the Review

Milestone	Tentative Dates
Inception Report	September 26
Review Mission	November 10-13
E-based interviews, surveys etc.	September-November
PowerPoint/presentation on preliminary findings and recommendations	November 7
Draft Review Report to UNEP Task Manager	November 21
Draft Review Report shared with wider group of stakeholders	November 21
Final Main Review Report	December 08
Final Main Review Report submitted to the UNEP Evaluation Office for validation and quality assessment	December 08
Final Main Review Report shared with all respondents	By the end of 2025

14. Contractual Arrangements

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

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

Schedule of Payment:

Deliverable	Percentage Payment
Approved Inception Report ***(as per Report Template)***	19%
Approved Draft Main Review Report ***(as per Report Template)***	44%
Approved Final Main Review Report ***(as per Report Template)***	37%

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

The consultant may be provided with access to UNEP's information management systems (e.g. PIMS, IPMR, Anubis, SharePoint, etc.) and, if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the Review Report.
In case the consultant is not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UNEP Task Manager, payment may be withheld at the discretion of the Head of Branch/Unit until the consultants have improved the deliverables to meet UNEP's quality standards.

If the consultant fails to submit a satisfactory final product to the UNEP Task Manager in a timely manner, i.e. before the end date of their contract, UNEP reserves the right to employ additional human resources to finalize the report, and to reduce the consultant's fees by an amount equal to the additional costs borne by the project team to bring the report up to standard or completion.

XI. 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 II: GEF portal inputs

Question: What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7[1], these indicators will be identified retrospectively and comments on performance provided[2]).
Response: For GEF Core Indicator 11, *"People benefitting from GEF-financed investments"*, the Project set a target of 60 beneficiaries: 30 women and 30 men. At completion, the PIR 2025 reported a total of 45 participants that benefited from gender-related training sessions and other project activities: 25 men and 20 women.
Question: What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? *(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)*
Response: At design stage, the CBIT Antigua and Barbuda Project established a **multi-level governance structure** intended to ensure broad and sustained stakeholder participation. UNEP, through its Climate Mitigation Unit, was designated as Implementing Agency (IA), with responsibility for fiduciary oversight, supervision and technical backstopping. The DOE, acted as Executing Agency (EA), responsible for day-to-day implementation, coordination with national stakeholders and alignment with other climate-related initiatives. **A Project Management Unit (PMU)** was created within the DOE, led by a Project Manager (senior DOE official) and a Project Coordinator funded by the Project, supported by the Data Management Unit (DMU), assistants and consultants. The PMU was to serve as the operational hub, reporting to a **Project Management Committee (PMC)**. The PMC, composed of Permanent Secretaries from key ministries, UNEP and the Project management, was expected to provide strategic oversight, approve annual workplans and budgets, and ensure synergies with other initiatives. A central pillar of the stakeholder engagement strategy was the **Technical Advisory Committee (TAC)**, envisaged as a multi-stakeholder advisory body meeting monthly to review progress, advise on technical issues, and facilitate coordination. Its membership included 17 government agencies, three NGOs and one private sector coalition, and was expected to institutionalize stakeholder engagement in the MRV system and Environment Registry. The design anticipated participation from: ○ **Government agencies** as data providers, users and decision-makers across AFOLU, energy, waste, water, health, biodiversity, statistics, analytical services and community development; ○ **Civil society organizations** to support registry establishment, participate in trainings and represent vulnerable and underrepresented groups;

- **Private sector actors**, especially EIA consultants and companies, as both contributors and users of data;
- **International partners**, including technical institutions, to provide expertise and facilitate regional learning.

Inclusiveness was to be promoted through the TAC and stakeholder consultations, with explicit reference to participation of women, youth, persons with disabilities and other groups at risk of being left behind.

In practice, government engagement was the strongest dimension of stakeholder participation. The DOE, sectoral ministries and cross-cutting agencies (notably the Statistics Division) were actively involved through the TAC, targeted consultations and data-sharing arrangements.

The TAC met regularly (monthly in normal circumstances, shifting to virtual during COVID), **bringing together representatives from government, NGOs, CSOs, academia and the private sector**. **The TAC served as a standing forum where CBIT updates were presented, documents circulated for comments and feedback integrated into technical products** such as the MRV framework and NDC Implementation Plan.

The Statistics Division, in particular, played a key role as a data partner and TAC member. A Memorandum of Understanding between DOE and the Statistics Division clarified roles in data collection, quality control and back-checking, strengthening institutional cooperation.

The PMC operated as the de facto steering body for CBIT, although it was not CBIT-specific. In this sense, **the PMC provided formal approval and high-level backing. However, because it oversaw multiple DOE projects, its role in facilitating broad stakeholder debate around CBIT was more limited than a dedicated Steering Committee would have been**.

Overall, **for government stakeholders, participation and cooperation can be considered strong and broadly effective**, especially through the TAC, targeted consultations for the MRV Framework and NDC Implementation Plan, and sustained involvement in data provision and training.

By contrast, private sector engagement was significantly weaker than envisaged at design. The Project organized specific workshops for private stakeholders on the Environment Registry and GHG data collection, and a dedicated MRV Consultant was hired to lead this process. **Underlying barriers were identified**: **1) Lack of incentives** and **2) Data-sharing culture**. **Despite these constraints, there were positive cases, such as Wills Recycling and the West Indies Oil Company**, which provided data and, in some instances, directly supported data input into the system. However, these remained isolated examples rather than a systemic engagement of the private sector as a whole.

Civil society participation was moderate and somewhat more active than private sector involvement, but still below the ambition outlined at design. NGOs such as the **Environmental Awareness Group** and community-based organizations participated through the TAC and specific consultations. **The TAC also provided a space where CSOs could express views from different parts of the country and societal groups**.

The CBIT Project implemented a broad and reasonably effective stakeholder engagement model, with particular strengths in: **1) strong and regular engagement of government agencies**, **2) formalization of cooperation with key data partners** such as the Statistics Division via MoUs; **3) use of the TAC as an institutional platform** for presenting and reviewing project documents and

indicators; and **4) continuous information sharing** through workshops, validation meetings, TAC sessions and a project results conference, as reflected in successive PIRs.

At the same time, **important limitations include: 1) weaker-than-planned engagement of the private sector**, due to lack of incentives and a low data-sharing culture; **2) Moderate civil society involvement**, largely channelled through a small number of organizations; **3) TAC membership erosion over time due to staff turnover**, without systematic renewal; and **4) limited documented evidence of targeted engagement with vulnerable or marginalized groups**.

Question: What were the completed gender-responsive measures and, if applicable, actual gender result areas? *(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)*

Response:

The CBIT Antigua and Barbuda Project incorporated explicit commitments to gender equality from the design stage, consistent with UNEP and GEF policy frameworks. The Project Document included gender-responsive objectives such as promoting gender balance in participation, integrating gender-sensitive indicators into NDC processes, and ensuring stakeholder engagement inclusive of women, youth, persons with disabilities and other vulnerable groups.

Gender mainstreaming advanced progressively throughout implementation, supported initially by an international gender consultant procured via the UNEP–DTU Partnership. Key contributions included:

- **Development of a Gender Action Plan** for NDC implementation (completed and uploaded to the GEF Portal in 2024–2025).
- **Creation of gender-responsive indicators** for NDC tracking, later adopted by the DOE for monitoring implementation.
- **Support to the Inclusive Gender-Responsive Renewable Energy Strategy**, including:
    - gender baseline data collection and household surveys;
    - inclusive stakeholder consultations with civil society, public and private sectors;
    - incorporation of differentiated gender needs into energy planning;
    - support to setting gender-responsive NDC targets (PIR1–PIR2)

Following initial delays linked to challenges in contextualizing the external consultant's work, the DOE's Environmental and Social Safeguards & Gender Officer took direct leadership of gender mainstreaming activities, ensuring stronger alignment with national institutional realities (PIR2–PIR4). Activities were refocused on:

- consolidating gender-related reports previously developed;
- finalizing the Gender Action Plan;
- developing outreach materials on gender and climate change;
- integrating gender-sensitive indicators into the MRV and NDC implementation frameworks.

By the final reporting period, gender mainstreaming was embedded in DOE procedures, with the Gender Action Plan guiding implementation of gender-responsive NDC measures (PIR5).

Women were strongly represented across Project governance and implementation structures. Evidence shows:

- **The CBIT Project Team, the Project Management Committee (PMC) and the Technical Advisory Committee (TAC) were composed mostly of women** (PIR2–PIR3).
- **Women participated actively in consultations, private sector workshops, and the launch of the Environment Registry**, with the Project Team encouraging balanced representation during nominations (PIR3).
- **A female DOE staff member served as the officer responsible for the building renovation activities**, while **the construction supervisor was a woman leading a team of male workers**—a notable example of women's leadership in a male-dominated sector (PIR5)

Interviewed stakeholders also highlighted consistent female leadership within key components of the Project, including project coordination, data management and transparency processes.

The Gender Action Plan and gender-sensitive NDC indicators have been formally adopted by the DOE to guide future MRV and NDC implementation processes. These tools have begun to inform:

- monitoring of gender-responsive NDC targets;
- DOE's Environmental and Social Safeguards system;
- future reporting obligations under the BTR and the ETF.

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. *(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)*

Response:

The CBIT Antigua and Barbuda Project was classified as **low-risk** at CEO Endorsement, given that its activities were primarily analytical, institutional, and capacity-building in nature, with no direct interaction with natural resources, communities, or environmentally sensitive areas. This classification remained valid throughout implementation, as confirmed in all PIRs (PIR1–PIR5). No new environmental or social risks emerged, no complaints were received, and no safeguard breaches were reported during the life of the Project.

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:

Communication and public awareness activities under the CBIT Antigua and Barbuda Project were adequate but limited in scope, with stronger performance in **technical knowledge sharing** than in broad public outreach. The Project did not develop a standalone communication strategy; however, it effectively used **existing institutional channels** to disseminate results and engage key technical audiences, particularly within government. Knowledge products—such as guidance documents, Registry manuals and training materials—were consistently shared among implementing partners, and DOE staff regularly presented CBIT progress in regional platforms, webinars, and the CBIT Global

Coordination Platform. This facilitated a meaningful flow of experience among peer countries and regional institutions.

Public-facing communication was more modest. While website updates, stakeholder consultations, training events, and presentations at national meetings helped raise awareness among some groups, outreach **did not reach all intended audiences**, especially the private sector and civil society, whose participation remained limited throughout the Project. Communication activities were not systematically monitored for effect, and feedback loops were informal. Nonetheless, key national stakeholders demonstrated awareness of the Project's purpose and outputs, and technical users engaged frequently with the DOE to clarify responsibilities, data-sharing procedures, and application of MRV tools.

Question: What are the main findings of the evaluation?

Response:

Strategic Relevance: The Project demonstrated strong strategic relevance, maintaining full alignment with UNEP's Medium-Term Strategy, Programme of Work, and climate transparency priorities. It was equally aligned with donor expectations under the CBIT mandate and directly addressed pressing national needs for enhanced transparency systems. Antigua and Barbuda's regional leadership on climate transparency—anchored in existing policies such as the EPMA, long-standing institutional practice, and participation in international forums—provided a solid foundation for the Project's relevance. The Project also built upon and complemented ongoing initiatives, including CCCD, the 4NC/BUR, and GCF Readiness, ensuring coherence within the national transparency landscape.

Quality of Project Design: The Project design presented important strengths, notably its alignment with national mandates, a clear focus on MRV systems, and complementarities with previous environmental information system efforts. However, weaknesses included the absence of output-level indicators, limited integrating of a human rights-based approach, insufficient stakeholder capacity and risk assessments during design, and the lack of a dedicated Steering Committee foreseen in UNEP guidelines. These design gaps later shaped limitations in monitoring, governance, and stakeholder engagement.

Influence of the External Context: External contextual factors significantly affected project performance, particularly COVID-19, global supply-chain disruptions, increases in construction material prices, and institutional changes (UNEP DTU to UNEP-CCC transition). These factors contributed to delays, procurement challenges, and the need for multiple extensions. Despite these constraints, the Project showed considerable adaptive management and succeeded in safeguarding most planned outputs.

Effectiveness: The Project delivered 16 out of 18 planned deliverables, achieving strong availability of outputs and early evidence of use, particularly regarding the Environment Registry, transparency guidance documents, the NDC Implementation Plan, and the ongoing BTR1. However, key monitoring gaps persisted, such as the absence of output-level quality/use indicators and limited mechanisms to track uptake by end-users. Overall, expected outcomes were achieved and the likelihood of long-term impact is positive, with clear institutional integration of CBIT-developed tools.

Financial Management: Financial management adhered broadly to UNEP procedures and demonstrated good coordination between technical and financial staff. Templates, guidance and communication from UNEP facilitated implementation. However, UNEP experienced delays in

reviewing audit reports, some pending at the time of the TR. These delays did not affect delivery but reduced financial oversight efficiency.

Efficiency: Efficiency was affected by significant delays, requiring four project revisions, three of which were no-cost extensions. Delays were caused by external shocks (COVID-19), procurement challenges, coordination with government IT departments, and delayed architectural documentation for infrastructure works. Mitigation measures included adjustments to workplans, intensified coordination, and adaptive management by DOE and UNEP. Despite delays, the Project eventually delivered nearly all outputs and advanced core outcomes.

Sustainability: Sustainability prospects are mixed. Sociopolitical sustainability is moderately likely, underpinned by DOE leadership and ongoing political support for transparency, yet vulnerable to leadership turnover and shifting political priorities. Financial sustainability is moderately unlikely, due to the absence of secured funding for Registry maintenance, reliance on external technical support, and limited integration with the Ministry of Finance. Institutional sustainability is moderately likely but constrained by limited IT capacity, documentation gaps, and staff turnover. The EPMA legal mandate remains a strong enabling factor.

Project Governance and Supervision: Project governance was weakened by the absence of a dedicated Steering Committee, relying instead on a multi-project PMC that did not provide regular or CBIT-specific oversight. Nonetheless, DOE ensured strong internal leadership, effective team coordination, and constructive collaboration with consultants and government agencies. UNEP provided regular guidance, but turnover of Project Specialists and delays in financial review reduced overall supervision effectiveness.

Stakeholder Participation and Cooperation: Government participation—particularly DOE and Statistics Division—was strong, while engagement from the private sector was limited and inconsistent. Civil society participation was modest and minorities remained underrepresented. The TAC played an important advisory and coordination role, but cross-sectoral engagement did not reach the breadth anticipated at design.

Responsiveness to Human Rights and Gender Equity: Gender mainstreaming was adequately integrated, with attention to balanced participation and inclusion. However, the human rights-based approach showed gaps. Broader human rights inclusion—engaging persons with disabilities, LGBTQI+ groups, elderly citizens, or other vulnerable communities—was not systematically pursued, reflecting an area for improvement in future CBIT projects

[1] 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)

[2] This is not applicable for Enabling Activities

XII. Implementation plan of recommendation

Project Title and Reference No.: GEF 9849 - Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua and Barbuda

Contact Person (TM/PM): Loana Vega

	PLANS			
RECOMMENDATIONS	**ACCEPTED (YES/ NO/ PARTIALLY)**	**WHAT WILL BE DONE?**	**EXPECTED COMPLETION DATE**	**REPONSIBLE OFFICER/ UNIT/ DIVISION/ AGENCY**
Prepare and implement a structured handover and knowledge-transfer process to consolidate, preserve, and disseminate the technical and institutional results of the CBIT Antigua and Barbuda Project.	Yes	Preparing a handover package and conducting a formal briefing session with DOE's future leadership and technical staff	June 2026	DOE
		Sharing key lessons learned with UNEP teams designing or implementing MRV or climate-transparency projects in the Caribbean region	February 2026	CCMU – LAC team
Establish a basic institutional maintenance protocol, develop a financial strategy for recurring MRV/Registry costs, and strengthen IT integration to ensure the long-term operability of the	Partially	The DOE will make best efforts to advance the development of a Registry maintenance strategy, including internal discussions on institutional routines, technical needs, and indicative costing. The DOE will also consult and engage with relevant stakeholders, notably the Government IT Department and the Ministry of Finance, to explore options related to hosting arrangements, IT support, cybersecurity, and the allocation of recurrent financial resources. However, the DOE cannot guarantee the formal adoption or official endorsement of these measures, as their implementation depends on inter-institutional coordination, budgetary approvals, and decisions beyond the sole mandate of the Department of Environment.	November 2026	DOE

	PLANS			
RECOMMENDATIONS	**ACCEPTED (YES/ NO/ PARTIALLY)**	**WHAT WILL BE DONE?**	**EXPECTED COMPLETION DATE**	**REPONSIBLE OFFICER/ UNIT/ DIVISION/ AGENCY**
Environment Registry.				
Strengthen cross-sector engagement and formalize data-sharing and user-feedback mechanisms to ensure consistent inputs, higher data quality, broader ownership, and improved usability of transparency tools.	Yes	DOE commits to considering these actions in the design and implementation of future cooperation projects, subject to project scope, institutional mandates, and the availability of resources. In particular, the DOE will seek, where feasible under future initiatives, to: • Explore the formalization of data-sharing arrangements with sector ministries, including clarification of reporting frequency, data formats, quality assurance roles, and designation of focal points; • Assess the feasibility of convening periodic multi-stakeholder MRV/Registry review meetings to gather inputs from government entities, academia, the private sector, and civil society; • Promote collaboration with universities and research institutions to support data analysis, capacity building, and methodological improvements; • Consider the establishment of structured mechanisms for user feedback (e.g. surveys, consultations, or targeted meetings) to assess usability, relevance, and data quality of the Registry and related transparency tools; • Encourage the incorporation of user feedback into future updates of MRV systems and Registry procedures, in line with co-creation and continuous improvement principles.	December 2026	DOE

	PLANS			
RECOMMENDATIONS	**ACCEPTED (YES/ NO/ PARTIALLY)**	**WHAT WILL BE DONE?**	**EXPECTED COMPLETION DATE**	**REPONSIBLE OFFICER/ UNIT/ DIVISION/ AGENCY**
Strengthen governance, oversight, and continuity mechanisms in future CBIT projects	Yes	UNEP will ensure that project design and implementation arrangements incorporate strengthened governance, oversight, and continuity mechanisms. In particular, the UNEP commits to: • Requiring the establishment of a dedicated Project Steering Committee, with clear Terms of Reference, as part of CBIT project design, to ensure structured oversight, accountability, and adequate sectoral representation; • Promoting stable supervision arrangements, including the designation of multi-person focal points or core project teams; • Institutionalizing documentation standards, handover protocols, and continuity procedures to reduce reliance on individual staff members and minimize operational disruptions for national counterparts and partners. These measures will be reflected in the governance and management arrangements of future CBIT initiatives, in line with good practice for effective project implementation and institutional sustainability.	December 2026	UNEP
UNEP should strengthen project design processes	Yes	UNEP agrees with this recommendation and confirms that it **will be implemented** in future project design processes. UNEP will strengthen support to countries by promoting robust Theories of Change, systematic stakeholder assessments, sustainability and exit strategies, SMART indicators focused on utilization and institutional change, and the integration of gender and human-rights-based approaches. UNEP will also provide guidance templates, technical tools, and targeted support during project preparation to ensure feasibility, ownership, and long-term sustainability.	December 2026	UNEP

XIII. Quality assessment of the Terminal Review Report

Review Title: Terminal Review of the UNEP/ GEF project, 'Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua and Barbuda (GEF ID 9849)'

Consultant: Ms. María Lucía Martínez

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
Report Quality Criteria		
Quality of the Executive Summary Purpose: acts as a stand alone and accurate summary of the main review product, especially for senior management. To include: • concise overview of the review object • clear summary of the review objectives and scope • overall review rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria • reference to where the review ratings table can be found within the report • summary response to key strategic review questions • summary of the main findings of the exercise/synthesis of main conclusions • summary of lessons learned and recommendations.	Final report *(coverage/omissions)*: Almost all required elements are covered, except for the review objectives and a reference to where the review ratings table can be found within the report. Final report *(strengths/weaknesses)*: The Executive Summary serves well as a concise presentation of review findings, covering most required elements. Gender and human rights dimensions are also briefly mentioned as part of the key findings. Major aspects of the project's performance against a few exceptional review criteria are generally well presented. However, the description of key findings is relatively brief (only half a page), while lessons learned and recommendations could have been better summarized. It may be difficult for readers to grasp a big picture view and/or the gist of the review report. More well-elaborated (but concise) findings could have strengthened the clarity of the Executive Summary. Except for this minor shortcoming, the Executive Summary is generally well-crafted as an accurate summary of the main review product.	5
Quality of the 'Introduction' Section Purpose: introduces/situates the evaluand in its institutional context, establishes its main parameters (time, value, results, geography) and the purpose of the review itself. To include: • institutional context of the project (sub-programme, Division, Branch etc) • date of PRC approval, project duration and start/end dates • number of project phases (where appropriate) • results frameworks to which it contributes (e.g. POW Direct Outcome)	Final report *(coverage/omissions)*: The 'Introduction' section covers required information to some extent but misses basic project information, such as the institutional context of the project, the results frameworks to which it contributes, the date of PRC approval, and project duration. Final report *(strengths/weaknesses)*: The 'Introduction' section is generally well presented, especially the basic information on the Terminal Review (TR), including the purpose of TR and key audiences. It serves as a good introduction to the TR for readers. However, basic information on the project could have been inserted properly in this section. The reviewer mentions the Implementing Agency/Executing Agency and financial figures in the first paragraph of this section, but does not describe how the project is	4

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
• coverage of the review (regions/countries where implemented) • implementing and funding partners • total secured budget • whether the project has been reviewed/evaluated in the past (e.g. mid-term, external agency etc.) • concise statement of the purpose of the review and the key intended audience for the findings.	framed within the UNEP institutional/programme schemes, i.e., POW, Sub-programme, Division, and Branch. A well-articulated, concise narrative on the project's basic information could have helped situate the evaluand in its institutional context.	
Quality of the 'Review Methods' Section Purpose: provides reader with clear and comprehensive description of review methods, demonstrates the credibility of the findings and performance ratings. To include: • description of review data collection methods and information sources • justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face) • number and type of respondents *(see table template)* • selection criteria used to identify respondents, case studies or sites/countries visited • strategies used to increase stakeholder engagement and consultation • methods to include the voices/experiences of different and potentially excluded groups (e.g. vulnerable, gender, marginalised etc) • details of how data were verified (e.g. triangulation, review by stakeholders etc.) • methods used to analyse data (scoring, coding, thematic analysis etc) • review limitations (e.g. low/ imbalanced response rates across different groups; gaps in documentation; language barriers etc) • ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected. Is there an ethics statement? E.g. *'Throughout the review process and in the compilation of the Final Review Report efforts have been made to represent the views of both mainstream and more*	Final report *(coverage/omissions):* The section includes most required information, except for data analysis methods and gender/human rights dimensions of review methodologies. Final report *(strengths/weaknesses):* Although a few requirements that are mentioned above are missing, the section is well elaborated, which enables readers to easily understand the details of review approaches. Data collection methods, including interviews and a training participant survey, are well elaborated. In particular, a detailed breakdown of respondents, including the number and types, is well articulated to enhance the clarity of data collection methodologies. Limitations of the review are also well analyzed, especially the availability of stakeholders to be interviewed/surveyed in relation to common response bias. A countermeasure against the limitation could have further enriched the reviewer's analysis. Meanwhile, the selection criteria used to identify interview respondents are not described. The section (Para 17) says *'16 of the 23 individuals included in the original sample were interviewed'*. It seems that purposive sampling methods were employed, and/or all stakeholders given by the project team were contacted, while some did not respond. But a clear description may be helpful. Although interview/survey participants are well analyzed, especially by stakeholder groups/organizations, a more elaborate description of gender and human rights dimensions of the review methodologies would be beneficial for this section. Methods used to analyze data could have been described.	4.5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
marginalised groups. All efforts to provide respondents with anonymity have been made.		
Quality of the 'Project' Section Purpose: describes and verifies key dimensions of the evaluand relevant to assessing its performance. To include: • *Context:* overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses) • *Results framework*: summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • *Stakeholders:* description of groups of targeted stakeholders organised according to relevant common characteristics • *Project implementation structure and partners:* description of the implementation structure with diagram and a list of key project partners • *Changes in design during implementation:* any key events that affected the project's scope or parameters should be described in brief in chronological order • *Project financing:* completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	Final report *(coverage/omissions):* The section provides all the required information on the project. Final report *(strengths/weaknesses):* Various project information is well presented in this section, enabling readers to verify key dimensions of the evaluand. Especially, changes in design during implementation, including no-cost extensions, are well elaborated in a chronological order. Stakeholders are also well described according to relevant characteristics, but a brief mention of the respective stakeholders' level of power and interest in the project might further enhance the clarity. Detailedness makes the section lengthy, which might potentially compromise readability. Especially, *'3.1. Context'* and *'3.2. Problem statement at design stage'* goes over 7 pages. Some parts under these sub-sections could have been incorporated into the Findings section. For example, Paragraph 43 and 44 could have been inserted into the 'Strategic Relevance' section, while duplication could be avoided. Overall, the section is strong and convincing with the abovementioned minor reservations.	5.5
Quality of the Theory of Change Purpose: to set out the TOC at Review in diagrammatic and narrative forms to support consistent project performance; to articulate the causal pathways with drivers and assumptions and justify any reconstruction necessary to assess the project's performance. To include: • description of how the *TOC at Review*[44] was designed (who was involved etc)	Final report *(coverage/omissions):* Many essential elements are covered, but a summary of the results re-formulation in tabular form is not included. Final report *(strengths/weaknesses):* As part of the TOC reconstruction exercise, four different causal pathways are well analyzed and articulated in narrative form, incorporating Assumptions into the respective causal pathways. The articulation is also supplemented by the TOC diagram. Key actors in the change process are briefly mentioned in the respective causal pathways. Drivers are also identified standalone, but not	4.5

[44] 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
• confirmation/reconstruction of results in accordance with UNEP definitions • articulation of causal pathways • identification of drivers and assumptions • identification of key actors in the change process • summary of the reconstruction/results re-formulation in tabular form. *The two results hierarchies (original/formal revision and reconstructed) should be presented as a two-column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'*. This table may have initially been presented in the Inception Report and should appear somewhere in the Main Review report.	described in relation to the respective causal pathways. A summary of the results re-formulation in tabular form could have been inserted to clarify how different levels of results, i.e., Output and Outcome, have been reformulated. Furthermore, the reformulation of results is not aligned with the UNEP definition. Instead of 'Intermediate States' and 'Impact', the reviewer employs 'Medium-Term (MT) Outcomes' and 'Long-Term (LT) Outcomes / Impact', which may be neither clear nor compliant with the UNEP evaluation/review policies.	
Quality of Key Findings within the Report Presentation of evidence: nature of evidence should be clear (interview, document, survey, observation, online resources etc) and evidence should be explicitly triangulated unless noted as having a single source. Consistency within the report: all parts of the report should form consistent support for findings and performance ratings, which should be in line with UNEP's Criteria Ratings Matrix. Findings Statements (where applicable): The frame of reference for a finding should be an individual review criterion or a strategic question from the TOR. **A finding should go beyond description and uses analysis to provide insights that aid learning specific to the evaluand.** In some cases a findings statement may articulate a key element that has determined the performance rating of a criterion. Findings will frequently provide insight into 'how' and/or 'why' questions.	Final report *(coverage/omissions):* Evidence, i.e., interviews and documents, is generally well covered to back up findings, often directly referring to interviews. Triangulation is also implicitly done in some parts of the report. Findings are presented following individual review criteria from the TOR with insights. Final report *(strengths/weaknesses):* In general, findings and evidence are presented consistently. Many interviews are cited properly to support findings. Survey data are effectively utilized to provide evidence to the reviewer's findings, especially the Effectiveness assessment, with the use of visual aids (i.e., charts). Many findings that are derived from analyses provide insights that enhance learning. Consistent support for findings and performance ratings is generally ensured in line with UNEP Ratings Matrix. Statements made by interviewees are directly quoted in some parts of the report, which makes the reviewer's analysis convincing. However, the only concern is that the quotes refer to gender and designations of those who made the respective statements. And the interviewees/survey respondents' list in Annex III (Table 13) includes full names of participants, and only 17 individuals are covered. With all this personal information, the sources of the quotes can be traced, which may	5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	potentially compromise the anonymity and confidentiality of interviews and surveys.	
Quality of 'Strategic Relevance' Section Purpose: to present evidence and analysis of project strategic relevance with respect to UNEP, partner and geographic policies and strategies at the time of project approval. To include: Assessment of the evaluand's relevance vis-à-vis: • Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities • Alignment to Donor/GEF/Partners Strategic Priorities • Relevance to Regional, Sub-regional and National Environmental Priorities • Complementarity with Existing Interventions: complementarity of the project at design (or during inception/mobilisation[45]), with other interventions addressing the needs of the same target groups.	Final report *(coverage/omissions):* Assessment of each sub-criterion is well covered in the section, together with evidence. Final report *(strengths/weaknesses):* Alignments to various strategies and priorities, especially the UNEP corporate strategies and GEF priorities, are extensively analyzed and elaborated with proper categorization. The project's alignment with the UNEP corporate indicators and GEF core indicators is also well described. Coherence analysis, covering both external coherence and internal coherence, is well done, along with a description of complementarities and their effects brought from the project to other interventions (and vice versa). Interviews are often quoted to provide strong evidence for the reviewer's analyses and ratings. Only a very minor reservation is that the reviewer's analysis of the project's complementarity with other interventions includes the past projects, which could have been better situated in the 'Efficiency' section. Overall, the relevance analysis is extensively done and well elaborated in the section.	5.5
Quality of the 'Quality of Project Design' Section Purpose: to present a summary of the strengths and weaknesses of the project design, on the basis that the detailed assessment was presented in the Inception Report.	Final report *(coverage/omissions):* The section presents a summary of the project design, covering both strengths and weaknesses, assuming details are covered in the inception report in a table format. Final report *(strengths/weaknesses):* Both strengths and weaknesses of the project design are described in a well-balanced manner, which serves as a good summary of the quality of the project design. Major aspects of the project design are well articulated with concrete examples. There seems to be no change in the rating of any sub-criterion from the inception report, but there should have been clarification in the narrative, if any.	5.5
Quality of the 'Nature of the External Context' Section Purpose: to describe and recognise, when appropriate, key external features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval[46]), and how they affected performance.	Final report *(coverage/omissions):* The section provides a detailed description and analysis of key external features of the project's implementing contexts, covering the COVID-19 pandemic, political instability, and economic and climatic conditions. Final report *(strengths/weaknesses):*	6

[45] 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.

[46] 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.

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
While additional details of the implementing context may be informative, this section should clearly record whether or not a major and unexpected disrupting event took place during the project's life in the implementing sites.	The analysis is well done from multiple perspectives and well described in detail, covering the COVID-19 pandemic, internet connectivity, economic shocks, and extreme weather events. The section elaborates on how these external factors have affected the project's performance with detailed examples. The reviewer's analysis goes beyond an articulation of a single external factor. She examines how one external feature triggers another inhibiting factor and to what extent these affect the project as a compounded effect. For example, the reviewer mentions how the COVID-19 pandemic leads to economic shock, which indirectly affects the project's implementation, referring to information collected through stakeholder interviews. The section also covers the uniqueness of Small Island Developing States (SIDSs), such as internet connectivity, and the reviewer analyzes how it affects the project's implementation amid the COVID-19 pandemic, which makes her analysis convincing. Overall, the section is strong with sound analyses of various external contexts that affect the project's performance.	
Quality of 'Effectiveness' Section **(i) Availability of Outputs:** Purpose: to present a well-reasoned, complete and evidence-based assessment of the outputs made available to the intended beneficiaries. To include: • 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 project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Final report *(coverage/omissions):* The sub-section provides almost all the required information, except for the indicator-wise results/progress. Final report *(strengths/weaknesses):* The analyses of output-level results are generally well done. Not only qualitative data but also quantitative data from the survey are well utilized as evidence to substantiate the analyses. Results/progress are well described for each output, covering the quality/utility of outputs and their relevant challenges. Especially, training results at the Output level are analyzed comprehensively with the use of survey data. Survey data also covers training participants' satisfaction with training and their uptake of learning. Information collected from stakeholder interviews is well triangulated with survey data, enabling the reviewer to conduct a comprehensive analysis of quality, usefulness, usability, and sustainability of the training. The effects of the project on women and disadvantaged groups are neither extensively nor explicitly elaborated. Even training data and survey data are not disaggregated by gender. EOU notes that an indicator-wise analysis, especially the assessment of the scale of outputs versus the project indicators and targets, would not be possible because no output indicators were formulated in the ProDoc.	5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	The sub-section exceeds 17 pages, which is too lengthy to ensure readability. Photos and charts could be inserted into the Annex, instead.	
ii) Achievement of Project Outcomes: Purpose: to present a well-reasoned, complete and evidence-based assessment of the uptake, adoption and/or implementation of outputs by the intended beneficiaries. This may include behaviour changes at an individual or collective level. To include: • 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).	Final report *(coverage/omissions):* The section met the minimum requirements of what needs to be covered in the Outcome assessment. However, many elements, including the Outcome indicator-wise assessment and an identification of the effects of the project on disadvantaged groups, are not well described in this section. Final report *(strengths/weaknesses):* A brief analysis of Outcomes, especially what has been done for the achievement of each Outcome statement, is described in narrative form. However, the assessment of the project's indicator-wise performance at the outcome level is missing, while 5 Outcome indicators are only mentioned without an in-depth analysis of their results and progress. Para 152 briefly says that targets of 4 Outcome indicators have been met, but it is unclear what the actual results are. Targets are not mentioned either. Although the uptake of outputs by intended beneficiaries is briefly described in the Output analysis section, addressing it in this Outcome analysis section would be beneficial to see if the uptake of Outputs was adequately done to support the achievement of the Outcome results, referring to the respective causal pathways. Contribution, credible association, and attribution of outcome-level changes to the project's interventions could have been discussed in more detail. These would have enhanced the clarity on causal pathways from the Outputs to Outcomes. The report mentions the rating of the overall Outcome achievement in the last PIR report (2025), which is a self-reporting done by the project, and the same rating is provided to this sub-criterion in the MLTR report. However, the narratives in this section do not correspond to the rating given to this sub-criterion. Instead of relying on the project's self-reporting, a justified rating could have been given together with evidence and analysis to substantiate the findings.	3
(iii) Likelihood of Impact: Purpose: to present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact, including an assessment of the extent to which drivers and assumptions necessary for change to happen, were seen to be holding.	Final report *(coverage/omissions):* The section provides a brief analysis of the causal pathways, drivers, and assumptions. However, there is limited mention of other elements, including the role of key actors/change agents in the change processes. Final report *(strengths/weaknesses):*	3

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
To include: • an explanation of how causal pathways emerged and change processes can be shown • an explanation of the roles played by key actors and change agents • explicit discussion of how drivers and assumptions played out • 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).	The analyses of achievements and non-achievements at different levels of the results are briefly described, providing a gist of the project's performance. Non-existence of unintended negative effects of the project on disadvantaged groups is also clarified. Drivers and assumptions are explained, but not in full. For example, the section addresses how assumptions and drivers play out, but the analysis is rather broad - it does not clearly mention the levels of results for which each of these assumptions and drivers work. A clear, organized analysis and description based on the reconstructed TOC would enhance the quality of the reviewer's assessment of the likelihood of impact. Key actors and change agents could also have been analyzed to enhance the clarity of the causal pathways. Similar to the Outcome assessment, the report mentions the rating of the achievement of the Impact indicator in the last PIR report (2025), which is a self-reporting done by the project, and the same rating is provided to this sub-criterion in the MLTR report. However, the narratives in this section do not correspond to the rating given to this sub-criterion. Instead of relying on the project's self-reporting, a justified rating could have been given along with evidence and analysis to substantiate the findings.	
Quality of 'Financial Management' Section Purpose: to present an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table (may be annexed). Consider how well the report addresses the following: • *adherence* to UNEP's financial policies and procedures • *completeness* of financial information, including the actual project costs (total and per activity) and actual co-financing used • *communication* between financial and project management staff	Final report *(coverage/omissions):* All three sub-sections are described with the most required information, except for the *'adherence to UNEP's financial policies and procedures'* sub-section. Final report *(strengths/weaknesses):* *'Completeness of Financial Information'* and *'Communication between Finance and Project Management Staff'* are well analyzed with extensive use of information that the reviewer has gotten from the interview. Annex VII covers detailed information on the status of completeness of financial documents. While there is no reference in this section, Table 6 under the *'3. The Project'* section illustrates actual expenditures and co-financing realized, and Annex VI highlights Outcome-wise secured budgets, including co-financing, and actual delivery rate in detail. Meanwhile, an analysis of *'Adherence to UNEP's Financial Policies and Procedures'* is generic and not aligned with the required parameters of the rating. For example, the sub-section does not address a) timely approval and disbursement of cash advances to partners and b) regular analysis of actual expenditure against budget and workplan.	5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	The report would have benefited from a more robust analysis that provides stronger evidence for findings and the rating of this sub-criterion.	
Quality of 'Efficiency' Section Purpose: to present an integrated analysis of all dimensions evaluated under efficiency (i.e. the primary categories of cost-effectiveness and timeliness). To include: • time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • discussion of making use, during project implementation, of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • implications of any delays and no cost extensions • the extent to which the management of the project minimised UNEP's environmental footprint.	Final report *(coverage/omissions):* The section covers most required information that is needed for efficiency analysis, including the project's specific measures to enhance efficiency. Final report *(strengths/weaknesses):* Efficiency assessment is done comprehensively from various perspectives, covering both strengths and weaknesses of the project in terms of efficiency. The project's delays and extensions, as well as their cause and justification, are analyzed in detail. The reviewer clearly highlights linkages between the external factors that are analyzed in *'5.3. Nature of External Context' and* delays of the project extensions. Analyses on the project's time/cost-saving measures to mitigate the delay are also done to highlight its efforts to increase efficiency. There was also a brief description of whether the project management tried to minimize the UNEP's environmental footprint in relation to the project's response to the COVID-19 pandemic. The project's use of pre-existing institutions could have been elaborated more extensively and explicitly, together with a description of complementarities. Some relevant information could have been brought from the *'Strategic Relevance'* section.	5.5
Quality of 'Monitoring and Reporting' Section Purpose: to present well-reasoned, complete and evidence-based assessment of the evaluand's monitoring and reporting. Consider how well the report addresses the following: • quality of the monitoring design and budgeting *(including SMART results with measurable indicators, resources for MTE/R etc.)* • quality of monitoring of project implementation *(including use of monitoring data for adaptive management)* • quality of project reporting *(e.g. PIMS and donor reports)* \	Final report *(coverage/omissions):* All three sub-sections were very broadly described in the section, for which the necessary information is largely missing. Final report *(strengths/weaknesses):* The section attempts to look at the project's monitoring and reporting function in depth. Various dimensions of the project's monitoring and reporting performance are well elaborated with concrete examples. The detailed analyses include, but are not limited to, the quality of M&E plans, indicators, M&E budget, the description of various reports, and gender/ human rights dimensions of the monitoring. Most parameters that are required to determine the ratings are well analyzed and covered in three different sub-sections. Only what could have been further improved is an in-depth analysis of whether and how information generated by the monitoring has been used to adapt and improve project execution, while risk management is briefly described. More explicit and extensive analysis of how the project utilized monitoring and reporting for adaptive management	5.5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	could have further strengthened the evidence base for the assessment of Monitoring and Reporting.	
Quality of 'Sustainability' Section Purpose: to 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	Final report *(coverage/omissions):* All three sub-criteria are described with almost all the required information. Final report *(strengths/weaknesses):* All three aspects of sustainability are well assessed in detail but concisely. Most parameters that are required to determine the ratings are extensively analyzed in three different sub-sections. Potential risks and evolving contexts that may impact each type of sustainability, such as political instability and turnover of key officials, are also identified, which enriches the reviewer's sustainability analysis. Especially, institutional sustainability is extensively analyzed, covering potential risks and a mechanism to support the institutionalization of project outcomes and organizational/individual capacities. Across all three sub-sections, especially financial sustainability and institutional sustainability, information from the stakeholder interviews is generally well utilized to substantiate the findings. Only a caveat is that the narratives are not necessarily aligned with the respective ratings, for which two sub-ratings are adjusted as a result of the EOU's validation exercise.	5.5
Quality of Factors Affecting Performance Section Purpose: 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 addressed and that entry must be sufficient to justify the performance rating for these factors. Consider how well the review report, either in this section or in cross-referenced sections, covers the following cross-cutting themes: • preparation and readiness • quality of project management and supervision[47] • stakeholder participation and co-operation	Final report *(coverage/omissions):* All sub-sections are covered in a standalone section with most required information. Final report *(strengths/weaknesses):* The analysis and description of each sub-section is generally well done in detail. Most parameters that are required to determine the ratings are well included in many sub-sections. Evidence is well collected and utilized to enhance the quality of the reviewer's analysis. A few sub-sections could have been even further improved. For example, the *'Responsiveness to Human Rights and Gender Equality'* sub-section is extensively analyzed with insights that provide added value to the report. Not only women but also the project's responsiveness to other disadvantaged groups are also well analyzed, while an elaboration on the women's representation in the project's activities could have been further strengthened using figures.	5

[47] 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
• responsiveness to human rights and gender equality • environmental and social safeguards • country ownership and drivenness • communication and public awareness	A minor reservation is that the section exceeds 10 pages. A more concise description could have enhanced the readability of the report.	
Quality of the Conclusions Section **(i) Conclusions Narrative:** Purpose: to present summative statements reflecting on prominent aspects of the performance of the evaluand as a whole, they should be derived from the synthesized analysis of evidence gathered during the review process. To include: • compelling narrative providing an integrated summary of the strengths and weakness in overall performance (achievements and limitations) of the project • clear and succinct response to the key strategic questions • human rights and gender dimensions of the intervention should be discussed explicitly (e.g. how these dimensions were considered, addressed or impacted on)	Final report *(coverage/omissions):* The section covers most required information, including the summary of the strengths and weaknesses in the overall performance, responses to key strategic questions, and gender dimensions of the interventions. Final report *(strengths/weaknesses):* The section serves as a series of summative statements, covering major findings of the project's performance, which enables readers to understand the overview of the performance. It includes both achievements and limitations of the project in a well-balanced manner. Gender and human rights dimensions are concisely described in a separate paragraph. Responses to the key strategic questions are well elaborated with important elements. The narratives are organized by the UNEP Review Criteria, which makes the Conclusions well-structured and reader-friendly. However, adding more compelling narratives, summarizing various key findings in an integrated manner, could have strengthened the Conclusions, which would have provided deeper insights and analysis beyond the findings under each criterion. The section could have presented the findings with a more compelling storyline.	5
ii) Utility of the Lessons: Purpose: to present both positive and negative lessons that have potential for wider application and use (replication and generalization) Consider how well the lessons achieve the following: • are rooted in real project experiences (i.e. derived from explicit review findings or from problems encountered and mistakes made that should be avoided in the future) • briefly describe the context from which they are derived and those contexts in which they may be useful • do not duplicate recommendations	Final report *(strengths/weaknesses):* The section presents a set of lessons learned, along with a description of contexts and relevant information. A few lessons learned duplicate recommendations to some extent, but not fully identical. All four lessons are rooted in real project experiences, and the contexts from which they are derived are briefly described. Lessons learned are clearly articulated. They are properly derived from review findings. Many of these lessons cover 1) identification of the problem (based on review analysis/findings), 2) the root cause of the problem, and 3) proposed course correction. All lessons learned envisage the potential for wider application, but may be too broad in general. Except for the next phase of the project and/or a similar CBIT project, it is difficult to see whether and how these lessons could be applied to other projects in similar contexts. A little clearer description of	5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	potential benefits and applicability to other projects/similar contexts would have enhanced the utility of lessons learned. Besides, there is no lesson learned that explicitly addresses gender and human rights dimensions.	
(iii) Utility and Actionability of the Recommendations: Purpose: to present proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results. Consider how well the lessons achieve the following: • 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 • represent a measurable performance target in order that the UNEP Unit/Branch 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.	Final report *(strengths/weaknesses):* The section presents five recommendations in a table format, covering most of the required information. Each recommendation entails sufficient detail with some analyses. All are derived from the findings of the review, which makes them realistic. Each recommendation suggests a detailed course of action that may be too informative, but enhances the clarity of recommendations, especially what needs to be done to meet each recommendation. All five recommendations are generally concrete, addressing a few different project actors, which enables responsible parties to make a detailed action plan to implement these recommendations. However, given that UNEP recommendations are being monitored only for one year, a few recommendations (especially #3, #4, and #5) may not be actionable within the set timeline. Particularly, the UNEP-wide recommendations # 4 and # 5 may not be realistic and feasible within a year, given that these require a lot of internal coordination at a higher level than the project. Gender dimensions are incorporated into the details of Recommendation #5, although there is no standalone recommendation relating to the gender and human rights dimensions. A few recommendations (#2 and #3) somewhat overlapped with lessons learned.	5
Quality of Report Structure and Presentation **(i) Structure and completeness of the report:** To what extent does the report follow the UNEP Evaluation Office structure and formatting guidelines? Are all requested Annexes included and complete?	Final report *(coverage/omissions):* The report contains all necessary sections, following the UNEP guidelines. All required Annexes are included. Final report *(strengths/weaknesses):* The report is well-structured and formatted, except for a few blank pages observed in the Annexes. Sound analyses are generally done across the report,	5.5

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	while the quality of analysis slightly varies by section. There are no major weak sections across the report. The report follows the UNEP reporting structure and formatting guidelines. Overall, the report is of quality and fully complete.	
(ii) Writing and formatting: Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information?	Final report *(strengths/weaknesses):* The report is well written in general, with the use of clear English language and accurate grammar. The report is generally easy to follow, enabling all readers to easily understand what is written across the report. It is a well-written English report with no major grammatical mistakes observed. The language is adequate, and the tone is also appropriate. Only a minor caveat is that detailed analyses of each review criterion compromise the conciseness of the report. The report consists of 114 pages with an additional 88 pages for Annexes, amounting to 202 pages in total, which is too lengthy to ensure the readability of the report. Many visual aids, including charts and tables, are used effectively, especially charts that present quantitative data from the survey. However, some visual aids, especially photos in the Effectiveness section, should be moved to the Annexes.	5
OVERALL REPORT QUALITY RATING		**5**

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the 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.

XIV. Data collection tools

General questions for individual interviews:

- What was your involvement with the Project?
- Did you contribute to the design and development of the Project? If you did, In what ways?
- Regarding the context in which the project was implemented, were there any external factors that affected the implementation of the project in any way? For example, climatic events, economic crises, political instability, or similar circumstances.
- What would you say was the main problem the Project was expected to solve? To what extent would you say it was achieved?
- What were the main results and milestones of the Project?
- In what ways, and to what extent did implementation challenges occur? In the case that challenges occurred, what were the main causes and what measures were taken to cope with the challenges?
- What would you consider as the important lessons learned for any follow-up Project?
- Are there according to you benefits (impacts) of the Project that can still be seen today? If so, what are those benefits?
- What would be lessons learned for any follow-up Project?
- The Project concluded its activities in 2024. Have these lessons been taken into account in the formulation of any follow-on projects or are you planning to take these lessons into account in any current initiative to be further developed?
- To what extent was the Project relevant for your country? In what sense?
- In which ways have you been informed about the Project's activities?
- What are the strengths and weaknesses of the Project?
- Did the Project cooperate with other similar and relevant initiatives? If so, how?
- In what ways, and to what extent, has the Project (and implementation of activities) considered aspects of gender, vulnerable groups and human rights?
- In what ways, and to what extent, has the importance of sustainable development been highlighted in Project activities and Project outputs during the implementation phase?
- To what extent are the possible links to Climate Change initiatives explored and when found established during the implementation phase?
- To what extent were relevant stakeholders considered to be involved in Project activities?
- In what ways, and to what extent did the Executing Agency make the connection to UNEP MTS and PoW during the implementation phase?
- To what extent were gender and marginalized groups involved in Project activities? If those groups were not involved would you see reasons for not involving them?
- From your point of view, are there any socio-political, financial, or institutional factors that could put the sustainability of the project's results at risk?

Survey on Training Activities:

Training activities under the UNEP/GEF 9849 Project

Thank you for taking a few minutes to complete this survey.

Its purpose is to collect your feedback on the **usefulness and quality of the training sessions** delivered under the **UNEP/GEF 9849 Project** ***"Capacity Building for Improved Transparency on Climate Actions through an Environment Registry in Antigua and Barbuda."***

All responses will remain **anonymous and confidential**, and will be used **solely for the purposes of this Terminal Review**.

We greatly appreciate your valuable participation.

1. What gender do you identify with? *

- ○ Woman
- ○ Trans woman / Travesti
- ○ Man
- ○ Trans man / Travesti
- ○ Non-binary
- ○ Other / None of the above
- ○ Prefer not to say

2. Which institution were you affiliated with during most of the UNEP/GEF 9849 Project implementation period? *

- ○ Department of Environment (DOE) under the Ministry of Health, Wellness, Environment & Civil Service Aff...
- ○ Another department/unit within the Ministry of Health, Wellness, Environment & Civil Service Affairs
- ○ Other Government Agency of Antigua and Barbuda
- ○ Private Sector
- ○ Civil Society Organization
- ○ International Organization
- ○ Independent Consultant
- ○ Otro: .....

3. How many years of experience do you have in issues related to climate change and transparency? *

- ○ 0
- ○ 1 to 4
- ○ 5 to 10
- ○ 10 to 15
- ○ More than 15

4. In which of the following training sessions under the UNEP/GEF 9849 Project did you participate? (You may select all that apply) *

- [ ] Greenhouse Gas (GHG) Training
- [ ] Environment Registry (ER) Training
- [ ] Monitoring, Reporting, and Verification (MRV) Training
- [ ] Nationally Determined Contribution (NDC) & QA/QC Training delivered by UNEP-CCC
- [ ] Otro: .....

5. How satisfied are you with the overall quality of the training sessions you attended? *

	1	2	3	4	5	
Not satisfied at all	○	○	○	○	○	Very satisfied

6. How would you rate the usefulness of the tools and methodologies presented during the training sessions?

	1	2	3	4	5	
Not useful at all	○	○	○	○	○	Very useful

7. Did you apply in your organization the knowledge acquired from these training sessions? *

- ○ Never
- ○ Sometimes
- ○ Always

8. How likely are you to continue using the knowledge acquired over time? *

- ○ Not likely
- ○ Somewhat likely
- ○ Very likely

9. Would you like to continue receiving training on these topics? *

- ○ Yes
- ○ No

10. Could you briefly share what you found most valuable about each training session and what could be improved?

Texto de respuesta larga

XV. Antigua and Barbuda CBIT 9849 Project governance structure as in the original Project Document

Table 14. Project governance structure

Body	Composition	Role and description	Frequency of meetings
Project Management Committee	- Project Manager (PM) - Project Coordinator (PC) - UN Environment (IA) - Permanent Secretary Ministry of Public Utilities, Civil Aviation and Energy - Permanent Secretary Ministry of Agriculture, Fisheries and Barbuda Affairs - Permanent Secretary Ministry of Health, Wellness and The Environment - Representative from Ministry of Finance	• Oversight of the project progress and implementation of Outputs; • Approve annual work plans and budget; • Approve management decisions to ensure timely delivery of quality outputs; • Provide overall guidance and strategic direction; • Involve national stakeholders to support project implementation, as well as provide synergies with other complementing initiatives and ongoing projects; • Provide insight on national policy barriers and proposed stages of national policy development.	Twice a year
Implementing GEF Agency (IA)	UN Environment Climate Mitigation Unit	• Ensure timely disbursement/sub-allotment to executing agency based on agreed legal document and in accordance with UN Environment and GEF fiduciary standards; • Follow-up with Executing agency for progress, equipment, financial and audit reports; • Provide consistent and regular oversight on project execution and conduct project supervisory missions as per Supervision Plans and in doing so ensures that all UN Environment and GEF criteria, rules and regulations are adhered to by project partners; • Technically assess and oversee quality of project outputs, products and deliverables – including formal publications; • Provide no-objection to main TORs and subcontracts issued by the project, including selection of project coordinator or equivalent; • Attend and facilitate inception workshops, field visits where relevant, and selected steering committee meetings; • Asses project risks, and monitor and enforce a risk management plan; • Regularly monitor project progress and performance and rate progress towards meeting project objectives, project execution progress, quality of project monitoring and evaluation, and risk; • Monitor reporting by project executing partners and provide prompt feedback on the contents of the report; • Promptly inform the management of any significant risks or project problems and	Periodic meetings with Project Management Unit (PMU) and EA

Body	Composition	Role and description	Frequency of meetings
		take action and follow up on decisions made; • Apply adaptive management principles to the supervision of the project; • Review of reporting, checking for consistency between execution activities and expenditures, ensuring that it respects GEF rules; • Clear cash requests, and authorization of disbursements once reporting found to be complete; • Approve budget revision, certify fund availability and transfer funds; • Ensure that GEF and UN Environment quality standards are applied consistently to all projects, including branding and safeguards; • Certify project operational completion; • Link the project partners to any events organized by GEF and UN Environment to disseminate information on project results and lessons; • Manage relations with GEF.	
Executing Agency (EA)	Ministry of Health, Wellness and The Environment	• Ensure that the project meets its objectives and achieves expected outcomes; • Ensure technical execution according to the execution plan laid out in the project document; • Ensure technical quality of products, outputs and deliverables; • Ensure compilation and submission of progress, financial and audit reporting to IA; • Submit budget revisions to IA for approval; • Address and propose solutions to any problem or inconsistency raised by the IA; • Bring issues raised by or associated with clients to the IA for resolution; • Facilitate meetings of Steering Committees and other oversight bodies of the project; • Day to day oversight of project execution; • Submit all technical reports and completion reports to IA (realized outputs, inventories, verification of co-finance, terminal reporting, etc.); • Monitoring and evaluation of the project outputs and outcomes; • Effective use of both international and national resources • Timely availability of financing to support project execution; • Proper coordination among all project stakeholders; in particular national parties; • Timely submission of all project reports, including work plans and financial reports, • Follow-up with, or progress, procurement, financial and audit reports.	Internal quarterly meetings with PM, PC and national focal point
Project Management Unit (PMU)	Project Manager (PM)/ National Project Focal Point (NPFC)	• Will be represented by an officer from the Executing Agency; • Act as member of the Project Management Committee; • Report to and receive advice from the Project Management Committee;	Regular meetings with PC

Body	Composition	Role and description	Frequency of meetings
		• Identify and secure partner support for the implementation of project activities; • Advise on hiring process.	
	Project Coordinator (PC)	• The PC will be paid with GEF funds, will be hosted by the Ministry of Health, Wellness and The Environment and will be responsible for: • Take responsibility for day-to-day project operations; • Take responsibility for the execution of the project in accordance with the project objectives, activities and budget; • Deliver the outputs and demonstrate its best efforts in achieving the project outcomes; • Coordinate project execution and liaison with national counterparts (relevant ministries, electric utilities, private sector, NGOs etc.); • Undertake field visits; • Manage financial resources and processing all financial transaction relating to sub-allotments; • Prepare all annual/year-end project revisions; • Attend and facilitate inception workshops and national steering committee meetings; • Assess project risks in the field, monitor risk management plan; • Ensure technical quality of products, outputs and deliverables; • Coordinate the project work team; • Coordinate with strategic taskforces; • Act as secretary of the Project Management Committee • Plan and host/chair the Project Management Committee annual meetings; • Periodic reporting to UN Environment and the Project Management Committee for allocation of the GEF grant according to the quarterly and annual work plans and budgets in coordination with UN Environment and NPFC; • Notify UN Environment and the Project Management Committee in writing if there is need for modification to the agreed implementation plan and budget, and to seek approval; • Address and rectify any issues or inconsistencies raised by the Executing Agency; • Support compilation and submission of progress, financial and audit reporting to the Executing Agency; • Prepare, at the end of the project, the project Final Report.	Monthly meetings with PM/NPFC

Source: CEO ED

XVI. CBIT Antigua and Barbuda 9849 Key Stakeholders as in the original Project Document

Table 15. Project key stakeholders

Type of stakeholders	Name of stakeholders	Engagement in the CBIT Project
Government agency	Community Development Division (CDD)	The CDD registers community groups and liaises with them regularly. The CDD will be involved in the components 1 and 2 of the project; specifically output 1.1.2 and 2.1.1
Government agency	Statistics Division	The division collects information about the country and environment based on the SDGs. They will be involved in components 1 and 2 the project; specifically output 1.1.2 and 2.1.1
Government agency	Department of Analytical Services	The Department collects data about the country and environment based on the Cartagena Convention, They will be involved in components 1 and 2 the project; specifically output 1.1.2 and 2.1.1
Government agency	Central Board of Health	The Board collects data about the country and environment based on the Cartagena Convention, They will be involved in components 1 and 2 the project; specifically output 1.1.2 and 2.1.1
Government agency	Fisheries Division	The Division collects data about the marine environment. They will be involved in components 1 and 2 the project; specifically output 1.1.2 and 2.1.1
Government Agency	Directorate of Gender Affairs	The Directorate interacts with vulnerable members of society. They will be involved in components 1 and 2 of the project; specifically Outputs 1.1.2 and 2.1.1
NGO	Environmental Awareness Group (EAG)	The EAG will be involved in the involved in components 1 and 2 the project; specifically output 1.1.2 and 2.1.1
NGO	Gilbert Agricultural and Rural Development Center (GARDC)	GARDC will be involved in involved in components 1 and 2 the project; specifically output 1.1.2 and 2.1.1
NGO	Marine Ecosystem Protected Areas (MEPA) Trust	Will provide the framework and procedures for establishing output 1.1.2 and participate in output 2.1.1
Private Sector	Local EIA consultants	The private sector will be involved in consultations on the guidelines and procedures development under component 1 (since these are an important use group or the data), and the second component of the project, specifically output 2.1.1
NGO	Antigua State College-led groups and other applicable school groups	Schools and school groups will be involved in the second component of the project; specifically output 2.1.1

Type of stakeholders	Name of stakeholders	Engagement in the CBIT Project
NGO	Antigua and Barbuda Association of Persons with Disabilities	Identification of spatial location of exceptionally vulnerable persons.
CSOs	Registered community organizations	The project will work through registered community organizations in invite the involvement of vulnerable persons, particularly those working with vulnerable women, youth, men, the elder, differently-abled persons, and persons living with HIV/AIDS

Source: CEO ED

Table 16. Stakeholder engagement by project outcome/output

Outcome	Output	Lead Institution	Key stakeholder	Role of key stakeholders
Outcome 1 The Environment Registry MRV function is established through a participatory process that includes a resilience	1.1 Regulations, procedures and guidelines for monitoring, reporting and verifying climate change data are developed	DOE	Data Management Unit, Project Management Unit, line ministries, private sector, civil society	The Data Management Unit and the Project Management Unit will lead the development of regulations, procedures and guidelines. The line ministries, private sector and civil society will be closely involved and consulted to ensure that all stakeholders support the implementation and enforcement. Once enforced, all data providers will benefit from a more transparent data collection system.
	1.2 Environment Registry is accessible to the public to promote accountability and transparency.	DOE	Data Management Unit, Ministry of Finance, The Economy and Public Administration	The Environment Registry will deliver climate data to all reports to UNFCCC. In addition, the public registry will allow the Ministry of Finance, The Economy and Public Administration and all other ministries to access data for planning purposes and alignment with the Sustainable Development Goals.
	1.3 Data security and climate resilient assessment for the Environment Registry is conducted.	DOE	All units in the Department of Environment	The climate data will be securely stored and generate motivation for Department of Environment staff to further engage in climate related activities.
	1.4 Country- specific indicators in line with Nationally Determined	DOE	Ministry of Finance, The Economy and Public Administration,	The NDC implementation plan with indicators allows the Ministry of Finance, The Economy and Public Administration to integrate climate and the NDC

Outcome	Output	Lead Institution	Key stakeholder	Role of key stakeholders
	Contribution targets are developed		private sector, civil society	targets into national planning. All relevant stakeholders will be consulted when developing the indicators.
Outcome 2 The Environment Registry becomes the official national source for NDC monitoring, reporting and verification	2.1 Training to government agencies, private sector, and civil society is provided in order to appropriately and efficiently contribute data to the Environment Registry	DOE	Data Management Unit, key sectors, civil society, sub-national agencies	Stakeholders from all sectors expected to be involved in data collection, sharing and management will be subject to training and capacity building both from public and private sector.
	2.2 Evaluation, learning and scaling up of the transparency initiative are conducted	DOE	Data Management Unit, Ministry of Finance, The Economy and Public Administration	Regional engagement and technical peer learning will involve strategically selected staff in key sectors. High-level meetings and NDC discussions will require the involvement of the Ministry of Finance, The Economy and Public Administration

Source: CEO ED