Validated Terminal Review of the UNEP-GEF Project

"Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica" (GEF ID 10284)

2021 – 2025

UNEP Climate Change Division

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Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica Project

(GEF Project ID 10284 – UNEP PIMS ID 84232)

(2/2026)

ACKNOWLEDGEMENTS

This Terminal Review was prepared for UNEP Climate Change Division by Pablo Caldeiro Sarli, as an external consultant.

The reviewer would like to express their 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/Ms. Randall Zuñiga and Carolina Flores from MINAE, Karen Araya and Arturo Steinvorth from CRUSA as the PMs, for their contribution and collaboration throughout the review process. Sincere appreciation is also expressed to the Jone Orbea and Loana Vega from UNEP who took time to provide comments to the draft report and support the review. The evaluator would also like to thank MOPT-CTP, ARESEP, ICE, UCR, National Bank of Costa Rica, ASOMOVE, Fortech, Carla Quesada as Gender consultant, Mariano Castro and Maria Santamaría as taxi owners/drivers for their contribution and willingness during the review.

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 EXTERNAL CONSULTANT BIOGRAPHY

Pablo Caldeiro is an independent consultant with more than 15 years of experience in the energy field, especially in renewable energies, contributing from the public sector to develop wind energy in Uruguay, through the design and implementation of public policies.

He has worked for the Ministry of Industry, Energy and Mining of Uruguay, in close interaction with different government offices and agencies, industrial chambers, public service companies, international experts, public service companies, suppliers and developers, and the financial sector.

His work includes assessment for renewable energy projects to be installed in the country, mainly those presented through tenders, being the state counterpart to the financing entities, in order to provide the guarantees of the regulatory framework and techniques to support long-term investments.

He also has shared experience in the region through OLADE meetings, triangular aid, and technical working groups in Irena meetings to evaluate projects presented to the Abu Dhabi fund.

Since 2022 is the energy expert in the Investment Committee of the Renewable Energy Innovation Fund (REIF) – Uruguay, supporting second energy transition projects and technologies as Heat Pumps, Hydrogen, Power-to-x, and Electro mobility.

Since 2024 is an external consultant for the Latin American Development Bank (CAF), supporting structuring of operations and energy advisor.

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ABOUT THE REVIEW

Joint Review: No

Report Language(s): English

Review Type: Terminal Review

Brief Description:This report is a Terminal Review of the UNEP project "*Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica*" implemented between 2021 and 2025. The project's overall goal was to "*Reduce greenhouse gas emissions through the large-scale deployment of electric public transport vehicles in Costa Rica's Greater Metropolitan Area*". The review sought to assess project performance in terms of relevance, effectiveness and efficiency, and determine the sustainability of its results. The review has two primary purposes: accountability and learning. Data collection methods included: field observations, in-depth interviews, Focus Group Discussions and document reviews. Data analysis was based on applying triangulated data to assess performance against a reconstructed Theory of Change and its causal pathways.

With an overall performance rating of Satisfactory, the 5th point on a six-point scale, the main findings include: (i) strong relevance and alignment with UNEP, GEF and national climate and transport priorities, complemented existing initiatives in a previously underdeveloped sector (taxis); (ii) effective management of activities and deliverables was achieved through the strategic involvement of UNEP and MINAE, and the technical goal-driven execution leadership of CRUSA, demonstrating strong adaptive capacity in response to changes in the implementation context; (iii) effective implementation of pilot and demonstration activities for electric taxis generated objective operational data and practical experience, helping build confidence in electric mobility technologies; (iv) underestimation of sector dynamics at the design stage that led toexclude explicit actions towards unregulated services, (v) limited regulatory leadership from MOPT-CTP to execute systemic redesign and regulation's update, (vi) difficulties in establishing viable financial mechanisms constrained scalabilityand broader market transformation; (vii)gender perspective was integrated during design stage allowing a positive impact into project activities' through a clear action plan .

The main recommendations to UNEP and implementing partners are: (i) to prepare alternative business models and legal framework reforms for the development of the charging network in the Greater Metropolitan Area, (ii) to prepare a proposal to facilitate taxi concessionaires' access to credit, and (iii) to Strengthen government linkages with academia to foster future collaboration.

Source(s) of Funding by Country: *Costa Rica*

Source(s) of Funding by Institution Type: *(indicate all that apply)*

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

Key words: Climate Change; Demonstration Projects; Electric Mobility ; EV batteries waste management; EV charging infrastructure; Financial Mechanisms; Long-term Roadmap; Public Transport; Sustainable Market Development.

Primary data collection period: September 1st, 2025 until October 15th, 2025

Field mission dates: October 20th, 2025 until October 29th, 2025

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LIST OF ACRONYMS

ABC	Private commercial banks and associations
ACAR	Costa Rican Association of Car Rental Owners
AERIS	Juan Santamaría International Airport
AIAU	Association of Used Car Importers of Costa Rica
AIVEMA	Association of Vehicle and Machinery Importers
ARESEP	National Authority for Public Service Regulation
ASOMOVE	Costa Rican Electric Mobility Association
CABEI	Central American Bank for Economic Integration (BCIE)
CC	Climate Change
CCM	Climate Change Mitigation Results Framework (GEF)
CEFEMINA	Feminist Center for Information and Action
CETP	Electrification of Public Transport Committee
CNFL	National Company of Force and Light
CONACE	National Commission for Energy Conservation
CORCLIMA	Costa Rica Electric Route
CPSU	Center for Urban Sustainability
CRL	Clean Costa Rica
CRUSA	Costa Rica USA Foundation for Cooperation
CTP	Public Transport Council
DCC	Climate Change Directorate from MINAE
DE	Energy Directorate from MINAE
DIGECA	Environmental Quality Management Directorate from MINAE
ECAC	Automobile Technology Institute
ESPH	Public Service Company of Heredia
ECA	Costa Rican Accreditation Body
EA	Expected Accomplishment
EE	Energy Efficiency
EOU	Evaluation Office of UNEP
EPR	Extended Producer Responsibility
FLO	First Lady's Office
GMA	Great Metropolitan Area of San José de Costa Rica
GEF	Global Environment Facility
GEFTC	Global Environment Facility Trust Fund
GHG	Greenhouse gas
GIZ	German Agency for Development Cooperation
GW	Gigawatt
GWh	Gigawatt-hour
IA	Implementing Agency
IADB	Inter-American Development Bank
ICE	Costa Rican Institute of Electricity
ICT	Costa Rican Tourism Board
IMN	National Meteorology Institute
INA	National Learning Institute
INAMU	National Institute of Women
INTECO	Institute of Technical Standards of Costa Rica
JASECO	Administrative Board of Electrical Services of Cartago
kWh	kilowatt-hour
M&E	Monitoring and Evaluation
MEIC	Ministry of Economy, Industry and Commerce
MEPS	Minimum Energy Performance Standards
MINAE	Ministry of Energy and Environment
MINSA	Ministry of Health
MOF	Ministry of Finance (Treasury)
MOPT	Ministry of Public Works and Transportation
MoU	Memorandum of Understanding
MRV	Monitoring, Reporting and Verification
MSME	Micro, Small and Medium Enterprises

MTR	Mid Term Review
MTS	UNEP Medium-Term Strategy
MW	Megawatt
NDC	Nationally Determined Contribution
NPD	National Project Director
PM	Project Manager
PMC	Project Management Cost
PMU	Project Management Unit
PNE	Costa Rican National Energy Plan
PoW	Programme of Work
PPG	Project Preparation Grant
PRC	Project Review Committee (internal UNEP committee that approves new projects)
ProDoc	Project Document (must be reviewed by PRC before any project can be undertaken, with the approval of the managing division director)
PSC	Project Steering Committee
PSTP-Buses	Public transport service providers (buses)
PSTP-Taxis	Public transport service providers (taxi drivers and associations)
PTR	Project Terminal Report
PWT	Project Work Team
SDG	Sustainable Development Goals
SMART	Specific, Measurable , Assignable, Realistic and Time-related
SUGEF	General Superintendence of Financial Institutions
TCO	Total Cost of Ownership
tCO2eq	Ton of Carbon Dioxide (equivalent)
TEC	Technological Institute of Costa Rica
ToC	Theory of Change
ToR	Terms of Reference
UCR	University of Costa Rica
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
USD	US Dollar
WB	World Bank
YR	year

PROJECT IDENTIFICATION TABLE

Table 1: Project Identification Table

GEF Project ID/SMA ID[1]:	10284 / 84232		
Type of GEF Project:	Child: Y	Global Coordinating Project:	N
	If yes, provide GEF Programme[2] ID: 10114	Medium-Size Project or Full-Size Project:	MSP
UNEP Management (Division/Branch/Unit):	Climate Change Division	Executing Agency: (indicate if internally executed):	Costa Rican USA Foundation for Cooperation (CRUSA)
Sources of Funding (Co-finance):	Country[3](ies): Costa Rica	Institution[4] Name/Type: CRUSA, ASOMOVE, ESPH (NGO) MINAE, MOPT, ICE (Public)	
Relevant SDG(s):	SDG goal 7: Ensure access to affordable, reliable, sustainable, and modern energy for all. SDG goal 13: Take urgent action to combat climate change and its impacts		
MTS (at approval):	Medium-Term Strategy 2018–2021		
POW Output(s) number/reference[6](applicable for projects approved pre-2022)	POW Output: b.4 - Technical support provided to countries to implement and scale up renewable energy and energy efficiency projects	POW Expected Accomplishment(s) number/reference[6] (applicable for projects approved pre-2022):	POW Expected Accomplishment: (b): Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies
Sub-programme:	Climate Change	Programme Coordination Project (if relevant):	
UNEP approval date:	18/06/2021	GEF approval date:	03/05/2021
GEF Operational Programme/Cycle # (e.g. GEF-7):	GEF-7	GEF Strategic Priority (e.g. BD4):	CCM1, CCM2
Focal Area(s):	Climate change Mitigation		
Expected start date[5]:	31/05/2021	Actual start date:[6]	30/06/2021
Planned completion date[7]:	30/04/2024	Actual operational completion date:	01/07/2025
Planned project budget at approval:	GEF grant allocation: **876,712**		
	Expected co-financing: **8,204,090** Cash: 688,290 Public Investment: 7,000,000 In-kind: 515,800		
	Total planned budget**: 9,080,802**		
Actual expenditures reported (cash only):	GEF grant expenditures reported as of June 30th 2025: **816,392**		
	Actual co-financing June 30th 2025: **9,278,255**		
	Total actual expenditures reported as of June 30th 2025: **10,088,768**		
No. of formal project revisions:	3	Date of last approved project revision:	11/06/2025
No. of Steering Committee meetings:	6	Date of Last Steering Committee meeting:	19/06/2025
	UNEP requirement: N		N/A

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

[2]GEF Programme refers to 'Parent' project.

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

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

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

[6]Actual start date is the date of the last signature on the PCA or ICA.

Mid-term Review/ Evaluation[7] *(required or not required):*	GEF requirement:	N	Mid-term Review/ Evaluation actual date:	
Terminal Review *(planned date):*	31/01/2026		Terminal Review actual date:	15/12/2025
Coverage - Country(ies):	Costa Rica		Coverage - Region(s):	Latin America & the Caribbean
Dates of previous project phases:	- e-bus and light e-freight pilot project (MiTransporte) with GIZ - Electric freight train (BICE BANK) - Green H2 Costa Rica project (GIZ) - ICE investments in public charging infrastructure - IDB loan to ICE for EV fleet (100 EVs)		Status of future project phases:	GEF 9 concept note currently under development to strengthen Costa Rica's electricity grid to support massive deployment of EVs

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

EXECUTIVE SUMMARY

Project background

1. The UNEP-GEF project "Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica" (GEF ID 10284) was implemented in Costa Rica between June 2021 and July 2025. The project was funded by a GEF grant of USD 876,712 complemented by USD 8,204,090 in planned co-financing from national public institutions and partners, resulting in a total planned budget of USD 9,080,802. The project was implemented by UNEP's Climate Change Division, executed by the Costa Rica USA Foundation for Cooperation (CRUSA), and national leadership from the Ministry of Environment and Energy (MINAE).
2. The project rationale was grounded in the need to reduce greenhouse gas (GHG) emissions through the large-scale deployment of electric public transport vehicles in Costa Rica's Greater Metropolitan Area, focusing in the taxi sector, and particularly deployment of a pilot project for the airport taxis, supporting national climate and energy policy priorities.
3. The project design was based on an analysis of key barriers hindering the uptake of electric vehicles in the taxi sector, including Lack of institutional capacity and inclusive governance, Limited experiences with and information related to electric taxis, Inadequate financing instruments and lack of regulations for low-emission transport options, and Lack of regulations for managing the reuse and disposal of electric vehicle batteries.
4. To address these barriers, the project was structured around four components: (i) Institutionalization of low-carbon electric mobility; (ii) Short-term barrier removal through low-carbon e-mobility demonstrations; (iii) Preparing for scale-up and replication of low-carbon electric mobility; and (iv) Long-term environmental sustainability of low-carbon electric mobility.
5. During the Terminal Review, the Theory of Change was reconstructed—since the project had not developed an explicit one at the design stage—by incorporating revised causal pathways, drivers, and assumptions, and by clearly articulating the project's contribution to specific outcomes. The analysis also examined scalability constraints and the project's role in establishing enabling conditions for long-term impact.

This review

6. This Terminal Review assessed the project's performance in terms of relevance, effectiveness and efficiency, and examined the sustainability of its results at operational completion. The review applied UNEP's standard nine evaluation criteria and assigned ratings using a six-point scale. The primary purposes of the review were accountability and learning, providing evidence of results while identifying lessons and recommendations to inform future interventions.
7. Data collection methods included a comprehensive desk review of project documentation, in-depth interviews with key stakeholders, focus group discussions, and field visits to taxi owners and charging stations, as well as selected partner's warehouses. Data analysis was based on triangulation of qualitative and quantitative evidence and assessed performance against a reconstructed Theory of Change, allowing examination of causal pathways, assumptions, and drivers influencing outcomes and longer-term impact.
8. In addition, key findings from the review are to be uploaded to the GEF Portal. To support this process, the review systematically compiled and synthesized findings related to GEF priority topics, ensuring consistency with GEF reporting requirements.

Key findings and performance ratings

9. The project has demonstrated strong performance in the areas of strategic relevance, analytical rigor, adaptive implementation, and institutional capacity building. In particular, it showed strong alignment with national climate and transport policies, complemented existing initiatives in a previously underdeveloped sector, and was supported by a robust analysis of sector barriers that informed project design. The project's ability to adapt to implementation challenges through coordination, flexibility, and stakeholder agreements was a key strength, as was its contribution to strengthening institutional coordination and technical capacity with academia and taxi sector. The implementation of pilot and demonstration activities for electric taxis generated objective

operational data and practical experience, helping build confidence in electric mobility technologies and supporting progress toward national decarbonization goals.

10. Areas that would have benefited from further attention are public transport regulation -including a full private hire transport (ride-hailing + taxis) coverage-, financial mechanisms, and long-term scalability. The project's design focused narrowly on regulated taxi services, underestimating the influence of unregulated transport services and broader sector dynamics. Limited engagement and leadership from MOPT-CTP constrained progress in adapting the regulatory framework and creating a level playing field conducive to investment. In addition, difficulties in establishing viable financial instruments for a credit-constrained sector restricted the project's transformational potential. Sustainability and scaling-up were further challenged by persistent regulatory barriers, limited charging infrastructure investment, and modest dissemination of lessons learned.

Table 2: Summary of project ratings

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

Conclusions summary

11. Overall, the project performed at the Satisfactory level. The main achievements of the project were: (i) the development of policy-relevant analytical and planning tools for electric mobility, (ii) the implementation of pilot and demonstration activities for electric taxis alongside with operational reliable data;(iii) the strengthening of inter-institutional coordination and technical capacity within the academia and taxi sector, (iv) the contribution to Costa Rica's environmental framework through regional experiences and proposal to legal update; and (iv) the clear identification and evidence of the persistent barriers affecting the sector, while highlighting the main challenges and defining strategic directions to be addressed through a public transport electrification roadmap.

12. The strongest performing aspects were:(i) the project's strong strategic alignment with national climate and transport policies, (ii) its robust analytical and design framework, (iii) its adaptive capacity to address implementation barriers through coordination and flexibility, and (iv) its support to demonstration cases that generated objective operational data and increased confidence in electric mobility technologies. Comparative weaknesses were apparent in (i) the underestimation of sector dynamics at the design stage, (ii) limited regulatory leadership from MOPT-CTP, and (iii) difficulties in establishing viable financial mechanisms, which constrained scalability, long-term sustainability, and broader market transformation despite emerging environmental and institutional gains.

Lessons learned

13. **Lesson 1: Project design should take into account all stakeholders within the target sector who may influence long-term results, even if they are not formally regulated at the time of design.** ARESEP studies from 2017 already showed that taxi regulations were outdated, as unregulated app-based services were increasingly meeting demand. This trend intensified during implementation, with taxi licenses in the Greater Metropolitan Area declining by around 50 per cent. The project's Theory of Change did not include actions to address this shifting market context, which constrained results and scalability.

14. **Lesson2: Strong leadership and engagement from MOPT-CTP will be essential in future public transport electromobility projects, given the legal competencies assigned to the institution.** While electric vehicle adoption among private users in Costa Rica is well advanced, uptake in public transport remains very limited, particularly for buses and taxis. Despite evidence that electric taxis have a lower total cost of ownership, regulatory and tariff conditions—combined with unregulated competition—make them economically unattractive. The current operating environment discourages investment, highlighting the need for stronger leadership from MOPT-CTP in future public transport electromobility projects.
15. **Lesson 3:Project design must take into account the existing regulatory framework when defining its components and activities**. Project components and activities must be clearly defined and realistically aligned with existing regulatory frameworks to ensure sound design, efficient implementation, and credible use of funds. In this project, regulatory constraints affected the planned taxi leasing mechanism, requiring redesign, budget reallocations, and negotiations with financial institutions, which reduced efficiency and impacted expected results. This highlights the importance of validating feasibility at the design stage and building flexibility into components when regulatory conditions are uncertain.
16. **Lesson 4: The systematic collection, analysis, and dissemination of operational data are critical for policymakers and end users in the context of a technology that still needs to be consolidated within the public transport sector.** Systems for collecting and analyzing operational data support informed planning and decision-making during the transition to electric mobility. Combining telemetry data with user experience helps refine charging strategies, understand real operating costs, and inform more sustainable tariff and concession frameworks.
17. **Lesson 5: The integration of a gender strategy from the project design stage enabled the implementation of affirmative actions aimed at accelerating the inclusion of women in a traditionally male-dominated sector.** Embedding gender considerations in design and implementation supported project objectives. Women-only spaces and gender-sensitive training generated valuable inputs, particularly on safety and inclusion in public transport planning.

Recommendations

18. **Recommendation 1: Prepare alternative business models and legal framework reforms for the development of the charging network in the Greater Metropolitan Area.** Adequate charging infrastructure is essential for EV deployment, especially for taxis that require reliable, high-availability charging. During implementation, charging supply lagged behind demand, highlighting the need for stronger coordination between government and electricity distributors. Expanding the network will require technical standards, interoperability, upgraded power levels, and significant investment, underscoring the importance of regulatory reforms and public–private partnership arrangements.
19. **Recommendation 2: Prepare a proposal to facilitate taxi concessionaires' access to credit.** Taxi concessionaires face a fragile financial situation, with limited access to commercial credit, worsened by COVID-19 impacts. Legal restrictions on fleet-management entities further constrain financing options. Potential solutions include publicly backed guarantee schemes and payment mechanisms that secure revenue streams, helping reduce lender risk and improve access to credit.
20. **Recommendation 3: Strengthen government linkages with academia to foster future collaboration.** While implementation was satisfactory, differences in technical approaches among partners—particularly CRUSA, UCR, and ASOMOVE—emerged and warrant attention to support future scaling-up. Strengthening collaboration with academic institutions such as UCR and INA could enhance alignment and support training and capacity development for the sector.

Validation

The report has been subject to an independent validation exercise performed by UNEP's Evaluation Office. The performance ratings for the UNEP Project: Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica (GEF ID 10284) project, set out in the Conclusions and Recommendations section, have been adjusted as a result. The overall project performance is validated at the **Satisfactory** level. Moreover, the Evaluation Office has found the overall quality of the report to be Satisfactory (see Annex XII).

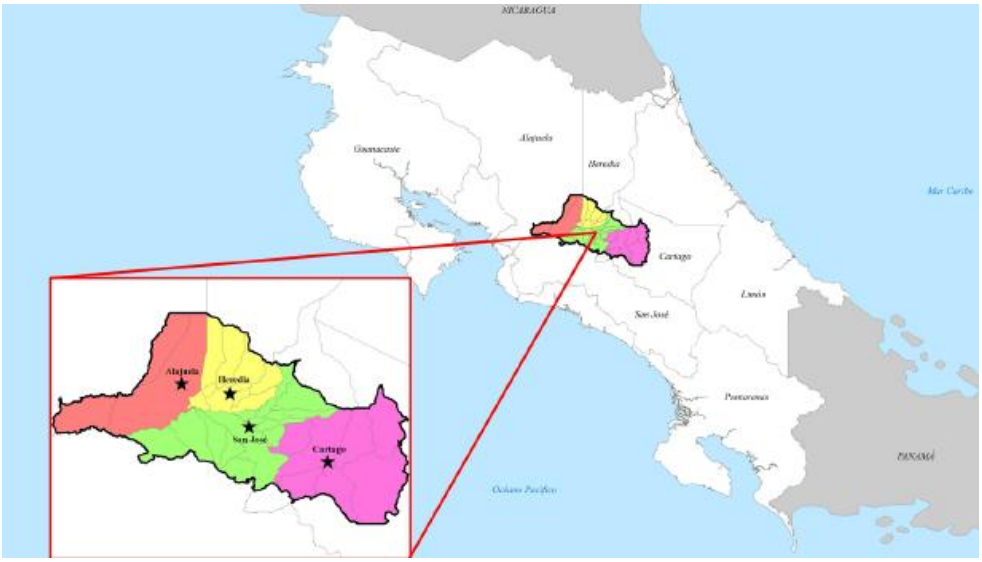
I. THE PROJECT

A. Context

Intervention context

21. The project addressed the issue of reducing greenhouse gas emissions through the large-scale deployment of electric public transport vehicles in the Greater Metropolitan Area of Costa Rica (GMA), specifically developing test pilots for the taxis sector in the international airport, and setting conditions for scaling-up. This project was complemented by other initiatives related to the development of public transport (MiTransporte).

Figure 1 - Greater Metropolitan Area of San José de Costa Rica (GMA)



22. The transport sector dominates GHG emissions and air pollution, being the country's biggest source of GHG emissions, emitting 54% of the total. It is also the biggest energy consumer, consuming 52% of all energy and 83% percent of hydrocarbons used in the country. Furthermore, transport is the largest contributor to air pollution in the country. Regarding public transport, at the design stage they were just three buses deployed as pilot projects, and no taxis deployed at all, constituting in practice a market 100% based on fossil fuels, with high potential to drive further changes.

23. In a country like Costa Rica, where the electricity mix is renewable, with only 2% coming from hydrocarbon sources (2% from heavy fuel oil), a transformation of the transportation system towards electromobility makes perfect sense to drastically reduce emissions from the transport sector.

24. Although there was growing interest from high-level decision-makers to move to a low-emission transport sector, local stakeholders did not have the capacity to accompany the speed of the transition and the need to rapidly build capacity on electric mobility. From a wider outlook, the policy framework favors this transformation, but there were still barriers to overcome. There was a void of broader governance and consultation mechanisms that incorporate the views of key transport actors in the private sector and civil society in the design, development and implementation of initiatives to advance electric-mobility in the country. While the country had advanced with plans, policies and standards for low-emission transport, there was a lack of energy efficiency vehicle standards to disincentivize the purchase and use of internal combustion engine vehicles and create an even playing field for electric vehicles. The redesign of concessions was an upmost issue to be addressed, taking into account the elements that make the transformation viable and promote it.

25. On specific market issues, the taxi industry needed to understand how to calculate the total cost of ownership and the payback period of electric vehicles, coming from pilot projects and supported by sound evidence. Local financial institutions, which were beginning to express interest in financing electric vehicles, had a lack of understanding of good practices on the financing of

electric-mobility. Other key players also needed to engage, as the utilities to provide charging infrastructure according to the market growth, envisaging a promising market to mobilize funds in the short and mid-term.

26. Regarding risk assessment during the design phase, several aspects were considered, with mitigation measures largely under the control of the project's implementing institutions. COVID-19-related risks were explicitly addressed and assessed as low to moderate in terms of their potential impact on achieving project targets. External factors—such as the change in government authorities in 2022 and a potential decline in the prioritization of electric mobility—were identified and rated as moderate; however, the proposed mitigation measures proved insufficient to fully address their impact. In addition, the risk of market displacement by unregulated transport services was not adequately considered during the design phase.

Institutional context

27. The "Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica" Project (GEF ID 10284) was a Medium-Sized Project (MSP) which ran from June 2021 to July 2025. The project was implemented by the UNEP Climate Change Division and executed by CRUSA, in partnership with MINAE and MOPT/CTP. Other key stakeholders involved were ICE Group, University of Costa Rica and Taxi Owners/Drivers.

28. The project benefited from other initiatives in the field of electromobility, in particular: (i) MiTransporte Project implemented by GIZ, completed in 2021, which introduced three electric buses as a demonstration project and advanced improvements in waste management (lithium batteries); and (ii) the 'Leapfrogging to e-buses in Costa Rica' Program implemented by UNEP with CRUSA as the funder, completed in early 2021, which activated the Public Transport Electrification Committee (CETP). Several other initiatives were taking place, described in Annex XIII.

29. The project was approved on May 3rd, 2021 by GEF and further approved on June 18th, 2021 by UNEP. The project started on June 30th, 2021 and outlined a planned duration of 36 months, intended to end on July 1st, 2024, but finally ending on July 1st, 2025. The Project financing was US$ 876,612, and the anticipated co-financing is US$ 8,204,090, hence a total planned budget of US$ 9,080,802, including cash, in-kind and public investment. Co-financing was executed in line with commitments from stakeholders.

30. The project had an intended impact of reducing GHG emissions from public transport sector, and contributes to the following Expected Accomplishment in UNEP's Programme of Work: (b) Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies.

31. The project underwent three formal reviews, during which only minor adjustments were introduced to specific activities to accommodate contextual changes that rendered strict implementation as originally planned unfeasible. Overall, the project activities were completed satisfactorily, aided by a 12-month no-cost extension that enabled the project to address and recover from a range of implementation delays. Since this was a MSP of less than 3 years of duration, no MTR was undertaken.

B. Results Framework

32. Primary source for the summary table is the Project Design Document and further Project Revisions. In addition, during the TR Inception Phase, impact and intermediate states were prepared as the project did not include an explicit ToC. Outcomes and Outputs were also rephrased mainly to reconstruct a more robust causal pathway.

33. The Results Framework is well aligned with the overall project structure, with indicators and targets clearly linked to the project objective and Outcomes, and with Outputs and activities logically connected to each Outcome. The project components are coherently structured to support a clear purpose: Component 1 focuses on the regulatory framework and high-level public policy coordination; Component 2 is centered on demonstration projects aimed at showcasing technical and economic feasibility; Component 3 addresses the promotion of financing, technology standards, and the development of roadmaps; and Component 4 is dedicated to environmentally sustainable management.

Table 3: Summary of project's latest results framework, including TR Inception phase

	Results Statement
Project objective	Facilitate the large-scale deployment of electric public transport vehicles in the Greater Metropolitan Area of Costa Rica
Impact	Greenhouse Gas Emissions mitigated Other impacts: (i) Urban quality life and resilience is enhanced; (ii) Gender and inclusivity aspects are implemented using electromobility as a driver; (iii) Imported hydrocarbons dependence is reduced; and (iv) Local jobs and capacities to install and operate charge network
Intermediate state	Policy and regulatory framework enhanced for electric mobility, supporting Implementation of Transport Plan for individual transport sector.
	Sustainable Electric mobility market for taxi sector developed in Costa Rica – Taxi concessionaries electrify their fleets in the GMA.
Project outcome	Outcome 1: Government and other key stakeholders demonstrate enhanced coordination and capacity for promoting electric mobility
	Outcome 2. Costa Rican citizens developed a positive image of EVs towards a behaviour change in society, demanding a shift on public transport technologies
	Outcome 2.b. Taxi owners and drivers have increased their confidence on EV technology based on tested performance and lower TCO
	Outcome 2.c. Increased awareness on EV market potential from utilities and vehicle importers
	Outcome 3.a. Taxi owners and drivers demonstrate willingness to purchase electric vehicles
	Outcome 4. The Costa Rican government takes action towards implementing a policy framework for ensuring the environmental sustainability of low-carbon electric mobility
Outputs	1.1 Stakeholders are trained on technical, regulatory, financial and operational aspects of scaling-up electric taxis 1.2 Efforts for electric mobility multistakeholder participation are carried out and an online platform is strengthened to enhance information for decision-making
	2.1 - The technical, social and economic viability of six electric vehicles in airport taxi fleets is demonstrated to local and national stakeholders 2.2 - Taxi data management practices are tested by taxi drivers and government officials to facilitate the uptake of electric vehicle taxis
	3.1 - Financial instruments and fiscal incentives to encourage taxi owners to purchase electric vehicles are strengthened 3.2 - Standards for regulating electric and internal combustion engine vehicles are presented for adoption by the Ministry of Environment and Energy 3.3 - Long-term roadmaps for the electrification of public buses and taxis are presented for adoption by the Ministry of Environment and Energy and the Ministry of Public Works and Transportation
	4.1 Updated laws and regulations for waste management of electric vehicle batteries are presented for adoption by the Ministry of Health

C. Project Implementation Structure and Partners

34. The high-level political group at design stage was led by the Office of the First Lady of the President of the Republic (FLO) and its main function was to coordinate public stakeholders and take decisions to advance the deployment of electric mobility in the country. It was integrated by heads of public institutions including MINAE, MOPT, CTP, ARESEP, MINSA, ICE Group, Treasury, the National Learning Institute (INA) and the Customs Agency.

35. The technical group was known as the Costa Rican Committee for Electrification of Public Transport (CETP), formerly known as IETP-Bus, included technical officers from the aforementioned institutions. CETP was led by the Energy Directorate of MINAE. The technical group identifies areas that require attention and elevates these needs to the political group for decision. Both groups arrange to meet on a monthly basis to discuss findings that require action

either at the political or technical level. These groups did not include representation of the private sector or civil society, or gender-related entities such as the National Women's Institute (INAMU).

36. Regarding the Project governance structure, the Project was funded by the Global Environment Facility (GEF) with the United Nations Environment Programme (UNEP) acting as the GEF Implementing Agency. The Costa Rica USA Foundation for Cooperation (CRUSA) was acting as the Executing Agency, with the guidance of the Energy Directorate of the Ministry of Environment and Energy (MINAE).

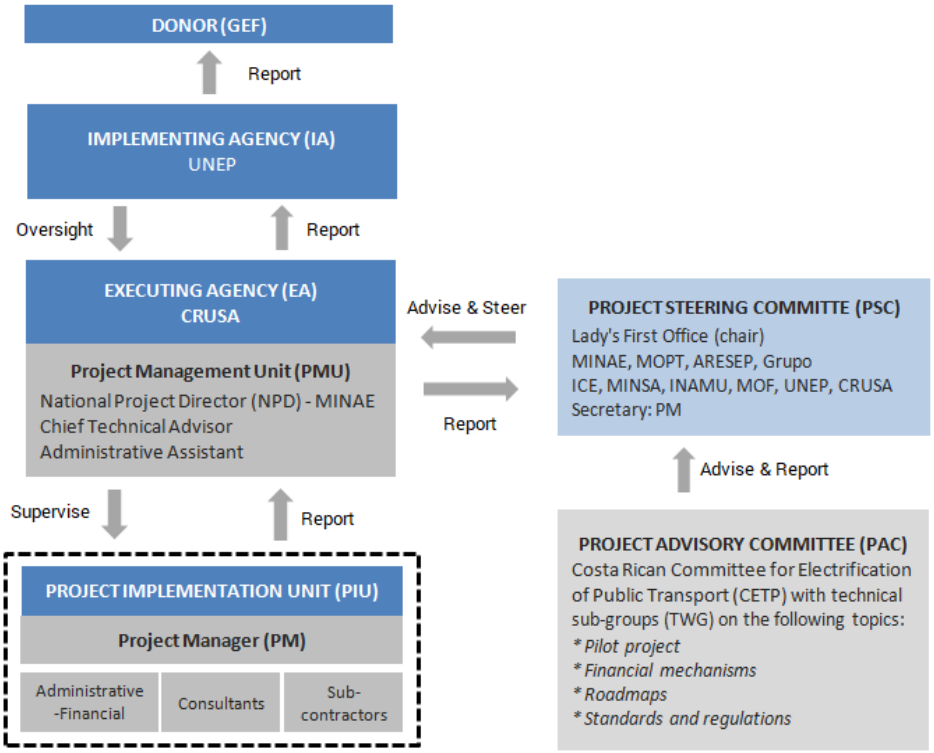
37. A Project Steering Committee (PSC) provided overall guidance and oversaw the progress and performance of the project as well as enhancement and optimization of the coordination and contribution with various project partners. The PSC was supposed to designate a member of the First Lady's office as a chair.

38. The Project Steering Committee (PSC) was also composed of high level representatives of MINAE, MOPT, ARESEP, Grupo ICE, the Ministry of Health (MINSA), the National Women's Institute (INAMU) and the Treasury. It also included UNEP, CRUSA, and other stakeholders (e.g. other ministries and public agencies, private sector, associations, NGOs) can be invited on a permanent basis or to attend meetings on an as-needed basis.

39. The PSC meetings must be formally called by the National Project Director (as Chairperson of the PSC) at least once a year to discuss the project performance and provide future guidance.

40. Apart from the Steering Committee, the Costa Rican Committee for Electrification of Public Transport (CETP) serves as a technical consultation group for the project.

Figure 2: Organigram of the project with key project stakeholders



41. Several specific stakeholder roles stand out: (i) the ICE Group, as the main liaison for the development of charging infrastructure to support the deployment of taxi fleets; (ii) MOPT-CTP and ARESEP, in relation to sector regulation and taxi tariffs; and (iii) CRUSA and ASOMOVE, as civil society drivers of electric mobility. It is also important to mention that the project structure did not explicitly include the participation of academia, engaged in the implementation of Component 2 activities following a competitive call for proposals.

D. Stakeholders

42. The stakeholder landscape can be understood through a grouping based on roles, responsibilities, and relative influence. From an institutional standpoint, the core mandate in transport and energy is shared primarily between MOPT-CTP and MINAE respectively, with ARESEP playing a more limited but still relevant regulatory function. The FLO holds a high-level political role, responsible for convening key actors and enabling the legal transformations required to advance the sector. Meanwhile, the CETP operates as a platform for technical exchange, regulatory coordination, and alignment of public policies.

43. MOPT-CTP emerges as the principal change agent, given its responsibility for implementing the National Transport Plan 2011–2035, which defines the country's strategic transport guidelines, as well as its authority over concession requirements and the issuance of taxi permits. These regulatory instruments are fundamental to advancing sustainable mobility. MINAE plays an important, albeit complementary, role through the establishment of incentives and promotion mechanisms for electric transport and by overseeing the development of the national charging network. Additional public actors, such as ARESEP, contribute setting technical tariffs for taxi concessions, while the ICE Group and its subsidiaries allocate resources to the deployment of charging infrastructure.

44. Within the private sector, taxi concessionaires represent the primary stakeholders, as their engagement is critical for implementing demonstration pilots that build confidence in the technology and its economic feasibility. Their input is also essential for identifying persistent barriers to scaling up adoption and informing the development of a sectoral roadmap. Importantly, their perspective provides an entry point for understanding the dynamics of unregulated actors in the private public transport market—such as app-based drivers—who compete directly with taxis.

45. In the financial sector, the involvement of local banks—especially those offering micro and small enterprise credit— was a determining factor for scaling technology adoption once regulatory and technological conditions favor electric vehicles as a competitive option. The National Bank of Costa Rica stands out as the primary institution showing interest in this emerging market segment, though it faces the challenge of extending financing instruments to a retail clientele similar to consumer-loan markets.

46. From an environmental perspective, MINSA played a central leadership role, coordinating with authorized private waste-management operators. Fortech's participation is particularly noteworthy given its proven experience in recycling electrical and electronic waste—an expertise that is essential for scaling environmentally sound solutions compatible with the requirements of electromobility.

47. From a civil-society standpoint, CRUSA played a strategic role in the dissemination and mainstreaming of good practices, and ASOMOVE is recognized as another key actor in promoting electromobility in Costa Rica. On gender considerations, INAMU serves as a critical reference point for integrating safety and gender-responsive measures into the transport sector, elements that should be embedded into the sectoral roadmap and driven forward by the project unit (CRUSA).

E. Changes in Design during Implementation

48. The project underwent several changes during implementation due to the impossibility of executing certain activities as originally envisaged at the design stage. While these adjustments affected implementation timelines and required additional (non-economic) resources for redesign, adaptive management proved effective in preserving the overall intent of the results and the scope of the Outcomes. The project had three no-cost revisions—Revision 1 (November 2022), Revision 2 (June 2024), and Revision 3 (June 2025)—which incorporated the necessary design adjustments to complete activities, the most significant of which are summarized below.

49. The change in Government in 2022 prevented the originally planned high-level coordination role from being fully operational, and the CETP office ceased to function thereafter, with MOPT-CTP assuming this role instead. This resulted in an adjustment to Output 1.2.

50. The operating conditions for the electric taxi pilot proposed in the CEO Endorsement Document were not viable under the country's existing regulatory framework established by Law No. 7969

and therefore had to be redesigned. This process required additional time for institutional coordination and negotiations with the new transport authorities. The mechanism shifted from a leasing model to direct financial support for concessionaires to acquire six vehicles.

51. The installation of chargers on airport premises was not possible due to restrictions imposed by AERIS regarding land use, which required negotiations to relocate the chargers to the taxi parking area. In parallel, other activities that experienced delays—such as monitoring and analysis of data from the pilot taxis and the development of roadmaps—were accommodated through the schedule adjustments introduced under Revision 2 in June 2024.

52. Finally, the pilot project identified charging infrastructure as one of the principal challenges for scaling up electric vehicle adoption in the taxi sector. Through Revision 3 in June 2025, a portion of the budget was reallocated for the installation of additional chargers, including a dedicated 120-kW unit at the airport.

F. Project Financing

53. This MSP project was financed through a GEF TF grant for USD 876,712. Co-financing was anticipated from CRUSA, ESPH, MINAE, MOPT, ICE Group and ASOMOVE to the value of USD 688,290 (cash), USD 7,000,000 (public investment) and USD 515,800 (in-kind), for a total value of USD 8,204,090.

54. Total budget expenditure was USD 810,513 and total co-financing realized was USD 9,278,255.

55. The reported co-finance consists of 8.1% in-kind and grant contributions from the CRUSA Foundation, 3.3% from in-kind contributions from MINAE, and 87.4% in public investment from the Costa Rican Institute of Electricity (ICE). The remaining percentages were provided by the MOPT (Ministry of Transport and Public Works) and the French Development Agency.

56. The cofinance by MINAE (1%), ICE (16%) and MOPT (15%) was greater than planned. The greater co-financing (public investment) from ICE and the in-kind contribution from MOPT were due to the installation of four additional vehicle chargers in support of the pilot projects.

Table 4 - Co-financing table

Co-financing (Type/Source)	UNEP own Financing (US$1,000)		Government (US$1,000)		Other* (US$1,000)		Total (US$1,000)		Total Disbursed (US$1,000)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants					688.3	660	688.3	660	660
Loans									
Credits									
Equity investments			7,000	8,106			7,000	8,106	8,106
In-kind support			330	336.3	185.8	176.2	515.8	512.5	512.5
Other (*)									
Totals			7,330		874,1		8,204		9,279

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

II. REVIEW METHODS

A. UNEP's Review Approach

57. In line with UNEP Evaluation Policy and the UNEP Programme and Project Management Manual, the review was undertaken at operational completion of the project to assess performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned.

58. The main target audiences for the review findings are UNEP and Costa Rica's government (MINAE and MOPT). In a local context, recommendations shall be shared with private sector, civil society, financing sector and other key stakeholders to enhance coordination and country's ability for promoting electric mobility. As the Terminal Review promotes learning and improvement at all project stages, UNEP is also part of the target audience of this review as it is intended to highlight achievements and lessons learned for future interventions of this type in other regions or countries.

59. In line with the UNEP Evaluation Policy and the UNEP Programme Manual, the review has been carried out using a set of 9 commonly applied review criteria which include: (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 (see Annex II: Review Framework for more details on each review criterion).

60. Most review criteria are rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). The ratings against each criterion are 'weighted' to derive the Overall Project Performance Rating. The greatest weight is placed on the achievement of outcomes, followed by dimensions of sustainability.

61. The UNEP Evaluation Office has developed detailed descriptions of the main elements required to be demonstrated at each level (i.e. Highly Satisfactory to Highly Unsatisfactory) for each review criterion. The reviewer has considered all the evidence gathered during the review in relation to this matrix to generate review criteria performance ratings.

62. In addition to the 9 review criteria outlined above, the review addresses a number of strategic questions that were formulated in the Terms of Reference. These questions were posed by the UNEP Evaluation Office in conjunction with members of the Project Team.

63. For projects funded by the GEF, findings from the review are to be uploaded in the GEF Portal. To support this process, review findings related to the 5 topics of interest to the GEF are summarised in Annex IX. The intended action/results on the 5 topics were described in the GEF CEO Endorsement and Approval documents. The 5 topics are: i) performance against GEF's Core Indicator Targets; ii) engagement of stakeholders; iii) gender-responsive measures and gender result areas; iv) implementation of management measures taken against the Safeguards Plan and v) challenges and outcomes regarding the project's completed Knowledge Management Approach.

64. This review adopted a participatory approach, consulting with project team members, partners and beneficiaries at several stages throughout the process. Central to the review was the analysis (and reconstruction) of the project's Theory of Change. Consultations were held during the review inception phase to arrive at a nuanced understanding of how the project intended to drive change and what contributing conditions ('assumptions' and 'drivers') would need to be in place to support such change. The (reconstructed) Theory of Change, supported by a graphic representation and narrative discussion of the causal pathways, was discussed further with respondents during the data collection phase, and refined as appropriate. The final iteration of the Theory of Change is presented in this final review report and has been used throughout the review process.

B. Data Collection

Primary data sources

65. During and after the inception stage, the evaluator undertook a thorough review of all project-related documents provided by the Implementing Agency (UNEP) and the Executing Agency (CRUSA), and also virtual meetings with the IA Project Specialist and EA Project Manager. The full list of documents can be found in Annex IV.

66. Sampling Strategy: The selection of key stakeholders to be interviewed was made by the reviewer, the Project Manager from CRUSA and the Project Specialist from UNEP. Several documents were used for identification, e.g. stakeholder's description in CEO Endorsement Document, Minutes from Steering Committee, dissemination meetings, technical committees, and validated through experience in project development. The overall sampling frame for interviews can be found in Table 4 below.

Table 5: Review respondents and field visits

Stakeholders - Individuals			**A. Total number involved (M/F)**	**B. Number contacted (M/F)**	**Sample size (% B/A)[8]**	**C. Total number responded Total (M/F)**	**Response rate (% C/B)[9]**
Project Team	**Project Team** (with management responsibilities e.g. Project Management Unit)	Implementing agency	5 (1/4)	4 (1/3)	80%	4 (1/3)	100%
		Executing agency(ies)	4 (1/3)	3 (1/2)	75%	3 (1/2)	100%
Beneficiaries	**Direct Beneficiaries:** (e.g. duty bearers, gatekeepers, training participants, etc.)		6 (4/2)	3 (2/1)	50%	3 (2/1)	100%
	Indirect Beneficiaries: (e.g. household members, civil society representatives, group members, etc.)		2 (1/1)	2 (1/1)	100%	2 (1/1)	100%
Stakeholders - Entities			**A. Total number involved**	**B. Number contacted**	**Sample size (% B/A)[10]**	**C. Total number responded**	**Response rate (% C/B)[11]**
Partners	**Project implementing/ executing partners** (receiving project funds)		-	-	-	-	-
	Project collaborating/ contributing partners[12] (not receiving project fund)		25	15	60%	15	100%
Field Visits	**Region /country / locality[13]**		**A. Total number sites**	**A. Number sites visited**	**Sample Size (%B/A)[14]**		
	Latin America and the Caribbean		**3**	3	100%		

[8] Percentage of people involved in the project who were contacted.

[9] Percentage of people contacted who responded.

[10] Percentage of entities involved in the project who were contacted.

[11] Percentage of entities contacted who responded.

[12] Contributing partners may be providing resources as either cash or in-kind inputs (e.g. staff time, office space etc.).

[13] In case of a global project, the unit of analysis is 'region'. In case of a regional or multi-country project, the unit of analysis is 'country'. In case of a single country project, the unit of analysis is 'locality', which could refer to a city, town, village, etc.

[14] Percentage of total number project sites in each region, country or locality that were visited.

67. Data collection tools: Stakeholder meetings were conducted during the field mission, mostly in person, with the exception of four interviews held virtually: (i) the Sustainable Mobility Center, based in Chile; (ii) Fortech, located five hours from downtown and outside feasible scheduling options; (iii) Carla Quesada, Gender Consultant; and (iv) ARESEP, due to scheduling constraints on the interviewer's side. All planned interviews were completed, and no refusals were encountered.

68. In all cases, the meetings were held individually with each institution in order to avoid any potential interference. A table with the consulted people during the review can be found in Annex III. Based on schedule and logistical limitations, field visits were restricted to taxi concessionaries and charging grid with ICE, located in the vicinity of Santamaría's airport.

Strategies for inclusivity

69. Actions taken to increase response: In order to improve the response rate of the institutions involved, stakeholders were introduced by the PM via email, except in the case of taxi beneficiaries –via phone-. Daily follow-ups were conducted to receive a response or to be directed to other representatives of the institutions.

Secondary data sources

70. Additional complementary information was obtained from secondary sources, including the documents presented in Annex IV. In particular, partners' websites were reviewed to validate the commitments and actions reported during interviews and documented during the field mission.

C. Data Analysis

71. The study has been guided by the evaluation questions for each stakeholder and the expertise field of the interviewed, as well as by the key questions included in the Terms of Reference (TOR) of the TR. The list of all the documents reviewed is available in Annex IV.

72. The findings were clustered by evaluation questions grouped under the main performance criteria. The financial analysis is limited to the assessment of the consistency of actual versus planned contributions and their correspondence to the project implementation needs (cost-effectiveness analysis). It is based on the project budget breakdown and connected, where feasible, to the main activities identified in the project's implementation.

73. Preliminary findings were presented in a meeting on October 26th, 2025 to the UNEP's Climate Change Division, MINAE and CRUSA representatives

D. Limitations and Mitigation Strategies

74. The reviewer did not encounter any significant limitations during the evaluation. Project documentation and data sources were available and accessible. Willingness to provide information was evident and sincere openness from stakeholders, describing the execution process and at the same time raising the aspects that could have been made, and are still to do.

E. Ethical Considerations

75. Throughout this review process and in the compilation of the Final Review Report, efforts have been made to represent the views of both mainstream and more marginalised groups. Data were collected with respect for ethics and human rights issues. All pictures were taken, and other information gathered after prior informed consent from people, all discussions remained anonymous, and all information was collected according to the UN 'Standards of Conduct'.

III. THEORY OF CHANGE AT REVIEW

76. The project did not have an explicit Theory of Change at the design stage -ProDoc-. Only outcomes and outputs were explicit, as well as long lasting impact. Intermediate states, drivers and assumptions were added by the reviewer considering implicit derivations from the ProDoc, to prepare the Theory of Change at inception phase. Also several results statements were rephrased or re-aligned to make them consistent with UNEP results definitions and creating a more robust causality pathway.

77. The project aims to support the national efforts to reduce greenhouse gas emissions through the large-scale deployment of electric public transport vehicles in the Greater Metropolitan Area of Costa Rica; particularly fostering and strengthening the national enabling framework for adoption of electric mobility to scale-up pilot projects in the taxi and buses sector.

78. The project is structured into four components, where the Outcomes are presented, and for each of them a set of Outputs is established. As mentioned in the section Review of project design quality, the structuring in its four components was very appropriate, implicitly scanning the elements that lay the foundations for the sustainability and scaling up of a sustainable public transport electric mobility sector, once the project is completed. The enhancement of the policy framework, set of a financial mechanism, the establishment of a recycling batteries facility, pre-feasibility studies and implementation of pilots, as well as dissemination to end-users and the financial sector are factors that contribute to a catalytic effect. A minor revision was proposed during the project execution, rephrasing Output 1.2.

79. Despite the above, and in order to complete the Theory of Change, it is important to define the framework within which the causal pathway is reflected. The bus sector was kept outside the ToC, since the only output mentioned was the development of a Roadmap, which is insufficient to conclude the electrification of the sector and is instead linked to outputs and outcomes from other projects implemented in the country. On the other hand, it is important to mention the existence of another actor within the private public transport sector — app-based drivers — who were not included in the ToC because they were not considered as stakeholders, for being unregulated and in an emerging stage at the time. However, it should be noted that their regulation could have a significant impact on the taxi sector, an aspect that was considered in the assumptions as “AS3: Transport system design and regulations are updated for individual public transport, fostering EV adoption for the taxi sector based on TCO benefits.” The key point to highlight is that regulation should preserve the health of the taxi sector in order to ensure its proper functioning.

80. There is also evidence of a lack of connection between some of the Outcomes and the desired Impact – the causal pathway –, which was reconstructed to generate a Theory of Change for the project. At last, a comprehensive creation of the assumptions and drivers took place, which allows for connecting the elements.

81. The drivers were focused on understanding the motivations of each of the stakeholders, who are the driving forces behind the adoption of the technology: the Government as the creator of a policy and regulatory framework, and incentives, private energy companies, vehicle importers and financiers identifying the existence of a new market with high potential for growth and benefits, and public transport companies to identify attractive business models for implementing electro mobility.

82. Regarding the assumptions, they were worked on based on the expected results for each of the project's components, as cornerstones without which it is not possible to think about the scaling up of projects and long-term sustainability.

Table 6: Justification for reformulation of results statements

Formulation in original project document(s)	Formulation for Reconstructed TOC at Review Inception (RTOC)	Justification for Reformulation
(LONG LASTING) IMPACT		
No text available	Intended Impact Greenhouse Gas Emissions mitigated Other impacts: (i) Urban quality life and resilience is enhanced; (ii) Gender and inclusivity aspects are implemented using electromobility as a driver; (iii) Imported hydrocarbons dependence is reduced; and (iv) Local jobs and capacities to install and operate charge network	The project document identifies the expected impact of greenhouse gas emissions reduction. However, it does not include an explicit theory of change outlining the key anticipated impacts. Additionally, it does not consider other potential impacts that could result from the scaling up of electric mobility in Costa Rica
INTERMEDIATE STATES		
No text available	Policy and regulatory framework enhanced for electric mobility, supporting Implementation of Transport Plan for individual transport sector	The project document sets out the objective of advancing the implementation of the National Transport Plan. However, it lacks an explicit theory of change that identifies the expected intermediate outcomes. It also reflects how components 1, 3 and 4 contribute to strength policy and regulatory framework for electric mobility
No text available	Sustainable Electric mobility market for taxi sector developed in Costa Rica – Taxi concessionaries electrify their fleets in the GMA	The project document lacks an explicit theory of change that identifies the expected intermediate outcomes. Achieving the project's outcomes components 2 and 4 will contribute to the electric mobility market development
PROJECT OUTCOMES		
2. Costa Rican citizens begin to use electric mobility for their public transport needs	2. Costa Rican citizens develop a positive image of EVs towards a behaviour change in society, demanding a shift on public transport technologies	This outcome appears too ambitious, as taxi pilot projects were limited to the airport, rather than integrated into broader concessions. Moreover, linkages with other public fleets are not sufficiently developed. In addition, the project outcomes should emphasize the transformational changes it enables—particularly those related to the availability of electric public transport options-.
No text available	2.b. Taxi owners and drivers have increased their confidence on EV technology based on tested performance and lower TCO	Created to reconstruct a more robust causality pathway, including not only drivers but also owners
No text available	2.c. Increased awareness on EV market potential from utilities and vehicle importers	Created to reconstruct a more robust causality pathway, including other key stakeholders
3.a. Taxi drivers demonstrate willingness to purchase electric vehicles	3.a. Taxi owners and drivers demonstrate willingness to purchase electric vehicles	Rephrased to include taxi owners.
3.b. Public transport operators electrify their fleets in the Metropolitan Area of San Jose (GMA)	Removed	Removed outcome was moved forward as an intermediate result in the causal pathway, as it derives not only from Component 3 outputs. Public transport operators sector was reduced to taxi sector, taking into account that outputs and outcomes barely include actions for bus sector (just the roadmap).

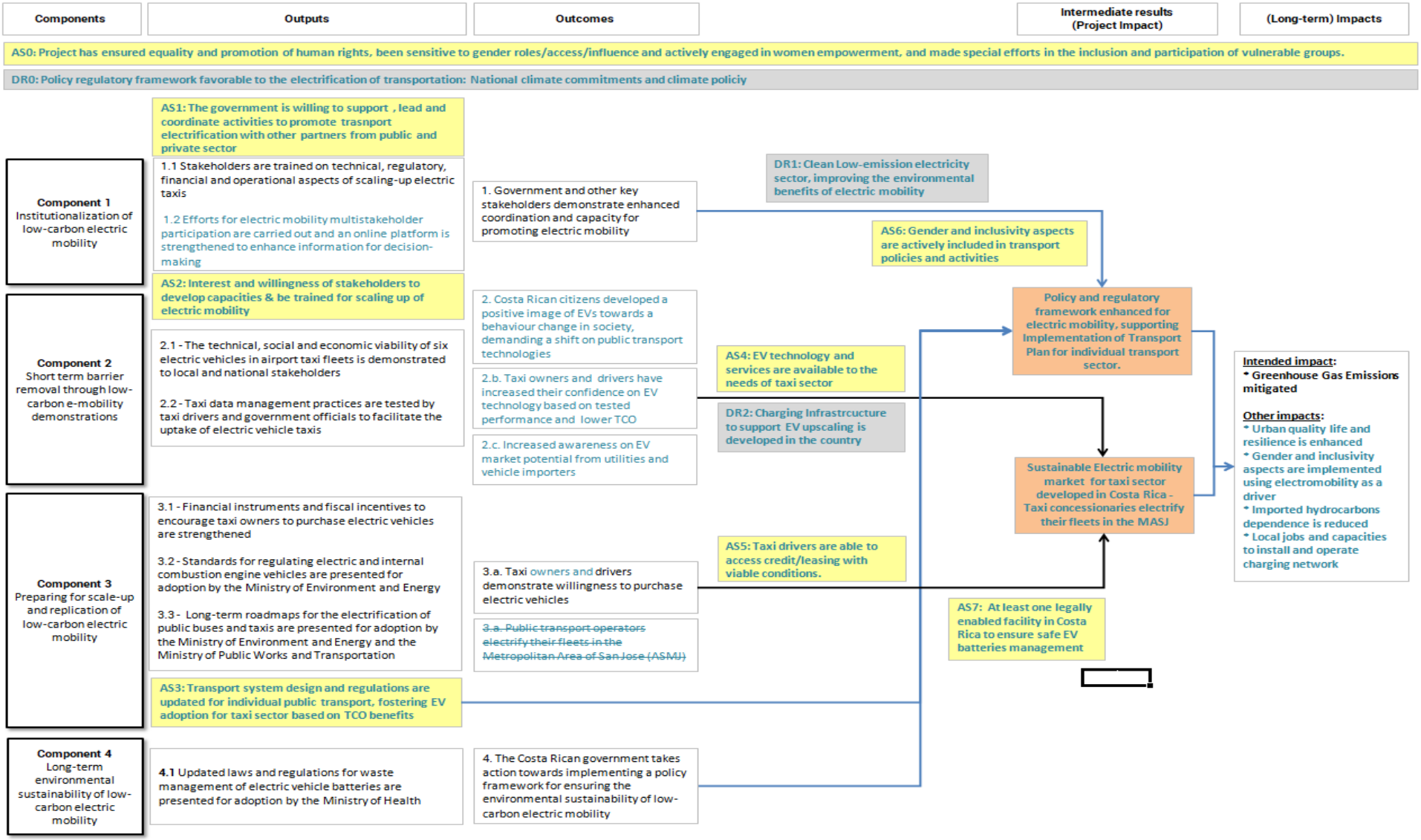
Formulation in original project document(s)	Formulation for Reconstructed TOC at Review Inception (RTOC)	Justification for Reformulation
OUTPUTS		
1.2. An electric mobility multi-stakeholder working group is created and an online platform strengthened for enhancing coordination of national decision-makers	1.2:. Information for decision-making is enhanced by strengthening an online platform and fostering multi-stakeholder participation in electric mobility	This output was modified during project implementation in revision #2 – 24.6.2024. The reasons were that establishing a governance mechanism with multistakeholder participation has not been prioritized by the current administration.

Table 7: Justification for reformulation / expansion of drivers and assumptions

Formulation in original project document(s)– *insert source/date*	Formulation for reconstructed ToC at inception (RTOC)	Justification for reformulation
DRIVERS		
-	Driver 0 (Cross-cutting): Policy/regulatory framework favorable to the electrification of transportation: National climate commitments and climate policy	
	Driver 1- Clean Low-emission electricity sector, improving the environmental benefits of electric mobility	
	Driver 2: Charging Infrastructure to support EV up scaling is developed in the country	
ASSUMPTIONS		
Human rights and gender equality[15]	ASO (cross-cutting): Project has ensured equality and promotion of human rights, been sensitive to gender roles/access/influence and actively engaged in women empowerment, and made special efforts in the inclusion and participation of vulnerable groups	No specific commitment on that regard was included within the project in the design stage.
	AS1: The government is willing to support , lead and coordinate activities to promote transport electrification with other partners from public and private sector	
	AS2: Interest and willingness of stakeholders to develop capacities & be trained for scaling up of electric mobility	
	AS 3: Transport system design and regulations are updated for individual public transport, fostering EV adoption for taxi sector based on TCO benefits	
	AS4: EV technology and services are available to the needs of taxi sector	
	AS5: Taxi drivers are able to access credit/leasing with viable conditions.	
	AS6: Gender and inclusivity aspects are actively included in transport policies and activities	

[15] If the project design document and the framework are silent on human rights and gender equality, the following assumption must be included in the TOC: 'The project works toward the UN principles on human rights and gender equality'.

Figure 3: Theory of Change at review



IV. REVIEW FINDINGS

A. Strategic Relevance

Alignment to UNEP's UNEP Medium Term Strategy[16] (MTS), Programme of Work (POW) and Strategic Priorities

Table 8: Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW), and Strategic Priorities

UNEP strategic document	Alignment with UNEP's mandate and thematic priorities	Level of alignment
MTS (2018-2021)[17]	The project is aligned with the UNEP Medium-Term Strategy 2018–2021, particularly with the following subprogrammes and objectives: 1. Climate Change. Objective: *Countries increasingly transition to low-emission economic development and enhance their adaptation and resilience to climate change*. The project contributed to greenhouse gas emission reductions through the large-scale deployment of electric public transport vehicles in the Greater Metropolitan Area of Costa Rica. This was achieved through the institutionalization of enabling policies (Component 1), demonstrative investments in electric vehicles for airport taxi services (Component 2), and the preparation of conditions for scale-up and replication (Component 3). 2. Environmental Governance. Objective: *Policy coherence and strong legal and institutional frameworks increasingly achieve environmental goals in the context of sustainable development*. The project supported evidence-based and coherent policy development by generating lessons learned from demonstration projects, which informed reports and policy recommendations on the use of electric vehicles in public transport (Component 2). In addition, Component 4 contributed to strengthening the regulatory framework for the environmental sustainability of electromobility. Institutional capacities were also reinforced, and stakeholder engagement enhanced, through improved coordination and targeted capacity-building activities implemented under Component 1. 3. Chemicals, Waste and Air Quality. Objective: *Sound management of chemicals and waste and improved air quality contribute to a healthier environment and better health for all*. The project contributed to updating regulations for the management of electric vehicle battery waste through the development of regulatory proposals for the integrated management of end-of-life electric vehicle batteries (Component 4).	Full alignment
POW (2020-2021)[18]	The project is in line with the UNEP Programme of Work for the period 2020–2021, particularly with the following subprogrammes and expected accomplishments: 1. Climate Change Subprogramme – Expected Accomplishment (b): *Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies*. The project actively contributed to the implementation of national strategies to promote the adoption of clean technologies, in particular through support to the National Electric Transport Plan (2018–2030), facilitating the deployment of electric public transport solutions and the related enabling conditions.	Full alignment

[16] 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 Expected Accomplishments (EAs), of the Sub-programmes. https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents.

[17] Refer to the MTS under which the project was approved.

[18] Refer to the POW under which the project was approved.

UNEP strategic document	Alignment with UNEP's mandate and thematic priorities	Level of alignment
	2. Environmental Governance Subprogramme – Expected Accomplishment (b): *Institutional capacities and policy and/or legal frameworks are enhanced to achieve internationally agreed environmental goals, including the 2030 Agenda for Sustainable Development and the SDGs*. The project contributed to strengthening institutional capacities for the promotion of electromobility in Costa Rica through targeted capacity-building activities and enhanced inter-institutional coordination for demonstration and scale-up initiatives. In particular, the project supported the work of the Public Transport Council (CTP) in advancing policy implementation related to electric public transport. 3. Chemicals, Waste and Air Quality Subprogramme – Expected Accomplishment (b): *Policies and legal, institutional and fiscal strategies and mechanisms for waste prevention and the environmentally sound management of chemicals and waste are developed or implemented, in line with relevant multilateral environmental agreements and SAICM*. By promoting regulatory recommendations for electric vehicle battery management, the project contributed to the adoption of improved waste management practices for electric vehicle batteries and supported progress towards an integrated regulatory framework for end-of-life batteries. 4. Resource Efficiency Subprogramme – Expected Accomplishment (b): *Public, private and financial sectors increasingly adopt and implement sustainable management frameworks and practices*. Through targeted engagement with the financial sector, including National Bank of Costa Rica and Banco de Costa Rica, the project supported the adoption of sustainable investment practices, the decarbonisation of investment portfolios, and the financing of green and low-emission technologies	
Bali Strategic Plan for Technology Support and Capacity Building[19]	The project aligns with the Bali Strategic Plan by strengthening institutional and technical capacities for the adoption and scaling up of environmentally sound transport technologies. Through policy support, capacity-building and technology demonstration activities, the project facilitated the uptake of electric mobility solutions in Costa Rica's public transport sector, while generating knowledge and enabling conditions for replication and long-term sustainability.	Full alignment
South-South Cooperation[20]	The project is aligned with South–South Cooperation by actively leveraging UNEP's Global Electric Mobility Programme to promote knowledge exchange and peer learning among developing countries. The Global Programme aims to provide support to low- and middle-income countries worldwide in the transition to electric mobility, through support for thematic groups, investment platforms, and the monitoring and dissemination of key results. A total of 27 Country Child Projects are under the Global Programme, including the Costa Rica E-mobility Project (GEF ID: 10270). Through participation in regional and global platforms, technical exchanges, and the dissemination of lessons learned, the project facilitated the sharing of policy, regulatory, and technological experiences on electric public transport between Costa Rica and other countries in the Global South. This collaboration strengthened collective capacities, supported the adaptation of proven solutions to local contexts, and contributed to accelerating the transition to electric mobility through South–South and triangular cooperation.	Full alignment

Alignment to Donor/GEF/Partners Strategic Priorities

[19] If applicable.

[20] If applicable.

Table 9: Alignment to Donor/GEF/Partner Strategic Priorities

Donor or partner strategic document	Alignment with donor or partner strategic priorities	Level of alignment
GEF	The project is fully aligned with the Global Environment Facility (GEF) Climate Change Mitigation Focal Area, in particular with Objective 1: "Promote innovation and technology transfer for sustainable energy breakthroughs", through CCM-1/CCM-2, which focus on the promotion and demonstration of innovative electric drive technologies and electric mobility solutions. By combining policy and regulatory support, institutional capacity-building, and targeted demonstration investments, the project addressed key barriers to the adoption of electric public transport. In doing so, it catalysed co-financing, facilitated technology transfer, and created conditions for replication and scale-up, contributing to long-term global environmental benefits in line with GEF strategic objectives.	Full alignment

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

Table 10: Relevance to Global, Regional, Sub-regional and National Environmental Priorities

Strategic document or agreement	Alignment with global, regional, sub-regional, national environmental priorities	Level of Alignment
Paris Agreement	Costa Rica is committed to supporting the implementation of the Paris Agreement and has announced an ambitious national target of achieving carbon neutrality by 2050. To meet this objective, the country has identified the need to achieve significant reductions in greenhouse gas emissions in the transport sector.	Full alignment
Nationally Determined Contributions	Costa Rica has an absolute and unconditional emissions reduction target to keep net GHG emissions below 9.37 metric tons of carbon dioxide equivalent (MtCO2e) by 2030. Transport is key to achieving this target, electrification of transport is an essential element of efforts to attain the country's NDC goals, as in the past years over 95% of generated electricity has come from renewable energy sources.	Full alignment
National Electric Transport Plan (2018-2030)	Main policy document guiding the country's transition to a low-emission transport sector. 2018–2030, particularly in public transport, as it contributes directly to the development and implementation of several key outputs identified in the Plan. Specifically, it includes the implementation of pilot projects, the development of economic and financial feasibility studies, and the analysis of financing schemes and incentive mechanisms.	Full alignment

Complementarity with Existing Interventions/Coherence

Table 11: Complementarity with existing interventions/coherence

Other initiatives by UNEP or other organizations	**Complementarity** *(including collaboration, coordination and overlap or duplication)*	**Level of Alignment**
Global Programme to Support Countries with the Shift to Electric Mobility – UNEP	The Global program aims at providing support to low and middle-income countries around the world with the shift to electricmobility, through support for thematic groups, investment platforms and monitoring and dissemination of key results. 27 Country Child Projects are under the Global Programme, including Costa Rica E-mobility project. (GEF ID: 10270).	Full alignment
Leapfrogging to e-buses in Costa Rica	The Leapfrogging to e-buses in Costa Rica project was an initiative implemented by UNEP and primarily financed by CRUSA, aimed at accelerating the transition of the public bus transport sector toward electric technologies, with a focus on the GMA. Its main objective was to enable the technical, institutional, and financial conditions required for the electrification of the bus sector, allowing Costa Rica to bypass intermediate, more polluting technologies. The project includes the activation and strengthening of inter-institutional governance mechanisms, technical and financial feasibility studies for electric bus routes, capacity building for public and private stakeholders, and the development of a five-year strategic plan to promote innovation in electric mobility. With an approximate budget of USD 750,000 and an implementation period running until early 2021, the project plays a key enabling role by generating strategic and technical inputs that support subsequent large-scale initiatives and contribute to the implementation of Costa Rica's National Electric Transport Plan and national decarbonization objectives.	Full alignment
MiTransporte Project Implementer: GIZ	The MiTransporte Project in Costa Rica was an initiative implemented by GIZ that operated until 2021. The project aimed to support Costa Rica's transition toward a more sustainable, low-emission transport sector, in line with national decarbonization and electric mobility policies. Within its public transport component, MiTransporte focused on the demonstration and piloting of electric buses under real operating conditions, generating technical, regulatory, and operational evidence to reduce risks and inform future scale-up. Key activities included the deployment of three pilot electric buses, the development of regulatory and operational frameworks for electric bus services, capacity building for public institutions and transport operators, and support for complementary areas such as battery waste management, heavy-duty vehicles, active mobility, and transport innovation. Through these actions, the project played a foundational role in strengthening institutional capacities and paving the way for the large-scale adoption of electric buses in Costa Rica's public transport system.	Full alignment

83. The project made a substantive contribution to UNEP's and the donor's planned results by advancing low-emission transport solutions through an integrated approach combining policy and regulatory support, institutional strengthening and targeted technology demonstration. In line with UNEP's Climate Change and Environmental Governance subprogrammes, as well as GEF's Climate Change Mitigation Focal Area (CCM-1/CCM-2), the project addressed key regulatory, institutional and financial barriers to electric public transport. Its contribution extended beyond pilot interventions by embedding electric mobility within national policy frameworks, generating operational evidence through demonstration projects, and catalyzing significant co-financing. The magnitude of these contributions is reflected in the full achievement of planned outputs, the mobilization of resources well beyond GEF funding, and the creation of enabling conditions to promote replication and scale-up, consistent with UNEP's and GEF's objectives of transformational impact and long-term global environmental benefits.

84. At the national and regional levels, the magnitude of the project's contribution is reflected in its direct support to Costa Rica's long-term decarbonization pathway and transport-sector transformation agenda. By contributing to the implementation of the National Electric Transport Plan (2018–2030) and addressing priority gaps in the electric mobility ecosystem, the project strengthened the enabling environment for large-scale emissions reductions in a sector that is critical to achieving Costa Rica's unconditional NDC target, its commitments under the Paris Agreement, and its carbon neutrality goal by 2050. The project's emphasis on complementarity rather than duplication ensured an efficient use of donor resources, while expanding the scope and depth of electric mobility interventions beyond existing initiatives. Through UNEP's global electric mobility programme, the project also generated scalable approaches, investment-ready frameworks and transferable lessons with relevance for South–South and regional replication, thereby enhancing the overall impact and added value of UNEP and donor support

Findings Statements on Strategic Relevance and Complementarity

85. Strategic relevance was strengthened by strong alignment with national priorities and global frameworks, which enhanced ownership and sustained implementation performance. The project's strategic relevance was a key factor underpinning its strong implementation performance, as evidenced by consistently high progress ratings in the PIR. Alignment with Costa Rica's National Electric Transport Plan (2018–2030), the country's NDC and Paris Agreement commitments ensured that project activities addressed priority policy and institutional gaps in the transport sector. This alignment facilitated high levels of government engagement and ownership, particularly among energy authorities, which in turn enabled timely implementation, effective coordination across institutions and the successful completion of planned outputs.

86. Complementarity with existing initiatives and UNEP-led global platforms increased the project's added value and avoided fragmentation of efforts. The project focused on complementarity—rather than duplication — which was central to its contribution and overall performance. By building on existing national policies and initiatives, and by leveraging UNEP's global electric mobility programme and South–South cooperation platforms, the project filled critical gaps in regulation, institutional capacity and practical knowledge without overlapping with several ongoing interventions. This complementary positioning enabled efficient use of GEF resources, facilitated the mobilization of co-financing beyond initial expectations, and enhanced the scalability and transferability of project results. The finding highlights that strategic complementarity was a deliberate design and implementation choice that increased the project's systemic impact and strengthened its contribution to UNEP, donor and regional objectives.

Rating for Strategic Relevance: **Highly Satisfactory**

Rating for Alignment to UNEP MTS, POW and Strategic Priorities: Highly Satisfactory
Rating for Alignment to Donor/GEF/Partner Strategic Priorities: Highly Satisfactory
Rating for Relevance to Global, Regional, Su-regional and National Priorities: Highly Satisfactory
Rating for Complementarity with Existing Interventions/Coherence: Highly Satisfactory

B. Quality of Project Design

Table 12: Summary of quality of project design assessment ratings

	SECTION	RATING (1-6)	Summary Assessment
A	Project Preparation	3	The project document presents a clear problem analysis and a coherent results framework, with well-defined outcomes and outputs addressing key barriers to electric mobility. Stakeholder analysis is broad and covers major institutional actors, and gender considerations are explicitly integrated. However, some relevant stakeholders were not explicitly included at design stage, and there is limited evidence of stakeholder consultations during project preparation, particularly regarding marginalized groups.
B	Risk identification and Safeguards	5	The project includes a comprehensive risk matrix addressing political, institutional and operational risks, as well as environmental and climate-related risks.

	SECTION	RATING (1-6)	Summary Assessment
			While mitigation measures are identified, risks related to stakeholder participation and inclusion of vulnerable groups are less thoroughly analysed. Climate and environmental risks are adequately considered, particularly regarding infrastructure vulnerability.
C	Governance and Supervision Arrangements	6	Governance and supervision arrangements are clearly defined and appropriate to the project context. Roles and responsibilities, including those of UNEP, are well articulated, and the Steering Committee structure provides adequate oversight and coordination mechanisms.
D	Partnerships	5	The project design ensured strong coordination and complementarity among key stakeholders, with no duplication of efforts. The implementing agency (UNEP), ICE, and partners from other projects and funding initiatives were effectively engaged, supporting coherent implementation. Roles and responsibilities of participating institutions were clearly communicated during the inception workshop, contributing to a shared understanding of institutional roles.
E	Strategic Relevance	6	The project is strongly aligned with UNEP strategic priorities, GEF objectives and national environmental and transport policies. Complementarity with other initiatives is clearly articulated, supporting the project's relevance at global, national and sectoral levels.
F	Logical Framework and Causality	4	While the project document clearly identifies key barriers, proposed actions and outcomes that are realistic in relation to the project's timeframe and scope, it does not include an explicit Theory of Change articulating causal pathways, assumptions and impact drivers. Although these elements are implicitly addressed in the project design and were later reconstructed through a ToC exercise, they are not systematically presented in the ProDoc. In addition, while baselines, targets and gender-specific indicators are included, some indicators and means of verification could be more clearly aligned with the intended outcomes to strengthen causal clarity and coherence.
G	Financial Planning	5	The budget is comprehensive and clearly structured by component and activity. Although overall resources were limited relative to project ambitions, fund allocation was generally appropriate, and co-financing expectations were realistic.
H	Efficiency	4	The design builds on existing initiatives and leverages synergies, enhancing efficiency. However, insufficient anticipation of risks related to agreements with private concessionaires contributed to delays, highlighting the need for stronger stakeholder and risk analysis during design.
I	Monitoring	4	No specific budget was set aside for implementing a comprehensive monitoring and evaluation plan, except for midterm and final review. Monitoring responsibilities were assigned to Project Manager.
J	Sustainability / Replication and Catalytic Effects	3	Sustainability considerations are embedded across components, particularly institutional and financial aspects (Component 1 and Component 3), but are not explicitly articulated as a coherent strategy. Plans for scale-up, replication and dissemination of lessons learned are limited and could have been more fully developed. Some considerations and drivers seem too optimistic.
K	Learning, Communication and Outreach	3	The project includes basic knowledge management mechanisms, supported by an online platform and linkages to the Global Electric Mobility Programme. However, the communication and learning strategy is not clearly articulated, and governance arrangements for knowledge dissemination could have been strengthened.
	Total (Weighted) Score:	**4.21**	*(Full analysis in the Inception Report, available from the Project/Task Manager)*

Rating for Project Design: Moderately Satisfactory

C. Nature of the External Context

87. The project was implemented in an external context characterized by dynamic political, institutional and market conditions that significantly shaped implementation and scalability prospects.

88. At the national level, the project was well aligned with Costa Rica's electric mobility agenda and complemented existing transport initiatives by addressing the regulated taxi sector, which had not previously been a central focus of public policy. This positioning allowed the project to fill a strategic gap within the broader transport decarbonization framework.

89. A major external factor was the change in government authorities in 2022, which resulted in reduced political prioritization of electromobility in the transport and energy sectors and weaker inter-institutional coordination. This shift limited the enabling policy environment and increased reliance on a narrower set of committed institutions. The project's ability to adapt to this less supportive policy environment was a key factor in achieving its expected results despite diminished political momentum.

90. From a market and operational perspective, the context was characterized by structural constraints affecting scalability. These included the financial vulnerability of taxi operators, exacerbated by the COVID-19 pandemic, which limited their ability to invest in electric vehicles, while gaps in fast and semi-fast charging infrastructure persisted despite efforts by the national utility ICE.

91. At the same time, the regulated taxi sector has shown a gradual decline in recent years, largely due to the expansion of unregulated alternatives. This has led to license plate returns and a reduction of approximately 50% in the number of taxis operating in the Greater Metropolitan Area (GAM) over the past five years. It is likely that many drivers have transitioned into the informal, unregulated sector, complicating the policy environment for both transport and energy. In this regard, the role of MOPT-CTP in international cooperation projects should be reconsidered, as these institutions ought to assume a leading role after pilot projects are implemented, particularly in relation to system design and regulatory structures.

Rating for Nature of the external context: Moderately Unfavourable

D. Effectiveness

Availability of Outputs

Table 13: Availability of outputs

	Narrative Assessment	Sources of Information/Evidence
Output 1.1: Stakeholders are trained on technical, regulatory, financial and operational aspects of scaling-up electric taxis	Level of delivery: Fully delivered A capacity Building Plan designed for the taxi, institutional, and financial sectors was completed and validated with MINAE, MOPT, and CTP. Training covered benefits of electric mobility, rationale for electrifying public transport, advancements in electric vehicle battery waste management and electric mobility policy context. Sessions emphasized gender and inclusivity aspects of public transport. Over 130 participants from 35 organizations attended the different training sessions. Key collaboration partners in conducting the capacity-building activities included the GEF-7 Support and Investment Platform for Latin America and the Caribbean, UNEP, and the Sustainable Mobility Center (CMS). Results obtained were a broader understanding of electrification of public transport, and collaborative approach requested for successful transition. Activities to achieve this output were aligned with workplan.	Project reports - PIR 2022 to 2025 Training activity presentations Lists of participants attending the training sessions Interviews with project team and partners

	Narrative Assessment	Sources of Information/Evidence
Output 1.2: Efforts for electric mobility multistakeholder participation are carried out and an online platform is strengthened to enhance information for decision-making	Level of delivery: Fully delivered Output 1.2 was revised and adjusted during project implementation phase. Original output aimed at creating an electric mobility multi-stakeholder working group. Establishing a governance mechanism with multistakeholder participation was not prioritized by the government. Since the administration priority was public transport electrification, coordination was centralized through the CTP (public transport Council). The Project aligned to the governmental objective, concentrating efforts to generate impact. Although no formal group was created, through project activities and outreach significant engagement of other stakeholders, including institutions, academia, the private sector, civil society, and other actors was carried out. Due to operating and maintenance issues, MINAE decided to gather and process information on electric vehicles offline, ensuring the publication and availability of updated information on electric vehicle registrations through MINAE´s website. A dedicated site for sustainable mobility in MINAE´s website contains reports and relevant results for stakeholders.	Project reports - PIR 2022 to 2025 Interviews with project team and partners MINAE and CRUSA websites
Output 2.1: The technical, social and economic viability of six electric vehicles in airport taxi fleets is demonstrated to local and national stakeholders	Level of delivery: Fully delivered A pilot project redesign was necessary to advance with the project, based on the current legal framework of Costa Rica. During the pilot design phase, legal analysis identified that originally proposed electric taxi operating conditions were unviable, as the regulatory framework restricts the use of rented vehicles for taxi services. Revising this law was not feasible within the project timeframe and was not a current government priority. As a result, alternative implementation options were discussed at high level, and authorities agreed to use an existing mechanism allowing taxi concessionaires to replace conventional vehicles with electric units through a request to the Public Transportation Board based on vehicle antiquity. The redesign was approved by UNEP in March 2023, moving from a taxi renting scheme to the acquisition of 6 electric vehicles by selected airport taxi concessionaries through a credit. GEF project funds covered the incremental cost of the electric unit. In addition, negotiations between the Executing Agency and the airport concessionaire (AERIS) led to the involvement of the Costa Rican Institute of Electricity (ICE). This partnership enabled the installation of semi-fast chargers at the airport taxi parking area for the exclusive use of electric taxis. The provision, installation and one-year maintenance of the charging infrastructure were financed through GEF-7 project funds. Although the project successfully adapted to the evolving regulatory context and ultimately achieved its intended objective, the required regulatory review, redesign of the pilot project, negotiations with AERIS and subsequent revision of project activities resulted in implementation delays and generated tensions among key actors. These dynamics posed risks to sustained stakeholder engagement and collaboration. Such risks were not adequately anticipated or addressed during the project design phase.	Project reports - PIR 2022 to 2025 Interviews with project team and partners Deliverables reports and Field Visit with beneficiaries at the airport and surroundings.
Output 2.2: Taxi data management practices are tested by taxi	Level of delivery: Fully delivered Data management equipment was adequately procured, installed and used within the project implementation, to collect relevant data and analysis. Main results during the reporting	Project reports - PIR 2022 to 2025 Interviews with project team and partners

	Narrative Assessment	Sources of Information/Evidence
drivers and government officials to facilitate the uptake of electric vehicle taxis	period included: the collection and analysis of operational data from electric taxis to compare performance with internal combustion engine vehicles; the development of heatmaps to identify primary travel destinations and operational patterns of taxi drivers; and the monitoring of key operational parameters to assess vehicle performance and usage. Reports and recommendations related to this data are publicly available. Activities to achieve this output were aligned with workplan, despite delays in pilot project implementation.	Deliverables reports
Output 3.1: Financial instruments and fiscal incentives to encourage taxi owners to purchase electric vehicles are strengthened	Level of delivery: Fully delivered The output was adjusted during project implementation, to stress the importance on financial instruments for electric taxis, as it was identified as one of the most relevant barriers. A financing programme was launched with the National Bank of Costa Rica, resulting in the signing of preferential credit agreements with six airport taxi concessionaires in August 2023. This initiative marked the first successful collocation of credit offers for electric public transport services in Costa Rica, offering favorable terms. GEF project funds covered the incremental cost of the electric vehicles for the taxi owners. A proposal for a financial instrument for the development Banking System for the scaling up of electric taxis in Costa Rica and an analysis of national experiences and global best practices in incentives for electric taxis and recommendations for updating laws were carried out and are publicly available for relevant stakeholders. However, these actions warrant greater attention in a sector where ownership structures themselves limit access to credit—an issue further exacerbated by the post-COVID-19 context, which affected solvency and repayment capacity.	Project reports - PIR 2022 to 2025 Interviews with project team and partners, specifically with National Bank of Costa Rica. Deliverables reports
Output 3.2: Standards for regulating electric and internal combustion engine vehicles are presented for adoption by the Ministry of Environment and Energy	Level of delivery: Fully delivered A proposal for energy efficiency standards was presented to MINAE. Findings and proposals were addressed in a consultation workshop with key stakeholders, including the participation of the project implementers (CRUSA, UNEP, and MINAE), the institutional sector (MOPT, National Road Safety Council -COSEVI-, Ministry of Finance, Costa Rican Petroleum Refinery -RECOPE-), private sector (Dekra as the mandatory vehicle inspection provider, Institute of Technical Standards of Costa Rica -INTECO- and vehicle importers),cooperation agencies (GIZ), academia (National Learning Institute -INA-, CEA Institute, and the consultant team from the University of Costa Rica). Regulations regarding energy efficiency were updated in May 2025, taking into consideration the proposals elaborated as part of the project. Activities to achieve this output were aligned with workplan.	Project reports - PIR 2022 to 2025 Interviews with project team and partners Deliverables reports
Output 3.3: Long-term roadmaps for the electrification of public buses and taxis are presented for adoption by the	Level of delivery: Fully delivered The roadmap for buses was developed through a joint effort between the GEF7 Global Electric Mobility Programme and the Solutions Plus Programme and reviewed by MINAE, MOPT CTP, ICE, ARESEP and UNEP Taxi electrification roadmap, aimed at	Project reports - PIR 2022 to 2025 Deliverables reports and MINAE's website.

	Narrative Assessment	Sources of Information/Evidence
Ministry of Environment and Energy and the Ministry of Public Works and Transportation	establishing baseline conditions for taxi services, and was reviewed in collaboration with MOPT and CTP. Activities to achieve this output were aligned with workplan	
Output 4.1: Updated laws and regulations for waste management of electric vehicle batteries are presented for adoption by the Ministry of Health	Level of delivery: Fully delivered A proposal for standards, norms and a policy framework for the management of electric vehicle battery waste in Costa Rica was developed and approved by the Ministry of Environment and Energy in its role as National Project Director and subsequently shared with the Ministry of Health. Although the deliverables for Output 4.1 were completed as planned, the limited involvement of the Ministry of Health during project implementation indicates weak political and inter-institutional articulation in this area.	Project reports - PIR 2022 to 2025 Deliverables reports Interviews with project team

92. Overall, the project fully delivered all planned outputs, achieving a 100% completion rate across components, despite adjustments made during implementation. Outputs under Component 1 strengthened institutional, technical and stakeholder capacities through comprehensive training and outreach activities targeting the taxi, institutional and financial sectors. Capacity-building efforts reached over 130 participants from 35 organizations and enhanced understanding of electric public transport, regulatory frameworks, battery waste management and gender and inclusivity considerations. While the originally planned multistakeholder governance mechanism was not established due to shifting government priorities, the project successfully adapted by aligning coordination with existing institutional structures, particularly the Public Transport Council (CTP), and ensured continued stakeholder engagement through targeted activities and information dissemination. It is important to note that the coordination framework through CTP involved limited participation from MINAE and CRUSA, and that regulatory changes to make the sector sustainable were not actively pursued.

93. Outputs under Component 2 represent one of the project's most significant contributions, demonstrating the technical, social and economic viability of electric taxis in airport operations. Although regulatory constraints required a redesign of the pilot—shifting from a vehicle leasing model to direct acquisition by taxi concessionaires—the adapted approach was successfully implemented and supported by preferential financing and dedicated charging infrastructure. The pilot generated robust, independently verified operational data, including comparative performance analysis, heatmaps of travel patterns and monitored operational parameters, which increased confidence among stakeholders. However, the regulatory review, pilot redesign and negotiations with private actors introduced delays and tensions, highlighting that some contextual risks were underestimated at the design stage, even though adaptive management ultimately enabled full output delivery.

94. Under Components 3 and 4, the project delivered key outputs supporting scalability and long-term impact. These included recommendation for the design of innovative financial instruments for electric taxis, as well as policy proposals, updated energy efficiency standards and long-term roadmaps for taxi and bus electrification. Taken together, these outputs are of high quality and utility, providing investment-ready frameworks, regulatory guidance and strategic planning tools that strengthen the enabling environment for electric mobility, even as some institutional and political constraints continue to affect scalability, even conditioning the very existence of taxis within individual public mobility.

Achievement of Project Outcomes

95. For the assessment of the Outcomes, all approved project updates and revisions were integrated into the Results Framework, together with the ToC reformulation at the Inception Report phase.

96. In several cases, the performance indicators were not fully aligned with the intended scope of the respective Outcome. Therefore, a more in-depth and conceptually grounded assessment of Outcome achievement was undertaken.

Table 14: Achievement of project outcomes

Objective	**Facilitate the large-scale deployment of electric public transport vehicles in the Greater Metropolitan Area of Costa Rica**
Performance Indicator(s) and Target(s):	**Indicator #1**: Greenhouse Gas Emissions Mitigated (tons of CO2e) Target: Total direct (2021-2036): 664,536 tCO2e / Total indirect (2021-2036): 1,550,291 tCO2e Value at end-of-project: 634,136 tCO2e (total direct emissions) 1,478,791 tCO2e (total indirect emissions). **Indicator #2**: Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment Target: 2300 people: 1150 men / 1150 women Value at end-of-project: 10720 beneficiaries 5298 men /5422 women
Sources of Information /Evidence:	PIR 2025 and Final report from EA Project deliverables
Narrative Assessment:	The project achieved the two GEF core indicators required. The project achieved its goal of reducing greenhouse gas (GHG) emissions. This objective was met mainly through the implementation of a demonstration pilot program in the airport taxi fleet, and the achievement of all projected outputs. The project achieved its goal of benefiting more than 10.000 stakeholders, through capacity building, training, workshops and demonstration pilot projects. It is important to highlight a weakness in the indicator used to define the beneficiary population, which was partly linked to airport taxi users—many of whom may be foreign travelers and represent a very specific user group.
Level of Achievement:	Fully achieved

Outcome 1:	**Government and other key stakeholders demonstrate enhanced coordination and capacity for promoting electric mobility**
Performance Indicator(s) and Target(s):	**Indicator 1.1**. Number of new initiatives developed/ undertaken with participation of multiple government agencies and involvement of civil society and private sector. Target: 4 Value at end-of-project: 4 **Indicator 1.2**. Number of reports on experiences and lessons learned from the Costa Rica project shared with the Global Programme on Electric Mobility. Target: 2 Value at end-of-project: 2
Sources of Information / Evidence:	PIR 2022-2025 Project deliverables shared with stakeholders
Narrative Assessment:	Several high-quality reports with useful information for Costa Rican stakeholders and other countries were prepared and disseminated. In addition, training and workshops were carried out during project implementation, which increased the knowledge and underestimating of electric mobility main aspects and challenges to be addressed. Significant efforts were made to coordinate actions among stakeholders, and some relevant agreements were reached during project implementation with National Bank of Costa Rica, AERIS and ICE. As a result, stakeholders are better prepared and more engaged in the transition to electric mobility.

Outcome 1:	**Government and other key stakeholders demonstrate enhanced coordination and capacity for promoting electric mobility**
	Despite coordination efforts carried out by the EA, collaborative and integrated public- private approach was one of the key challenges faced by the project and remain as a barrier for faster adoption of electric mobility in public transport in Costa Rica after the project conclusion
Level of Achievement:	Partially achieved

Outcome 2:	**Costa Rican citizens developed a positive image of EVs towards a behaviour change in society, demanding a shift on public transport technologies.**
Performance Indicator(s) and Target(s):	**Indicator 2:** Number of users of airport electric taxis (adjusted in project revision 1) Target: 2020 people. Value at end-of-project: 3664 people
Sources of Information /Evidence:	PIR 2022-2025 Project deliverables and reports
Narrative Assessment:	The outcome has been modified during Inception Report phase, as the original one was not related directly to the outputs resulting from the initiative of six electric taxis. Regarding airport taxis, a significant number of passengers used the six electric taxis during the pilot phase (3,664 passengers), and this figure is expected to increase as the vehicles continue operating at Juan Santamaría International Airport. However, the current indicator does not adequately capture users' willingness to adopt electric transport or the broader penetration of electric mobility within public transport. The mere use of taxis in the airport seems to optimistic to promote a behaviour change in society. Moreover, the main barrier is not demand-related but rather linked to supply-side constraints. A more appropriate indicator would therefore be the number of additional electric taxis or buses introduced as a direct result of the project, beyond the six pilot vehicles
Level of Achievement:	Partially achieved

Outcome 2b:	**Taxi owners and drivers have increased their confidence on EV technology based on tested performance and lower TCO**
Performance Indicator(s) and Target(s):	No indicator and Target set, as the Outcome was proposed as part of the ToC review
Sources of Information /Evidence:	PIR 2025 Project deliverables for TCO Interviews with taxi owners and drivers
Narrative Assessment:	The outcome has been added during Inception Report phase. The results of implementing the six-taxi pilot project were very positive in terms of building confidence in the technology and overcoming usage barriers among taxi owners and drivers—both through firsthand operational experience and the data generated during operation, which confirmed the economic advantages. Nevertheless, the business case did not yield positive returns for electric taxis, although their performance was better than that of conventional combustion-engine taxis.
Level of Achievement:	Fully achieved

Outcome 2c:	**Increased awareness on EV market potential from utilities and vehicle importers**
Performance Indicator(s) and Target(s):	No indicator and Target set, as the Outcome was proposed as part of the ToC review

Outcome 2c:	**Increased awareness on EV market potential from utilities and vehicle importers**
Sources of Information /Evidence:	PIR 2022-2025 Project deliverables Interviews with PM and ICE representatives On site visit to new ICE's charging stations
Narrative Assessment:	The outcome has been added during Inception Report phase. The electric vehicle market in Costa Rica has grown significantly in recent years, with increasing uptake among private vehicles as well as among ride-hailing drivers, who are not formally regulated, driven by economic advantages. Both importers and electricity utilities have taken steps to bring these vehicles into the market and have begun to develop nascent public charging networks to serve these users. While the six-taxi pilot project raised awareness among these actors, its scale remains limited relative to the number of vehicles being incorporated, as other constraints in the sector remain unchanged, hindering the upscaling.
Level of Achievement:	Partially achieved

Outcome 3a:	**Taxi owners and drivers demonstrate willingness to purchase electric vehicles**
Performance Indicator(s) and Target(s):	**Indicator:** Number of credit applications to purchase electric vehicles presented by taxi drivers (adjusted in project revision 1) Target: 10 Value at end-of-project: 16
Sources of Information /Evidence:	PIR 2022-2025 Project deliverables Interviews with taxi drivers (airport and city) and app-based drivers Interviews with National Bank of Costa Rica
Narrative Assessment:	Out of more than 100 airport taxi concessionaires, eleven applications were submitted for the pilot programme, and five additional electric taxis outside the pilot were identified nationwide. Although the target was formally achieved, regulations and market dynamics raise uncertainty as to whether the number of electric taxis will increase substantially in the coming years. Scalability remains constrained by persistent barriers, including insufficient fast and semi-fast charging infrastructure and the financial vulnerability of taxi operators, many of whom have limited access to credit. More importantly, the unregulated market has been expanding rapidly, while the number of licensed taxis in San José has declined over the past five years, reflecting an uneven playing field.
Level of Achievement:	Partially achieved

Outcome 3b:	**Public transport operators electrify their fleets in the Metropolitan Area of San Jose (GMA)**
Performance Indicator(s) and Target(s):	**Indicator:** Number of public transport fleet operators that introduce electric vehicles into their fleets in the Great Metropolitan Area (GAM) Target: 3 Value at end-of-project: 3
Sources of Information /Evidence:	
Narrative Assessment:.	The outcome was deleted as a result of the Inception Report phase, as it was not related with a causality pathway.
Level of Achievement:	N/A

Outcome 4:	**The Costa Rican government takes action towards implementing laws which ensure the environmental sustainability of low-carbon electric mobility**
Performance Indicator(s) and Target(s):	**Indicator**: Proposal for updating EV battery waste management regulations reviewed by the Ministry of Environment and Energy (adjusted in project revision 1) Target: 1 Value at end-of-project: 1
Sources of Information /Evidence:	PIR 2022-2025 Project deliverables Interviews with MINAE and CRUSA
Narrative Assessment:.	A proposal for updating laws and regulations for waste management of electric vehicle batteries was completed and presented to the Ministry of Energy and Environment and the Ministry of Health. However, no evidence of actual action taken by government authorities regarding this proposal was presented.
Level of Achievement:	Partially achieved

97. Overall, the project fully achieved its overarching objective of facilitating the deployment of electric public transport solutions and delivered the two required GEF Core Indicators, but many Outcomes were partially achieved, even when they met the targets, as a result of casualty pathway weaknesses. Most of the outcomes (5 out of 6) were evaluated as "Partially Achieved".

98. Regarding institutional capacity and coordination (Outcome 1), the project achieved meaningful but partial progress. High-quality technical reports, training activities and knowledge products were developed and disseminated nationally and internationally, including contributions to UNEP's Global Electric Mobility Programme. Several concrete agreements were reached with key actors such as the National Bank of Costa Rica, AERIS and ICE, and stakeholders are demonstrably better informed and prepared to engage in electric mobility initiatives. However, despite sustained coordination efforts by the Executing Agency, a fully integrated and collaborative public–private approach was difficult to consolidate, reflecting persistent institutional fragmentation and reduced political prioritization of electromobility during the latter stages of implementation.

99. Outcomes related to market uptake, user behaviour and fleet electrification (Outcomes 2 and 3) were also partially achieved. The pilot exceeded its revised user target, with 3,664 passengers using the six electric airport taxis, and eleven credit applications were submitted by taxi concessionaires, meeting the revised financing target. These results demonstrate willingness among users and drivers to adopt electric mobility. However, the project's direct electrification impact remained geographically and sectorally limited, with no additional public transport fleets electrified beyond the pilot taxis and a small number of non-pilot electric taxis. Scalability continues to be constrained by external factors, including insufficient fast-charging infrastructure, limited access to credit for taxi operators and the contraction of the regulated taxi sector. Finally, while Outcome 4 delivered a technically sound proposal for updating EV battery waste regulations, the absence of concrete follow-up action by government authorities indicates that regulatory uptake remains incomplete, underscoring the gap between technical readiness and political or institutional implementation capacity

Likelihood of Impact

100. The main factors considered in the Theory of Change at review are analyzed, including the elements that were incorporated or modified in relation to the design stage.

Table 15: Likelihood of impact

Factors influencing likelihood of impact	Assessment	Justification
Drivers to support transition from Outputs to the Project Outcomes	In place	No explicit TOC developed. Drivers and Assumptions were implicit and needed to be reconstructed. Drivers supporting the transition from outputs to project outcomes were valid and hold during project execution. In particular, the regulatory framework in Costa Rica is favorable to electrification of transport
Assumptions for the change process from Outputs to Project Outcomes AS1: The government is willing to support, lead and coordinate activities to promote transport electrification with other partners from public and private sector. AS2: Interest and willingness of stakeholders to develop capacities & be trained for scaling up of electric mobility. AS3: Transport system design and regulations are updated for individual public transport, fostering EV adoption for taxi sector based on TCO benefits	Partially Hold	No explicit TOC developed. Assumptions were implicit and needed to be reconstructed. Some assumptions for progress from project outputs to project outcome(s) hold partially during project execution: Assumption 1: Despite the government's interest in promoting electromobility, coordination among public sector actors was fragmented, and efforts to effectively integrate the private sector into coordination mechanisms were limited. These gaps generated significant challenges for advancing project implementation. Assumption 3: Progress in the design and regulatory framework of the transport system has been slow and insufficiently ambitious to drive a transformative change in the sector.
Proportion of **Project Outcomes** fully or partially achieved	All	The project achieved meaningful but partial progress, mainly regarding outcomes 1, 2 and 3, as some assumed conditions were not completely developed during project execution. About 85% of the Outcomes were Partially Achieved.
Drivers to support transition from Project Outcomes to Intermediate States. DR1: Clean Low-emission electricity sector, improving the environmental benefits of electric mobility. DR2: Charging Infrastructure to support EV up scaling is developed in the country.	In place	Drivers supporting the transition from outcomes to intermediate states are partially valid throughout project implementation. In particular, Costa Rica's clean, low-emission electricity matrix enhanced the environmental benefits of electric mobility, while ongoing improvements in charging infrastructure supported the potential for future scale-up.
Assumptions for the change process from the Project Outcomes to Intermediate States	Partially Hold	Assumptions supporting the transition from outcomes to intermediate states remained partially valid, as assumption 5 does not hold. Taxi operators face significant constraints in accessing credit, driven by cultural, regulatory and operational characteristics of the sector.This situation requires a

Factors influencing likelihood of impact	Assessment	Justification
AS4: EV technology and services are available to the needs of taxi sector. AS5: Taxi drivers are able to access credit/leasing with viable conditions.		broader approach than the creation of a financial instrument alone. The proposed outputs assume conditions that are not feasible to change within the project timeframe, thereby limiting the scope of intermediate states.
Proportion of **Intermediate States** achieved	Some	The project achieved meaningful but partial progress toward the intermediate states. While several short-term barriers were addressed, the scaling up of electric vehicles continues to face significant challenges, particularly related to the transport regulatory framework and the taxi sector. In addition, some of the market conditions assumed for electric vehicle development were not fully in place during project implementation.
Drivers to support transition from Intermediate States to Impact	In place	Drivers supporting the transition from Intermediate States to impact were valid and hold during project execution.
Assumptions for the change process from Intermediate States to Impact	Hold	Assumptions supporting the transition from Intermediate States to impact were valid and hold during project execution

101. Although no explicit Theory of Change was developed at the design stage, key drivers and assumptions were implicit and were reconstructed during the review. A credible causal pathway from outputs to outcomes and intermediate states was identified; however, not all assumptions fully held during implementation.

102. While enabling drivers—such as Costa Rica's favorable regulatory environment, clean electricity matrix, and improvements in charging infrastructure—remained valid, key assumptions related to sustained government leadership, inter-institutional coordination, and market readiness, particularly regarding regulation to create a viable taxi market and access to finance for taxi operators, only partially materialized.

103. As a result, progress toward intermediate states and large-scale fleet electrification remained partial, and the overall likelihood of achieving long-term impacts is assessed as moderate, with sustained emissions reductions contingent on post-project regulatory, financial, and institutional actions.

Rating for Effectiveness: Moderately Satisfactory

Rating for Availability of Outputs: Highly Satisfactory
Rating for Achievement of Project Outcomes: Moderately Satisfactory
Rating for Achievement of Likelihood of Impact (Use 'Likely' scale): Moderately Likely

E. Financial Management

Adherence to UNEP's Financial Policies and Procedures

104. Documentary evidence confirms that project was audited in accordance with applicable UNEP financial policies and procedures. Effective financial communication and consistent adherence to required standards throughout project implementation was verified.

105. Documentary evidence also shows regular monitoring of actual expenditures against the approved budget and workplan. Quarterly financial reports were submitted on time, and expenditures remained within approved budgets or acceptable tolerance levels, or within formally revised budgets.

Completeness of Financial Information

106. Complete and reliable financial documentation is available, including budgets disaggregated by funding source and records of disbursements.

Table 16: Financial management

Financial management components:		Rating	Evidence/ Comments
1. Adherence to UNEP's/GEF's policies and procedures:		**HS**	
Any evidence that indicates shortcomings in the project's adherence[21] to UNEP or donor policies, procedures or rules		No	
Was first disbursement carried out within 9 months of UNEP's project approval date.		Yes	PIR 2022
Were the procurement policies of UNEP and the donor(s) followed? *(where applicable)*		Yes	
2. Completeness of project financial information[22]:			
Provision of key documents to the evaluator (based on the responses to A-H below)		**HS**	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Tables in Annex F1, F2 of CEO Endorsement document provided, with reconciliation between GEF budget and UNEP budget lines, co-financing.
B.	Revisions to the budget	Yes	Revised budgets were prepared for each Project Revision
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	PCA (original)
D.	Proof of fund transfers	Yes	Audit report
E.	Proof of co-financing (cash and in-kind)	Yes	Co-finance report
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	Audit report
H.	Procure documents[23], including the approved requisition document and Source Selection Plan*(where applicable)*	Yes	
I.	Any other financial information that was required for this project (list):	N/A	
Overall rating		HS	Supported by the completeness, timeliness, and reliability of the financial information provided

Findings Statements on Financial Management

107. The project demonstrated a high level of financial management performance, with strong adherence to UNEP and GEF financial policies and procedures. No shortcomings were identified in relation to compliance with donor or UNEP rules, and the first disbursement was completed within nine months of project approval. Procurement processes followed applicable UNEP and donor policies, and comprehensive financial documentation was made available, including detailed budgets, approved budget revisions, legal agreements, records of fund transfers, co-financing reports, expenditure summaries, audit reports, and relevant procurement documentation. Overall, the completeness, timeliness and reliability of financial information support an overall rating of Highly Satisfactory(HS) for financial management.

Rating for Financial Management: Highly Satisfactory

Rating for Adherence to UNEP's Financial Policies and Procedures: Highly Satisfactory
Rating for Completeness of Financial Information: Highly Satisfactory

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

[22] See also document 'Criterion Rating Description' for reference.

[23] Relevant for procurement action over USD 10,000 in value.

F. Efficiency

108. The project demonstrated overall efficient use of resources, executing the activities and achieving its planned outputs within the approved budget, despite implementation delays that required a no-cost extension. The extension was justified and strategically used to complete critical activities that were essential for results quality and credibility, particularly the full monitoring and data analysis of electric taxi operations over a twelve-month period, additional capacity-building activities, strengthening access to financial mechanisms, and the development of a long-term roadmap for taxi electrification in the Greater Metropolitan Area. Demonstration pilots supported by independent data collection and verification strengthened stakeholder confidence and informed decision-making.

109. Efficiency was further enhanced through its strong complementarity with national electric mobility initiatives. By focusing on the taxi sector—previously underrepresented in public transport electrification efforts—the project avoided duplication and added value to existing collective transport initiatives.

110. In terms of environmental efficiency, the project minimized UNEP's carbon footprint by prioritizing virtual coordination and training where feasible, integrating activities into existing institutional processes, and limiting travel to essential field activities directly linked to implementation and verification needs

Table 17 - List of project extensions

Type of project extension (cost/no-cost)	Duration (# months)	Reason for no-cost extension
No cost extension	12 months	Completion of activities related to monitoring and data analysis during the twelve months of electric taxi operation, implementation of activities focused on scaling up the pilot project, capacity building, strengthening the availability of financial mechanisms, and development of a long-term roadmap for the electrification of taxi services in the Greater Metropolitan Region of San José.

Findings Statements on Efficiency

111. While delays were mainly associated with external factors—such as regulatory constraints, negotiations with the airport concessionaire, and space limitations for charging infrastructure—adaptive management by UNEP, MINAE and the Executing Agency (CRUSA) mitigated their impact. Adjustments to the pilot design and sequencing of activities allowed the project to maximize results without cost overruns, preserving cost-effectiveness while ensuring technical robustness and policy relevance.

112. CRUSA's strong technical capacity and implementation experience contributed to efficient execution, while collaboration with institutions such as MINAE, ICE, the National Bank of Costa Rica and AERIS enabled leveraging of existing infrastructure, financial instruments and operational data.

Rating for Efficiency: Satisfactory

G. Monitoring and Reporting

Monitoring of Project Implementation:

113. The project's monitoring system was operational throughout the implementation period and effectively supported the timely tracking of progress toward intended outputs and outcomes.

114. A results-based monitoring framework was established in the project document, including clearly defined indicators, targets, and reporting responsibilities, which enabled the systematic follow-up of activities and results. During project implementation, selected indicators were

reviewed and refined through project reviews in order to strengthen their relevance and improve their ability to capture project-specific progress and impacts more accurately. These adjustments reflect an adaptive management approach and contributed to more meaningful performance tracking over the life of the project.

115. Periodic progress reviews and coordination meetings allowed for the identification of implementation bottlenecks, emerging risks, and opportunities for adjustment, leading to timely refinements in workplan, stakeholder engagement strategies, and resource allocation, mainly related to pilot implementation.

116. Nonetheless, no specific budget was set aside for implementing a comprehensive monitoring and evaluation plan, except for midterm and final review; embedding the activities into a broader project budget, assigning responsibilities to the Project Manager.

Project Reporting

117. The project demonstrates complete and well-structured reporting documentation, with clear evidence of timely submission throughout the implementation period. Monitoring and progress reports were delivered in accordance with agreed schedules, supporting transparent oversight of project execution.

118. Monitoring activities incorporated the tracking of participation and representation of disaggregated groups, including gender considerations, particularly in capacity-building activities, stakeholder consultations, and pilot interventions. This consistent approach to reporting and disaggregation supports informed monitoring of stakeholder engagement and contributes to accountability. Overall, the quality, completeness, and timeliness of reporting justify a highly satisfactory rating.

Findings Statements on Monitoring and Reporting:

119. The project applied an adaptive management approach, using monitoring information to refine indicators and adjust implementation strategies as needed.

120. Regular monitoring and reporting enabled the timely identification of implementation bottlenecks, allowing corrective actions to be taken without compromising progress toward results

Rating for Monitoring and Reporting: **Highly Satisfactory**

Rating for Monitoring of Project Implementation: Highly Satisfactory
Rating for Project Reporting: Highly Satisfactory

H. Sustainability

Socio-political Sustainability

121. Project outcomes benefit from alignment with national policies and increasing political commitment to climate action and sustainable transport, which has strengthened stakeholder ownership and social acceptance. Continuous engagement with public and private stakeholders has contributed to legitimacy and buy-in, supporting the persistence of results beyond project completion.

122. However, sustainability may be affected by changes in political priorities, leadership turnover, or shifts in institutional focus. The continuation of benefits will depend on sustained political commitment and effective coordination among key actors once direct project support ends.

Financial Sustainability

123. The project improved the enabling environment and supported market-oriented approaches that facilitate future investment and resource mobilization. Demonstration effects and reduced information barriers have strengthened conditions for leveraging additional public and private financing.

124. Nevertheless, long-term sustainability remains partly dependent on the availability of dedicated financing instruments, incentives, and favorable macroeconomic conditions. Limited access to capital, especially for taxi owners, could constrain the scaling-up and replication of project outcomes.

Institutional Sustainability

125. Institutional sustainability is supported by capacity-building efforts and the integration of project approaches within existing institutional mandates, enhancing ownership and continuity. Active involvement of national institutions has facilitated knowledge transfer and operational uptake. The durability of outcomes will depend on the retention of skills, clear assignment of responsibilities, and the continuation of coordination mechanisms after project closure.

126. In particular, MOPT-CTP should assume leadership in the redesign and regulation of the individual public mobility sector, establishing clear rules that ensure a fully regulated market and long-term sustainability—especially for taxis—by enabling attractive returns for fleet renewal.

Findings Statements on Sustainability

127. Project outcomes show a reasonable likelihood of sustainability, supported by policy alignment, stakeholder ownership, and strengthened institutional capacities.

128. Long-term sustainability will depend on sustained resources, coordination, and political commitment. Continued access to financing will be critical for scaling and replication.

Rating for Likelihood of Sustainability (use 'Likely' scale): **Moderately Likely**

Rating for Socio-political Sustainability: Likely
Rating for Financial Sustainability: Moderately Likely
Rating for Institutional Sustainability: Moderately Likely

I. Factors Affecting Performance and Cross-Cutting Issues

Quality of Project Management and Supervision

129. Project management was effective in providing strategic leadership toward the achievement of planned outcomes, supported by CRUSA, demonstrating credibility to lead and coordinate delivery of project outputs. The project was largely free of conflicts of interest; however, some tensions with actors such as UCR and ASOMOVE were identified during interviews, without affecting overall performance. Productive working relationships were maintained with key partners and governance bodies, enabling effective coordination and joint decision-making. A high degree of responsiveness and adaptability to a uniquely challenging implementation context was observed, successfully delivering outputs despite significant contextual changes that required the redesign of activities central to the project.

130. UNEP further strengthened implementation through close management oversight and targeted technical support, including support provided through its Global Platform, contributing to sustained project relevance, effective risk management, and overall performance.

Stakeholders Participation and Cooperation

131. Stakeholder participation was effectively managed throughout the project implementation. The project established regular communication and consultation mechanisms that facilitated information sharing and coordination. Attention was given to the inclusion and participation of differentiated groups, including gender groups, particularly in consultation processes and capacity-building activities, strengthening ownership and the relevance of project outputs.

Responsiveness to Human Rights and Gender Equality

132. The project integrated a gender perspective from its design stage, though institutional engagement weakened during implementation, following the reduced participation of both INAMU and the MOPT Gender Secretariat. Coordination with the Executing Agency's team was effective,

but integration with technical teams proved more challenging, as gender considerations were often perceived as a separate component. Despite these limitations, the initiative had a positive impact—raising awareness among female taxi drivers, improving perceptions of safety among taxi owners, and fostering dialogue in a traditionally male-dominated sector. Furthermore, the experience revealed the importance of introducing tools that promote safer environments and prevent harassment, such as digital applications allowing passengers to identify and rate drivers and share travel routes.

Environmental and Social Safeguards

133. The project carried out an appropriate Environmental and Social Safeguards screening during the design stage (Annex P of the ProDoc), concluding that that this is a "Moderate Risk" Project, and identifying the main risk category SS2: Resource efficiency, pollution prevention and management of Chemicals and Waste. The other categories were ranked as "Low Risk". According to expert's recommendation, the project took a "good practice" approach on safeguards -with no need to prepare either a separate Environmental and Social Assessment or a Management Plan-, recommending tracking the baseline data during implementation in five different areas.

134. The most significant progress was achieved in the development of regulatory proposals for battery waste management across the entire lifecycle. In addition, a lithium-ion battery recycling plant—built and operated by Fortech—has been operational in Costa Rica since late 2023. Other areas were also addressed during the project, including: (i) financial issues, subsidies, and incentives; (ii) operational data collection; and (iii) battery reuse, with some aspects—such as technology efficiency policies—being explored to a lesser extent. Given the diffuse baseline in these areas, assessing progress against baseline conditions is somewhat subjective; nevertheless, it can be concluded that the project addressed these areas satisfactorily.

Country Ownership and Driven-ness

135. Project outcomes benefit from strong alignment with national policies and increasing government commitment to climate action and sustainable transport, which has generated a significant level of ownership among public-sector institutions involved in project execution and coordination, although with some shortcomings among key actors such as MOPT-CTP. This ownership has supported forward momentum from outputs toward outcomes, particularly in terms of policy alignment, technical capacity, and institutional learning.

136. Engagement with other actors involved in the adoption of electric mobility—such as taxi operators and private service providers—was primarily focused on participation in pilot activities and awareness-raising, rather than on long-term institutional or financial ownership. While these stakeholders showed interest in project-supported solutions, evidence of sustained ownership beyond project activities remains limited.

Communication and Public Awareness

137. The project's approach to communication and public awareness was constrained by the absence of dedicated budget allocations for communication and outreach in the original project design, which limited the scope of broader public-facing activities.

138. Despite this limitation, the project made targeted efforts to share learning and disseminate results among partners and interested stakeholders through focused activities such as workshops and webinars. These activities facilitated knowledge exchange, supported dialogue among key actors, and contributed to awareness-raising within relevant stakeholder groups.

Findings Statements on Factors Affecting Performance and Cross-Cutting Issues

139. Effective project management and supervision, supported by credible leadership and adaptive decision-making, enabled delivery of outputs despite a challenging implementation context.

140. Stakeholder participation was adequately supported through regular communication and consultation, with attention to gender inclusion, although sustained ownership among non-government actors remained limited.

141. Country ownership was strong at the government level and supported progress toward outcomes, while unclear pathways for broader sectoral adoption constrain longer-term impact.

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

Rating for Quality of Project Management and Supervision: Highly Satisfactory
Rating for Stakeholders Participation and Cooperation: Satisfactory
Rating for Responsiveness to Human Rights and Gender Equality: Satisfactory
Rating for Environmental and Social Safeguards: Satisfactory
Rating for Country Ownership and Driven-ness: Moderately Satisfactory
Rating for Communication and Public Awareness: Satisfactory

V. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

Overall, the project performed satisfactorily, achieving most of its intended outcomes and generating relevant outputs in support of Costa Rica's transition toward electric mobility.

The strongest aspects of performance included:(i) the project's strategic alignment with national climate and transport policies in a previously unaddressed sector and its complementarity with other initiatives;(ii) a robust analytical framework of sector challenges and barriers, as well as the design of project components and activities;(iii) the adaptive capacity to overcome the various barriers that arose during implementation and required coordination, flexibility, and agreements among the main stakeholders; (iv) its contribution to strengthening institutional coordination and technical capacity within the public sector; and(v) support for the implementation of demonstration cases, providing objective and independent operational data to build confidence in the technology.

Comparative weaknesses were observed in:(i) a partial approach to the individual public transport services sector at the design stage, focusing exclusively on taxis and failing to account for unregulated services, thereby underestimating the sector's dynamics and overall impact;(ii) the relatively passive role of MOPT-CTP during project implementation in adapting the regulatory framework, leveling operating conditions among all actors and creating a sustainable market for taxis that would foster investment; and(iii) difficulties in establishing appropriate financial instruments in a sector vulnerable in terms of access to credit, which constrained the project's ability to scale and fully realize its transformational ambitions.

Among the project's most notable achievements were the development of policy-relevant analytical and planning tools for electric mobility—including roadmaps—, and the implementation of pilot and demonstration activities, particularly for electric taxis. The project generated practical experience and technical knowledge that contributed to increasing awareness and understanding of the opportunities and challenges associated with electric mobility, while supporting progress toward national decarbonization objectives.

These achievements were enabled by a well-structured project design grounded in a clear problem and barrier analysis, the selection of a committed Executing Agency with technical and implementation capacity, and effective collaboration among key public institutions. Strong government ownership was evident, albeit with limited engagement from MOPT-CTP, and was reinforced by UNEP's technical guidance and adaptive supervision, allowing outputs to be delivered despite a complex implementation context marked by changes in government authorities. The project also benefited from its integration into broader regional and global electromobility initiatives, which facilitated access to knowledge, technical support, and peer learning.

The project's contribution to capacity building was significant, particularly within public institutions responsible for transport, energy, and environmental policy. Through technical assistance, studies, pilot project implementation, and structured coordination platforms, the project strengthened institutional knowledge and decision-making capacity related to electric mobility. However, capacity development among non-governmental actors was more limited, and learning processes were not always systematically captured or institutionalized beyond the life of the project. Nevertheless, engagement processes and dialogues with taxi operators helped identify capacity-building needs, vehicle and charging infrastructure needs, regulatory modifications, financing needs, new business models and incentives for the deployment of electric public transport, and battery waste management

The sustainability assessment is mixed. Political sustainability is relatively strong, supported by alignment with national policies and continued government commitment to climate action and sustainable transport. Institutionally, however, stronger leadership from MOPT-CTP will be required to implement the National Transport Plan and drive regulatory reform in the sector, complementing MINAE's demonstrated support in the sector.

Long-term scalability remains weaker, owing to persistent regulatory barriers that undermine taxi profitability, the absence of viable financing mechanisms for concessionaires, and constraints on broader market uptake of electric taxis. The regulated taxi sector has declined gradually in recent years, largely due to the expansion of unregulated alternatives. This has resulted in the return of licenses and an estimated 50% reduction in the number of taxis operating in the Greater Metropolitan Area over the

past five years, threatening the sector's very viability. A further constraint on scalability is the need to strengthen charging infrastructure—particularly fast and semi-fast charging—for taxis, an area being addressed by electricity distributors but limited by available budgets.

Environmental sustainability was explicitly addressed, particularly through activities related to battery management and waste considerations, although implementation remains at an early stage.

Dissemination of results and the exchange of lessons learned were modest, relying mainly on existing platforms and networks, which may limit longer-term impact. Nevertheless, efforts were evident despite relatively limited resources allocated to communication activities.

In summary, the Project made timely and relevant contributions to Costa Rica's electromobility sector by demonstrating the practical viability of electric technologies for taxi services, while simultaneously revealing the remaining weaknesses and barriers that limit their deployment and large-scale adoption. In doing so, the Project helped identify and prepare the key issues that need to be addressed in the sector's future policy and implementation agenda.

Responses to Key Strategic Questions

The review Terms of Reference included a set of strategic question of interest to UNEP, which are presented below together with the corresponding responses:

a. Have the pilot project changed the perception towards electric vehicles in Costa Rica? / Did the project provide accurate data and information for the decision makers? / Did the project address knowledge gaps accurately?

The project had a significant impact on perceptions of electric vehicles in Costa Rica, particularly among:(i) key public institutions (MOPT-CTP, ARESEP, and MINAE) responsible for policymaking and sector regulation; and(ii) taxi concessionaires and drivers.

The participation of the University of Costa Rica (UCR) in measuring operational parameters enhanced transparency and confidence in the information provided and the conclusions drawn, effectively addressing existing knowledge gaps. At a broader level, the technological barrier to operating electric vehicles was substantially reduced.

For decision-makers, the project provided firsthand insight into the operational realities and performance of electric vehicles, enabling the estimation of total cost of ownership (TCO) for taxis—an essential input for future tariff-setting processes to ensure the sustainability of concessionaires.

For concessionaires, the project also made it possible to understand real operating cost advantages and compare them with conventional vehicles.

In addition, the pilot project helped identify shortcomings in charging network availability for airport taxi operations, leading to adjustments in charging strategies and the promotion of a dedicated charging point. The experience was also shared with other concessionaires and drivers who had not yet replaced their vehicles, as highlighted in interviews with taxi drivers.

b. How did the project fulfill the gender crosscutting issue? Can it be replicated?

The project integrated gender considerations from the design phase, which contributed to the implementation of actions guided by a dedicated plan. This is a noteworthy aspect and one that should be replicated in future projects. During implementation, a gender expert was engaged to support the Executing Agency and mainstream gender considerations across project activities—an approach that proved challenging, as many actors perceived gender as a separate issue, according to field interviews.

Despite these limitations, the initiative had a positive impact—raising awareness among female taxi drivers, improving perceptions of safety among taxi owners, and fostering dialogue in a traditionally male-dominated sector. Furthermore, the experience highlighted the importance of introducing tools that promote safer environments and prevent harassment, such as digital applications that allow passengers to identify and rate drivers and share travel routes.

A particular concern was the lack of sustained institutional engagement on gender issues once implementation began. INAMU played an important role during the design stage but did not hold its involvement thereafter. Similarly, an effective linkage could not be established between MOPT's

Gender Secretariat and the project's gender expert. In future projects, sustained accompaniment by relevant government institutions and specialized units will be essential to support the Executing Agency.

The table below provides a summary of the ratings and finding discussed in Chapter IV. Overall, the project demonstrates a rating of '**Satisfactory**'.

UNEP Evaluation Office Validation of Performance Ratings:

The UNEP Evaluation Office formally quality assesses (see Annex XII) 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 finds that the Report is Satisfactory and validates the overall project performance rating at the **'Satisfactory'** level.

Table 18: Summary of project findings and ratings[24]

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	**The project is consistent with national initiatives and complementing existing interventions, fully aligned with UNEP and GEF strategic priorities**	**HS**	**Rating Validated**	**HS**
Alignment to UNEP MTS, POW and strategic priorities	The project is well aligned with UNEP's strategic frameworks, supporting climate mitigation and sustainable transport objectives	HS	Rating Validated	HS
Alignment to Donor/Partner strategic priorities	Project objectives are consistent with donor and partner priorities on low-carbon transport and electric mobility transition	HS	Rating Validated	HS
Relevance to global, regional, sub-regional and national environmental priorities	The project directly supports global and national climate goals, particularly transport decarbonization and emission reduction commitments	HS	Rating Validated	HS
Complementarity with relevant existing interventions/coherence	Strong complementarities exist with ongoing initiatives, avoiding duplication and reinforcing coherence with national and regional electromobility efforts	HS	Rating Validated	HS
Quality of Project Design	**Clear problem analysis and arrangements, along with causality pathway and replication weaknesses**	**MS**	Rating Validated	**MS**
Nature of External Context	**Context constrained implementation due to government transition, regulations and financial vulnerability in the sector**	**MU**	Rating Validated	**MU**
Effectiveness		**MS**	**Rating Validated**	**MS**
Availability of outputs	The project fully delivered all planned outputs, despite adjustments made during implementation	HS	Rating Validated	HS
Achievement of project outcomes	Progress toward outcomes was reasonably achieved, though many of them were partially achieved - even when they meet the targets- as a result of casualty pathway weaknesses	MS	Rating Validated	MS

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

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
Likelihood of impact	The likelihood of long-term impact is moderate, considering that not all assumptions fully held, and drivers only partially materialize	ML	Rating Validated	ML
Financial Management	**Financial management was highly satisfactory, with transparent reporting and control, keeping a stable team at the PMU**	**HS**	**Rating Validated**	**HS**
Adherence to UNEP's financial policies and procedures	Financial management complied with UNEP policies and procedures throughout project implementation	HS	Rating Validated	HS
Completeness of project financial information	Financial information was complete, transparent, and clearly presented across components and budget lines	HS	Rating Validated	HS
Communication between finance and project management staff	Coordination between finance and project management was smooth, supporting timely financial reporting and oversight	HS	'Communication between finance and project management staff' has been removed from UNEP Terminal Review report template. An analysis of this sub-criterion is not presented in the narrative section of this report. A rating is also not indicated in the narrative section. This sub-criterion should not have been included in this table and, consequently, rated.	/
Efficiency	**Project implementation faced delays but adapted through management adjustments, maintaining reasonable efficiency under challenging conditions**	**S**	**Rating Validated**	**S**
Monitoring and Reporting	**Monitoring systems were highly satisfactory, with regular reporting supporting adaptive decisions**	**HS**	**Rating Validated**	**HS**
Monitoring design and budgeting	The monitoring framework and budget were well designed, aligned with UNEP requirements and project needs	S	'Monitoring Design and Budgeting' has been removed from the UNEP Terminal Review report template. An analysis of this sub-criterion is not presented in the narrative section of this report. A rating is also not indicated in the narrative section. This sub-criterion should not have been included in	/

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
			this table and, consequently, rated.	
Monitoring of project implementation	Implementation progress and risks were regularly monitored, enabling adaptive management decisions	HS	Rating Validated	HS
Project reporting	Reporting was timely and compliant, providing clear information on progress, challenges, and results	HS	Rating Validated	HS
Sustainability	**Long-term sustainability will depend on sustained resources, coordination, and political commitment, not yet fully in place**	**ML**	**Rating Validated at 'Moderately Unlikely' as per the Weighted Tables Rating**	**ML**
Socio-political sustainability	Socio-political sustainability is strong, supported by government ownership and alignment with national climate policies.	L	Based on the evidence presented in the Review Findings Section, there is a high dependency but moderate mitigation measures which results in a rating and validation of 'moderately likely' as per the Criterion Rating Description Matrix	ML
Financial sustainability	Although market-oriented approaches took place with local banks, taxi owners face limited access to capital and incentives	ML	Rating Validated	ML
Institutional sustainability	Supported by capacity-building efforts during the project, still key stakeholders need to assume a more leading role	ML	Rating Validated	ML
Factors Affecting Performance		**S**	**As per the Weighted Ratings table this rating is validated at 'Highly Satisfactory'**	**HS**
Quality of project management and supervision	Project management and UNEP supervision were effective, adaptive, and critical to delivering outputs in a difficult context	HS	Rating Validated	HS
UNEP/Implementing Agency:	UNEP provided solid and timely supervision, guiding and supporting to ensure compliance	HS	Rating Validated	HS
Partners/Executing Agency:	CRUSA demonstrated commitment to execution and goals achievement, supported by MINAE's involvement	HS	Rating Validated	HS
Stakeholders' participation and cooperation	Stakeholder participation was adequate, though sustained	S	Rating 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
	engagement beyond public institutions remained limited			
Responsiveness to human rights and gender equality	Human rights and gender considerations were acknowledged and integrated into design, but institutional engagement weakened during implementation	S	Rating Validated	S
Environmental and social safeguards	Environmental safeguards were addressed, particularly for battery management, while social risks remained limited in scope	S	Rating Validated	S
Country ownership and driven-ness	Country ownership was significant among public-sector, although some shortcomings in key actors. Private sector showed limited interest in taxi sector development.	MS	The evidence presented in the Review Findings narrative above and checked against the Ratings Matrix suggests a rating of 'satisfactory'	S
Communication and public awareness	The project made efforts in the matter constrained by a non-dedicated budget. Activities were limited, relying mainly on existing platforms with modest outreach.	S	The evidence presented in the Review Findings narrative above and checked against the Ratings Matrix suggests a rating of 'moderately satisfactory'	MS
Overall Project Performance Rating		**S**	**Rating Validated**	**S**

B. Lessons learned

Lesson Learned #1:	**Project design should take into account all stakeholders within the target sector who may influence long-term results, even if they are not formally regulated at the time of design**
Context/comment:	ARESEP studies conducted in 2017 had already concluded that the country's reality had outpaced the existing regulatory model for taxi services, with other unregulated modalities—such as app-based ride-hailing services—meeting a growing share of demand. This trend intensified during project implementation, with the number of taxi licenses in the Greater Metropolitan Area declining by approximately 50 per cent and the supply of app-based services far exceeding the number of licensed taxis, thereby placing the sustainability of the taxi sector at risk. As a result, the project's Theory of Change lacked specific actions to address this evolving market dynamic, which constrained project results and limited scalability
Cross-references to relevant paragraphs	Paragraphs: 43, 78, 90 Outcome 3a assessment (pg 45)

Lesson Learned #2:	**Strong leadership and engagement from MOPT-CTP will be essential in future public transport electromobility projects, given the legal competencies assigned to the institution**
Context/comment:	The adoption of electric vehicles by private users in Costa Rica is already well established; consumers have sufficient information to understand the benefits and economic attractiveness of the technology, which has driven uptake to levels exceeding 15 per cent of total vehicle sales over the past two years. The situation in public transport, however, is markedly different, with very limited adoption in both buses and taxis. Public transport usage declined significantly from 76% of trips in 2015 to 56% in 2018. In the case of taxis, the number of licenses has fallen by approximately 50% over the past five years. While the project demonstrated that the total cost of ownership (TCO) of electric taxis is lower than that of conventional vehicles, the prevailing regulatory and tariff framework—exacerbated by the presence of unregulated operators—means that electric taxis remain economically unattractive under current conditions. Although barriers such as charging infrastructure and financial instruments are often cited, the evidence suggests that the current operating environment for public transport services is not conducive to the large-scale deployment of electric vehicles, as the risk profile of existing business models and legal constraints does not incentivize major investments. MINAE has already established enabling conditions within its mandate; therefore, future electromobility projects in public transport should place stronger emphasis on MOPT-CTP's leadership and commitment during both design and implementation
Cross-references to relevant paragraphs	Paragraphs: 41, 42, 48, 90, 125, 134

Lesson Learned #3:	**Project design must take into account the existing regulatory framework when defining its components and activities**
Context/comment:	Project components, together with their activities and outputs, are fundamental to ensuring a sound project design and underpinning the entire causal logic. Their clear definition provides assurance to donors regarding the use of funds, while also establishing a solid framework for management and monitoring. These activities should be grounded in what is feasible under the existing regulatory framework, rather than relying on potential regulatory changes that may occur, which are often misaligned with project implementation timelines. In the case of the taxi leasing mechanism envisaged for the pilot project, although the initiative sought to strengthen engagement with concessionaires, it faced regulatory constraints that required a redesign of the related activities. This, in turn, entailed budget reallocation and negotiations with the National Bank of Costa Rica to support a loan mechanism, ultimately affecting efficiency and jeopardizing expected outcomes. This lesson underscores the importance of validating the real feasibility of proposed actions—based on the prevailing regulatory framework—through a thorough assessment at the design stage. Where full validation is not possible, it is recommended that component activities be designed with sufficient flexibility regarding the implementation mechanisms through which outputs and outcomes will be achieved.
Cross-references to relevant paragraphs	Paragraphs: 90, 92, 107, 110 Output 2.1 (pg 39)

Lesson Learned #4:	**The systematic collection, analysis, and dissemination of operational data are critical for policymakers and end users in the context of a technology that still needs to be consolidated within the public transport sector**
Context/comment:	Systems for collecting and analyzing operational data enable more efficient planning and more informed decision-making throughout the transition to electric mobility. In this regard, the dissemination of results is equally important, as it allows the combination of telemetry-based operational data with users' practical experience. This integrated approach supports the validation and refinement of charging strategies tailored to the specific needs of each service, improves understanding of real operating costs, and contributes to the development of more appropriate and sustainable tariff and overall framework for concessions
Cross-references to relevant paragraphs	Paragraphs: 92 Outcome 2.2 assessment (pg 45)

Lesson Learned #5:	**The integration of a gender strategy from the project design stage enabled the implementation of affirmative actions aimed at accelerating the inclusion of women in a traditionally male-dominated sector**
Context/comment:	Embedding gender considerations throughout both design and implementation was a key pillar for achieving specific project objectives. In particular, the use of women-only spaces during pilot activities allowed participants to express themselves more confidently and openly, generating valuable qualitative insights. In addition, gender-sensitive dissemination and training activities contributed relevant inputs to the development of the public transport roadmap, including considerations related to safety, security, and harassment, which are essential for ensuring inclusive and equitable electric mobility solutions
Cross-references to relevant paragraphs	Paragraphs: 34, 46, 91, 130, 131 Output 1.2 assessment (pg 38) Strategic question b (pg 58)

C. Recommendations

Recommendation #1:	**Prepare alternative business models and legal framework reforms for the development of the charging network in the Greater Metropolitan Area**
Challenge/problem to be addressed by the recommendation:	Adequate charging infrastructure is critical for the development of the electric vehicle (EV) market—particularly for the taxi sector, where daily travel distances are high and reliable access to charging points, potentially dedicated or prioritized, is required to maximize operational availability. The supply of charging points has lagged behind demand, with bottlenecks observed during project implementation while a dedicated charging station was being installed, prompting ICE to add additional charging points in surrounding areas. The current context of rapid growth in EV sales underscores the need for closer collaboration between government authorities and electricity distributors to plan the expansion of the charging network in ways that do not constrain technological uptake. This includes establishing technical standards, harmonizing payment systems, ensuring interoperability among service providers, and upgrading charging power levels in line with market developments, among other measures. Moreover, the level of investment required may prove challenging for electricity distributors—not only for charging equipment itself, but also for the transmission and distribution upgrades needed to supply adequate power at charging locations. This highlights the importance of assessing public–private partnership arrangements to accompany the growth of electromobility, while promoting the necessary reforms to the legal and regulatory framework.
Cross-references to relevant paragraphs	Paragraphs: 24, 42, 51, 67, 89, 92, 98, 110
Priority Level:	High
Type of Recommendation	Partner level
Responsibility:	MINAE
Proposed implementation time-frame:	6 months (identify a set of viable business models with allowing public/private involvement) 12 months (prepare a proposal of at least the most promising option, including legal reforms needed and implementation steps)

Recommendation #2:	**Prepare a proposal to facilitate taxi concessionaires' access to credit**
Challenge/problem to be addressed by the recommendation:	The current financial situation of taxi concessionaires is highly vulnerable, as their credit profiles often prevent them from qualifying for loans from commercial banks—a challenge that has been exacerbated by the economic impacts of COVID-19. One of the constraints identified during project implementation relates to the legal framework governing taxi concessions, which does not allow for fleet-management entities. Such arrangements could improve access to financing by enabling legal entities with asset backing and facilitating expedited concession reassignment by the Public Transport Board in the event of default. Another option to be assessed is the establishment of publicly backed guarantee schemes, under which a reasonable level of risk-sharing could be assumed to provide commercial banks with greater confidence to extend credit. In parallel, consideration could be given to allowing concessionaires—or, potentially, fleet-management entities—to participate in payment systems that provide lenders with security over revenue streams, by treating cash flows as part of the collateral structure.
Cross-reference(s) to relevant paragraphs	Paragraphs: 44, 98 Output 3.1 assessment (pg 40), Outcome 31 (pg 46), Assumptions (pg 49)
Priority Level:	Medium
Type of Recommendation	Partner level
Responsibility:	MINAE
Proposed implementation time-frame:	6 months (Identify viable credit measures) 12 months (Prepare a draft approach with at least one local bank endorsement)

Recommendation #3:	**Strengthen government linkages with academia to foster future collaboration**
Challenge/problem to be addressed by the recommendation:	Although project activities were implemented satisfactorily, some differences in technical approaches were observed among implementing partners—particularly between CRUSA and UCR, as well as with ASOMOVE. These divergences merit attention in order to preserve collaborative relationships and facilitate the future scaling-up of results. Building stronger bridges with academic institutions—such as UCR and INA—and addressing the discrepancies that arose during implementation could help lay the groundwork for future projects and enhance opportunities for collaboration in curriculum development and the training of skilled personnel for the sector.
Cross-reference(s) to relevant paragraphs	Paragraphs: 40, 128 Output 1.2 assessment (pg 38), Output 2.3 (pg 41)
Priority Level:	Medium
Type of Recommendation	Project level
Responsibility:	MINAE
Proposed implementation time-frame:	6 months (addressing divergences, identify opportunities for improvement and prepare collaboration areas)

ANNEX I - RESPONSE TO STAKEHOLDER COMMENTS

Only include this annex if there were any stakeholder comments that were not (fully) accepted by the consultant. If all comments were accepted, delete this annex.

Response to stakeholder comments received but not (fully) accepted by the reviewers, where appropriate

Page Ref	Stakeholder comment	Reviewer Response
	Xxx	Xxx

ANNEX II - REVIEW FRAMEWORK

The general review questions will centre on relevance, effectiveness, efficiency, results, sustainability and gender. Specific questionnaires will be designed for each stakeholder which will not be included in this report to protect the interviewees identities and promote information sharing.

Relevance

- Does the project align with the priorities of your institution?
- Does the project fit with national and local environment priorities?
- Did the project's concept come from local and/or national stakeholders?
- Were those stakeholders sufficiently involved during project development?
- Has this project been relevant and effective? Would it need to be changed to be more relevant and effective?
- How did the project governance, oversight and accountability worked?

Effectiveness

- Is the project's impact likely to be met?
- Which factors supported or hindered the project's success?
- Are there any risks or barriers that remain to achieve the project's impact?
- Have the assumptions and drivers for impact established in the (implicit) TOC held true?
- Has the sequence of actions planned at the design stage been effective for outcome delivery or did it need to be redesigned?
- Do stakeholders perceive the outcomes of the project have been achieved?
- Have gender, inclusion and other cross-cutting issues been properly taken into consideration in the project's design and implementation?
- To what extent has management been able to adapt to contextual changes and emerging needs?

Efficiency

- Are budgets and expenditures in line with international standards?
- Has the project design been efficient for achieving planned results?
- Has the project delivery been delayed? Why? Has it affected its cost-effectiveness?
- What was the effective co-financing contribution from other stakeholders to project implementation?
- Did the project mobilize additional resources towards its impact?

Results

- Have all the outputs been delivered? Did they contribute to the outcomes and impact?
- Are the outcomes likely to be achieved? Are they effectively contributing to the impact?
- Are the impacts likely to be achieved? Which is their likely scale?

Sustainability

- Are project results dependent on continued economic support? If so, will those resources be available to sustain the project results after closure?
- Have the relevant stakeholders taken ownership of the results? Are they interested in maintaining them?
- Do relevant stakeholders have the necessary capabilities to maintain those results?
- Are the results exposed to socio-political risks or other institutional, environmental or governance risks?

Gender

- How did the project include gender equality and women's empowerment at the design stage?
- How did the project include gender equality and women's empowerment at the implementation stage?

ANNEX III -STAKEHOLDERS CONSULTED DURING THE REVIEW

People consulted during the Review

Organisation	Position	Role in the project	Gender
UNEP	Portfolio manager	PSC Member	M
UNEP	Task manager	PSC Member	F
UNEP	Project specialist	Project implementation follow-up	F
UNEP	Risk management specialist	Project implementation follow-up	F
MINAE	Energy Director	PSC Member	M
MINAE	Energy Directorate expert	PSC Member – Technical liaison	F
CRUSA	Sustainable Mobility Coordinator	Project Manager	M
CRUSA	Project Manager	Project Manager (former)	F
CRUSA	Programs and Projects Director	Institutional liaison	F
CTP	Executive director	PSC member	M
CTP	Regulatory expert	Technical liaison	M
CTP	Regulatory expert	Technical expert	M
UCR	Senior researcher	Team Leader	M
UCR	Researcher	Team Resarcher	F
ICE	Electricity division manager	PSC Member	M
ICE	Electricity division expert	Technical liaison	M
Beneficiaries	Taxi concessionary	Beneficiary	M
Beneficiaries	Taxi driver	Beneficiary	F
Beneficiaries	Taxi driver	Beneficiary	M
ARESEP	General Directorate for Regulatory Development – Manager	PSC member	M
ARESEP	General Directorate for Regulatory Development - Expert	Technical advisor	M
Consultant	Consultant	Gender specialist	F
ASOMOVE	President	Technical advisor	M
ASOMOVE	Member	Technical advisor	F
BNCR	Commercial branch - MSE director	Financial liaison	M
FORTECH	Operations manager	Project liaison	M
FORTECH	Factory manager	Technical expert	M

ANNEX IV - KEY DOCUMENTS CONSULTED

Project design documents

- CEO Endorsement request
- CEO Endorsement request – Appendixes
- Signed PCA – UNEP-CRUSA

Project revisions and management

- Project steering committee minutes
- Project revisions

Project monitoring

- Procurement and expert contracts
- Inventory reports
- Co-finance reports
- Expenditure reports
- Disbursements
- Cash advance reports
- Financial audit report
- PIRs 2022 to 2025
- HYPR 2021 to 2025
- Project Final report

Project Deliverables

- Report on regional and global best practices in standards and legislation for the regulation of electric vehicle battery waste management, including recommendations for its application in the Costa Rican context.
- Report on global best practices for vehicle energy-efficiency standards, with recommendations for the revision of Decree No. 25584.
- Assessment report on international and domestic best practices for data acquisition and management systems for electric taxi services.
- Baseline report on public bus transport services in the Metropolitan Area of San José.
- Baseline report on public taxi services in the Greater Metropolitan Area of Costa Rica.
- Assessment report on public passenger bus fleets in the Metropolitan Area of San José to determine their readiness for electrification.
- Proposal on standards, regulations, and policies for electric vehicle battery waste management in Costa Rica.
- Proposal on energy-efficiency standards as part of the revision of Decree No. 25584, and recommendations for the effective implementation of Decree No. 39724 on vehicle emission standards.
- Report with recommendations for the development of a data acquisition and management system for the taxi sector.
- Assessment report on public passenger taxi fleets in the Greater Metropolitan Area to support their electrification.
- Final report on the pilot plan for data management for electric and internal combustion taxis operating at Juan Santamaría International Airport.
- Report analyzing national experiences and global best practices regarding incentives for electric taxis, with recommendations for updating Laws 9518 and 7969.
- Report on the design of the electric taxi pilot plan at Juan Santamaría International Airport.
- Diagnostic assessment of the financial access profile of the taxi sector in Costa Rica.
- Roadmap for the electrification of public passenger bus services in the Metropolitan Area of San José, including implementation timelines.
- Methodology for estimating taxi revenues, operating and maintenance costs, and the Total Cost of Ownership (TCO) for electric taxis and internal combustion engine taxis.
- Design of proposed financial instruments to support the scaling-up of electric taxis in Costa Rica.

- Roadmap for the electrification of public passenger taxi services in the Greater Metropolitan Area, including implementation timelines

Reference documents

- CRUSA co-funded project: Leapfrogging to e-buses (electric buses) in Costa Rica. Assessment of results for e-bus deployment, and Lessons learned and recommendations to scale-up reports.
- French Cooperation Agency (AFD) funded project: Roadmap for Battery Management in Electric Vehicles in Costa Rica.
- Terms of Reference (ToR) for Terminal Review

ANNEX V - REVIEW ITINERARY

Date	Location	Institution	Position
13/10/2025			
	Virtual	UNEP	Project Specialist
	Virtual	Sustainable Mobility Center (Chile)	Advisor - Technical head for the project
19/10/2025			
	San José	Beneficiaries	Taxi owner
23/10/2025			
	San José	CRUSA	Project Manager Project Manager (former) Institutional liaison
24/10/2025			
	San José	MINAE	Energy Director Energy Directorate Expert
	San José	Public Transport Council (CTP)	Executive director Regulatory experts (2)
	San José	University of Costa Rica (UCR)	UCR's Team Leader Senior researcher
27/10/2025			
	San José	Costa Rican Institute of Electricity (ICE)	Electricity division manager Electricity division expert
	San José	Beneficiaries	Taxi driver
	San José	ARESEP	General Directorate for Regulatory Development – Manager and Expert
28/10/2025			
	Virtual	Gender Consultant	Gender Specialist
	San José	ASOMOVE	President Member - Technical advisor
	San José	National Bank of Costa Rica (NBCR)	Commercial branch - MSE director
29/12/2025			
	Virtual	Fortech	Operations Manager Factory Manager

ANNEX VI - ENVIRONMENTAL AND SOCIAL SAFEGUARDS ASSESSMENT

The analysis carried out during the design stage did not use the updated UNEP checklist; however, in order to maintain traceability, the reviewer identified the elements available in Annex P of the ProDoc and aligned them with the updated ESS template

ESS PLANNING AT PROJECT DESIGN	
List any ESS issues identified at project design (e.g. SS 1.7, SS 2.3, etc.)[25]	3.2. The project involves or leads to the generation of waste (both hazardous and non-hazardous). 3.3. The project involves or lead to the manufacture, trade, release, and/or use of hazardous materials and/or chemicals
For any ESS issues identified at project design, were mitigation strategies developed (Y/N)? (If yes, briefly describe)	Yes, these aspects were identified during the project design stage, and specific mitigation actions were incorporated under Component 4, including an assessment of waste-management standards and best practices, as well as the proposal of standards, regulations, and policies for the Government regarding the management of electric vehicle battery waste in Costa Rica.
Were any gaps in ESS issues identified at the review inception phase (Y/N)?(If yes, briefly describe)	No

ESS MONITORING AT PROJECT IMPLEMENTATION	
Is there evidence that the potential emergence of ESS issues was actively monitored during project implementation (Y/N)?[26](If yes, briefly describe)	Yes. The project itself entailed very low risk during implementation, as the electric vehicle batteries were expected to remain in operation throughout the project period. There is evidence that close monitoring was conducted for the pilot implementation and charging infrastructure—areas where potential issues could have arisen.
Is there a justification for the absence of ESS monitoring (Y/N)? (If yes, briefly describe[27])	No. ESS were monitored

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

[26] **Low risk:** Negative impacts minimal or negligible: no further study or impact management required.
Moderate risk: Potential negative impacts, but limited in scale, not unprecedented or irreversible and generally limited to programme/project area; impacts amenable to management using standard mitigation measures; limited environmental or social analysis may be required to develop an Environmental and Social Management Plan (ESMP). Straightforward application of good practice may be sufficient without additional study.
High risk: Potential for significant negative impacts (e.g. irreversible, unprecedented, cumulative, significant stakeholder concerns); Environmental and Social Impact Assessment (ESIA) (or Strategic Environmental and Social Assessment (SESA)) including a full impact assessment may be required, followed by an effective comprehensive safeguard management plan.

[27] For instance, during COVID, access to the field may have been restricted

MANAGEMENT RESPONSIVENESS DURING PROJECT IMPLEMENTATION	
Identify the ESS issues/events triggered[28] by the project.[29]	Project interventions emphasized Environmental and Social Safeguards (ESS) primarily related to regulations for electric vehicle waste management, in line with prior national actions. The main initiative in this regard triggered a discussion with national key stakeholders, supported by a regional and global good practices assessment, and a workshop to promote exchanges.
Describe consequences of ESS issues/events during project implementation.	The main consequence of the events described above is the proposal for updating National Law and regulations for waste management of electric vehicles batteries, submitted to the Ministry of Health.
Describe the management response and identify supporting documentation.[30,31]	Management responses were implemented in line with what had been planned at the project design stage, as these interventions were associated with specific activities and deliverables. Under Component 4, this included deliverables D.4.1.1, D.4.1.2, and D.4.1.3. There is evidence of close follow-up of the analysis process and monitoring related to approval by the Ministry of Health.
Were negative ESS effects offset by management response (Y/N)? (If yes, briefly describe)	No negative effects were identified in relation to project implementation and delivery of outputs; however, engagement from the Ministry of Health (MINSA) was limited, and follow-up to support approval processes was undertaken within the capacity of the Project Management Unit.

[28] 'Triggered' refers to environmental or social issues/events that are caused or exacerbated—directly or indirectly—as a result of the project's activities, interventions, or presence.
[29] Select from the list of Environmental and Social Safeguards Risks in Table 1 of the template (tool 14, Safeguards Assessment Template).
[30] For most low-moderate risk projects, good practice approach may be sufficient. Project should demonstrate safeguard management approach in the project activities, budget, risks management, stakeholder engagement or/and monitoring segments of the project document to avoid or minimize the identified potential risks without preparing a separate safeguard management plan.
[31] E.g., GEF Project Implementation Report (PIR), Progress Report, Minutes, etc.

ANNEX VII - COMMUNICATION AND OUTREACH TOOLS

Communication and outreach tools used to disseminate results mainly rely on reports (18), including roadmaps and diagnosis. Also (6) infographics and (2) short videos were prepared. All of them are available in public repositories (websites) at CRUSA and MINAE websites. Links are provided below.

WEBSITES

CRUSA - Link

MINAE - Link

DOCUMENTS/DELIVERABLES (Available in public repositories linked above)

1. Report on regional and global best practices in standards and legislation regulating the management of electric vehicle battery waste, and recommendations for their application in the Costa Rican context.
2. Report on global best practices in vehicle energy-efficiency standards and recommendations to update Decree No. 25584.
3. Assessment report on local and global best practices for data acquisition and management systems for electric taxi services.
4. Baseline assessment report on public bus transport services in the Metropolitan Area of San José.
5. Baseline assessment report on taxi public transport services in the Greater Metropolitan Area of Costa Rica.
6. Report on the assessment of public passenger bus fleets in the Metropolitan Area of San José for electrification.
7. Proposal for standards, regulations, and policies for the management of electric vehicle battery waste in Costa Rica.
8. Proposal for energy-efficiency standards as part of the revision of Decree No. 25584 and for the effective implementation of Decree No. 39724 on vehicle emission standards.
9. Report with recommendations for the development of a data acquisition and management system for the taxi sector.
10. Report on the assessment of public passenger taxi fleets in the Greater Metropolitan Area for electrification.
11. Final report of the pilot plan for data management for electric and internal combustion taxis operating at Juan Santamaría International Airport.
12. Report analyzing national experiences and global best practices in incentives for electric taxis, and recommendations to update Laws No. 9518 and 7969 in relation to such incentives.
13. Report on the design of the electric taxi pilot plan at Juan Santamaría International Airport.
14. Diagnostic report on the financial access profile of the taxi sector in Costa Rica.
15. Roadmap for the electrification of public passenger bus services in the Metropolitan Area of San José, including implementation timelines.
16. Methodology to estimate taxi revenues, operating and maintenance costs, including the Total Cost of Ownership (TCO) of electric taxis and internal combustion engine taxis.
17. Design of financial instrument proposals for scaling up electric taxis in Costa Rica.
18. Roadmap for the electrification of public passenger taxi services in the Greater Metropolitan Area, including implementation timelines

ANNEX VIII - BRIEF CV OF THE REVIEWER

Name	Pablo Caldeiro Sarli
Profession	Industrial Mechanical Engineer
Nationality	Uruguay
Country experience	Europe: Spain Americas: Uruguay, Argentina, Brazil
Education	UDELAR – University of the Republic, Uruguay – Engineer Degree EUDE Business School, Spain – Master in Renewable energies and Environment IEEJ, Japan – Specialization in Energy Policies Fundación Bariloche, Argentina – Specialization in Tariffs and Regulation

Short biography

Pablo Caldeiro is an independent consultant with more than 15 years of experience in the energy field, especially in renewable energies, contributing from the public sector to develop wind energy in Uruguay, through the design and implementation of public policies.

He has worked for the Ministry of Industry, Energy and Mining of Uruguay, in close interaction with different government offices and agencies, industrial chambers, public service companies, international experts, public service companies, suppliers and developers, and the financial sector.
His work includes assessment for renewable energy projects to be installed in the country, mainly those presented through tenders, being the state counterpart to the financing entities, in order to provide the guarantees of the regulatory framework and techniques to support long-term investments.

He also has shared experience in the region through OLADE meetings, triangular aid, and technical working groups in Irena meetings to evaluate projects presented to the Abu Dhabi fund.
Since 2022 is the energy expert in the Investment Committee of the Renewable Energy Innovation Fund (REIF) – Uruguay, supporting second energy transition projects and technologies as Heat Pumps, Hydrogen, Power-to-x, and Electro mobility.
Since 2024 is an external consultant for the Latin American Development Bank (CAF), supporting structuring of operations and energy advisor.

Key specialties and capabilities cover:

Renewable energies, Energy efficiency, Electric mobility, multi-stakeholder approach, Public Policies design and evaluation, Project Assessment.

Selected assignments and experiences

Independent reviews/evaluations:

Reviews for UNEP

2023 – GEF 5299 Bolivia MTR - Delivering the transition to energy efficient lighting
2023 – GEF 10087 Chile MTR - Accelerating investment in efficient and renewable district energy systems in Chile
2024 – GEF 5287 Panamá TR - Solar Water Heater Market Development Project in Panama

ANNEX IX - GEF PORTAL INPUTS

The following table contains text to be uploaded to the GEF Portal.

Table X: GEF portal inputs

Question: What was the performance at the project's completion against Core Indicator Targets? *(For projects approved prior to GEF-7[32], these indicators will be identified retrospectively and comments on performance provided[33])*.
Response: At project completion, performance against the Core Indicator Targets was satisfactory and consistent with expectations, as evidenced by project deliverables and implementation tracking. The project achieved its targets in practice for greenhouse gas emissions mitigation, reaching 634,136 tCO_2 of direct emission reductions and 1,478,791 tCO_2 of indirect reductions over the defined assessment period. In terms of social co-benefits, the target for direct beneficiaries was largely surpassed, with approximately 10,720 beneficiaries –three times over indicator target of 2,300-, evenly distributed between men and women. These results confirm that the project successfully delivered its intended climate mitigation outcomes and associated social benefits.
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: The project did not undertake a MTR. Stakeholder engagement progressed well overall, with strong leadership from MINAE, UNEP, and CRUSA, and consistent technical support from ICE and UCR, which enabled coordination and continuity throughout implementation. Engagement was maintained despite challenges associated with a change in government, demonstrating institutional resilience, although MOPT–CTP participation was comparatively weaker and less sustained, and affecting momentum in some transport-related activities. Taxi owners and drivers showed sustained interest throughout the project, with strong commitment from some concessionaires, which in several cases resulted in a transition to electric vehicles. However, broader uptake and scaling-up were constrained by existing regulatory conditions and financial barriers, which limited the expansion of these positive results beyond the pilot level. While collaboration among implementing partners remained functional, several differences in technical approaches—particularly between CRUSA, ASOMOVE, and UCR—emerged during implementation, highlighting the need for clearer alignment mechanisms to preserve collaborative relationships and support a positive dissemination and future partnerships.
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 project integrated gender considerations from the design phase, which contributed to the implementation of actions guided by a dedicated plan, aiming to: (i) facilitate the inclusion of women in decision-making processes; (ii) improve their accessibility to services (not limited to transport, such as access to jobs, markets, etc.); (iii) and enhance their safety and comfort.With the average participation of women in the transport sector being 17%, the project aimed for at least 25% participation of women. To that goal, several gender indicators were prepare at project design stage: Number of gender action plans incorporated into capacity building plans (Target: 1), Number of people (disaggregated by sex) trained in gender equality issues (Target: 60, Men 45/women 15), Number of women trained which drive the EVs in the demonstrations (Target 10, out of approximate 100 in airport taxis), Gender-sensitive long-term roadmaps (Target: 1), Percentage of women that participated in the training (Target: 20%).

[32]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)

[33] This is not applicable for Enabling Activities

The Gender Action Plan was implemented by the PMU's Gender Consultant, with limited collaboration from INAMU and MOPT's Gender Secretariat. Despite operating within a traditionally male-dominated sector, the Plan was implemented successfully and achieved its planned objectives within the prevailing sector context.

Training sessions for institutional stakeholders emphasized the project's gender and inclusivity dimensions, including employability, public transport planning, public safety in transport, and regional case studies. 9 sessions took place during project execution, with a total of 266 people (91 of them women). Gender considerations were also incorporated into the electric mobility and electric bus deployment roadmap through the development of a dedicated chapter outlining gender-responsive actions related to service provision and protocols for preventing and responding to harassment and violence.

Regarding e-taxi pilot project, gender component was incorporated following strategies to encourage women participation, leading to the following results: (i) Two female taxi concessionaires out of six total concessionaires were selected for the e-taxi pilot project and had their credit applications approved by the Costa Rica National Bank, (ii) Two female taxi concessionaires were chosen to participate in the monitoring process of internal combustion engine taxis, (iii) Out of the seven women taxi owners in the airport fleet, four are participating in the project, (iv) Four female taxi drivers have been trained and are participating in the e-taxi pilot project, (v) Data collection on e-taxi users includes sex-disaggregated data, (vi) A second focus group with women taxi owners and drivers was held in December 2023 to identify lessons learned and areas for improvement in supporting female participants within the pilot project.

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:(Might be drawn from Factors Affecting Performance section)

The Project's Environmental and Social classification at the design stage was "Moderate Risk," consistent with the rating reported in the most recent PIR (2025). The main risk category was "Resource Efficiency, Pollution Prevention, and Management of Chemicals and Waste," while other categories were assessed as "Low Risk." Based on expert recommendations, the project adopted a "good practice" safeguards approach, without requiring the preparation of a dedicated Management Plan, and instead recommended tracking baseline data during implementation across five thematic areas.

The most significant progress was achieved in the development of regulatory proposals for battery waste management across the entire lifecycle, which constituted one of the project's deliverables (4.1.3) and was subject to close and appropriate follow-up by the Project Management Unit. These recommendations have not yet been implemented by the Ministry of Health, which demonstrated limited engagement in the associated activities. Nevertheless, building on prior national actions in waste management, a lithium-ion battery recycling plant—constructed and operated by Fortech—has been operational in Costa Rica since late 2023.

Other areas were also addressed during the project, including: (i) financial issues, subsidies, and incentives; (ii) operational data collection; and (iii) battery reuse, with certain aspects—such as technology-efficiency policies—receiving less attention. Given the diffuse baseline in these areas, assessing progress against baseline conditions remains somewhat subjective; nevertheless, it can be concluded that the project addressed these areas satisfactorily.

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:

Knowledge management was only marginally incorporated at the design stage, relying primarily on dissemination activities stemming from regional experience-sharing and report exchanges, as the project formed part of the global GEF Electric Vehicles Programme. The project sought to strengthen MINAE's public repository by uploading training materials and reports containing lessons learned.

In addition, the project's approach to communication and public awareness was constrained by the absence of dedicated budget allocations for outreach activities in the original design, which limited the scope of broader public-facing engagement. Despite this limitation, targeted efforts were made to disseminate results and promote learning among partners and interested stakeholders through workshops and webinars. These activities facilitated knowledge exchange, fostered dialogue among key actors, and contributed to awareness-raising within relevant stakeholder groups.

At the regional level, knowledge and product exchange was coordinated through close collaboration with the Support and Investment Platform for Latin America and the Caribbean under the Global Programme on Electric Mobility. At the project level, data and knowledge were managed through a cloud-based system, and reports generated throughout implementation were published on the official websites of the implementing agency (CRUSA) and the national focal point (MINAE).

Furthermore, coordination with the Directorate of Energy and the Project Technical Committee focused on sharing lessons learned and best practices from Costa Rica's electric mobility ecosystem. In this context, nine training sessions were delivered for technical staff, covering financial, technological, and operational aspects.

Question: What are the main findings of the evaluation?

Response:

Overall, the evaluation found that the project performed satisfactorily, delivering most planned outputs and making a relevant contribution to Costa Rica's transition to electric mobility. Key strengths included strong strategic alignment with national climate and transport policies, a robust analytical and design framework, adaptive implementation in a complex institutional context, strengthened public-sector coordination and capacity, and successful pilot demonstrations that generated objective evidence on the operational viability of electric taxis. The project also addressed environmental considerations, particularly through activities related to battery management and waste, although these remain at an early stage of implementation. Gender considerations were incorporated into a dedicated Action Plan with clearly defined activities and targets, generating positive impacts by raising awareness, promoting participation in training activities and the e-taxi pilot project, and capturing lessons to be incorporated into the roadmap.

Main weaknesses related to regulatory and financial constraints, including limited engagement from MOPT-CTP, underestimation of the broader dynamics of the taxi and individual transport services sector, and the absence of viable financing mechanisms for concessionaires, which constrained scalability and market transformation. While political commitment and institutional capacity were strengthened, long-term sustainability remains challenged by persistent regulatory barriers, financing gaps, charging infrastructure limitations, and modest dissemination and knowledge-sharing efforts. Overall, the project successfully demonstrated the potential of electric mobility solutions while clearly identifying the structural, regulatory, and financial issues that must be addressed to enable large-scale adoption in the future.

ANNEX X - GEF CO-FINANCE

Confirmed sources of Co-financing for the project are listed by name and by type

Evidence for co-financing for the project arises from signed co-finance report with annexes for every partner. The project did not undertake a MTR.

Sources of Co-financing	Name of Co-financier	Type of Co-financing	Investment Mobilized	Amount ($) at CEO	Amount ($) at MTR	Amount ($) at TE
Others	CRUSA	In-kind	Investment Mobilized	135,800	-	176,200
Others	CRUSA	Grant	Investment Mobilized	488,290	-	578,290
Others	ESPH	Grant	Investment Mobilized	200,000	-	0
Recipient Country Government	MINAE	In-kind	Investment Mobilized	300,000	-	301,910
Others	ICE	Public Investment	Investment Mobilized	7,000,000	-	8,105,763
Others	ASOMOVE	In-kind	Investment Mobilized	50,000	-	-
Others	MOPT	In-kind	Investment Mobilized	30,000	-	34,420
Others	French Development Agency	In-kind	Investment Mobilized	81,671	-	81,671
Total Co-financing				**8,204,090**	**-**	**9,278,255**

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ANNEX XI - IMPLEMENTATION PLAN OF RECOMMENDATIONS

Project Title and Reference No.: "Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica" (GEF ID 10284)
Contact Person (TM/PM):

	PLANS			
RECOMMENDATIONS	ACCEPTED (YES/NO/PARTIALLY)	WHAT WILL BE DONE?	EXPECTED COMPLETION DATE	REPONSIBLE OFFICER/ UNIT/ DIVISION/ AGENCY
Prepare alternative business models and legal framework reforms for the development of the charging network in the Greater Metropolitan Area	Yes	<u>In collaboration with ICE and other electricity distributors</u>: Assess challenges by region for charging-network deployment and associated funding needs—including not only charging stations but also required upgrades to transmission and distribution infrastructure. In parallel, evaluate regulatory reform options to enable private-sector participation in installing chargers and providing energy and mobility services, helping close existing gaps and support large-scale market growth for electric mobility	**30/9/2026** Market challenges assessment and preliminary business model identification **31/3/2027** Comprehensive market gap assessment and proposal of viable legal reforms to address charging network deployment	MINAE
Prepare a proposal to facilitate taxi concessionaires' access to credit	Yes	<u>In collaboration with MOPT</u>: Assess regulatory options and prepare proposals to enable taxi fleet management entities, using legal structures that improve creditworthiness with local banks. In parallel, and in coordination with local financial institutions—such as the National Bank of Costa Rica— and taxi concessionaries, evaluate guarantee mechanisms that could facilitate access to credit for concessionaires, including payment systems that allow the assignment of revenue streams as collateral.	**30/09/2026** Assess regulatory reform options and identify viable credit-enhancement measures. **31/03/2027** Prepare a draft regulatory reform—if deemed feasible—and develop proposals for collateral mechanisms and related operational arrangements	MINAE, MOPT
Strengthen government linkages with academia to foster future collaboration	Yes	Maintain regular meetings with relevant academic institutions (at least UCR) to: evaluate project implementation results; identify areas for improvement; exchange views on planned activities; and explore future opportunities for collaboration	**30/09/2026**	MINAE

ANNEX XII - QUALITY ASSESSMENT OF THE REVIEW REPORT

Quality Assessment of the Terminal Review Report

Review Title: "Accelerating the transition to electric public transport in the Greater Metropolitan Area of Costa Rica" (GEF ID 10284) 2021 – 2025

Consultant: Pablo Caldeiro Sarli

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

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
Section A: Executive Summary	Assessment	
1. Does the ***Executive Summary*** act as a concise, accurate standalone section, especially to inform decision-making? Consider how clearly and concisely the report presents: • a clear summary of the review object • review objectives, scope and methodology • the overall project review rating • a summary of main review findings, including key features of performance (strengths and weaknesses) • summary responses to key strategic review questions • summary of main conclusions, lessons learned and recommendations	Coverage/omissions: All required elements were adequately addressed except for a summary response to the key strategic questions. Strengths/weaknesses: The executive summary has succinctly captured all elements of the report.	5.5
Section B: The Project	Assessment	
2. Does the report clearly describe the ***key parameters, scale and complexity of the evaluand***? Consider how well the report presents: • an overview of the main issue that the project is trying to address • timeline, including dates of project approval, duration and number of phases (where appropriate) • geographic coverage (regions/countries) • total secured budget and project financing, including a table with funding sources • implementing and funding partners • institutional context (i.e. UNEP sub-programme, Division, Branch etc) • implementation structure with diagram • UNEP results frameworks to which it contributes (e.g. PoW Direct Outcome) • summary of results framework as stated in the ProDoc (or as officially revised) • stakeholder groups organised according to relevant common characteristics • whether the project has been evaluated in the past (e.g. mid-term, by an external agency, etc.) • substantive or significant changes in design during implementation	Coverage/omissions: All required elements were adequately addressed. Strengths/weaknesses: Good use of map to highlight the area in which the project was operating in. To avoid confusion, in Table 3: *'Summary of project's latest results framework, including TR Inception phase*' the Reviewer should have presented the latest approved version of the results statements and not the versions reformulated at Review, which instead, are correctly presented in Table 6: '*Justification for reformulation of results statements*',	5.5
Section C: Review Methods and Theory of Change	Assessment	

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
3. Does the report present a clear, comprehensive and adequate description of the ***review methodology***? Consider how well it presents the following elements, and their adequacy based on the scope of the review: • statement of the purpose of the review and the key intended audience for the review findings • data collection methods and information sources • justification for methods used (e.g. electronic/face-to-face interviews, qualitative/quantitative analysis) • criteria and sampling strategies used to select stakeholders for consultations, and for sites/countries visited • number and types of respondents *(including in a table broken down by gender)* • strategies used to increase stakeholder engagement and response rate • methods used to include the voices/experiences of different and potentially excluded groups (e.g. women, marginalised) • data verification methods (e.g. triangulation) • data analysis methods (e.g. scoring, thematic analysis) • review limitations and mitigation measures (e.g. how these were addressed by the evaluator) • consideration for ethics and human rights issues, including how anonymity and confidentiality were protected	Coverage/omissions: Most elements were adequately addressed. However, the following elements were missed out: - Methods used to include the voices/experiences of different and potentially excluded groups, - data verification methods Strengths/weaknesses: The section could have been strengthened by including the details of the strategic questions indicated on the Terms of Reference.	4.5
4. Does the report describe an assessment and reformulation of the ***Theory of Change***, and present an adequate articulation of the TOC causal pathways that were used to assess project performance (*narratively and diagrammatically)?* Consider how well the report presents: • whether the project design included a TOC • how the *TOC at* review [34] was designed (e.g. who was involved, etc) • confirmation/reconstruction of results in accordance with UNEP definitions (*including reformulation table, which may have initially been presented in the Inception Report and should appear in the Main Review report.)* • articulation of causal pathways • identification of drivers and assumptions • identification of key actors in the change process	Coverage/omissions: Most elements were adequately addressed. However, some assumptions should be drivers as outlined below. The articulation of causal pathways is missing. Strengths/weaknesses: The reformulation of Outcome 2 is not clearly articulated. Assumption 1, 2 & 3 should be drivers as government policy, stakeholders ability to be trained and capacity increased as well as transport sector designs are all within the sphere of influence of the project.	4
Section D: Evidence and Analysis	Assessment	
5. Is the report based on ***sufficient and adequate data*** and ***clear and credible evidence***? Consider how well the report presents:	Coverage/omissions:	5

[34] 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
• sufficient evidence that is consistent throughout the report • evidence that is supported by data sources (e.g. quotes, reports, etc) • evidence that is explicitly triangulated, unless noted as having a single source • gaps in data are explained and justified • data sources that are reliable, adequate, sufficient for the scope of the review	All elements have been adequately addressed throughout the report. Strengths/weaknesses: The report could have been strengthened by including quotes from key stakeholders.	
6. Does the report include ***rigorous analysis*** and ***logical findings***? Consider the extent to which the findings are: • supported by clear analysis that is consistent with the evidence presented • logical, clear and coherent • aligned with UNEP's Criteria Ratings Matrix • aligned with the review framework • more than descriptions and provide insights into 'how' and/or 'why' the project performed a certain way • balanced, presenting both successes and weaknesses	Coverage/omissions: Most elements have been adequately addressed throughout the report. There are some instances (Sustainability) where the evidence presented in the findings do not align with UNEP's Criteria Ratings Matrix. Strengths/weaknesses: The report is balanced, presenting both successes and weaknesses.	5
Section E: Review Findings	Assessment	
7. Does the report present evidence and analysis of project ***Strategic Relevance*** with respect to UNEP, partner and geographic policies and strategies at the time of project approval? Consider how well the report addresses: • Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities • Alignment to Donor/GEF/Partners Strategic Priorities • Relevance to Regional, Sub-regional and National Environmental Priorities • Complementarity with Existing Interventions: complementarity of the project at design (or during inception/mobilisation[35]), with other interventions addressing the needs of the same target groups.	Coverage/omissions: All elements were adequately addressed. Strengths/weaknesses: The summary paragraphs on the findings of strategic relevance were well thought out.	5.5
8. Does the report present a summary of the strengths and weaknesses of the ***Quality of Project Design***, based on the detailed assessment presented in the Inception Report?	Coverage/omissions: All elements have been adequately addressed Strengths/weaknesses: A summary of the strengths and weaknesses would have strengthened this section of the report.	[36]**NOT RATED**
9. Does the report recognise and describe, when appropriate, key features of the ***Nature of the External Context*** under which the project was implemented that limited the project's performance (e.g. conflict, natural	Coverage/omissions: All elements have been adequately addressed. Strengths/weaknesses:	[38]**NOT RATED**

[35] 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.

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

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

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
disaster, political upheaval[37]), and how they affected performance?	As stated in the footnotes (4), political upheaval for this project should not have been confused with regular elections and should have been part of the project design and addressed through adaptive management of the project team.	
10. Does the report present a well-reasoned, complete and evidence-based assessment of the ***Availability of Outputs*** to the intended beneficiaries? Consider how well the report presents: • a convincing, evidence-supported and clear presentation of the outputs made available by the project compared to its approved plans and budget • assessment of the nature and scale of outputs versus the project indicators and targets • assessment of the timeliness, quality and utility of outputs to intended beneficiaries • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Coverage/omissions: Most elements were adequately addressed in this section. Identification of positive or negative effects of the project on disadvantaged groups was not addressed. Strengths/weaknesses: The tabular form of assessing the outputs makes the report more legible but could have been strengthened by including the assessment of timelines, quality and utility of each of the outputs	5
11. Does the report present a well-reasoned, complete and evidence-based assessment of the ***Achievement of Outcomes***, as a result of the uptake, adoption and/or implementation of outputs by the intended beneficiaries? This may include behaviour changes at an individual or collective level. Consider how well the report presents: • a convincing and evidence-supported analysis of the uptake of outputs by intended beneficiaries • assessment of the nature, depth and scale of outcomes versus the project indicators and targets • discussion of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself • any constraints to attributing effects to the projects' work • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Coverage/omissions: Most elements were adequately addressed in this section. Identification of positive or negative effects of the project on disadvantaged groups was not addressed. Strengths/weaknesses: The discussion of the contribution, credible association and/or attribution of outcome level changes lacks depth.	4.5
12. Does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to ***Likelihood of Impact***? Consider how well the report presents: • an explanation of how causal pathways emerged and the resulting change processes	Coverage/omissions: Most elements were adequately addressed in this section up to project outcome with limited analysis at intermediate states. Identification of any unintended negative effects of the project,	4.5

[37] 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
• an explicit discussion of how drivers and assumptions played out • an explanation of roles played by key actors and change agents • identification of any unintended negative effects of the project, especially on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	especially on disadvantaged groups was not addressed. Strengths/weaknesses: There is limited analysis on the explanation of how causal pathways emerged and the resulting change process from outcome to intermediate stage.	
13. Does the report present an integrated analysis of all dimensions evaluated under ***Financial Management*** and include a completed 'financial management' table? Consider how well the report addresses the following: • *adherence* to UNEP's financial policies and procedures • *completeness* of financial information, including the actual project costs and actual co-financing used and explanation of any variances between planned and actual expenditures	Coverage/omissions: All elements are adequately addressed in this section. Strengths/weaknesses: The findings summary enhances the utility of the report	5
14. Does the report present an integrated analysis of all dimensions evaluated under ***Efficiency***? Consider how well the report presents: • cost-effective or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • implications of any delays and no cost extensions • discussion of making use, during project implementation, of/building on pre-existing institutions, partnerships and complementarities with other initiatives, programmes and projects etc. • the extent to which the management of the project minimised UNEP's environmental footprint.	Coverage/omissions: All elements are adequately addressed in this section. Strengths/weaknesses: The findings summary enhances the utility of the report.	5
15. Does the report present a well-reasoned, complete and evidence-based assessment of the project's ***Monitoring and Reporting***? Consider how well the report addresses the following: • the quality of *monitoring of project implementation* (including use of monitoring data for adaptive management) • the quality of *project reporting* (e.g. PIMS and donor reports)	Coverage/omissions: All elements are adequately addressed in this section. Strengths/weaknesses: The findings summary enhances the utility of the report. An analysis of the baseline data would have further enhanced this section.	5
16. Does the report present an integrated analysis of all dimensions evaluated under ***Sustainability*** (i.e. the endurance of benefits achieved at outcome level)? Consider how well the report addresses the following: • socio-political sustainability • financial sustainability • institutional sustainability	Coverage/omissions: The integrated analysis of all the dimensions of sustainability was not adequately addressed according to the Evaluation Office Descriptions Matrix. Strengths/weaknesses: An analysis of the dependency-mitigation risks would have strengthened this section of the report	3

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
17. Does the report present a well-evidence analysis of the ***Factors Affecting Performance***, either in this section or in cross-referenced sections? *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 report addresses the following cross-cutting issues: ● quality of project management and supervision[39] ● stakeholder participation and co-operation ● responsiveness to human rights and gender equality ● environmental and social safeguards ● country ownership and driven-ness ● communication and public awareness	Coverage/omissions: All elements are adequately addressed in this section. Strengths/weaknesses: The findings summary enhances the utility of the report.	5
Section F: Conclusions, Lessons Learned and Recommendations	Assessment	
18. Do the ***Conclusions*** present a summative assessment of the evaluand as a whole, reflecting on prominent aspects of the project's performance? Consider how well the conclusions: ● provide a compelling narrative and integrated assessment of project project's performance (i.e. achievements and limitations) ● add deeper insights and analysis beyond the findings under each individual criterion ● are derived from the synthesized analysis of evidence gathered during the review process ● provide clear and succinct response to the key strategic questions ● address the human rights and gender dimensions of the intervention explicitly (e.g. how these dimensions were considered, addressed or impacted on) ● provide lessons that are rooted in real project experiences, describe the context from which they are derived, and do not duplicate recommendations	Coverage/omissions: All elements have been adequately addressed. Strengths/weaknesses: The integration of the analysis from the key strategic questions in the Review Findings would have enhanced the report. The formulation of lessons is rooted in real project experiences and the context from which they were derived are well narrated with references to the relevant paragraphs highlighted for easier reference	5
19. Does the report present ***Recommendations*** for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? Consider how well the recommendations: ● are clearly formulated and logically derived from the findings and/or conclusions ● are feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when	Coverage/omissions: All elements are adequately addressed in this section. Strengths/weaknesses: Although all recommendations have been made to third parties, they have been clearly formulated and logically derived from the findings to increase the likelihood of project success beyond the	5.5

[39] 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
• 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 Evaluation Office can monitor and assess compliance with the recommendations. NOTES: **(i)** In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance. **(ii)** Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.	project outcome towards intermediate states.	
Section G: Report Structure and Presentation	Assessment	
20. Is the report ***well-structured and complete***? Does it: • follow the Evaluation Office structure and formatting guidelines • include all required sections and annexes, as applicable • not exceed 50 pages in length from the Executive Summary to the end of the Conclusion Does the report ***present*** information clearly and appropriately? Is it written: • in clear and accessible language • largely free from grammar, spelling and punctuation errors • in an adequate and professional tone • with the use of visual aids, such as maps, graphs tables and photos	Coverage/omissions: All elements have been adequately addressed. The Report is 52 pages in length from the Executive Summary to the end of the Conclusion. Strengths/weaknesses: The report is in a professional tone, clearly written and largely free from grammar, spelling and punctuation errors. The reviewer has made good use of visual aids throughout the report.	5.5
OVERALL REPORT QUALITY RATING		4.9

II. 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.

ANNEX XIII - SUMMARY OF PROJECTS SUPPORTING ELECTRIC MOBILITY IN COSTA RICA

Summary of projects supporting electric mobility in Costa Rica (at the project design stage)

Project Name	Donor	Description	Closing date	Budget (USD)
MiTransporte Project Implementer: GIZ	BMUB/GIZ	● Demonstration of three electric buses (two in Costa Rican streets and one for selected usage). ● Development of electric mobility regulations for buses. ● Design of an operation model for electric buses. ● Improve waste management for EV batteries (see further information following this table). ● The project also has elements which focus on other aspects of transport, including heavy-duty vehicle transport, active mobility and innovation	2021	6,750,000
Leapfrogging to e-buses in Costa Rica Implementer: UNEP	CRUSA	● Activate a Public Transport Electrification Committee. ● Evaluate technical and financial feasibility of the metropolitan area of San Jose bus lines. ● Build capacity of key stakeholders for promoting the electrification of the public bus industry (MOPT, MINAE, ARESEP, Grupo ICE, the bus sector). ● Develop a five-year strategic plan to promote electric mobility innovation.	Early 2021	750,000
Green Climate Fund Readiness: Advancing a regional approach toe-mobility in Latin America. Implementer: UNEP	Green Climate Fund	Regional knowledge exchange, capacity building and development of proposals for climate finance through the Green Climate Fund. Work began in late 2020.	Mid 2022	2,800,000 total 200,000 (for Costa Rica)
Electric bus business models	IDB	Support the First Lady's Office to develop a business model proposal for the sustainability of electric buses in Costa Rica. To date a total cost of ownership analysis has been undertaken for electric buses, however no reports have been finalized or published to date. Other activities are on hold due to the COVID-19 pandemic.	On hold, pending COVID	90,000

Project Name	Donor	Description	Closing date	Budget (USD)
Electric bus economic instruments	Economic Commission for Latin America and the Caribbean (ECLAC)	Support to the Ministry of Planning for an economic analysis that will assess and propose alternatives for economic instruments to facilitate the introduction of electric buses in Costa Rica. ECLAC is currently finalizing the final report, with results to be shared once government approval is given;	2020	85,000
CR-T1224: Support for the Strategy of Strengthening Mass Public Transport of People by Bus	IDB	Accompany and support the Ministry of Public Works and Transport (MOPT), in the technical preparation and implementation of: i) a strategy and action plan to face the impact of COVID 19 on public transport and infrastructure works in search of job creation in the sector, ii) technical support for the implementation of the public transport electrification project, bus modality, iii) the project of intelligent transport systems for passengers, such as the electronic payment system.	TBC (approved July 2020)	450,000
Sustainable Cities Impact Programme	Global Environment Facility	The project aims to allow Costa Rica to achieve decarbonization in the Greater Metropolitan Area (GAM) through fiscal and policy reform and sustainable integrated urban planning. Structural environment and finance policy reforms will be tested in the GAM where the greening of the transportation, urban renovation, and improvements in solid waste and wastewater management will be conducive to delivering global environmental benefits.	2021-2025	10,317,970