

**Validated Terminal Review of the UNEP-GEF Project**  
**‘Establish an integral MRV/M&E system to enhance**  
**climate transparency in Paraguay’ (GEF ID 10342)**  
**2022 – 2025**



**UNEP Latin America and Caribbean Office**

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

Establish an integral MRV/M&E system to enhance climate transparency in Paraguay (CBIT 10342)  
(UNEP/GEF 10342)  
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## Acknowledgements

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

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

The review team would like to thank the project team and in particular Mr Federico Geli and Mrs Ana Celeste Schweiger for their contribution and collaboration throughout the review process. Sincere appreciation is also expressed to Samuel Barrios, who contributed greatly to the identification of project sources for information gathering.

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

## Brief Consultant biography

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

She has led twelve evaluations covering diverse areas such as environment, productive development, education, and indigenous peoples rights. She conducted the Terminal Review of the Antigua and Barbuda's CBIT Project (GEF ID 9849) and was part of the evaluation team for the Terminal Review of Argentina's CBIT Mitigation Project (GEF ID 9955).

Currently, Lucía works as an independent international evaluator and is contracted by UNEP as the external consultant responsible for conducting the Terminal Review of the Paraguay CBIT Project (GEF ID 10342 - this Terminal Review). Previously, as Evaluation Coordinator at Argentina's Ministry of Economy (2022–2025), she led multiple evaluations integrating climate change criteria and developed indicators to mainstream and monitor environmental sustainability across development programs.

## About the Review

**Joint Review:** No

**Report Language(s):** English.

**Review Type:** Terminal Review

**Brief Description:** This report is a Terminal Review of a UNEP/GEF Project implemented between 2022 and 2025. The Project's primary objective was to strengthen the transparency systems of Paraguayan institutions to meet the requirements of the transparency framework under the Paris Agreement (PA) on Climate Change. The review sought to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the Project, including their sustainability. The TR has two primary purposes: i) to provide evidence of results to meet accountability requirements, and ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners.

**Key words:** National Transparency Platform; climate change module in the SIAM; NDC; MRV System; M&E System; Climate Change; Adaptation; Mitigation; Enhanced Transparency Framework, GHG inventory; Paraguay International Reporting.

**Primary data collection period:** November 2025 to March 2026, virtual and in person.

**Field mission dates:** 9-12 December 2025.

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## List of acronyms and abbreviations

|                   |                                                             |
|-------------------|-------------------------------------------------------------|
| AFOLU             | Agriculture, Forestry, and Land Use                         |
| BTR               | Biennial Transparency Report                                |
| BUR               | Biennial Update Report                                      |
| CBIT              | Capacity-Building Initiative for Transparency               |
| CEO ED            | CEO Endorsement Document                                    |
| CNCC              | National Climate Change Commission                          |
| CO <sub>2</sub> e | Carbon Dioxide Equivalent                                   |
| COP               | Conference of the Parties                                   |
| CRT               | Common Reporting Tables                                     |
| CTA               | Chief Technical Advisor                                     |
| DCES              | Agricultural Statistics and Census Bureau                   |
| DNCC              | National Directorate on Climate Change                      |
| EA                | Executing Agency                                            |
| ENGCC             | National Gender Strategy in the face of Climate Change      |
| ETF               | Enhanced Transparency Framework                             |
| FAPI              | Federation for the Self Determination of Indigenous Peoples |
| GCF               | Green Climate Fund                                          |
| GCP               | Global Coordination Platform                                |
| GEAP              | GEF Gender Equality Action Plan                             |
| GEF               | Global Environment Facility                                 |
| GEF CMU           | GEF Climate Mitigation Unit                                 |
| GHG               | Greenhouse Gas                                              |
| GSP               | Global Support Programme                                    |
| IA                | Implementing Agency                                         |
| INC               | National Cement Industry                                    |
| INFONA            | National Forest Institute                                   |
| IPPU              | Industrial Processes and Product Use                        |
| IR                | Inception Report                                            |
| LA                | Latin America                                               |
| LDCs              | Least Developed Countries                                   |
| LECB              | Low Emission Capacity Building                              |
| MADES             | Ministry of Environment and Sustainable Development         |
| MAG               | Ministry of Agriculture and Livestock                       |
| MEC               | Ministry of Education and Science                           |
| MF                | Ministry of Finance                                         |
| M&E               | Monitoring and Evaluation                                   |
| MM                | Ministry of Women's Affairs                                 |
| MRE               | Ministry of Foreign Affairs                                 |
| MRV               | Monitoring, Reporting, and Verification                     |
| MSP               | Medium Sized Project                                        |
| MTS               | Medium Term Strategy                                        |

|        |                                                            |
|--------|------------------------------------------------------------|
| MTE    | Mid-Term Evaluation                                        |
| MTR    | Mid-Term Review                                            |
| NC     | National Communication                                     |
| NDC    | Nationally Determined Contribution                         |
| NGHGI  | National GHG Inventory                                     |
| NGO    | Non Governmental Organization                              |
| NPD    | National Project Director                                  |
| NIR    | National Inventory Report                                  |
| PA     | Paris Agreement                                            |
| PM     | Project Manager                                            |
| PSC    | Project Steering Committee                                 |
| PMU    | Project Management Unit                                    |
| PND    | National Development Plan 2030                             |
| POW    | Programme of Work                                          |
| PROEZA | Poverty, Reforestation, Energy and Climate Change          |
| SDG    | Sustainable Development Goals                              |
| SIAM   | Environmental Information System                           |
| SEAM   | Secretariat of the Environment                             |
| SMART  | Specific, Measurable, Achievable, Relevant, and Time-bound |
| STP    | Technical Secretariat for Planning                         |
| TE     | Terminal Evaluation                                        |
| ToC    | Theory of Change                                           |
| TOR    | Terms of Reference                                         |
| TR     | Terminal Review                                            |
| UNDP   | United Nations Development Programme                       |
| UNEP   | United Nations Environment Programme                       |
| UNFCCC | United Nations Framework Convention on Climate Change      |

## UNEP / GEF Project Identification Table

| UNEP Sub-programme:                                                                            | Climate change                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                  | UNEP Division/Branch |
|------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------|----------------------|
| Expected Accomplishment(s):                                                                    | To strengthen the transparency systems of Paraguayan institutions to meet the requirements of the transparency framework under the Paris Agreement on Climate Change                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |                                  | Climate Change       |
| SDG(s) and indicator(s)                                                                        | <ul style="list-style-type: none"> <li>● <b>SDG 5   Achieve gender equality and empower all women and girls.</b> <ul style="list-style-type: none"> <li>○ Target 5.1: End all forms of discrimination against all women and girls everywhere.</li> <li>○ Target 5.b: Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women</li> </ul> </li> <li>● <b>SDG 10   Reduce inequality within and among countries</b> <ul style="list-style-type: none"> <li>○ Target 10.2: By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status</li> </ul> </li> <li>● <b>SDG 13   Take urgent action to combat climate change and its impacts:</b> <ul style="list-style-type: none"> <li>○ Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries</li> <li>○ Target 13.2: Integrate climate change measures into national policies, strategies and planning. <ul style="list-style-type: none"> <li>■ Indicator 13.2.1: Number of countries with nationally determined contributions, long-term strategies, national adaptation plans, strategies as reported in adaptation communications and national communications</li> </ul> </li> <li>○ Target 13.3: Improve education, awareness-raising, and human and institutional capacity on climate change mitigation, adaptation, impact reduction, and early warning. <ul style="list-style-type: none"> <li>■ Indicator 13.3.2: Number of countries that have communicated the strengthening of institutional, systemic and individual capacity building to implement adaptation, mitigation and and technology transfer, and development actions.</li> </ul> </li> </ul> </li> </ul> |                                  |                      |
| GEF Core Indicator Targets (identify these for projects approved prior to GEF-7 <sup>1</sup> ) | Indicator 11   Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment: 100 people (50 male and 50 female)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |                                  |                      |
| Dates of previous project phases:                                                              | N/A                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | Status of future project phases: | N/A                  |

<sup>1</sup> This does not apply to Enabling Activities

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

|                                                 |                                                                                             |                                            |                |
|-------------------------------------------------|---------------------------------------------------------------------------------------------|--------------------------------------------|----------------|
| <b>Project Title:</b>                           | <b>Establish an Integral MRV/M&amp;E System to Enhance Climate Transparency in Paraguay</b> |                                            |                |
| <b>Executing Agency:</b>                        | United Nations Development Programme (UNDP Paraguay)                                        |                                            |                |
| <b>Project partners:</b>                        | Ministry of Environment and Sustainable Development (MADES)                                 |                                            |                |
| <b>Geographical Scope:</b>                      | National                                                                                    |                                            |                |
| <b>Participating Countries:</b>                 | Paraguay                                                                                    |                                            |                |
| <b>GEF project ID:</b>                          | 10342                                                                                       | <b>IMIS number*<sup>2</sup>:</b>           | N/A            |
| <b>Focal Area(s):</b>                           | Climate Change                                                                              | <b>GEF OP #:</b>                           |                |
| <b>GEF Strategic Priority/Objective:</b>        |                                                                                             | <b>GEF approval date*:</b>                 | 2021.04.20     |
| <b>UNEP approval date:</b>                      | 2022.08.24                                                                                  | <b>Date of first disbursement*:</b>        | 2022.09.28     |
| <b>Actual start date<sup>3</sup>:</b>           | 2022.08.29                                                                                  | <b>Planned duration:</b>                   | 38 months      |
| <b>Intended completion date*:</b>               | 2025.10.31                                                                                  | <b>Actual or Expected completion date:</b> | 2025.10.31     |
| <b>Project Type:</b>                            | Medium Sized Project (MSP)                                                                  | <b>GEF Allocation*:</b>                    | \$1,842,500.00 |
| <b>PPG GEF cost*:</b>                           | \$45,000.00                                                                                 | <b>PPG co-financing*:</b>                  |                |
| <b>Expected MSP/FSP Co-financing*:</b>          | \$350,000.00                                                                                | <b>Total Cost*:</b>                        | \$2,192,500.00 |
| <b>Mid-term Review/eval. (planned date):</b>    | N/A                                                                                         | <b>Terminal Review (planned date):</b>     | 2026.05.31     |
| <b>Mid-term Review/eval. (actual date):</b>     | N/A                                                                                         | <b>No. of revisions*:</b>                  | 3              |
| <b>Date of last Steering Committee meeting:</b> | 2025.10.09                                                                                  | <b>Date of Last Revision*:</b>             | 2025.10.30     |

<sup>2</sup> Fields with an \* sign should be filled by the Fund Management Officer

<sup>3</sup> Only if different from first disbursement date, e.g., in cases where a long time elapsed between first disbursement and recruitment of project manager.

|                                            |                |                                                                   |                |
|--------------------------------------------|----------------|-------------------------------------------------------------------|----------------|
| Disbursement as of 31 October 2025*:       | \$1,812,500.00 | Date of planned financial closure*:                               | 2026.11.30     |
| Date of planned completion <sup>4*</sup> : | 2025.10.31     | Actual expenditures reported as of 31 October 2025 <sup>5</sup> : | \$1,812,417.00 |
| Total co-financing realized (31/10/2025)   | \$350,000.00   | Actual expenditures - IMIS 31/12/2025*:                           | N/A            |
| Leveraged financing: <sup>6</sup>          |                |                                                                   |                |

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<sup>4</sup> If there was a "Completion Revision" please use the date of the revision.

<sup>5</sup> Information to be provided by EA/Task Manager

<sup>6</sup> See above note on co-financing

## Project timeline

**Table 1. Project lifetime vis a vis context**

|                       | 2020                                               | 2021                                               | 2022                                                                                                                                                                  | 2023                                            | 2024                      | 2025                      | 2026                                |
|-----------------------|----------------------------------------------------|----------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------|---------------------------|---------------------------|-------------------------------------|
| International context | COVID Pandemic                                     |                                                    |                                                                                                                                                                       |                                                 |                           |                           |                                     |
|                       |                                                    | Global Post-COVID Supply Chain and Economic Crisis |                                                                                                                                                                       |                                                 |                           |                           |                                     |
|                       |                                                    |                                                    | Russia–Ukraine War and Global Price Shock                                                                                                                             |                                                 |                           |                           |                                     |
| National context      | Prolonged drought and climate-related crisis       |                                                    |                                                                                                                                                                       |                                                 |                           |                           |                                     |
| UNEP                  | <a href="#">MTS 2018-2021</a>                      |                                                    | <a href="#">MTS 2022–2025</a>                                                                                                                                         |                                                 |                           |                           | <a href="#">MTS 2026-2029</a>       |
|                       | <a href="#">POW 2020-2021</a>                      |                                                    | <a href="#">POW 2022-2023</a> <sup>7</sup>                                                                                                                            |                                                 |                           |                           |                                     |
| UNFCCC & PA Reports   | <a href="#">Second NDC</a>                         |                                                    | <a href="#">BUR3</a>                                                                                                                                                  | <a href="#">Fourth NC</a>                       | <a href="#">First BTR</a> | <a href="#">Third NDC</a> |                                     |
| Relevant laws         |                                                    |                                                    |                                                                                                                                                                       | <a href="#">“Carbon credits” Law N° 7190/23</a> |                           |                           |                                     |
| Political party       | National Republican Association (“Colorado” party) |                                                    |                                                                                                                                                                       |                                                 |                           |                           |                                     |
| Political leadership  | Mario Abdo Benítez                                 |                                                    |                                                                                                                                                                       | Santiago Peña                                   |                           |                           |                                     |
| Project phase         | Design                                             |                                                    | Implementation                                                                                                                                                        |                                                 |                           |                           | Financial Closure + Terminal Review |
| Project leadership    |                                                    |                                                    | UNDP Paraguay + MADES                                                                                                                                                 |                                                 |                           |                           |                                     |
| Outcome               |                                                    |                                                    | MADES is able to trace Paraguay’s climate change activities and provide high quality climate reports aligned with the Enhanced Transparency Framework under the PA    |                                                 |                           |                           |                                     |
| Outputs/ outcomes     |                                                    |                                                    | Strengthened institutional arrangements to manage transparency activities through the SIAM’s Climate Change Module are adopted by MADES                               |                                                 |                           |                           |                                     |
|                       |                                                    |                                                    | More accurate emission factors and activity data is made available to MADES for preparing GHG inventories                                                             |                                                 |                           |                           |                                     |
|                       |                                                    |                                                    | Technical training and tools are made available to MADES and key stakeholders for implementing the national transparency system                                       |                                                 |                           |                           |                                     |
|                       |                                                    |                                                    | Mechanism linking the Climate Change Module of the SIAM with existing national planning processes and instruments is proposed for adoption by the relevant ministries |                                                 |                           |                           |                                     |

Source: own elaboration

<sup>7</sup> As per [Decision 5/4](#) adopted by the fifth UN Environment Assembly on 2 March 2022, the programme of work (POW) for the period 2022–2023 was extended by two years, due to the COVID-19 pandemic to the end of 2025.

## Executive Summary

The CBIT Paraguay Project 10342 entitled **“Establish an integral MRV/M&E system to enhance climate transparency in Paraguay”** aimed to strengthen the transparency systems of Paraguayan institutions to meet the requirements of the transparency framework under the Paris Agreement (PA) on Climate Change. To achieve this goal, the project had **four expected outputs**: i) Strengthened institutional arrangements to manage transparency activities through the Environmental Information System’s (SIAM’s) Climate Change Module are adopted by the Ministry of Environment and Sustainable Development (MADES); ii) More accurate emission factors and activity data is made available to MADES for preparing GHG inventories; iii) Technical training and tools are made available to MADES and key stakeholders for implementing the national transparency system; and iv) Mechanism to link the Climate Change Module of the SIAM with existing national planning processes and instruments is proposed for adoption by the relevant ministries.

The Project was implemented by the **United Nations Environment Programme (UNEP)** and executed by the **United Nations Development Programme (UNDP) Paraguay** in coordination with its national counterpart, **MADES**, with a duration of three years (August 2022 - October 2025).

**This Terminal Review was conducted between October 2025 and March 2026 and followed UNEP’s evaluation criteria and ethical standards.** It used a mixed-methods approach, combining document review, interviews with 23 stakeholders (national and international), field visit, survey, and triangulation of data.

The review assessed the Project against **nine criteria**: (1) Strategic Relevance, (2) Quality of Project Design, (3) Nature of External Context, (4) Effectiveness, (5) Financial Management, (6) Efficiency, (7) Monitoring and Reporting, (8) Sustainability and (9) Factors Affecting Project Performance and Cross-Cutting Issues. The **overall Project Performance Rating is 4.97 (Satisfactory)**.

### Key Findings

**Strategic Relevance:** The project demonstrated a high national relevance by operationalizing Paraguay's pre-existing climate governance frameworks—including the National Climate Change Law, SIAM formalization, and sectoral working groups—which had remained conceptual due to lack of resources. By building upon rather than duplicating national structures and responding to domestically identified priorities, the project embodied a "symbiosis" between international support and national needs, distinguishing itself as a country-driven intervention addressing genuine gaps.

**Nature of External Context:** Implementation faced an unfavourable context due to COVID-19 delays and the 2023 political transition, which caused a *de facto* paralysis of activities for approximately one to one-and-a-half years. While pandemic risks were anticipated with

mitigation measures, the political transition was not planned for, leaving the project without strategies to address Paraguay's characteristic electoral cycle disruptions.

**Effectiveness:** The project achieved Satisfactory effectiveness, delivering all 36 outputs with 89% reaching  $\geq 85\%$  completion. Key achievements included the SIAM Climate Change Module (reducing data response times from 3-4 months to immediate processing), participatory indicator development involving 37 institutions, the Climate Classroom training 1,400+ beneficiaries (vs. 100 target), and Tier 2 emission factors enabling downward recalculation of national emissions in NDC 3.0. Output 4 (SIAM-planning linkage) advanced least but established diagnostic foundations for future progress.

**Efficiency:** The project achieved Satisfactory efficiency, delivering all outputs and executing the full budget within the original timeframe without requiring extension, despite COVID-19, political transition, staff turnover, and administrative constraints. Coordination between UNEP, UNDP, and MADES, combined with adaptive management, maintained implementation momentum despite concentration of activities in the final phase.

**Sustainability:** Assessed as Moderately Likely, reflecting strong institutional foundations and stakeholder ownership alongside remaining financial and political risks. The SIAM Module, Climate Classroom, and inter-institutional coordination mechanisms are integrated within MADES with growing stakeholder engagement. However, long-term sustainability depends on continued political commitment, stable coordination, and financial resources for maintenance and capacity-building given limited environmental institution budgets.

**Factors Affecting Performance:** Rated Highly Satisfactory, with exceptional stakeholder participation driven by MADES' proactive leadership demonstrating that transparency advances benefit sectoral ministries' own mandates. The project generated atypical visibility both within MADES and externally through ministerial engagement. Communication strategies democratized climate information access, while gender activities achieved 62.7% female participation. However, gender equity and indigenous peoples' rights responsiveness remained constrained by data gaps and conceptualization as "add-ons" rather than core elements, requiring sustained commitment beyond the project.

## **Lessons Learned**

**Lesson #1: Strategic sequencing—National diagnosis precedes international financing.** Projects achieve stronger results when international financing operationalizes pre-identified national priorities rather than introducing externally designed agendas. Paraguay's rigorous diagnostic work mapping institutional gaps and articulating priorities through domestic policy processes enabled implementation to proceed with clarity despite significant disruptions. The project delivered substantive outcomes because Paraguay already knew what it needed before CBIT financing arrived, ensuring strategic relevance, complementarity, and multi-stakeholder ownership.

**Lesson #2: Operational functionality precedes formal institutionalization.** Effective inter-institutional collaboration depends more on genuine operational relationships and mutual

benefit recognition than formal agreements. MADES' approach—prioritizing collaborative processes, demonstrating tangible benefits through pilot testing, and deferring formal agreements until operational functionality was proven—proved more sustainable than top-down imposition of institutional arrangements, avoiding "beautiful documents" that remain unimplemented.

**Lesson #3: Substantive groundwork over formal compliance when timelines compress.**

When external factors constrain implementation, prioritizing substantive foundational work over formal deliverable completion yields greater long-term value. Paraguay's approach to Output 4 concentrated on robust institutional diagnostics and capacity assessments that position the country to advance incrementally in subsequent phases, avoiding the risk of rushed outputs that lack institutional preparation and operational grounding.

**Lesson #4: In-country executing agency presence enhances effectiveness.** Selecting an executing agency with established in-country presence significantly strengthens performance. UNDP Paraguay's longstanding presence facilitated real-time problem-solving, contextual understanding of political cycles, credibility with government counterparts, and seamless integration between UNDP staff and MADES teams, demonstrating that locally embedded partners often outperform remote execution arrangements.

**Lesson #5: Digital platforms require realistic resource planning and long-term commitment.**

Development costs for comprehensive digital platforms significantly exceed initial estimates—Paraguay's experience showed costs approximately three times the budgeted amount. Platforms inevitably require post-pilot adjustments, specialized technical expertise for iteration cycles, continuous maintenance, and periodic upgrades, generating long-term financial commitments that persist across multiple reporting cycles and require maturation time before achieving autonomous operational status.

## **Recommendations**

### At Project Level:

1. **Future CBIT projects in Paraguay should anticipate institutional slowdowns associated with electoral cycles** by incorporating mitigation measures at design stage. These should include integrating political transition risks into project planning, sequencing low-visibility technical activities during transition periods, and preparing structured briefing materials to facilitate engagement with incoming authorities and ensure rapid reactivation of activities.

### To Partners (Government Counterparts and Stakeholders):

2. National partners should **strengthen project governance and implementation continuity** by playing a **more active role in the recruitment and stabilization of the Project Coordinator position**, ensuring strong institutional alignment and minimizing turnover in this critical role.

3. Partners should also **strengthen climate policy advocacy by designating a visible “climate champion” or dedicated advocate** responsible for promoting the climate transparency agenda across ministries, political actors, and the broader public sphere.

#### To UNEP (System-wide Learning)

4. UNEP should **strengthen financial management support by improving communication, responsiveness, and clarity of reporting requirements from its finance unit, while enhancing engagement with executing partners.** Providing more hands-on technical support, designating a clear finance focal point, and ensuring timely responses to financial queries would help reduce administrative bottlenecks and maintain implementation momentum.
5. UNEP should also continue **improving project design processes by supporting countries** in developing robust Theories of Change, conducting stakeholder and capacity assessments, and establishing clear sustainability strategies, SMART indicators, and inclusive design approaches that facilitate long-term institutional adoption of transparency systems.

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

**Q1. Did State and non-State actors adopt the ETF under the Paris Agreement, ensuring its long-term sustainability within national systems?** Yes, to a large extent. State and non-State actors progressively adopted the ETF, and the project made substantial progress in embedding it within national institutional systems. Adoption was reflected in the active engagement of public institutions, academia, civil society and private-sector actors, the participatory development of indicators and reporting tools, and the use of existing governance mechanisms such as the CNCC to anchor transparency processes. The project translated ETF requirements into operational national instruments, including the National Climate Transparency Platform, the SIAM Climate Change Module, the Climate Classroom, and the Roadmap for Integrating Climate Action into National Planning. These advances demonstrate that transparency increasingly became a shared national agenda rather than solely an external reporting requirement. However, full sustainability will depend on continued political commitment, formalized inter-institutional data-sharing arrangements, stable technical capacities and sustained financial resources to maintain and update the system.

**Q2. Did the project strengthen the transparency mechanisms of national institutions, ensuring their capacity for continuous domestic and international climate reporting?** Yes, to a significant extent. The project strengthened national transparency mechanisms by establishing the technical infrastructure, methodological tools and institutional arrangements required to operationalize the ETF in Paraguay. Key achievements include the development of the National Climate Transparency Platform, the SIAM Climate Change Module, improved GHG inventories through Tier 2 emission factors covering over 50% of national emissions, and the creation of standardized indicators and reporting protocols for mitigation and adaptation. These tools have already supported concrete reporting processes, including Paraguay’s BTR1

and improvements in NDC 3.0 reporting. Extensive training activities reaching more than 1,400 participants and the establishment of the Climate Classroom further strengthened institutional capacities and inter-institutional collaboration. While the project established a solid foundation for sustained climate reporting, the long-term consolidation of these capacities will depend on continued institutional commitment and the internalization of specialized technical capacities within national institutions.

**Q3. Did State and non-State actors adopt the new tools developed by the project, and are there measures in place to ensure their future use and functionality?** Yes, to a significant extent. State and non-State actors adopted several of the tools developed by the project, particularly the National Climate Transparency Platform, the SIAM Climate Change Module and the Climate Classroom. These tools were widely recognized as major improvements in the management and accessibility of climate data, replacing slow and fragmented reporting processes with standardized digital workflows. Their participatory development and validation strengthened institutional ownership and facilitated their adoption by ministries, technical institutions, civil society and academic actors. Training activities generated strong demand for continued learning, further reinforcing the use of the tools. Measures to support their sustainability are already in place, including their integration within MADES systems, the establishment of technical working groups and the Climate Classroom as a permanent capacity-building mechanism. However, their long-term functionality will depend on sustained institutional engagement, technical maintenance, stable financing and continued collaboration among data-providing institutions.

**Q4. Was the project executed efficiently, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems?** Yes, overall the project was implemented efficiently, delivering all planned outputs within the original timeframe and achieving full financial execution despite operating in a complex context marked by the COVID-19 pandemic, the 2023 governmental transition and staff turnover in key institutions. Adaptive management played a critical role in maintaining implementation momentum, with continuous coordination among MADES, UNDP and UNEP, adjustments to work plans and strong emphasis on documenting processes and institutionalizing knowledge. Capacity-building activities, the development of operational manuals and centralized information repositories, and the establishment of the Climate Classroom contributed to strengthening institutional capacities and supporting the sustainability of climate data systems. Although early implementation delays resulted in a concentration of activities in the final phase of the project, the project ultimately demonstrated cost-effective implementation and succeeded in establishing durable systems for climate data management and reporting.

Buenos Aires  
Argentina  
April 2026

### Validation

The report has been subject to an independent validation exercise performed by UNEP's Evaluation Office. The performance ratings for the UNEP-GEF Project 'Establish an integral MRV/M&E system to enhance climate transparency in Paraguay' (GEF ID 10342) set out in the

Conclusions and Recommendations section have not 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 XIII).

## Introduction

1. This document constitutes the **Final Report (FR)** of the **Terminal Review (TR)** for the **GEF Project 10342** entitled "**Establish an integral MRV/M&E system to enhance climate transparency in Paraguay**" (hereinafter referred to as the "Project"). The Project was funded through the **Global Environment Facility (GEF)** with a grant of US\$ 1,812,500; implemented by the **United Nations Environment Programme (UNEP)**; and executed by **United Nations Development Programme (UNDP) Paraguay** in coordination with its national counterpart, the **Ministry of Environment and Sustainable Development (MADES)**, with in-kind co-financing of US\$ 350,000.
2. In line with the UNEP Evaluation Policy, UNEP Programme and Project Management Manual and the GEF's Monitoring and Evaluation Policy, the TR was undertaken after completion of the Project in October 2025. **The TR was carried out to assess project performance** (in terms of relevance, effectiveness and efficiency), **and determine outcomes and impacts** (actual and potential) stemming from the Project, **including their sustainability**. The TR had two primary purposes: i) to provide evidence of results to meet accountability requirements, and ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners.
3. This TR is the first review undertaken for the Project. No Mid-Term Review was conducted during project implementation. The TR process started in **October 2025 and was completed by March 2026**. It constituted the last phase of the Project work plan.
4. The **FR is the second deliverable** prepared by the Evaluation Consultant and contains i) a brief description of the **review approach**; ii) a **Project overview** including context, problem statement, results framework, governance structure, stakeholders description, changes during implementation and financing; iii) a **reconstruction of the Project Theory of Change (ToC)**; iv) **review findings** and v) **conclusions and recommendations**, including lessons learned. Finally, the report concludes with **annexes**, adding information about this TR.
5. From a methodological perspective, this TR was built mainly based on **four primary data collection methods**: i) **desk review** of relevant Project documents; ii) **semi-structured individual and group interviews** with key stakeholders; iii) **field visit**; and iv) **survey** to assess the perceived quality and usefulness of the Project's training activities. It also involved initial discussions with the main staff responsible for the Project to form a good understanding of the evaluation and to identify the stakeholders (including their roles and responsibilities).
6. Based on desk review and data collection, the **Project was evaluated against nine criteria** rated on a six-point scale, included in a rating matrix developed by UNEP Evaluation Office. This allowed the Consultant to determine the **Overall Project Performance Rating**.

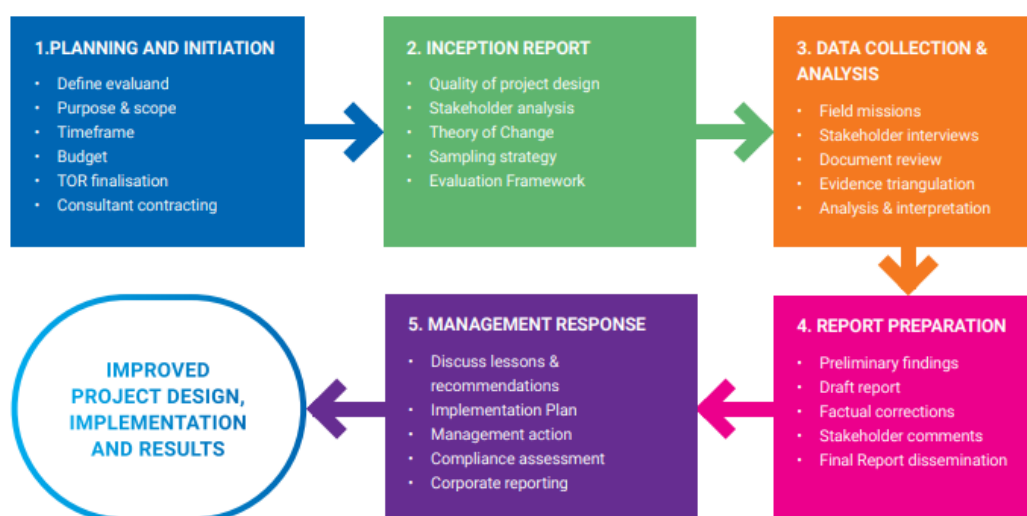
7. The **main intended users of the TR** are the Secretariat of the GEF as the funding partner, as well as the Implementing Agency (UNEP), the Executing Agency (UNDP), its national counterpart (MADES) and the project partners.

# 1. Review Approach

## 1.1. Review process and criteria

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

Figure 1. UNEP Evaluation process flowchart



Source: UNEP Evaluation Manual (2022)

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

<sup>8</sup> Available at

<https://wedocs.unep.org/bitstream/handle/20.500.11822/42025/2023%200903%20Evaluation%20Manual.pdf?sequence=1&isAllowed=y>

and the Sub-programme Coordinators of the Climate Action UNEP Sub-Programme. It follows the guidelines established in the UNEP Evaluation Policy, the UNEP Programme and Project Management Manual, and the GEF's Monitoring and Evaluation Policy. The formulation of the TR took place between October 2025 and February 2026. The stakeholders interviewed and surveyed, as well as the documents reviewed, are presented in Annexes III and IV, respectively.

11. The TR process consisted in an in-depth participatory assessment of the Project's **performance** (in terms of relevance, effectiveness and efficiency), **outcomes and impacts** (actual and potential), and **sustainability**. As required in UNEP evaluations, the **Project was evaluated against nine criteria**: (1) Strategic Relevance; (2) Quality of Project Design; (3) Nature of External Context; (4) Effectiveness (incl. availability of outputs; achievement of outcomes and likelihood of impact); (5) Financial Management; (6) Efficiency; (7) Monitoring and Reporting; (8) Sustainability; and (9) Factors Affecting Project Performance and Cross-Cutting Issues. For each criterion, the UNEP Evaluation Office has developed a ratings matrix containing detailed descriptions of the main elements required to be demonstrated at each level. This allows evaluation criteria **to be rated on a six-point scale**, as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). After considering all the evidence gathered, in relation to this matrix, the ratings against each criterion were weighted in order to derive the Overall Project Performance Rating. The greatest weight is placed on the achievement of Outcomes, followed by dimensions of sustainability.
12. In addition to the evaluation criteria, the TR Terms of Reference (TOR) established a series of **Key Strategic Questions** which the revision responded to. The Key Strategic Questions are:
  - Q1. Did State and non-State actors adopt the ETF under the Paris Agreement, ensuring its long-term sustainability within national systems?
  - Q2. Did the project strengthen the transparency mechanisms of national institutions, ensuring their capacity for continuous domestic and international climate reporting?
  - Q3. Did State and non-State actors adopt the new tools developed by the project, and are there measures in place to ensure their future use and functionality?
  - Q4. Was the project executed efficiently, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems?

## 1.2. Data collection and sampling

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

and knowledge sharing through results and lessons learned among UNEP and main project partners.

14. The TR concentrated on the 2022-2025 implementation period of the Project and was deployed using **four (4) data collection methods**: i) **desk review** of all relevant documentation; ii) **individual and group interviews** with key stakeholders; iii) **field visit**; and **IV) training participants survey**.
15. **Desk review**. The evaluator reviewed the Project documentation provided by UNEP and the Project management team, as well as relevant national policy and regulatory frameworks, official government publications, and publicly available information from the websites of MADES, UNEP, GEF and other relevant institutions.
16. **21 interviews with 23 key stakeholders** (19 individual and 2 group interviews). The general questions answered during the review are included in Annex XIV. Specific questions for specific stakeholders are not included in this report to protect them and allow information sharing with the evaluator in a safe environment. Stakeholder interviews were conducted using a semi-structured approach and lasted about 60 minutes each. Participants were informed that their responses will remain confidential.
17. During the fieldwork, **23 of the 48 individuals included in the sample were interviewed (48% overall)**. Regarding institutional affiliation, the majority of interviewees were **government representatives (57%)**, including six officials from the MADES and seven from other ministries and public agencies. Representatives from **international organizations** accounted for **30%** of the sample, comprising five interviewees from the Project's EA (UNDP) and two from the IA (UNEP). The remaining interviewees represented a non-governmental organization (9%) and academia (4%). **52% (12) of interviewees were women** and the remaining 48% (11) were men.
18. Regarding the interview modality, **48% were conducted in person** during the field visit, while the remaining **52% were conducted online** (video conference), some during the field visit (5) and the rest (6) remotely from Argentina, where the evaluator is based.
19. **Engagement levels** across stakeholder groups show a mixed but overall robust pattern, particularly when considering both response rates and the absolute number of interviews conducted. In total, **48 individuals were invited** to participate in interviews, including 43 from the original sample and 5 additional stakeholders identified through a "snowball sampling approach", based on recommendations from interviewees.
20. **Government stakeholders** constituted the largest group in both the original outreach and the final set of interviews. While the overall engagement rate among government actors was relatively modest (**38%**), the absolute number of completed interviews (13) is significant and provides a solid empirical basis for capturing public-sector perspectives. Importantly, these interviews included six representatives from the MADES and seven officials from other ministries and public agencies, ensuring that insights were drawn from

both the lead environmental authority and other relevant governmental bodies involved in data provision, policy design, and project oversight<sup>9</sup>.

21. **International organizations** showed comparatively higher engagement, with **70%** of invited stakeholders interviewed (7 out of 10). Participation was well balanced between the Project's EA and the IA. Engagement from **academia and civil society** was limited in absolute terms but complete within their respective groups, with **100% participation among those contacted** (one from a University and two from a civil society organization). Although small in number, the full participation of these stakeholders adds qualitative value by incorporating perspectives that are institutionally distinct from government and international organizations. By contrast, **no interviews were completed with representatives from the public enterprise subgroup**, despite outreach efforts. While this represents a gap in terms of sectoral coverage, its overall impact on the analysis is mitigated by the relatively small size of this group within the total sample.
22. Overall, while engagement rates varied across groups, the interview process proved effective in capturing a **broad and diverse range of institutional perspectives**, particularly from those actors most directly involved in project execution, oversight, and technical implementation. The combination of a substantial number of interviews and representation across multiple stakeholder categories supports the robustness of the qualitative evidence base and strengthens the credibility of the findings derived from the interview process.

**Table 2. Respondents' sample for the Terminal Review Paraguay CBIT 10342 (Stakeholder-Disaggregated)**

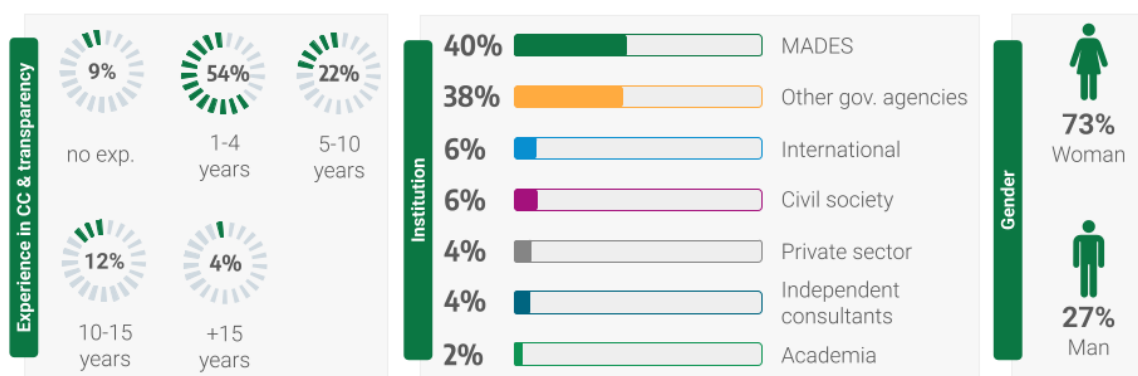
| Stakeholder group                          | Stakeholder subgroup                   | Interviews conducted |             | Interviews not conducted |             |
|--------------------------------------------|----------------------------------------|----------------------|-------------|--------------------------|-------------|
|                                            |                                        | (N)                  | (%)         | (N)                      | (%)         |
| Academia                                   | University                             | 1                    | 100%        | –                        | –           |
| <b>Total – Academia</b>                    |                                        | <b>1</b>             | <b>100%</b> | <b>–</b>                 | <b>–</b>    |
| Civil Society                              | NGO                                    | 2                    | 100%        | –                        | –           |
| <b>Total – Civil Society</b>               |                                        | <b>2</b>             | <b>100%</b> | <b>–</b>                 | <b>–</b>    |
| International organizations                | Executing Agency                       | 5                    | 71%         | 2                        | 29%         |
|                                            | Implementing Agency                    | 2                    | 67%         | 1                        | 33%         |
| <b>Total – International organizations</b> |                                        | <b>7</b>             | <b>70%</b>  | <b>3</b>                 | <b>30%</b>  |
| Government                                 | Data providers and policy contributors | 6                    | 38%         | 10                       | 63%         |
|                                            | Project oversight                      | 7                    | 39%         | 11                       | 61%         |
| <b>Total – Government</b>                  |                                        | <b>13</b>            | <b>38%</b>  | <b>21</b>                | <b>62%</b>  |
| Public enterprises                         | Data providers and policy contributors | –                    | –           | 1                        | 100%        |
| <b>Total – Public enterprises</b>          |                                        | <b>–</b>             | <b>–</b>    | <b>1</b>                 | <b>100%</b> |
| <b>TOTAL</b>                               |                                        | <b>23</b>            | <b>48%</b>  | <b>25</b>                | <b>52%</b>  |

Source: Own elaboration based on field work

<sup>9</sup>According to the CEO ED, project oversight responsibilities were assigned jointly to MADES and the MRE.

23. **Field visit.** A field visit to Asunción was conducted from 9 to 12 December as part of the data collection process for this TR. Over the course of four days, the evaluator conducted a total of 15 interviews with key stakeholders. Interviews were held at the offices of MADES and at locations facilitated by participating institutions, which helped ensure a high response rate and enabled direct engagement with relevant project counterparts.
24. **Training participants' survey.** As outlined in the Inception Report, the evaluation team proposed administering a survey to individuals who had participated in project-supported activities, including training sessions as well as other engagement formats such as workshops, roundtables, and discussion events. To support this exercise, the project team provided a consolidated list of **524 individuals** who had taken part in one or more project activities. From this list, valid email contact information was available for **294 individuals**, who constituted the survey outreach sample. These individuals were invited to complete a **self-administered online survey** distributed via email. The survey invitation was sent once, followed by **two reminder emails** aimed at increasing the response rate. The instrument consisted of **11 questions** (ten closed-ended and one open-ended) designed to assess participants' perceptions regarding the **quality, usefulness, usability, and sustainability** of the training received. The complete version of the survey is available in Annex XIV.
25. A total of **108 responses** were collected, representing a **37% response rate**. Of these respondents, **82 individuals reported** having participated in activities identified as formal training sessions, which constitutes the **analytical sample used** for the assessment of the project's training activities. Within the training participants sub-sample, **73% of respondents identified as women** and **27% as men**. In terms of professional experience in climate change and transparency, **54% (44)** reported having between **1 and 4 years of experience**, while **38% (31 respondents)** indicated more extensive experience (more than 5, 10 or 15 years in the field). A smaller proportion, **9% (7 respondents)**, reported having no prior experience in the subject area. Regarding institutional affiliation, the majority of respondents (**40%**) were affiliated with the **MADES**. An additional **38%** worked in other government agencies in Paraguay, while the remaining respondents were affiliated with international organizations (**6%**), civil society organizations (**6%**), the private sector (**4%**), independent consultants (**4%**), and academia (**2%**).

**Figure 2. Survey Respondent Profile**



Source: Own elaboration based on survey results.

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

### 1.3. Study limitations

27. This TR was subject to **three methodological limitations** that should be considered when interpreting findings and conclusions:

- **Absence of private sector perspectives in primary data collection.** The evaluation's sample of key informants for in-depth interviews did not include representatives from the private sector. While one individual from a public enterprise was initially identified for interview, the invitation was not accepted. Consequently, findings related to private sector engagement, perceptions of transparency tools, and willingness to provide data are presented primarily from the perspectives of other stakeholders. Private sector voices are represented only through three respondents to the post-training survey, which provided limited insights focused exclusively on training experiences rather than broader engagement with the project's transparency systems.
- **Potential response bias in the post-training survey.** The post-training survey administered to capacity-building participants achieved a 37% response rate (108 respondents out of 291 individuals contacted). While this rate is acceptable for post-intervention surveys conducted several months after training completion and in the context of an external evaluation, it introduces potential self-selection bias. Respondents who chose to complete the survey may represent those with higher levels of engagement with the project, more positive experiences with training activities, or stronger ongoing connection to climate transparency work. Consequently, survey results may overrepresent the perspectives of the most committed participants and underrepresent those who were less engaged or had less favorable experiences.

- **Limited timeframe for assessing medium- to long-term outcomes and impact.** The evaluation was conducted with a compressed timeline between project closure and fieldwork initiation. The project formally concluded in October 2025, and evaluation fieldwork commenced in November 2025—providing minimal elapsed time for medium- to long-term outcomes to materialize or for sustainability dynamics to become evident. This temporal constraint is compounded by the project's implementation pattern, which concentrated the majority of activities and deliverables in the final two years (2024-2025) following delays caused by the 2023 governmental transition.

28. **The evaluation addressed this last limitation by:** reconstructing the Theory of Change to identify impact drivers and assumptions; assessing the likelihood of impact based on conditions in place at project closure; systematically probing stakeholders about sustainability mechanisms and post-project plans; and incorporating forward-looking analysis of factors likely to enable or constrain impact realization. However, definitive assessment of sustainability and long-term impact would require a follow-up evaluation conducted 2-3 years after project closure, once Paraguay has completed at least one full reporting cycle using the systems and capacities established by the project without external support.
29. This TR was bound to the **Ethical Code of Conduct as per the UNEP Evaluation policy**, which includes the following key factors: (a) all interviews and information were provided in confidence and anonymously and no information can be traced back to a direct source/individual, (b) those involved in the TR have had the opportunity to review the report findings as well as the main review report, (c) the evaluator was sure to have empathy and sensitivity to different contexts and cultures in which stakeholders work.

## 2. The Project

### 2.1. Context

30. The [United Nations Framework Convention on Climate Change \(UNFCCC\)](#) entered into force in March 1994 with the aim of stabilizing greenhouse gas (GHG) concentrations "at a level that would prevent dangerous anthropogenic interference with the climate system". It stipulates that "this level should be achieved within a timeframe sufficient to allow ecosystems to adapt naturally to climate change, ensure that food production is not threatened, and enable economic development to proceed in a sustainable manner." Under the principle of "common but differentiated responsibilities and respective capabilities", developed countries are assigned a heavier burden, acknowledging that they are the main GHG emitters in the atmosphere.
31. Under the UNFCCC framework, industrialized countries agreed to support the adoption of climate change measures in developing countries through the provision of technology and financial support. A system of grants and loans was established through the UNFCCC, managed by the [Global Environment Facility \(GEF\)](#), which serves as the financial mechanism of the UNFCCC.
32. By [ratifying the UNFCCC through Law N° 251 in 1993](#), Paraguay assumed a series of obligations, including reporting its national GHG inventories, national programs containing measures for mitigation and adaptation to climate change, and any other relevant information to achieving the Convention's objective. All of this is summarized in the preparation and submission of a **National Communication (NC)**, as established in Articles 4 and 12 of the UNFCCC. Furthermore, in accordance with Decision 1/CP.16 of the Convention, developing countries must submit **Biennial Update Reports (BURs)** containing updated information on national GHG inventories, mitigation measures, needs in this area, and the support received.
33. **Paraguay has submitted four NCs and three BURs to the UNFCCC.** The [First NC](#) was submitted in 2001, followed by the [second](#) in 2013, the third in 2017, and the [fourth](#) in 2023. [BUR1](#) was presented in 2015, followed by [BUR2](#) in 2018, and [BUR3](#) in 2022. In the context of the second BUR (the last submission prior to the formulation of the CBIT project), Paraguay developed its [Adaptation Roadmap to 2030](#) as a strategic instrument to guide national efforts to meet adaptation commitments under the UNFCCC and the PA. The Roadmap provides a structured framework to define what actions are required, how they should be implemented, by whom, within which timeframe, and with what resources.
34. On December 12<sup>th</sup>, 2015, at COP21 in Paris, the Parties to the UNFCCC reached a historic agreement in the fight against climate change to accelerate and intensify actions and investments aimed at building a sustainable, low-carbon future: the **Paris Agreement (PA)**. The PA entered into force on November 4<sup>th</sup>, 2016, and in Article 2, it calls for "holding the increase in the global average temperature to well below 2°C above pre-industrial levels, and pursuing efforts to limit the temperature increase to 1.5°C above pre-industrial levels".

All Parties must do their utmost and report periodically on their emissions, implementation efforts, and contributions. In this regard, Article 4 of the PA also invites all Parties to formulate and communicate long-term low-GHG development strategies, taking into account their common but differentiated responsibilities.

35. To achieve this objective, all Parties must prepare, communicate, and undertake ambitious efforts in the form of **Nationally Determined Contributions (NDCs)** to reduce GHG emissions (mitigation actions) or to adapt to the impacts of climate change (adaptation actions). Furthermore, starting December 31<sup>st</sup>, 2024, Parties were required to submit [Biennial Transparency Reports \(BTRs\)](#) on the measures they have adopted.
36. In line with these obligations, Article 13 of the PA establishes an [Enhanced Transparency Framework \(ETF\)](#) to build mutual trust and clarity in understanding global climate action. This framework promotes the reporting and transparency of measures and support received in mitigation and adaptation. Consequently, in 2015, the Parties to the UNFCCC created the **Capacity Building Initiative for Transparency (CBIT)**, aimed at strengthening the institutional and technical capacities of developing countries to meet the transparency requirements set forth by the PA. Its objectives are: 1) Strengthening the capacities of national and subnational institutions for the progressive improvement of climate change reporting and transparency activities; 2) Developing tools, training, and technical assistance to meet the requirements of Article 13 of the PA; 3) Building technical capacity for monitoring and reporting on mitigation measures and climate finance; 4) Providing technical inputs to support medium- and long-term decision-making.
37. **Paraguay signed the PA** on April 22<sup>nd</sup>, 2016 and completed the ratification process on October 14<sup>th</sup> the same year. Regarding mitigation commitments, **Paraguay has submitted three National Determined Contributions (NDCs)**: the first one in 2016, the second in 2021, and [the third and most recent](#) in 2025.
38. In line with Article 13, paragraph 7(a) of the PA, Paraguay also compiles **National Inventory Reports (NIRs)** covering anthropogenic emissions by sources and removals by sinks of GHG. The first NIR was submitted in 2022 as part of the BUR3 (covering the 1990–2017 period), followed by the second NIR in 2024 (covering 1990–2019) as part of the Fourth NC. In the same year, [Paraguay submitted its first BTR](#), which includes a new NIR covering the 1990–2021 time series and, for the first time, the use of Common Reporting Tables (CRTs) under the ETF.
39. The institutional governance framework for climate change in Paraguay has evolved steadily over the past two decades, reflecting the country's growing commitment to environmental management and transparency under the UNFCCC. The establishment of the **Secretariat of the Environment (SEAM)** in 2000 through [Law N° 1.561/00](#) marked the first formal step toward a coordinated national environmental agenda. SEAM was mandated to formulate, coordinate, and oversee national environmental policy, laying the groundwork for later climate-related functions. In 2017, Paraguay strengthened its institutional arrangements by creating the **National Directorate on Climate Change (DNCC)**

within SEAM, with responsibilities for preparing the NCs, BURs, NDCs, and national climate plans for mitigation and adaptation. A year later, [Law N° 6,123/18](#) elevated SEAM to ministerial rank, establishing the **MADES** as the lead authority on environmental and climate change matters. This transformation consolidated the DNCC's mandate and positioned MADES as the national coordinator of climate governance, reporting, and sectoral engagement across government and non-government stakeholders.

40. This institutional evolution was reinforced by a progressively more comprehensive policy framework. [Paraguay's 1992 National Constitution](#) already recognized the preservation, conservation, and restoration of the environment as matters of public interest and required the State to balance environmental protection with integral human development. Subsequent national planning instruments extended this constitutional mandate. The country's specific climate policy trajectory began with the 2011 proposal for a **National Climate Change Policy**, which informed the enactment of the [National Climate Change Law](#) N° 5875/2017. This law established the overarching legal framework for responding to climate change in an urgent, coordinated, and sustained manner. It adopted as guiding principles those contained in the Rio Declaration, the UNFCCC, and the National Climate Change Policy: i) sustainability, ii) precaution, iii) subsidiarity, iv) transparency, v) equity, vi) solidarity, vii) integrity, and viii) shared responsibility. The law also created the **National Climate Change Commission (CNCC)**, a multisectoral and consultative body that expanded from 26 to 37 member institutions.
41. Following the enactment of the climate law, Paraguay accelerated the operationalization of its policy framework. In 2018, MADES approved the **National Mitigation Plan**, the **National Adaptation Strategy**, and the **National Adaptation Plan** through Resolution 275/2018, which clarified the roles and responsibilities of national actors in implementation. The same year, [Resolution No. 04/2018](#) established four sectoral working groups: 1) for the energy sector, 2) industrial processes and product use (IPPU), 3) waste and 4) agriculture, forestry, and other land use (AFOLU) to support the generation of GHG inventory data, promote data systematization, and coordinate sector-specific methodological improvements. In parallel, MADES advanced environmental information management by adopting the **Paraguay's Environmental Information System (SIAM)** through Resolution No. 210/2018, later formalized by Presidential Decree No. 2436/2019. SIAM was designed as an integrated set of processes and technologies to collect, analyze, and manage environmental information, enhance public participation, and support evidence-based decision-making for sustainable development.
42. The **CBIT 10342 Project** was expected to build on Paraguay's existing institutional progress and previously defined priorities for strengthening its transparency framework. Rather than creating new structures, the project design aimed to formalize and expand mechanisms already in place, such as the conceptual work on the SIAM Climate Change Module, the operation of sectoral round tables for the national GHG inventory, and the consultative role of the CNCC as a validation platform. In this sense, CBIT resources were

intended to complete, operationalize, and give continuity to processes and tools that Paraguay had already identified as national priorities.

43. Prior to the approval of the CBIT Project in Paraguay, **multiple internationally funded initiatives** were undertaken that provided significant **institutional, technical, and policy foundations** for CBIT's implementation. These projects were expected to complement CBIT by supplying baseline data, strengthening sectoral and institutional capacities, advancing Monitoring, Reporting and Verification (MRV)-related processes, and generating lessons upon which CBIT would build. Together, they constituted key antecedent efforts that were anticipated to support the establishment of Paraguay's integrated MRV and Monitoring & Evaluation (M&E) system under the ETF:

- **CBIT Global Coordination Platform – GEF:** This global initiative provided capacity-building and knowledge support to Non-Annex I and developing countries to meet UNFCCC and Paris Agreement reporting requirements and to foster increased ambition in NDC implementation. The platform's facilitation of knowledge exchange and peer learning would have complemented CBIT Paraguay by informing institutional strengthening efforts and supporting the uptake of good practices at regional and global levels.
- **Framework Program for the Sustainable Management of Water Resources of the River Plate Basin (CIC-Plata, 2010–2015) – GEF:** This program strengthened transboundary cooperation for the integrated management of shared water resources under climate variability and change. Its outputs—particularly those related to institutional coordination and data flows—were expected to support the CBIT Project in structuring institutional arrangements for information exchange (Output 1) and in designing capacity-building systems aligned with the information requirements of enhanced MRV processes.
- **Second Biennial Update Report of Paraguay (2017–2019) – GEF:** The project supported the preparation and submission of Paraguay's Second BUR to the UNFCCC and generated important advances in inventory compilation and reporting. These results and lessons learned were expected to serve as a foundation for CBIT Paraguay, which would build upon this previous work to further strengthen national transparency capacities.
- **Strengthening Mechanisms for Access and Financing of Climate Change Projects (2017–2020) – GCF Readiness:** This initiative strengthened Paraguay's NDA and established a framework for developing and monitoring GCF proposals. Its monitoring system for climate finance was expected to complement CBIT Output 3, particularly in tracking financial support received from the GCF.
- **Forests for Sustainable Growth (2017–2020) – FCPF:** The initiative supported Paraguay's REDD+ readiness phase and contributed to the strategic framework for implementing NDC-related forest measures. Its guidance was expected to inform

CBIT Output 1 regarding institutional arrangements for the national NDC monitoring system.

- **Enhancing the Role of Local Development Councils for NDC Implementation (2018–2020) – GCF Readiness:** By strengthening local governments' capacity to integrate climate change into development plans, preparing climate action strategies, and generating climate-finance concept notes, this project produced tools and lessons that would inform CBIT activities under Output 3—especially in the development of adaptation indicators and in assessing local-level capacities.
- **Generating Responsible Demand for Reduced Deforestation Commodities (2017–2021) – GEF:** Focused on increasing demand for sustainably produced meat, this initiative generated insights on livestock-related emissions and production practices. Given that livestock is a priority sector for improving emission factors to Tier 2 level, the project's outputs were expected to inform CBIT activities under Output 2 related to sectoral emission factors.
- **Asunción Green City of the Americas (2017–2022) – GEF:** This project supported integrated urban planning, sustainable mobility, chemicals and waste management, and protected area management across the Asunción Metropolitan Area. Its Outcome 5—centered on developing a monitoring system for sustainable urban development, strengthening institutional capacities, and establishing indicators and a monitoring platform—would have complemented CBIT efforts to establish robust monitoring systems under Outputs 1 and 3.
- **Support to the Reduction of GHG in the Production of Commodities (2017–2022) – GEF:** Aimed at promoting sustainable livestock production while protecting forests and community rights, this project generated sectoral insights relevant for enhancing Tier 2 emission factors and developing indicators for NDC monitoring. Its results were expected to complement CBIT activities under Outputs 2 and 3.
- **Fourth National Communication and Third Biennial Update Report (2019–2022) – GEF:** This initiative supported the preparation of Paraguay's FNC and BUR3. Given CBIT's focus on improving emission factors, activity data, and institutional arrangements for GHG inventories (Output 2), as well as developing indicators for NDC tracking (Outputs 1 and 3), the two projects were expected to reinforce each other by jointly contributing to the development of national MRV and M&E systems.
- **Strengthening of Climate Action in Paraguay (FAC-PY, 2019–2022) – EU:** By promoting long-term climate action, designing evidence-based mitigation measures, and fostering private-sector engagement, this project provided elements that would

complement CBIT, particularly in integrating sectoral mitigation plans and facilitating the incorporation of CBIT-developed indicators into future NDC updates.

- **Poverty, Reforestation, Energy and Climate Change (PROEZA, 2017–2023) – GCF:** PROEZA supported climate change mitigation, poverty reduction, and sustainable forest management in rural communities. Its progress—particularly regarding land-use information, community-level indicators, and adaptation practices—was expected to serve as an important input for CBIT activities under Output 3 in the development of NDC indicators and institutional tools, guidelines, and protocols.
- **Ecosystem-Based Approaches to Reduce Climate Vulnerability in the Chaco (2019–2023) – Adaptation Fund:** This project improved food security and strengthened adaptive capacity in vulnerable rural areas through ecosystem-based adaptation. Its outputs, including vulnerability data and community-level adaptation measures, were expected to inform CBIT’s development of adaptation indicators and methodological tools under Outputs 3.1 and 3.2.
- **Promoting Private Sector Investments in Energy Efficiency in the Industrial Sector (2019–2024) – GCF:** This initiative promoted cleaner industrial energy use through the development of enabling tools, standardized contracts, M&V systems, and concessional financing instruments. As its MRV-related activities were coordinated with national actors, CBIT would align its work on mitigation indicators and MRV systems with the methodologies and tools developed under this project.
- **REDD+ Results-Based Payments (2015–2017, implementation 2020–2025) – GCF:** This project supported the implementation of Paraguay’s Forest Strategy for Sustainable Growth and strengthened governance and monitoring systems required for REDD+. Because it included the development of a REDD+ monitoring system, its outputs were expected to be directly relevant to CBIT’s Output 3 on integrated MRV and M&E systems.
- **Screen-LAC: Climate Risk Screening for the Energy System – AECID:** Through climate-risk and vulnerability assessments of energy infrastructure and planning systems, this initiative generated insights on climate impacts in the energy sector. These findings were expected to support CBIT activities under Outputs 3.1 and 3.2 related to NDC monitoring indicators and institutional tools.
- **Energy Balance in Terms of Useful Energy (BNEU) – EUROCLIMA:** By strengthening national capacities for managing data on energy efficiency and producing detailed information on energy use, the BNEU project would have provided relevant inputs for

CBIT in improving GHG estimates in the energy sector and enhancing transparency under Output 2.

44. Lastly, the CBIT 10342 Project had synergies with three **Sustainable Development Goals (SDGs)** and contributes to several targets:

- **SDG 5 | Achieve gender equality and empower all women and girls.**
  - Target 5.1: End all forms of discrimination against all women and girls everywhere.
  - Target 5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.
- **SDG 10 | Reduce inequality within and among countries**
  - Target 10.2: By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.
- **SDG 13 | Take urgent action to combat climate change and its impacts:**
  - Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
  - Target 13.2: Integrate climate change measures into national policies, strategies and planning.
  - Target 13.3: Improve education, awareness-raising, and human and institutional capacity on climate change mitigation, adaptation, impact reduction, and early warning.

## 2.2. Problem statement at design stage

45. **Paraguay is a democratic, representative, participatory, and pluralistic republic** organized under the principles of a social rule of law, as established by the National Constitution promulgated in 1992. The country's institutional framework is grounded in the separation, independence, and balance of powers among the Executive, Legislative, and Judicial branches. **Executive authority** is exercised by the President of the Republic, elected by direct vote for a five-year term, supported by a Vice President and a cabinet composed of ministries and executive secretariats. **Legislative power** resides in the bicameral National Congress, while the **Judiciary** operates independently under the Supreme Court of Justice.
46. Paraguay has an estimated population of **6.1 million people**, with a **predominantly young demographic profile**: nearly 60% of the population is under 35 years old, representing an important opportunity for long-term, sustainability-oriented public policies (Paraguay NDC3, 2025). Despite this demographic advantage, Paraguay is among the South American countries with the **highest vulnerability to climate change**<sup>10</sup>. Its vulnerability is shaped primarily by high sensitivity and limited adaptive capacities, exacerbated by **one of the**

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<sup>10</sup> Development Bank of Latin America, *Vulnerability Index to climate change in the Latin American and Caribbean Region*, 2014

**lowest per-capita GDP levels in the region** and a national economy strongly dependent on agriculture. Although the country faces moderate exposure levels, largely limited to temperature and precipitation variability rather than extreme events, climate hazards such as El Niño-related floods, La Niña-induced droughts, intense rainfall, heatwaves, and frosts pose significant risks, particularly to rural sectors on which the national economy heavily relies.

47. The adoption of the PA marked a new stage in transparency obligations for all Parties, including developing countries such as Paraguay. While the PA established the general foundations of the ETF, it was only with the approval of the Katowice Rulebook at COP24 that detailed guidance for its implementation was formalized<sup>11</sup>. From that point onward, **all non-Annex I countries were required to comply with more ambitious and standardized reporting obligations**, including the preparation of BTRs, NIRs, and the continued submission of NCs.
48. The BTRs, which will replace the BURs, must include coherent and comparable information on GHG inventories, progress in the implementation of NDCs, climate change impacts and adaptation, as well as support received and needed. These requirements entail not only greater technical rigor, but also the establishment of permanent institutional arrangements and sustained national capacities for climate information management.
49. **For developing countries, including Paraguay, the ETF presents an additional challenge:** it requires integrating long-term sustainable development planning into the design and implementation of MRV and M&E systems. Meeting these enhanced obligations demands strong institutional coordination, stable technical teams, adequate data systems and clear regulatory frameworks, areas in which, at the time of the CBIT project design, significant gaps had been identified.
50. Despite its strong political commitment to climate action, Paraguay faced multiple constraints that limited its ability to comply with the new transparency requirements. First, there was a **shortage of human resources within the DNCC**, due both to limited budget availability for hiring and to a scarcity of qualified professionals in the country to fill the necessary technical positions. Second, a **high dependence on international support** was identified, both for technical assistance and for financing transparency-related activities, which limited national ownership and tended to orient efforts toward priorities defined by donors and international organizations, not always aligned with those of the country.
51. In addition to these structural challenges, Paraguay also faced a set of **specific barriers to strengthening its transparency framework** under the PA: i) the lack of institutional arrangements for UNFCCC reporting, including the absence of a roadmap for NDC tracking and its subsystems (mitigation MRV, adaptation M&E, and MRV of support received and needed); ii) the absence of mechanisms and agreements to integrate information on

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<sup>11</sup> UNFCCC, 2018. "Report of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement on the third part of its first session, held in Katowice from 2 to 15 December 2018". Decision 18/CMA.1.

financial support received across public institutions, civil society, and other stakeholders; iii) insufficient key information to improve GHG inventories, with remaining data gaps limiting the comparability and verifiability of NCs and BURs; iv) the lack of guidelines and protocols to ensure information quality and reduce uncertainty, compounded by limited inter-institutional coordination and the absence of an integrated data system; v) the lack of indicators, baselines, protocols, and standardized tools to track NDC progress; vi) limited technical capacity and high staff turnover in key institutions responsible for transparency-related tasks; and vii) insufficient mechanisms and awareness to integrate climate data and projections into national planning processes.

52. In addition, at the time of project design there were several **operational challenges** affecting the systems and instruments intended to support Paraguay's transparency framework. First, the **SIAM**, managed by MADES, included a climate change module that was still at an early stage of development. Likewise, the **sectoral working groups** established under Resolution N° 04/2018 were not yet operational and did not define what data should be reported, at what frequency, or in which format, resulting in sporadic engagement with data providers and continued dependence on external consultants. The **mitigation subsystem** also remained only partially operational, lacking institutional arrangements, indicators, protocols, sectoral templates, and sufficient technical capacities across both public and private actors. At the same time, Paraguay did not yet have consolidated national capacities to perform **baseline analyses or scenario projections**; for instance, the business-as-usual scenario for the NDC had been developed by an external consultant under an EU-funded project. Moreover, there was no formalized system for tracking **support received and support needed**. In BUR2, this information was collected by an external consultant on behalf of MADES, while in BUR3 it was compiled by Ministry staff, strengthening national capacity but still without standardized tools, templates, or indicators. Finally, the **national development planning process** (guided by the [Paraguay 2030 National Development Plan](#) (PND 2030)) referred to climate change only within broad environmental objectives, without a specific link to the establishment or tracking of the NDC.
53. Taken together, these challenges underscored the need for a coordinated, institutionalized, and nationally owned system capable of meeting the ETF requirements. The CBIT project was designed precisely to address these bottlenecks by strengthening institutional arrangements, consolidating technical capacities, improving data systems for GHG inventories and NDC tracking, and establishing the foundations for an integrated MRV and M&E framework that would enable Paraguay to comply with its PA commitments in a sustainable and efficient manner.

### 2.3. Results framework at design stage

54. This **CBIT 10342 Project** aims to strengthen the transparency systems of Paraguayan institutions to meet the requirements of the transparency framework under the PA on

Climate Change. In line with the gaps and barriers identified at the design stage, the project seeks to ensure that Paraguay can generate, manage and report high-quality climate information through robust, country-owned systems, while progressively reducing its reliance on external support.

55. To achieve this objective, **the project is organized into a single component and outcome structured into 4 outputs and 10 activities.** This information is presented in the table below.

**Table 3. Component 1 “Strengthening Paraguay's Transparency Monitoring System”  
Outcome, outputs and activities**

| <b>Outcome 1. MADES is able to trace Paraguay's climate change activities and provide high quality climate reports aligned with the Enhanced Transparency Framework under the Paris Agreement</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Output 1.1 Strengthened institutional arrangements to manage transparency activities through the SIAM's Climate Change Module are adopted by MADES</b>                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Activities                                                                                                                                                                                        | 1.1.1 Detail design, pilot and advance in the implementation and connectivity between the Climate Change Module and other national information systems.<br>1.1.2 Strengthen and improve the institutional arrangements for the national GHG inventory.<br>1.1.3 Develop institutional agreements for the remaining elements of the Climate Change Module of the SIAM.                                                                                                         |
| <b>Output 1.2 More accurate emission factors and activity data is made available to MADES for preparing GHG inventories</b>                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Activities                                                                                                                                                                                        | 1.2.1 Development and improvement of emission factors (at tier 2) and activity data for prioritized subsectors of the AFOLU category in the National GHG Inventory.<br>1.2.2 Development and improvement of emission factors (at least tier 2) and activity data for prioritized subsectors of the Energy, IPPU and Waste categories of the National GHG Inventory.                                                                                                           |
| <b>Output 1.3 Technical training and tools are made available to MADES and key stakeholders for implementing the national transparency system</b>                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Activities                                                                                                                                                                                        | 1.3.1 Development of indicators, protocols and mitigation formats for monitoring the NDC and tracking support needed/received.<br>1.3.2 Design and develop the M&E System for adaptation, as well as indicators, protocols and formats required for its operationalization.<br>1.3.3 Establish a National Capacity Building System for all matters related to Climate Transparency.<br>1.3.4 Communication of the processes associated with climate transparency in Paraguay. |
| <b>Output 1.4 Mechanism linking the Climate Change Module of the SIAM with existing national planning processes and instruments is proposed for adoption by the relevant ministries</b>           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Activities                                                                                                                                                                                        | 1.4.1 Create mechanisms for aligning long term planning processes with the NDC and climate data generated.                                                                                                                                                                                                                                                                                                                                                                    |

Source: own elaboration based on the CEO ED

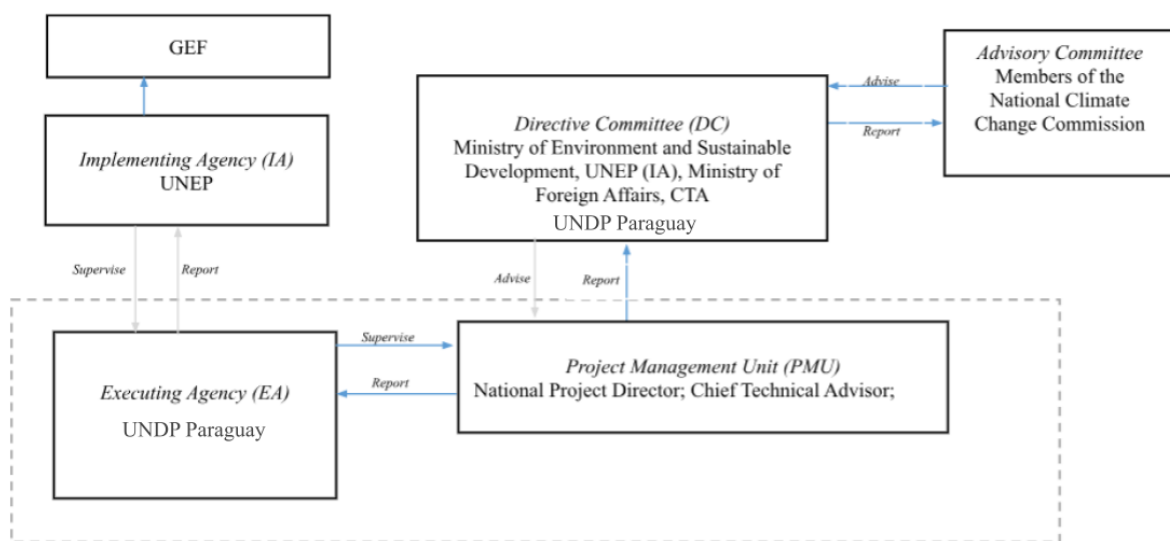
## 2.4. Project governance structure as in the original Project Document

56. **Implementing Agency (IA).** UNEP, through its Climate Mitigation Unit, served as the GEF IA. Its responsibilities were planned to include ensuring timely disbursement of funds, overseeing project execution in line with GEF and UN Environment fiduciary standards, and monitoring technical and financial progress. The IA was expected to conduct supervision missions, assess project risks, provide feedback on reports and deliverables, authorize budget revisions, and ensure adherence to quality standards and criteria.
57. **Executing Agency (EA).** UNDP Paraguay served as the EA (in coordination with its national counterpart, MADES) responsible for ensuring that the project met its objectives and delivered its expected outcomes. As EA, UNDP Paraguay was expected to oversee day-to-day technical execution in accordance with the project plan, ensure the quality of products and deliverables, and coordinate effectively with national stakeholders. UNDP Paraguay was responsible for the timely compilation and submission of technical, progress, financial, and audit reports to the IA; for managing budget revision requests; and for following up on procurement, financial management, and audit processes. It was also expected to address issues raised by the IA and elevate any critical matters requiring resolution. The EA also had to facilitate meetings of the Project Steering Committee (PSC) and other oversight bodies, ensure efficient use of resources, and conduct monitoring of project outputs and outcomes. It was expected that EA and IA met at least once per month to maintain close coordination throughout implementation.
58. **Project Management Unit (PMU):** The PMU was composed of the National Project Director (NPD) and the Chief Technical Advisor (CTA), hired by the project. Together, they were expected to oversee day-to-day management and ensure alignment with project objectives, the approved workplan, and the budget. The **NPD** had to chair the PSC, report to and receive guidance from it, act as the project's entry point within the Government of Paraguay, support partner engagement, and advise on recruitment processes. The **CTA** was responsible for daily project operations, delivery of outputs, and progress toward outcomes. This included coordinating with national counterparts, managing financial resources, preparing annual revisions, monitoring risks, ensuring the technical quality of deliverables, and addressing issues raised by the IA. The CTA coordinated the project's core technical team (technical assistants and mitigation/adaptation specialists) as well as specialized consultants, integrating their products into coherent deliverables. The CTA also had to serve as Secretary of the PSC.
59. **Project Steering Committee (PSC):** The PSC was composed of representatives from UNDP Paraguay, MADES, the Ministry of Foreign Affairs, UNEP's Climate Mitigation Unit, and the CTA. It was mandated to meet once a year to provide strategic oversight of the project, review progress, and ensure the timely implementation of outputs. Its responsibilities included approving annual work plans and budget revisions, endorsing key management decisions, and guiding coordination among partner institutions to enhance their

contributions. UNDP Paraguay and MADES appointed the NPD as PSC Chair, while the CTA served as Secretary.

60. **Advisory Committee:** The Advisory Committee was composed of the members of the CNCC. Meeting four times a year, as established by Article 11 (f) of its founding law, the CNCC served as the advisory mechanism to the PSC. Its role was to address CBIT-related matters as they arose, issue recommendations on the approval of project outputs, and ensure quality control in line with its legal mandate.
61. The governance structure is illustrated in the diagram below and roles and responsibilities of each body are detailed in Annex III (based on CEO Endorsement document).

**Figure 3. Project implementation arrangements**



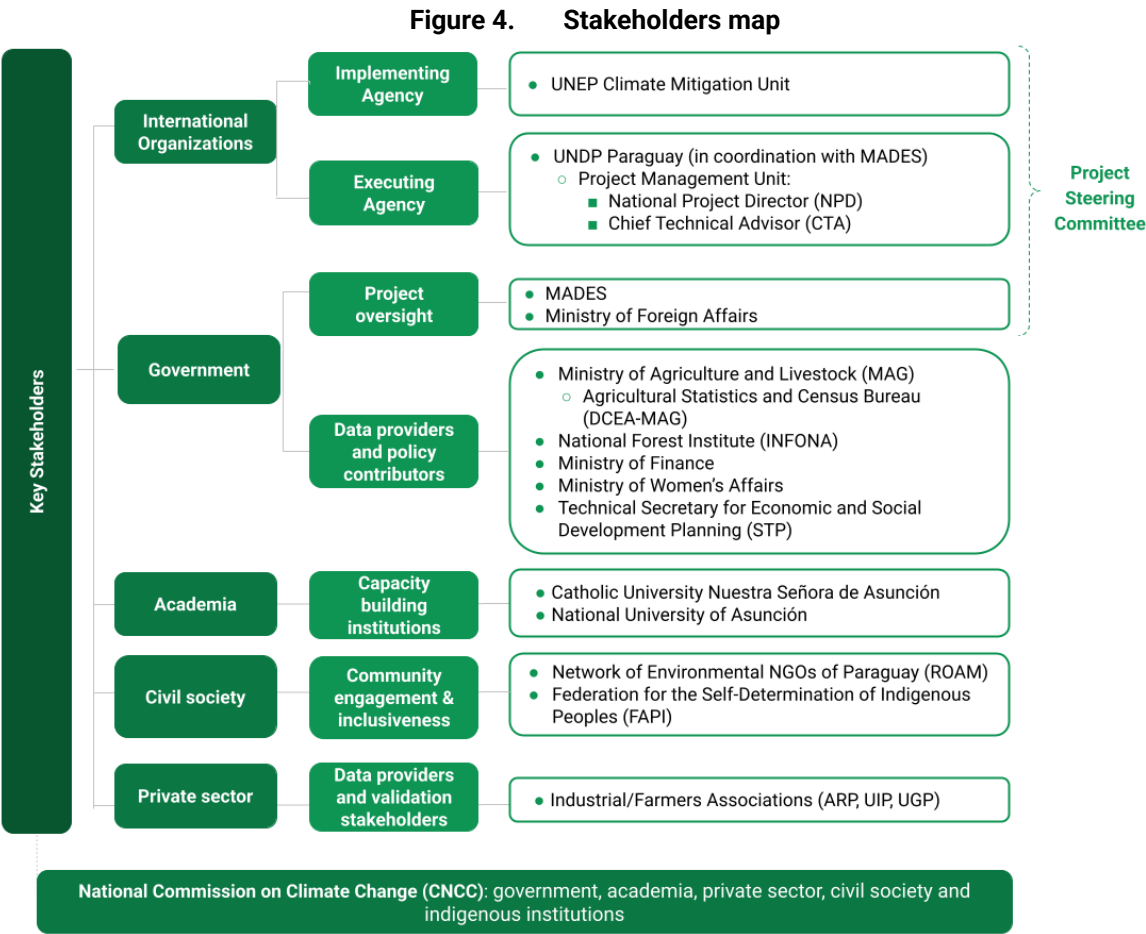
Source: CEO ED

## 2.5. Stakeholders as in the original Project Document

62. **The design of the CBIT Paraguay project was developed through a participatory and multisectoral process** led by MADES, involving consultations with key public institutions, academic actors, civil society, and the private sector. During formulation, stakeholders contributed technical inputs on sectoral information gaps, institutional needs, and priorities for strengthening Paraguay's transparency framework. The objective of this participatory approach was to align the project with existing national plans (such as the conceptual design of the SIAM Climate Change Module and the sectoral working groups for the national GHG inventory) and to ensure that proposed activities responded to operational and institutional challenges already identified by national actors.
63. The **gender analysis conducted during the endorsement process** identified gaps in access to information, participation, and technical capacities. Consultations with the Ministry of

Women’s Affairs and its Gender and Environment Unit helped strengthen the project design and integrate a cross-cutting gender perspective throughout all project phases.

64. Key contributions during the design stage included: a) criteria related to equality and non-discrimination within the MRV/M&E system; b) recommendations for incorporating disaggregated and accessible information; c) capacity-building activities aimed at enhancing women’s participation in climate planning and reporting processes. This integration informed the development of the project’s **Gender Action Plan**.
65. According to the governance structure, identified partners and the results framework, Project stakeholders could be mainly categorized by: **a) area of affiliation**: international organizations, government, academia, civil society or private sector; and **b) their role in the Project**. Figure below presents the stakeholders map according to this classification.



Source: own elaboration based on the CEO ED

66. **AAt the international level, UNEP**, through its Climate Mitigation Unit, was designated as the IA, with responsibility for oversight, supervision, and ensuring compliance with GEF and

UN Environment fiduciary standards. Moreover, **UNDP** was designated as the EA in coordination with its national counterpart, MADES.

67. **At the government level**, aside from MADES, key stakeholders were foreseen to include:

- **Ministry of Foreign Affairs (MRE)**: MRE was expected to ensure coherence between project outputs and Paraguay's international reporting obligations under the PA, facilitate communication with the UNFCCC, and participate in project governance through the PSC.
- **Ministry of Agriculture and Livestock (MAG)**: MAG was expected to support improvements in activity data collection, indicator construction, and participation in training and capacity-strengthening processes. Its role was linked to Output 1 and Activities 2.1, 3.4, 3.5, and 3.6.
- **Agricultural Statistics and Census Bureau (DCEA-MAG)**: DCEA-MAG, responsible for agricultural activity data, was expected to provide feedback for strengthening data collection processes under Output 2.
- **National Forest Institute (INFONA)**: INFONA was expected to contribute technical input regarding the generation and collection of forestry activity data, also under Output 2.
- **Ministry of Finance (MF)**: MF was expected to participate in defining and agreeing on indicators related to climate finance and to support the identification of mechanisms for the financial sustainability of the integrated climate monitoring system under Output 3. It is also part of the CNCC's Ad-hoc Finance Commission.
- **Ministry of Women's Affairs (MM)**: MM was expected to contribute to the development of indicators for NDC progress monitoring (Activities 3.1 and 3.2) and to participate in capacity-building activities under Activity 3.4.
- **Technical Secretariat for Planning (STP)**: STP was expected to connect national planning processes with the information generated under Output 4. As a member of the CNCC's Ad-hoc Finance Commission, it was also expected to contribute to coordination tasks related to the MRV system for support received.

68. **Academic institutions**, represented by the **National University of Asunción** and the **Catholic University Nuestra Señora de la Asunción**, were expected to contribute as technical actors within the CNCC and the Project. Their participation focused on providing inputs for system design (Output 1), emission factors and activity data (Output 2), and institutional arrangements for capacity-building (Output 3). Their involvement also aimed

to support long-term capacity retention through integration of training into university curricula.

69. **Civil society** organizations participating in the CNCC were expected to contribute perspectives from non-governmental actors and support the consultative processes foreseen across project outputs.
- **Environmental NGOs:** The **Network of Environmental NGOs of Paraguay (ROAM)** was expected to contribute feedback on project design and the implementation of tools under Outputs 1.1 to 1.3.
  - **Federation for the Self-Determination of Indigenous Peoples (FAPI):** As a CNCC member and representative of 13 Indigenous organizations, FAPI was expected to participate in activities linked to the MRV of mitigation (Activity 3.1) and in capacity-building processes (Activity 3.4), including contributions related to REDD+ safeguard system experience.
70. **Private sector** associations engaged through the CNCC were expected to support the technical work related to activity data and emissions estimation, and to participate in consultations on the MRV and M&E systems. Industrial and farmers associations such as Rural Association of Paraguay (ARP), Paraguayan Industrial Union (UIP) and Union of Production Guilds (UGP) were expected to provide input for updating emission factors and improving activity data under Output 2, and to participate in consultations for the establishment of MRV and M&E systems under Output 3.
71. **National Climate Change Commission (CNCC):** As the national interinstitutional coordination platform on climate change, established by Law 5875/2019 and composed of 35 institutions across government, academia, civil society, the private sector and Indigenous organizations, the CNCC was expected to function as the project's main advisory and consultation body. Its role was to provide feedback on project steps, contribute perspectives from its broad membership, and support the consultative processes required across Outputs 1 to 4.
72. The key stakeholders' names, responsibilities, and roles in the Project, according to the CEO ED, are detailed in Annex XV.

## **2.6. Changes in design during implementation**

73. **The Project underwent three formal revisions (2022, 2024 and 2025),** which introduced adjustments aimed at improving the feasibility and quality of implementation. Among the most relevant changes were the integration of the UNDP executing role, revisions to the workplan due to delays in contracting the PMU and the temporary suspension of activities by MADES between July and September 2023, as well as budget reallocations between lines to expand the scope of deliverables. In addition, a specific financial adjustment was

introduced to reflect the actual cost required to develop the climate change module of the SIAM platform.

74. Overall, **the Project was implemented within the originally planned timeframe**. It began in August 2022 and reached its technical completion on the 31<sup>st</sup> of October, 2025.

**Table 4. Project Revisions and Adjustments**

| Revisión | Approved by UNEP  | Entry into force  | Main changes introduced in this revision                                                                                                                                                                 |
|----------|-------------------|-------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1        | August 24, 2022   | August 29, 2022   | Adjustments were made to integrate the UNDP Executing Agency into the Project, including budget modifications and deliverables, to ensure its effective development and maintain high quality standards. |
| 2        | December 10, 2024 | December 10, 2024 | Revised workplan due to PMU contracting delays (01/02/23) and implementation suspension by MADES (July-Sept 2023). Budget reallocation for travel.                                                       |
| 3        | October 30, 2025  | October 30, 2025  | Budget reallocation between lines to increase deliverable scope and achieve greater results. Specific funding adjustment to cover the true cost of developing the SIAM climate change module.            |

Source: own elaboration based on the Project's Final PIR Report 2025

## 2.7. Project financing

75. The Project was funded through the GEF with a grant of US\$ 1,812,500, implemented by UNEP and executed by the UNDP, with an in-kind co-financing of US\$ 350,000 from MADES, considering staff time and use of government resources. Further details on project execution and financial performance can be found in Section 4.5 'Financial Management' and in Annexes V and VI.

**Table 5. Project Financial Overview**

|                                          |                |                                                     |                |
|------------------------------------------|----------------|-----------------------------------------------------|----------------|
| Disbursement as of 31 October 2025:      | \$1,812,500.00 | Date of planned financial closure:                  | 2026.11.30     |
| Date of planned completion:              | 2025.10.31     | Actual expenditures reported as of 31 October 2025: | \$1,812,417.00 |
| Total co-financing realized (31/10/2025) | \$350,000.00   | Actual expenditures - IMIS 31/12/2025:              |                |

Source: own elaboration based on the Final PIR Report 2025

### 3. Theory of Change at Terminal Review

76. **The CEO ED for Project 10342 did not include an explicitly articulated ToC.** Therefore, a reconstruction was developed during this inception phase to make the project's causal logic explicit and operational for the evaluation. This reconstructed ToC builds upon the project's results framework, narrative description, and annexes, reorganizing outcomes, outputs and activities into an explicit causal structure that integrates assumptions, drivers, and risks. The reconstruction thus translates the CEO ED's underlying logic into a structured ToC that will guide both the terminal review and subsequent analytical work. The causal pathways and impact drivers were not originally identified and have been developed as part of this reconstruction.
77. The reconstruction process used the CEO ED results framework and the project's component structure as starting points, producing a single, integrated model composed of **four interrelated causal pathways**. For each pathway, the following elements were mapped: a) the main **activities** proposed in the project, and (b) the immediate **outputs or short-term outcomes** those activities are expected to produce. The four pathways interact and reinforce each other, collectively contributing to the project's medium and long-term outcome. Inputs, assumptions, risks, and impact drivers are treated as project-wide elements underpinning all pathways.
78. The following paragraphs detail the causal logic and narrative of the reconstructed ToC, structured around its key elements and the four interrelated causal pathways:
79. **Core inputs** identified as the foundation for change include: GEF financial resources and government co-financing; UNEP's technical assistance and consultants; human resources from the Project Management Unit (PMU), UNDP, MADES, sectoral ministries and agencies; information technology infrastructure (servers, connectivity, hosting and data management solutions); as well as existing policy, legal, and institutional frameworks relevant to national climate transparency. Non-state actors (including academia, civil society organizations, and the private sector) also contribute through data provision, technical expertise, and participation in capacity-building activities.
80. **Pathway 1 – Legal & governance structures for climate data collection and sharing.** This causal pathway establishes the institutional and governance foundations for the national transparency framework. **Activities** under this pathway include:
- Detailed design, piloting, and advancement of the Climate Change Module's implementation and connectivity with other national information systems.
  - Strengthening and improving institutional arrangements for the national GHG inventory.
  - Developing institutional agreements for the remaining elements of the SIAM Climate Change Module.
81. Together, these activities aim to formalize coordination mechanisms, clarify institutional roles, and enhance data governance arrangements across ministries and sectors. The

main **output/ short-term outcome** is the adoption by MADES of strengthened institutional arrangements to manage transparency activities through the SIAM Climate Change Module. This institutional consolidation creates the enabling environment necessary for the subsequent technical, capacity-building, and planning integration processes addressed in the following pathways.

82. **Pathway 2 - Data Quality, MRV and M&E Systems for Mitigation and Adaptation.** This pathway focuses on improving the technical and methodological basis of Paraguay's national transparency system. It strengthens the robustness, accuracy, and consistency of data used for GHG inventories and for monitoring mitigation and adaptation actions.

**Activities** include:

- Development and improvement of emission factors (at tier 2) and activity data for prioritized subsectors of the AFOLU category of the National GHG Inventory
- Development and improvement of emission factors (at least tier 2) and activity data for prioritized subsectors of the Energy, IPPU, and Waste categories of the National GHG Inventory
- Development of indicators, protocols, and mitigation formats for monitoring the NDC and tracking support needed and received.
- Design and development of the M&E system for adaptation, including indicators, protocols, and formats required for its operationalization.

83. Together, these activities enhance the quality and comparability of climate data and establish integrated MRV and M&E systems for mitigation and adaptation. The main **outputs/ short-term outcomes** are:

- More accurate emission factors and activity data made available to MADES for preparing GHG inventories.
- Technical training and tools are made available to MADES and key stakeholders for implementing the national transparency system.

84. These outputs lay the technical foundation for institutionalized, consistent, and transparent reporting under the Enhanced Transparency Framework (ETF)

85. **Pathway 3 – Training and Communication.** This causal pathway complements and reinforces the technical advancements achieved under the previous pathway by ensuring that the institutions and professionals responsible for implementing the national transparency system have the skills, knowledge, and incentives required to effectively use and sustain it over time. **Activities** under this pathway include:

- Establishment of a National Capacity Building System for all matters related to climate transparency.
- Communication of the processes associated with climate transparency in Paraguay.

86. These activities directly contribute to the **previous pathway's output/ short-term outcome** (Technical training and tools are made available to MADES and key stakeholders for

implementing the national transparency system) by enabling their effective uptake and sustained use. These activities ensure that the tools and systems developed under Pathway 2 become fully functional, embedded within institutional routines, and supported by a critical mass of trained professionals and informed stakeholders.

87. **Pathway 4 – Knowledge sharing and integration with national planning.** This pathway aims to strengthen the coherence between the national transparency framework and Paraguay's broader development and planning processes. Activities include:

- Create mechanisms for aligning long term planning processes with the NDC and climate data generated.

88. The main **output/ short-term outcome** is a proposed mechanism to link the Climate Change Module of the SIAM with existing national planning processes and instruments for adoption by the relevant ministries. By promoting cross-sectoral coordination and policy coherence, this pathway ensures that climate transparency not only serves international reporting obligations but also informs evidence-based national decision-making and planning.

89. When the four pathways operate in synergy (combining improved governance, data quality, institutional capacities, and knowledge integration) they collectively lead to the project's **expected medium- to long-term outcome**: MADES is able to trace Paraguay's climate change activities and provide high-quality climate reports aligned with the Enhanced Transparency Framework under the Paris Agreement. The ultimate **intended impact** of the project is: Paraguay has a fully operational, integrated, and sustainable national climate transparency system that enables timely, accurate, and consistent reporting to the UNFCCC, supporting effective implementation of the Paris Agreement and evidence-based climate policy formulation.

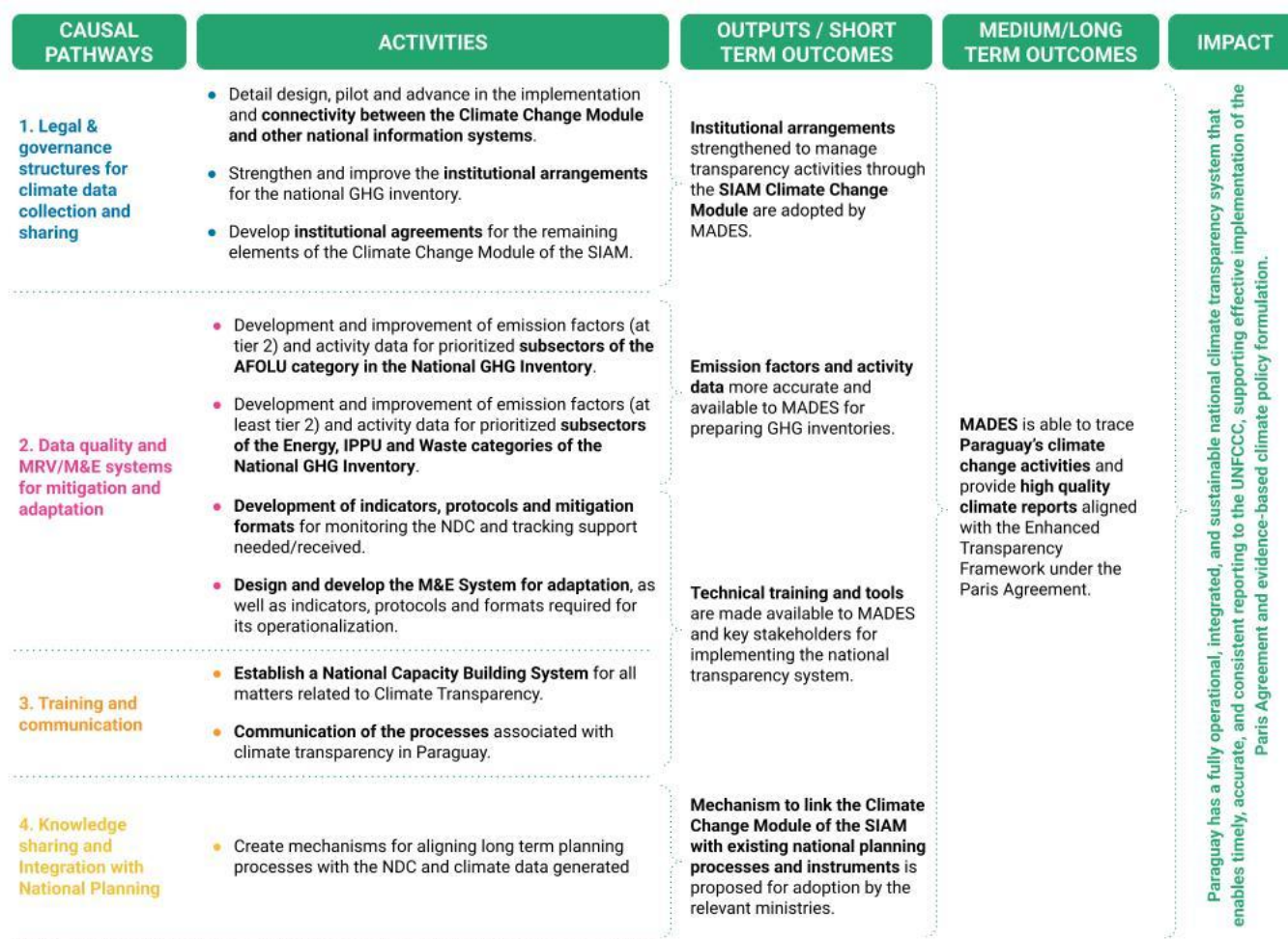
90. The reconstructed ToC relies on several **key assumptions** that underpin the project's causal logic and explain the conditions necessary for its success. It assumes, first, that the institutions relevant to Paraguay's transparency framework, particularly MADES and sectoral ministries, remain committed to strengthening and institutionalizing transparency processes, and that they are willing to actively incorporate new knowledge, methodologies, and data management practices into their operations. It also assumes that the users will find relevant knowledge and training material for their needs.

91. At the same time, the project operates in a context characterized by a series of interrelated **risks** (political, institutional, financial, and environmental) that could potentially affect its results and sustainability. From an **institutional** perspective, high personnel turnover and limited technical capacities within national institutions could undermine knowledge retention and continuity. **Politically** and **financially**, there is a risk that insufficient will or

budgetary constraints might delay or prevent the operationalization and long-term financing of the Integrated MRV System once GEF support ends.

92. **External factors** also represent potential threats. The uncertainty surrounding global economic trends and the lasting effects of the **COVID-19** pandemic may alter national priorities or divert resources away from climate transparency efforts. Additionally, **climate-related events** could disrupt implementation timelines or shift institutional attention toward immediate adaptation needs. Finally, there is a **knowledge-related risk** that Paraguay could work in isolation, without sufficiently leveraging existing international tools, networks, and methodologies that could enhance efficiency and alignment with global standards.
93. Despite these challenges, the project's design provides mechanisms to mitigate many of these risks, reinforcing the likelihood that the outcomes and impacts envisioned in the ToC will be achieved and sustained.
94. In addition to assumptions and risks, the reconstructed ToC identifies several key **impact drivers**, that is, the positive factors and conditions within the project's scope of influence that are expected to accelerate or amplify progress toward the intended outcomes and long-term impact. These drivers are not external preconditions but rather elements that can be strengthened and leveraged through effective project implementation and management.
95. For the CBIT Paraguay project, four interrelated **impact drivers** were identified: 1) Institutional leadership and coordination capacity of MADES; 2) Effective inter-institutional collaboration and information sharing; 3) Stakeholder ownership and awareness of transparency processes; 4) Integration of climate transparency into national planning and decision-making mechanisms.
96. A simplified reconstruction of the project's ToC is illustrated in the diagram below.

Figure 5. Paraguay CBIT 10342 Theory of Change



**Assumptions:**

- a) **Relevant national institutions are willing to contribute** to the enhanced transparency framework and actively incorporate knowledge and take action in their respective institutions
- b) **Users find relevant** knowledge and training material for their needs

**Risks:**

- a) **COVID-19:** Uncertainty around the duration and evolution of the current COVID-19 outbreak and its impact on the country's economic outlook and public sector priorities.
- b) **Institutional:** high personnel turnover; National institutions not having sufficient capacity to collaborate with the CBIT team.
- c) **Political / financial:** Lack of political will and resources to finance operational costs of the Integral MRV system beyond GEF funding
- d) **Organizational:** capacity built not retained.
- e) **Knowledge:** Country works isolated from other countries and do not take advantage of existing tools and methodologies
- f) **Climate change:** Climate change related events affects project implementation, or country priorities.
- g) **Social:** The world economic development adversely affects Paraguay's economic and social development, causing social tensions which could change political priorities.

Source: Own elaboration based on the CEO ED

## 4. Review findings

### 4.1. Strategic Relevance

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

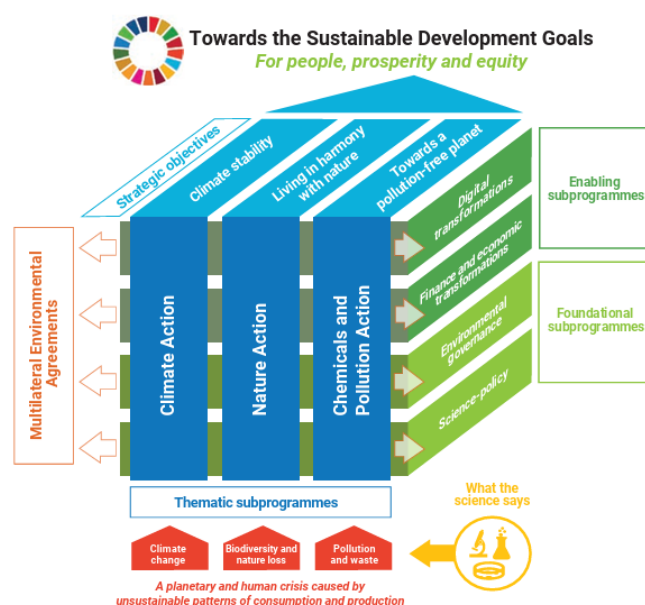
97. The Project was strongly aligned with UNEP's strategic orientation. Framed within the context of the PA, under which Parties to the UNFCCC established the CBIT, the Project contributed directly to enhanced national capacities for meeting transparency requirements.
98. The CBIT Paraguay Project supported the **UNEP Medium-Term Strategy (MTS) 2022–2025**, particularly through the **Climate Action thematic sub programme**. This sub programme aims to support countries in accelerating mitigation and adaptation efforts consistent with the goals of the PA. Specifically, the Project contributed to **Outcome 3**: "State and non-state actors adopt the enhanced transparency framework arrangements under the Paris Agreement". By establishing an integral MRV/M&E system, the Project enhanced the national capacities required to comply with the ETF.
99. In doing so, the Project addresses a core objective of the MTS and reinforces UNEP's broader strategy on evidence-based policymaking, strengthened reporting systems, and capacity-building in developing countries, in alignment with the Bali Strategic Plan for Technology Support and Capacity-building (BSP).
100. The **Programme of Work (PoW) 2022–2023**<sup>12</sup> translates the MTS into operational terms and structures UNEP's contributions under three strategic objectives: 1) climate stability; 2) living in harmony with nature and; 3) towards a pollution-free planet. **The CBIT Paraguay Project contributed to the first of these: Climate Stability**, whose expected outcomes are:
- **2030 outcome:** Government and non-government development action are compatible with the Paris Agreement's long-term objectives of "holding the increase in global average temperature to well below 2°C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5°C" and "increasing the ability to adapt to the adverse impacts of climate change."
  - **2026-2029 outcomes:** Climate change mitigation and adaptation goals incorporated into all decision-making for UNEP target audiences.
101. More specifically, the Project supported the achievement of the following **direct outcomes** identified in the **PoW's climate stability theory of change**: **1.1)** "Policymaking and decision-making for climate action are informed by the latest science-based analysis and data generation"; **1.2)** "Carbon neutrality and resilience are integrated into climate

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<sup>12</sup> As per [Decision 5/4](#) adopted by the fifth UN Environment Assembly on 2 March 2022, the programme of work (POW) for the period 2022–2023 was extended by two years, due to the COVID-19 pandemic to the end of 2025.

planning and policy and regulatory frameworks at all levels”; **1.3)** “Transparency and accountability of government and non-government climate action, including from the private sector and the financial community, are strengthened”; and **1.7)** “Public support and political engagement for climate action are catalyzed”. Through these contributions, the Project also supported the achievement of two of the three **expected outcomes by 2025: 1B)** “Countries and stakeholders have increased capacity, finance and access to technologies to deliver on the adaptation and mitigation goals of the Paris Agreement”; and **1C)** “State and non-State actors adopt the enhanced transparency framework arrangements under the Paris Agreement”.

**Figure 6. UNEP Medium-Term Strategy 2022–2025: on the road to 2030**



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

102. Although official Project reports (Final PIR Report 2025) identified only one indicator from the PoW to which the CBIT Paraguay Project contributed, **a more in-depth analysis reveals additional relevant indicators associated with the direct outcomes supported by the Project.** These include:

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

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

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

#### 4.1.2. Alignment to Donor/Partner Strategic Priorities

103. The CBIT Paraguay Project demonstrated **strong alignment with the strategic priorities of the GEF** as the primary donor, particularly within the framework of the CBIT established under Decision 1/CP.21 of the UNFCCC and operationalized through the CBIT Programming Directions (GEF/C.50/06).
104. The design and implementation of the CBIT Paraguay Project responded specifically to **9 of the 11 priority activities** identified in paragraph 18 of the CBIT Programming Directions: **(a)** Support to national institutions to lead, plan, coordinate, implement, monitor, and evaluate policies, strategies, and programs to enhance transparency, including identification and dissemination of best/good practices for institutional strengthening and national network of practitioners; **(b)** Support on how to integrate knowledge from transparency initiatives into national policy and decision-making; **(d)** Access to tools, templates, and applications to facilitate the use of improved methodologies, guidelines, datasets, and database system tools and economic models needed for implementation of enhanced transparency-related activities; **(e)** Country-specific training and peer exchange programs on transparency activities, such as establishing domestic MRV systems, tracking nationally determined contributions (NDCs), enhancement of greenhouse gas (GHG) inventories and economic and emissions projections, including methodological approaches, data collection, and data management, and adaptation monitoring, evaluation, and communication measures; **(f)** Development of country-specific emissions factors and activity data; **(g)** Assistance in quantifying and reporting impact of policy measures; **(i)**

Assistance in quantifying and reporting on support provided and received; **(j)** Capacity needs assessment for transparency, in particular to assess institutional arrangements for data collection, analysis, and reporting: the assessment supports mapping of current baseline and planned reporting and related activities, including associated institutions, tools, methodologies, MRV systems, associated data systems; and **(k)** Support to introduce and maintain progress tracking tools for transparency-related actions and progress towards targets/goals.

105. The Project objective and expected outcomes were defined at the design stage and tracked throughout project implementation using **the three standard indicators** established for CBIT projects, all aligned with the GEF's standard monitoring framework outlined in Annexes III and IV of the CBIT Programming Directions:

- **Indicator A:** Improvement in the quality of the MRV system as measured by the GEF score of 1 to 10.
- **Indicator B:** Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment (GEF-7 Core Indicator 11).
- **Indicator C:** Improvement of the quality of institutional capacity for transparency based on GEF score 1 to 4.

106. Finally, the Project also established synergies with the **CBIT Global Coordination Platform and Global CBIT Workshops**. The Project Team participated in regional exchanges with Chile, Colombia, and Uruguay, and maintained active participation in global knowledge platforms (Final PIR Report 2025). The tools developed conform to international best practices, reflecting the Project's integration within the broader CBIT global community and its commitment to knowledge sharing and scaling-up activities. Relevance to Global, Regional, Sub-regional and National Environmental Priorities.

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

|                                                                                               |
|-----------------------------------------------------------------------------------------------|
| Rating for Alignment to Donor/Partner strategic priorities is ' <b>Highly Satisfactory</b> '. |
|-----------------------------------------------------------------------------------------------|

107. According to official documents (CEO ED and Final PIR Report 2025), the CBIT Paraguay Project is **aligned** with three **Sustainable Development Goals (SDGs)** and contributes to several targets:

- **SDG 5 | Achieve gender equality and empower all women and girls**
  - Target 5.1: End all forms of discrimination against all women and girls everywhere
  - Target 5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women
- **SDG 10 | Reduce inequality within and among countries**
  - Target 10.2: By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.
- **SDG 13 | Take urgent action to combat climate change and its impacts:**
  - Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries
  - Target 13.2: Integrate climate change measures into national policies, strategies and planning.
  - Target 13.3: Improve education, awareness-raising, and human and institutional capacity on climate change mitigation, adaptation, impact reduction, and early warning.

108. It should be noted that an assessment of the Project's effective contribution to the indicators associated with these targets cannot be made, as Paraguay's last Voluntary National Review (VNR) was presented in 2021, prior to CBIT implementation.

109. At the **regional level**, the CBIT Paraguay Project aligned with and contributed to the [Ibero-American Network of Climate Change Offices \(RIOCC\)](#), of which Paraguay is a member alongside 21 other Ibero-American countries. This network was created in 2004 during the IV Ibero-American Forum of Ministers of Environment with the main objective of maintaining a fluid and permanent dialogue to better understand the priorities, difficulties, and experiences of Ibero-American countries in climate change policies. The CBIT Project contributed directly to three of RIOCC's strategic objectives: i) Promote the effective implementation of UNFCCC decisions; iii) Enhance the generation and use of data, information and knowledge on climate change of interest to the region; and v) Promote actions to strengthen the region's institutional arrangements on climate change, including coordination mechanisms with all relevant sectors, levels and actors.

110. On the other hand, the CBIT Paraguay Project demonstrated **strong alignment with national environmental and climate priorities**, responding directly to the country's institutional needs, policy framework, and long-term climate governance objectives. This alignment was evident from the project's design stage and was consistently reinforced throughout implementation.

111. As a developing country with high climate vulnerability, **Paraguay confronted significant barriers to fulfilling international transparency obligations under the PA**. Despite strong political commitment to climate action, the country experienced a shortage of human resources within the DNCC, high dependence on international support for

technical assistance and financing, and persistent gaps in institutional arrangements, data systems, and technical capacities necessary for robust MRV and M&E systems. Government stakeholders acknowledged that international reporting requirements are often "too high for the current capacities of the national state, in terms of technical quality and reporting speed" (G, F, Interview, Dec 9, 2025). These challenges, documented in the CEO ED and confirmed through stakeholder consultations, underscored the urgent need for a coordinated, institutionalized, and nationally owned transparency system capable of meeting the ETF requirements.

112. Paraguay had already established a progressively comprehensive climate policy architecture to address these challenges. Beginning with the National Constitution of 1992, which recognized environmental preservation as a matter of public interest, and extending through the National Climate Change Law N° 5875/2017, which adopted transparency as one of its core guiding principles, the country built a solid legal foundation for climate governance. The institutional framework was strengthened by Law N° 1.561/00 (establishing SEAM), Law N° 6,123/18 (elevating SEAM to ministerial rank as MADES), and operational instruments such as Resolution N° 04/2018 (establishing sectoral working groups for GHG inventory data) and Resolution N° 210/2018 and Presidential Decree N° 2436/2019 (formalizing SIAM as Paraguay's Environmental Information System). Government stakeholders **described the Ministry's work on the transparency agenda as "iterative,"** emphasizing that "we are improving more and more" (G, F, Interview, Dec 10, 2025). However, despite these valuable efforts, many of these instruments remained at a conceptual or informal stage, requiring technical and financial support for full operationalization.
113. **The CBIT Project was designed to address these bottlenecks by building directly upon Paraguay's existing frameworks rather than creating parallel structures.** This strategic decision enhanced institutional coherence, supported implementation of instruments already recognized as national priorities, and helped formalize ideas and agreements that had previously remained non-operational. By leveraging the CBIT framework, Paraguay advanced initiatives such as the operationalization of the SIAM Climate Change Module, the strengthening of sectoral working groups for GHG inventories, the development of standardized indicators and protocols for NDC monitoring, and the establishment of institutional arrangements for MRV and M&E systems. This strategic use of CBIT resources maximized the project's potential for long-term institutionalization, reduced risks of duplication or fragmentation, and ensured that outputs were embedded within nationally owned systems rather than existing as standalone, project-specific mechanisms.
114. This alignment was consistently recognized by government stakeholders throughout implementation. According to interviewees, Paraguay had long identified the need to establish a robust digital system for climate monitoring, information management, and evaluation to comply with Article 13 of the PA, but lacked the resources and technical capacity to operationalize it (G, F, Interview, Dec 10, 2025). The **CBIT Project directly**

**addressed this gap**, providing the institutional, technical, and financial support necessary to advance the national transparency agenda. As one government official noted, the project aligned with "what Paraguay was needing in terms of transparency of climate data to strengthen its information generation and reporting system" (G, F, Interview, Dec 9, 2025). Another official described the relationship between the project and national needs as a "**sympiosis**," highlighting the mutual reinforcement between international support mechanisms and Paraguay's domestic climate governance priorities (G, M, Interview, Dec 11, 2025).

115. The **alignment between the CBIT Project and national priorities was equally recognized by non-governmental stakeholders**. Representatives from international organizations and civil society emphasized that the project synthesized international transparency objectives with the domestic need to centralize climate data in a publicly accessible digital platform under the ETF (IO, F, Interview, Dec 10, 2025). Civil society actors observed that "the project is achieving its objectives, but very aligned with what MADES does" (CS, F, Interview, Dec 16, 2025; CS, M, Interview, Dec 16, 2025), while another interviewee highlighted that "the plus was this alignment" (IO, M, Interview, Jan 8, 2026).
116. Finally, it is worth noting the CBIT Project's contribution to the [National Development Plan Paraguay 2050 \(PND 2050\)](#), approved in 2025 as the country's roadmap toward an inclusive, sustainable, and equitable development model over the coming decades. As the guiding instrument of the National Planning System (SISPLAN), the PND 2050 orients state resource allocation, ensures coherence across plans, and establishes monitoring mechanisms for compliance. The CBIT Project aligns with **Pillar III: Environment and Energy** of the PND 2050, specifically contributing to **Objective 3.1** "Achieve biodiversity conservation and environmental restoration" through its support to the **strategic actions** on "Governance and Institutionality," "Capacity Building and Environmental Education," and "Community Participation and Institutional Strengthening."
117. The CBIT Project reinforced Paraguay's climate governance trajectory by providing the institutional foundation, technical tools, and human capacity needed to sustain and scale transparency efforts beyond the project lifecycle. It positioned Paraguay to continue advancing its transparency framework in alignment with both international obligations and domestic climate governance priorities, operationalizing systems that the country had already identified as essential but had not yet been able to fully implement.

|                                                                                                                 |
|-----------------------------------------------------------------------------------------------------------------|
| Rating for Relevance to regional, sub-regional and national issues and needs is ' <b>Highly Satisfactory</b> '. |
|-----------------------------------------------------------------------------------------------------------------|

#### 4.1.4. Complementarity with Existing Interventions /Coherence

118. The CBIT Paraguay Project demonstrated **strong complementarity with existing interventions and a high degree of coherence within Paraguay's broader climate and**

**environmental portfolio.** Three key elements characterized this complementarity: **i)** Paraguay's strategic approach to identifying national needs and subsequently seeking international financing to address specific gaps, which inherently promoted coherence across projects; **ii)** institutional mechanisms within MADES to prevent duplication and ensure alignment among concurrent initiatives; and **iii)** the Project's deliberate efforts to engage cross-sectorally and build upon existing tools, data systems, and programs rather than creating parallel structures.

119. **Strategic sequencing of national priorities and international support.** Paraguay's climate transparency trajectory has been substantially supported by international financing. While this reflects an acknowledged national weakness in terms of dependence on external resources, it has also enabled a strategic approach whereby the country first identifies institutional gaps and priority needs, then seeks targeted international support to address them. This sequencing has contributed to ensuring complementarity among successive projects. Government stakeholders noted that previous initiatives served as inputs for CBIT and enabled synergies across complementary efforts. For instance, the Global Water Partnership project supported the identification of NDC progress indicators for the mitigation component (G, F, Interview, Dec 10, 2025; Closing Workshop presentation). Similarly, the UNDP Climate Promise project provided support for updating NDC 3.0; the "Paraguay + Verde" project, financed by the Green Climate Fund (GCF), supported the update of the MADES website; and the Global Green Growth Institute (GGGI) supported the development of the MRV system for support received and needed (Closing Workshop presentation). These complementary initiatives demonstrate Paraguay's strategic approach to leveraging diverse sources of international support to address different components of its transparency framework in a coordinated manner.
120. **Institutional mechanisms to prevent duplication.** At the institutional level, MADES has established mechanisms to actively prevent duplication and promote coherence among projects. The Directorate of Strategic Planning consolidates all Ministry projects and reviews new proposals to ensure they do not duplicate existing activities. All projects are registered in an internal monitoring system that tracks ongoing activities and allows the identification of potential overlaps (G, F, Interview, Dec 9, 2025; IO, M, Interview, Jan 8, 2026). Different interviewees emphasized that this institutional arrangement enabled CBIT to remain aligned with other Ministerial initiatives, avoiding the risk of operating in isolation or creating redundant systems (IO, M, Interview, Jan 8, 2026). As one stakeholder noted, "the project had the flexibility to align with all the work that was being done. It was not a standalone project that started with a design made in its bubble... it was super embedded in everything the Ministry was doing" (IO, M, Interview, Jan 8, 2026).
121. **Cross-sectoral engagement and building upon existing systems.** The CBIT Project actively identified and engaged with ongoing initiatives that had complementary components, coordinating with other projects to optimize resources and avoid duplication (G, F, Interview, Dec 9, 2025). Given that climate agenda is inherently cross-sectoral, MADES successfully identified relevant focal points within other ministries and institutions

working on climate-related issues and articulated collaborative arrangements that were perceived as mutually beneficial rather than as externally imposed agendas.

122. For instance, the CBIT Project reinforced indicators for four programs managed by the Directorate General of Student Welfare within the Ministry of Education and Science (MEC), adapting them to transparency reporting requirements, and strengthened the Ministry's *Mi Mundo Ideal* program for teachers by enabling in-person outreach in four departments that had limited prior access to central authorities (G, F, Interview, Dec 9, 2025). The Project also formed an alliance with the MEC to introduce climate change guidelines for teachers and school supervisors, enhancing the Ministry's capacity to respond to floods and fires (IO, F, Interview, Dec 11, 2025). Similarly, the Ministry of Social Development (MDS) valued the Project's engagement as an opportunity to continue strengthening its institutional reciprocity with MADES and scaling existing socio-environmental initiatives, including sustainable waste management and composting in school communities, recycling, and the Zero Hunger program, all of which align with climate adaptation objectives (G, F, Interview, Dec 10, 2025).
123. With the National Institute of Statistics (INE), the Project worked to leverage data already systematized by the institution that could be used for international reporting rather than creating new indicators, thereby enhancing coherence and avoiding redundant data collection efforts (G, M, Interview, Dec 10, 2025). INE stakeholders noted that the SIAM Climate Change Module would complement the existing Environmental Statistics Atlas by deepening the detail of available data and indicators according to international standards, ensuring consistency across platforms (G, M, Interview, Dec 10, 2025).
124. Finally, stakeholders from civil society highlighted that **the tools developed under CBIT (particularly the SIAM Climate Change Module and the National Transparency Platform) would contribute to reducing duplication of efforts across institutions by opening access to centralized climate information.** As one civil society representative noted, "in Paraguay we have a big problem with data promotion gaps... each institution has its own negotiation. There are institutions that work, do the same thing, generate the same data" (CS, F, Interview, Dec 16, 2025; CS, M, Interview, Dec 16, 2025). By centralizing and making climate data publicly accessible, the Project's outputs are expected to promote greater coherence and efficiency across Paraguay's institutional landscape beyond the project lifecycle.

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

Rating for Strategic Relevance is 'Highly Satisfactory'.

## 4.2. Quality of Project Design

125. The quality of the CBIT Paraguay project's design was deemed "**Highly Satisfactory**" with a **score of 5.24 out of 6**. A detailed review of the Project design was completed and elaborated in the IR of the TR and thus only the summarized version will be presented here.
126. **The design presents a solid and coherent foundation.** The CEO ED demonstrates a well-articulated understanding of the national context, integrates a comprehensive problem analysis, and aligns the intervention with UNEP, GEF, and national climate transparency priorities. The main strengths and weaknesses of the design are outlined below:
127. **Strengths:**
- **Strong participatory process informing project formulation:** The project's design benefited from a comprehensive and well-documented participatory process. The CEO ED clearly details the sequence of consultations conducted during preparation and demonstrates how contributions from key stakeholders influenced specific project outputs and institutional arrangements. This process not only enhanced the relevance and contextualization of the intervention but also helped build early ownership among institutions that would later play central roles in implementation. This strength was corroborated during fieldwork, with stakeholders emphasizing the participatory nature of the design phase (IO, F, Interview, Dec 10, 2025; G, F, Interview, Dec 10, 2025).
  - **Robust and evidence-informed gender analysis:** A major strength of the design is the depth and rigor of its gender analysis. The team conducted an extensive review of literature and available evidence, systematically identified gender-related gaps and needs in the national transparency landscape, and formulated actionable recommendations. The resulting Gender Action Plan is well aligned with Paraguay's National Gender Strategy in the face of Climate Change (ENGCC), ensuring coherence with national policies and providing clear pathways to integrate gender considerations into MRV and transparency systems.
  - **Strategic alignment with existing national instruments and institutional agreements:** The project stands out for its deliberate decision to build on and strengthen existing tools, frameworks, and institutional agreements rather than creating new, project-specific mechanisms. This design choice adds significant value: it enhances institutional coherence, supports implementation of instruments already recognized as national priorities, and helps operationalize ideas and agreements that had previously remained at the conceptual or informal stage. By leveraging and formalizing these preexisting structures, the project maximizes its potential for long-term institutionalization and reduces risks of duplication or fragmentation.
  - **Credible sustainability strategy focused on institutional strengthening:** The design includes a clear and realistic sustainability strategy. It places particular emphasis on reinforcing the role and operational capacities of the CNCC, ensuring that

strengthened coordination mechanisms can persist beyond the project's lifecycle. Additionally, the project's engagement with universities provides a pathway for sustained capacity-building and long-term availability of technical expertise in the national system.

128. **Weaknesses:**

- **Absence of a formal and explicit Theory of Change:** Although several elements of an implicit causal logic can be inferred from the project documentation, the design lacks a fully articulated ToC. The intervention would have benefited considerably from a clear depiction of the project's pathways of change, including the intended short, medium, and long-term outcomes and the expected contribution to impact. Some outputs were formulated as immediate outcomes, and the project formally presents only one outcome in its results framework. While this issue had been raised during the PIF review, no adjustments were made in the CEO ED. The absence of a coherent results chain somewhat limits the clarity of the project logic and the evaluability of intended transformational effects.
- **Limitations in the Monitoring and Evaluation (M&E) design:** The M&E plan presents several weaknesses that constrain its capacity to generate robust evidence on project performance. The set of indicators is limited (eight in total), some of which are formulated in binary terms, which restricts their usefulness for tracking degrees of progress or quality of implementation. Although a few indicators meet SMART criteria, the framework does not include measures that adequately capture improvements in national capacities, an essential dimension for transparency-related projects. Furthermore, the design does not outline a clear strategy for data collection, which reduces opportunities for adaptive management throughout implementation.
- **Insufficient assessment of stakeholders' institutional capacities:** Despite the strong participatory approach during design (a notable strength) the CEO ED does not provide a sufficiently robust assessment of the institutional capacities of key stakeholders. While participation in design consultations can generate valuable inputs, sustained engagement during implementation requires specific technical, managerial, and coordination capacities that vary significantly across institutions. The lack of a more systematic capacity analysis limits the project's ability to anticipate risks related to ownership, pace of implementation, or uneven ability of stakeholders to fulfil their responsibilities. A more explicit appraisal would have strengthened both the feasibility analysis and the long-term sustainability considerations.

129. As an additional weakness, some interviewees perceived **ambiguities in certain aspects of the project design**. Specifically, some interviewees noted that there could have been greater clarity in the Terms of Reference for team members and that there were certain ambiguities regarding Output 4 (IO, M, Interview, Dec 12 & 18, 2025; IO, F, Interview, Dec 11, 2025). While these issues did not fundamentally compromise project

implementation, they point to areas where more precision in design documentation could have facilitated smoother execution.

**Rating for Quality of Project Design is 'Highly Satisfactory'.**

### 4.3. Nature of External Context

130. The implementation of the CBIT Paraguay Project was affected by **two significant external factors** that shaped its trajectory and required adaptive responses from the project team and stakeholders: the COVID-19 pandemic and the political transition following the 2023 national elections.
131. The **COVID-19 pandemic** represented a significant external constraint during the project's initial phase, primarily affecting its start-up in 2020 and 2021. As one government stakeholder noted, "the pandemic was probably the greatest difficulty the project had in being implemented, and above all, in getting started" (G, M, Interview, Dec 22, 2025). **This risk had been anticipated in the design phase**, identifying "uncertainty surrounding the duration and evolution of the current COVID-19 outbreak and its impact on the country's economic prospects and public sector priorities" as a potential challenge (CEO ED). The mitigation plan included provisions to conduct most activities online. However, despite these adaptive measures, pandemic-related limitations ultimately delayed the project's commencement, extending the initial start-up phase beyond what had been originally planned.
132. The most frequently cited external factor affecting project implementation was the **political transition resulting from Paraguay's national elections** in April 2023. Although there was continuity of the Colorado Party in government, the change of administration generated substantial delays in project activities. **This risk was not identified or considered in the project design**, leaving the project without specific mitigation strategies to address the institutional disruptions that characterize electoral cycles in Paraguay.
133. Multiple stakeholders described a **de facto paralysis** of project activities during the transition period, with the project effectively halted for approximately one or one and a half years (IO, F, Interview, Dec 10, 2025; G, F, Interview, Dec 10, 2025; G, F, Interview, Dec 9, 2025). Government stakeholders confirmed that such disruptions are recurrent features of Paraguay's electoral cycles, with a pattern of stopping disbursements, activities, and projects before, during, and after electoral periods until new authorities stabilize and understand ongoing commitments (G, F, Interview, Dec 10, 2025; G, F, Interview, Dec 9, 2025). International partners recognized this stop-and-go dynamic as a distinctive characteristic of implementation in the Paraguay context (IO, F, Interview, Jan 8, 2026).
134. Beyond the direct administrative disruptions, the political transition also coincided with heightened political and media pressure against the 2030 Agenda, which required the project to handle gender and international cooperation issues with extreme sensitivity (IO,

M, Interview, Dec 12 & 18, 2025). This political environment added complexity to project communications and stakeholder engagement strategies.

135. Despite these substantial external challenges, **the project ultimately demonstrated resilience and adaptability**. The fact that implementation recovered momentum following the transition period and achieved its core objectives speaks to the strength of institutional commitment and the flexibility of the project management arrangements. However, the extended period of reduced activity had clear implications for the overall implementation timeline and the intensity of work required during the final phases of the project.

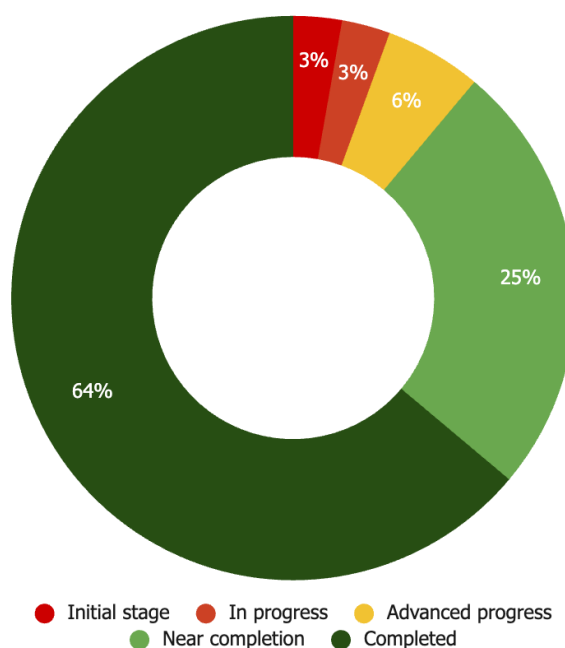
|                                                                 |
|-----------------------------------------------------------------|
| <b>Rating for Nature of External Context is 'Unfavourable'.</b> |
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## 4.4. Effectiveness

### 4.4.1. Availability of Outputs

136. To assess the availability of project outputs, a comprehensive review was conducted of the implementation status of all deliverables committed in the CEO ED, based on progress data reported in the Final PIR Report 2025. **Each deliverable was classified according to its reported percentage of completion** using the following scale: Initial stage (0-40%), In progress (41-60%), Advanced progress (61-84%), Near completion (85-99%), and Completed (100%).
137. The project committed to produce **36 deliverables** across its four core outputs. The distribution of completion status demonstrates substantial overall progress, with **23 deliverables (64%) fully completed** by project closure. Additionally, **9 deliverables (25%)** reached near completion status, **2 deliverables (6%)** remained at advanced progress, **1 deliverable (3%)** in progress, and **1 deliverable (3%)** at initial stage. Notably, **89% of deliverables reached at least 85% completion**, indicating that the vast majority of committed outputs advanced to final stages of implementation.

**Chart 1. Status of deliverables committed in the Project Design**



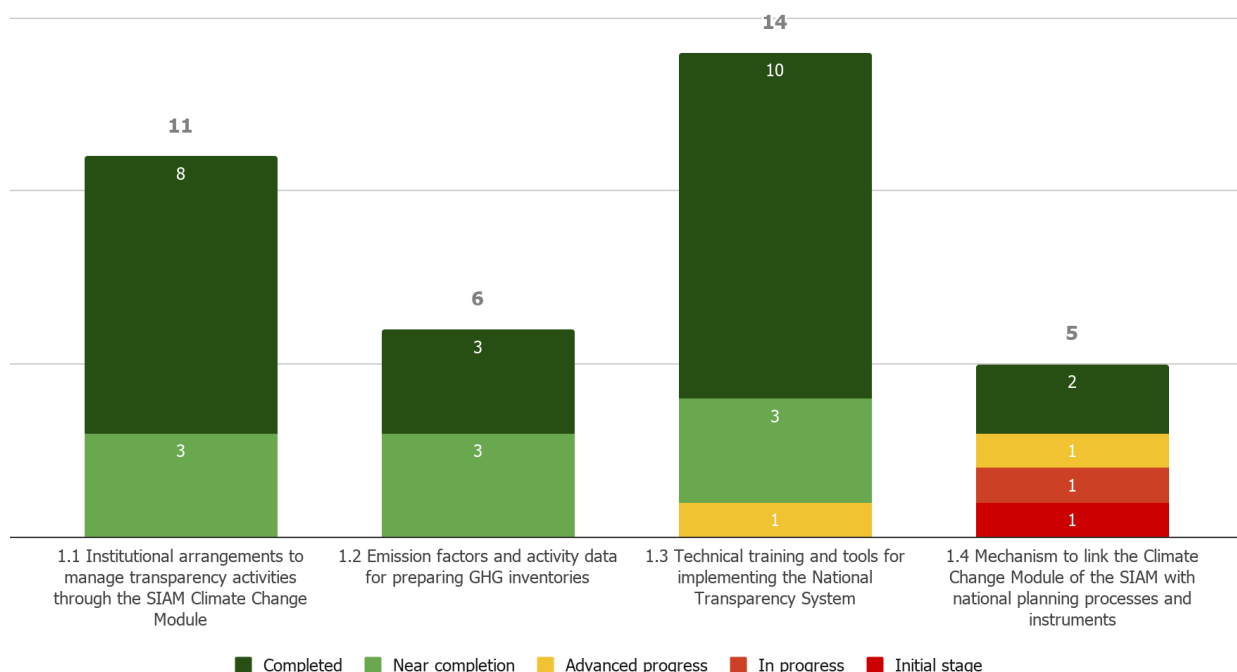
Source: own elaboration based on Final PIR Report 2025

138. The analysis by output reveals differentiated patterns of completion:

- **Output 1 | Institutional arrangements to manage transparency activities through the SIAM Climate Change Module:** comprised 11 deliverables, of which 8 (73%) were completed and 3 (27%) reached near completion. This output demonstrated strong overall performance, with all deliverables reaching at least 85% completion.
- **Output 2 | Emission factors and activity data for preparing GHG inventories:** included 6 deliverables, achieving 3 completed (50%) and 3 near completion (50%). While this output had the lowest proportion of fully completed deliverables, all outputs nonetheless reached advanced stages of implementation, with none below 85% completion.
- **Output 3 | Technical training and tools for implementing the National Transparency System:** comprised 14 deliverables. This output demonstrated a high completion rate, with 10 deliverables (71%) fully completed, 3 (21%) at near completion, and 1 (7%) at advanced progress. The high completion rate reflects the project's intensive focus on capacity-building and tool development activities.
- **Output 4 | Mechanism to link the Climate Change Module of the SIAM with national planning processes and instruments:** included 5 deliverables, of which 2 (40%) were completed, 1 (20%) reached advanced progress, 1 (20%) remained in progress, and 1 (20%) at initial stage. This distribution contrasts markedly with the other outputs, suggesting that Output 4 faced greater implementation challenges. The fact that only 40% of deliverables under this output reached full completion, and that 60% remained below 85% completion, points to specific challenges in establishing mechanisms for

integrating the transparency system with national planning processes—a pattern that warrants further qualitative examination.

**Chart 2. Status of deliverables committed by Output**



Source: own elaboration based on Final PIR Report 2025

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

#### 4.4.2. Achievement of Outcomes

139. Based on the **Theory of Change reconstruction** conducted during this evaluation and presented in Chapter 3, this section analyzes the achievement of the four **short-term outcomes** and the medium-long term outcome envisioned in the Project design. The assessment draws upon documentation provided by UNEP and the Project team, including Project Implementation Reviews, technical deliverables and formal presentations, as well as testimonies and perceptions gathered through stakeholder interviews.

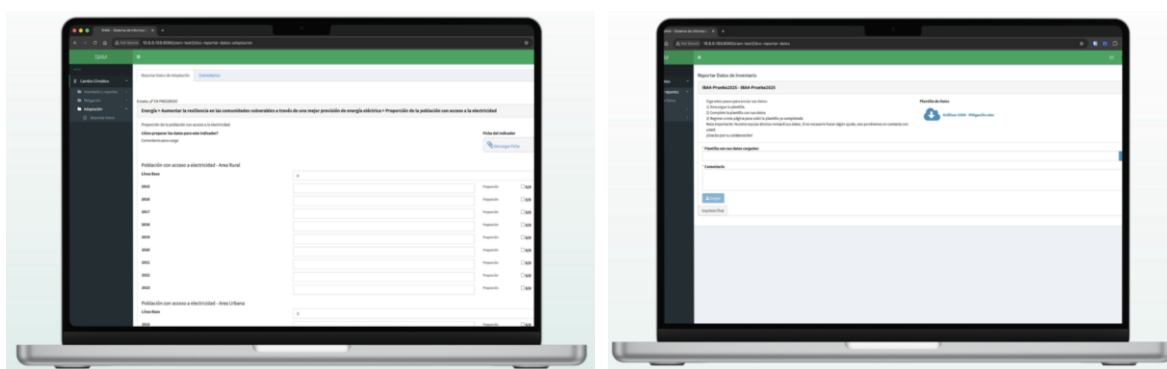
**Short Term Outcome | Strengthened institutional arrangements to manage transparency activities through the SIAM Climate Change Module are adopted by MADES**

140. The **Climate Change Module of the SIAM** represents one of the most tangible and highly valued achievements of the CBIT Paraguay Project. According to the Final PIR Report 2025, the design, testing, and integration of the module into MADES' Integrated Environmental Information System was successfully completed. The module was designed to meet the needs of the DNCC and the ETF, ensuring information traceability and

offering publicly accessible visualizations. It integrates four operational sub-modules: 1) National GHG Inventory (INGEI), 2) Mitigation MRV, 3) Adaptation M&E, and 4) Support Received and Needed. These components were validated through pilot tests with key institutions, with full operationalization scheduled for 2026 within the framework of BTR2.

141. Stakeholder testimonies consistently highlighted the significance of this digital platform. The module was described as "impressive" for having integrated all sub-modules with approximately 40 actors involved in maintenance, data provision, and information collection (IO, F, Interview, Jan 8, 2026). Government stakeholders emphasized that the module implements a M&E system aligned with UNFCCC standards (G, F, Interview, Dec 10, 2025) and represents a qualitative leap in climate transparency data management by replacing paper-based processes with standardized digital workflows (G, F, Interview, Dec 10, 2025; G, F, Interview, Dec 9, 2025). The platform was characterized as user-friendly and intuitive, a critical design feature given frequent staff turnover in key institutions (G, M, Interview, Dec 10, 2025).
142. The **digitalization of climate transparency processes** addressed a long-standing demand from sectoral actors for less bureaucratic procedures. Previously, data requests involved formal notes circulating through multiple hierarchical levels, resulting in average response times of three to four months. The new system streamlines this process: stakeholders receive direct email notifications with pre-loaded standardized forms, allowing immediate data entry and automated acknowledgment of contributions (G, F, Interview, Dec 9, 2025). This transformation was highly valued across institutions, including by the Minister himself, and the system even incorporated additional functionalities beyond the original scope, such as water resources monitoring (IO, M, Interview, Dec 12 & 18, 2025).

**Image 1. Climate Change Module of the SIAM**



Source: Closing Workshop presentation

143. Regarding **institutional arrangements**, the project supported progress through the development of a proposed data integration framework and the issuance of two MADES

resolutions establishing technical working groups to manage adaptation and mitigation processes related to the NDC. Stakeholders described institutional strengthening as a progressive and iterative process, linked to accumulated experience through concrete reporting and climate planning exercises (BTR and NDC). This process clarified roles, responsibilities, and information flows between MADES and other actors, strengthening sectoral actors' understanding of what information is requested, why it is requested, and how it is used within the transparency system (G, F, Interview, Dec 10, 2025). This generated increased institutional trust, facilitating the definition of roles, responsibilities, and data transfers, and improving relationships with previously reticent actors, particularly from the private sector, where initial distrust was associated with potential misuse of information (G, F, Interview, Dec 10, 2025). The creation of a formal mitigation-focused working group through a MADES resolution was valued as providing a structured space for multi-stakeholder dialogue that had not previously existed (G, F, Interview, Dec 10, 2025).

144. However, **the level of formal inter-institutional agreements remains limited**. An important analytical perspective emerged from stakeholders regarding the timing and necessity of formalizing institutional arrangements. One interviewee noted that while formalization of inter-institutional agreements is one dimension of institutional arrangements necessary for the transparency system, in practice, the level of formal agreements currently in force is very low (IO, M, Interview, Dec 9, 2025). This stakeholder presented a critical view of the assumption that legal formalization must necessarily precede the effective functioning of the system. The project prioritized the operational development of SIAM modules and sub-modules, as well as the structuring of communication flows and information transfers between institutions, before pursuing formal agreements. This approach was described as avoiding the risk of generating formal normative frameworks that are subsequently not implemented in reality: "beautiful text, divine flowcharts, but then nobody uses them" (IO, M, Interview, Dec 9, 2025).
145. This perspective was supported by the argument that Paraguay already has a binding international legal framework, since the PA is part of the national legal order, establishing a general obligation to provide information under the ETF. In this context, inter-institutional cooperation should occur as a natural part of this framework, beyond the existence of specific agreements. Regional exchanges revealed that the existence of abundant regulations does not, by itself, guarantee effective data availability, whereas Paraguay has managed to fulfill its reporting commitments through communication mechanisms and political will, even in the absence of extensive formal agreements (IO, M, Interview, Dec 9, 2025). Another stakeholder concurred, highlighting how the project achieved platform permeation and articulation across multiple areas to ensure better information flow going forward, noting that while formal agreements were being pursued against tight deadlines, the substantive work of defining indicators and building processes had already been accomplished (IO, M, Interview, Jan 8, 2026).
146. The Final PIR Report 2025 notes that the effective adoption of institutional frameworks is scheduled to take place gradually and in sync with the operational implementation of

sub-modules over 2026. This sequencing (operational functionality first, formal institutionalization following) appears to reflect a pragmatic adaptation to Paraguay's institutional context, though it also suggests that the full consolidation of institutional arrangements remains a work in progress extending beyond the project's formal closure.

#### Short Term Outcome | More accurate emission factors and activity data is made available to MADES for preparing GHG inventories

147. The project successfully achieved this outcome and met the associated target of Indicator 2 (50% Tier 2 factors in prioritized sectors). According to the Final PIR Report 2025, **the work was strategically focused on the sectors with the greatest impact on Paraguay's emissions profile: Agriculture and Livestock (AFOLU) and Waste**. The most significant milestone was the estimation of regionalized Tier 2 emission factors for livestock (enteric fermentation and manure management) within the AFOLU sector. This achievement is particularly consequential, as it covers the categories responsible for more than 50% of Paraguay's total GHG emissions, ensuring a major impact on inventory accuracy. Simultaneously, in the Waste sector, substantial methodological improvements were consolidated in activity data and emission factors to meet Tier 2 standards, providing the critical sectors of the national inventory with the technical basis required by the Enhanced Transparency Framework.
148. Stakeholder testimonies confirm that **these methodological improvements produced tangible results in terms of data quality, specificity, and granularity**. One government official noted that the project contributed to refining national climate measurement, demonstrating in NDC 3.0 that Paraguay's emissions are lower than previously calculated using less precise methodologies: "Paraguay's emissions are really at a more than marginal level. Previously we were reporting a little more, but by improving techniques and methodologies, we see that our emission levels were actually lower" (G, F, Interview, Dec 15, 2025). This finding was corroborated by another government stakeholder who emphasized that improved emission factors in GHG inventories yielded "very different calculations from what we had before" (G, F, Interview, Dec 9, 2025).
149. A critical enabling factor highlighted by stakeholders was the consultant support provided by the project, which proved essential for operationalizing methodologies and performing calculations that the internal team could not cover within required timeframes. One government official stated: "The CBIT consultant did all the calculations for the impact indicators... we didn't have anyone else" (G, F, Interview, Dec 10, 2025). This support was particularly relevant in sectors such as energy, transport, and waste, and became especially critical following the incorporation of consultants after August 2023, coinciding with the post-transition acceleration of project activities. The stakeholder characterized this assistance as "super good" in terms of facilitating information collection and data review exercises (G, F, Interview, Dec 10, 2025).
150. The achievement of Tier 2 emission factors in priority sectors represents a substantial technical advancement that enhances the credibility and comparability of Paraguay's GHG

inventories under the ETF. The strategic focus on AFOLU and Waste (sectors accounting for the majority of national emissions) demonstrates effective prioritization. However, the reliance on external consultant support to operationalize these improvements raises questions about the sustainability of these gains once project resources conclude, particularly given the limited absorption of these specialized capacities within MADES' permanent technical staff.

**Image 2. Fieldwork for the improvement of activity data and emission factors**



Source: Closing Workshop Presentation

Short Term Outcome | Technical training and tools are made available to MADES and key stakeholders for implementing the national transparency system

151. This outcome was **successfully completed and exceeded its established goals**, delivering 11 tools compared to the target of 8 and implementing an ongoing training mechanism. According to the Final PIR Report 2025, these achievements materialized through the National Climate Transparency Platform, which centralizes visualization tools for Mitigation (NDC monitoring), Adaptation, and Support Received and Needed modules, incorporating gender-specific tools and the "MADI" virtual assistant. Additionally, the "Climate Classroom" was established as the official training mechanism, offering 11 self-paced courses covering key topics within the transparency system. At the technical level, governance frameworks were strengthened with the design of the National Mitigation MRV System (including fact sheets for 27 NDC measures) and the consolidation of 61 Adaptation indicators with their protocols. DNCC capacities were also strengthened through the integration of monitoring tools based on KoboToolbox, aligned with the 2024-2028 Institutional Strategic Plan, including instruments for recording and analyzing participation disaggregated by sex.
152. The achievement of these results beyond initial targets was attributed in part to MADES' proactivity: "a series of products were incorporated through MADES' proactivity that increased what was initially proposed" (IO, F, Interview, Dec 10, 2025). Stakeholder testimonies regarding these outputs can be organized around three main product categories: the transparency platform, training activities, and indicator development workshops.
153. The **National Climate Transparency Platform** was valued for successfully centralizing the production and dissemination of climate information. Stakeholders highlighted that it features an assistant bot (MADI) that can facilitate access to all climate change information generated nationally (IO, F, Interview, Dec 11, 2025). Beyond its technical

functionality, the platform was recognized for the inter-institutional articulation it represents, strengthening communication, traceability of information exchanges, and operational processes, thereby establishing a practical foundation upon which greater formalization could advance in later stages (IO, M, Interview, Dec 9, 2025).

**Image 3. "MADI": Use of AI for managing queries on the Platform**



Source: Closing Workshop Presentation

154. A particularly innovative feature noted by interviewees was the "[Climate Action Showcase](#)" space within the platform, where each actor can make their initiatives visible. This space serves a dual purpose: facilitating access and dissemination of information about ongoing projects, and generating a demonstrative effect among institutions. The intent is that other areas recognize themselves in the platform and question why their own projects are not represented there, thereby incentivizing their incorporation and strengthening inter-institutional articulation around climate action (IO, M, Interview, Dec 9, 2025). Civil society representatives valued the platform as a system that concentrates and organizes data generation and communication, which is "super important" for climate action (CS, F, Interview, Dec 16, 2025; CS, M, Interview, Dec 16, 2025).
155. However, unlike the SIAM Climate Change Module, some stakeholders raised concerns about the platform's clarity and accessibility. One interviewee noted that the finalization of the National Climate Transparency Platform generated an interface that is difficult to navigate for easily accessing GHG estimates, emissions data, absorptions, or mitigation balances. Although a common data collection methodology was proposed, each department designed its own according to its needs and possibilities, generating advantages in terms of ease but disadvantages for adaptation of some formats. This stakeholder believed that the objective of achieving a clear and accessible platform was not fully reached (IO, M, Interview, Dec 12 & 18, 2025). Another stakeholder acknowledged that while the platform succeeded in producing and gathering previously nonexistent

information, it remains dependent on the support of key officials from other sectors to avoid obsolescence (G, F, Interview, Dec 9, 2025).

156. **Training activities**, particularly through the **Climate Classroom** and **in-person teacher workshops**, were among the most highly valued results. The quantitative targets for training were significantly exceeded, reaching more than 1,400 people compared to the planned 100 (IO, F, Interview, Dec 11, 2025; IO, F, Interview, Dec 10, 2025).
157. The collaboration with the MEC was particularly successful and demonstrated the project's flexibility to involve actors not necessarily anticipated in the original design (IO, M, Interview, Jan 8, 2026). MEC staff highly valued the teacher training cycle, especially that it was conducted in person across different interior locations—something not common in Paraguay's centralized institutional culture. One official celebrated the recognition given to Education in strengthening climate transparency, noting that "through education, we can also reach more spaces, more sectors" (G, F, Interview, Dec 9, 2025). The project surpassed the objective of training 50 teachers across various departments; in a single location, there were 100 participants, demonstrating significant teacher interest. However, the same official regretted that "it was a shame to reach only four departments... there are departments that perhaps require even more assistance, more support in climate terms, where we did not reach" (G, M, Interview, Dec 9, 2025).
158. One concrete outcome of this MEC-MADES synergy was the creation of an indicator for student absenteeism due to climate causes, with the possibility of designing responses from both agencies, an indicator that can only be reported with trained personnel in classrooms (IO, F, Interview, Dec 11, 2025).

**Image 4. Subnational workshops for teachers**



Source: Closing Workshop Presentation

159. The Climate Classroom was highlighted as one of CBIT's most successful results (G, F, Interview, Dec 9, 2025). MDS staff considered climate transparency training necessary for developing environmental public policies involving social development, valuing that personnel from various MDS areas, not only the Environmental Management Department, were trained (G, F, Interview, Dec 10, 2025). One course participant praised the course duration, the asynchronous virtual modality, and its continued online availability for future

learners. She especially valued the ease of learning that videos provided for very technical theoretical material, and that familiar faces from the institution appeared in them: "With the girls' videos, and they were girls from the institution... you remember, even their gestures, when they're explaining something to you and it stays much more" (G, F, Interview, Dec 10, 2025). She also noted that courses filled up immediately because "MADES people always expect these types of training. It was very didactic and introduced us to a world that practically the rest of the institution doesn't know. So it was very productive. It helped me a lot" (G, F, Interview, Dec 10, 2025).

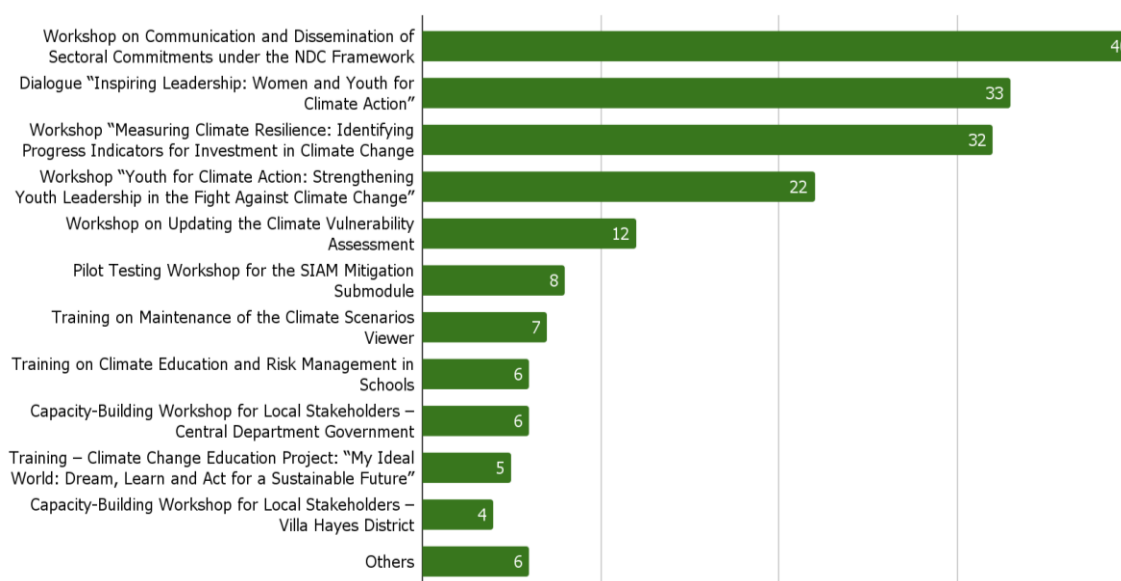
**Image 5. Climate Classroom**



Source: Closing Workshop Presentation

160. To complement stakeholder testimonies, a **post-training survey** was administered to participants in project capacity-building activities. A total of **108 people responded** (representing a **37% response rate**), of which **82** declared having participated in at least one of the training activities or workshops offered during the project. Although the response rate is relatively low, it is notable that more than 100 people were willing to complete a survey conducted a considerable time after the trainings took place and in the context of an external evaluation, an indicator of sustained engagement and commitment.
161. Responses were concentrated among participants in four activities, two of which were linked to gender and youth themes. Consistent with participation patterns in these activities, **73% of survey respondents were women**, reflecting the project's success in achieving strong female participation, a finding that aligns with the PIR's reported achievement of 62.7% female beneficiaries.

**Chart 3. Training activities: survey responses by Activity\***



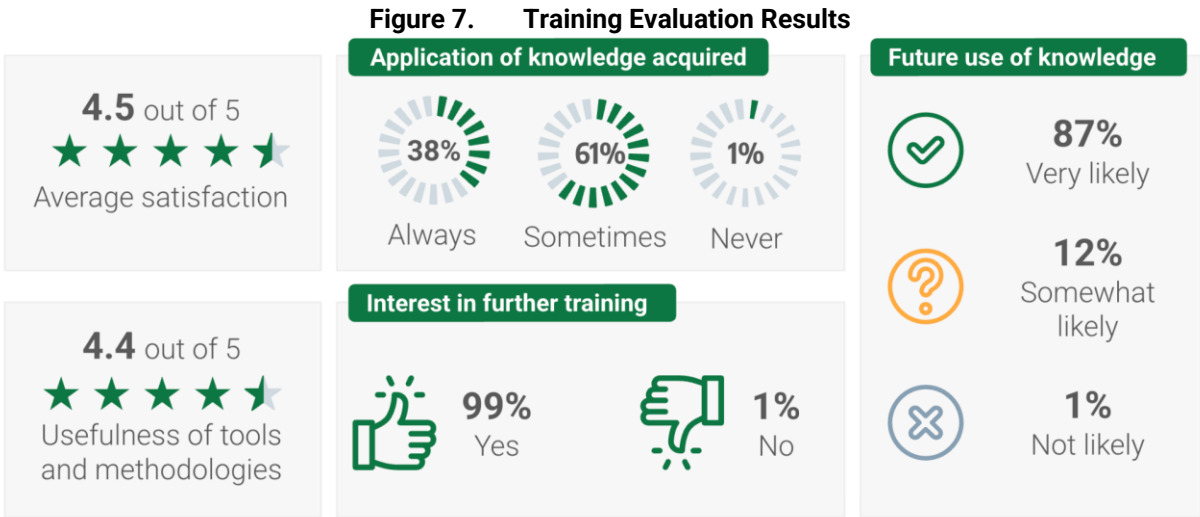
\* The sum of participants across activities exceeds the overall total because individuals may take part in more than one activity

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

162. Survey results corroborate the positive assessments expressed in stakeholder interviews regarding training quality and relevance. When asked to rate **overall satisfaction with the quality of trainings** on a scale of 1 to 5, **91% of respondents selected either 4 (32%) or 5 (59%)**, yielding an average satisfaction score of 4.5. Only 2% rated satisfaction at level 2, and 7% at level 3, with no respondents selecting the lowest rating. Similarly, when asked to assess the **usefulness of tools and methodologies presented during training activities**, **91% rated usefulness as either 4 (37%) or 5 (54%)**, with an average score of 4.4. Only 1% rated usefulness at the lowest level, and 9% at level 3. These quantitative findings validate the qualitative testimonies from interview participants who characterized trainings as "very didactic," "productive," and addressing topics that "practically the rest of the institution doesn't know" (G, F, Interview, Dec 10, 2025). The high satisfaction and perceived usefulness scores suggest that the trainings successfully filled knowledge gaps and met participant needs across diverse institutional contexts.

163. Regarding **application of acquired knowledge**, **38%** of respondents reported **always** applying the knowledge acquired in training activities within their organizations, while **61%** reported doing so **sometimes**, and only 1% never. While the proportion reporting consistent application (38%) is lower than those reporting occasional application (61%), this pattern may reflect realistic constraints related to institutional mandates, available resources, or opportunities to deploy specific technical skills rather than a lack of relevance or quality in the training content. Notably, when asked **about future application**, **87% indicated they are very likely to continue using acquired knowledge over time**, 12% reported being somewhat likely, and only 1% considered it unlikely. This high intention for sustained application suggests that even among those who have not yet consistently applied knowledge, the perceived value and potential utility remain strong. Finally, the survey revealed nearly

universal interest in continued capacity-building: **99% of respondents indicated they would like to continue receiving training on these topics.** This finding underscores not only the relevance and quality of the trainings provided but also the existence of ongoing demand for climate transparency capacity-building that extends well beyond the project's formal closure.



Source: own elaboration based on survey results

164. The **participatory workshops for formulating indicators** were characterized by high participation, with events described as "multitudinous" with more than 220-300 people, demonstrating significant engagement throughout the project process and generating ongoing discussion within adaptation and mitigation areas across participating sectors (G, F, Interview, Dec 9, 2025).
165. The process of establishing differentiated and prioritized indicators by sector was highlighted, with one stakeholder expressing "respect and admiration for the entire team" for the substantial work of establishing 220 indicators, reducing them to 80 prioritized by sector (G, F, Interview, Dec 9, 2025). The project also contributed to homogenizing the forms and tables with which each sector loaded its data, accelerating information reception timelines and aligning with international reporting standards (G, F, Interview, Dec 9, 2025).
166. Critically, interviewees from different ministries and the academic sector expressed feeling heard and part of the construction process. This was highly valued in the sense that indicators were not developed behind closed doors at MADES but rather with the sectors and agencies that know and understand their own data, potentials, and limitations. Academic representatives described the workshops as "quite interesting" due to the level of collaboration from participating institutions, noting that they were asked for inputs and to contribute information to support the indicators (A, M, Interview, Dec 18, 2025). The participatory approach was praised, with each institution contributing from its perspective on which indicators would be adequate, resulting in indicators believed to be capable of measuring climate actions with relative certainty, even if their quality could not be

definitively assessed (A, M, Interview, Dec 18, 2025). MDS staff reported being able to consolidate goals and indicators for home gardens within the project framework, which were reported in NDC 3.0 (G, F, Interview, Dec 10, 2025).

Image 6. Workshops



Source: Closing Workshop Presentation

167. The collaborative approach extended to situations where data did not exist or were not systematized. The process began with direct dialogue with each actor, jointly evaluating the feasibility of accessing required information. When actors had data, work focused on greater disaggregation and updating. However, when actors lacked necessary information, the team did not simply register the gap but advanced in joint work to identify viable alternatives, exploring approximate data, partial records, or minimum available information, and defining more basic indicators as starting points. From this foundation, the project technical team worked with actors on formulating shared assumptions that would allow progress in indicator construction and calculations associated with action impacts. This approach not only provided information for the project but also strengthened actors' understanding of indicator purpose and use within the transparency system, promoting a logic of gradual, realistic, and participatory information construction (G, F, Interview, Dec 10, 2025).

168. The **collaboration with the INE** was highlighted as strengthening methodological quality. INE's model was used for constructing indicator fact sheets (G, M, Interview, Dec 11, 2025), and INE staff emphasized the project's openness to following INE's technical advice and methodological validation to confirm the validity of generated statistics. This collaboration was described as "a kind of symbiosis" where institutions that are stewards of environmental data provide indicators that INE reports through the Environmental Statistics Atlas, and which are also worked on within the adaptation module to ensure series coincide, even though SIAM has more disaggregated data (G, M, Interview, Dec 10, 2025).

169. However, one stakeholder presented a counterpoint regarding follow-up after participatory events. While acknowledging that events were large, had broad participation, and allowed for articulated operational work grouped by sectors, this stakeholder explained not receiving feedback from what was accomplished there and not receiving a new invitation to reconvene for further discussion after the trainings (G, M, Interview, Dec 11,

2025). This suggests that while initial engagement was strong, sustained follow-up mechanisms may have been uneven across all participating actors.

Short Term Outcome | Mechanism to link the Climate Change Module of the SIAM with existing national planning processes and instruments is proposed for adoption by the relevant ministries.

170. This outcome was achieved through the technical design and delivery of the "**Roadmap for Integrating Climate Action into National Planning.**" While stakeholders recognized positive results under this output, there was general agreement that **this was the component where least progress was achieved relative to the original design**—not due to team performance, but because it was significantly affected by delays caused by the governmental transition and coordinator turnover within the project team.
171. One stakeholder noted that implementation began at an advanced stage of the project, with limited time available for a component that, by its nature, requires gradual, cumulative, and long-term processes (IO, M, Interview, Dec 9, 2025). Faced with this scenario, the team adopted a selective strategy, prioritizing what was feasible and relevant to establish in the short term: "We had to choose our cards carefully to see what we could really leave in place in this short time" (IO, M, Interview, Dec 9, 2025). Rather than focusing on formal compliance with deliverables, the work was reoriented toward substantive outcomes, renegotiating with the consultancy to concentrate on a solid institutional diagnosis.
172. According to the Final PIR Report 2025, the Roadmap was developed based on a comprehensive capacity assessment of 37 institutions, classifying them according to their level of preparedness to manage climate transparency. Drawing on planning experience, one stakeholder underscored that one of the main structural challenges is that in many institutions, planning instruments exist but are not used as effective management tools, functioning instead as normative compliance documents. In this context, the consultancy prioritized a diagnosis that classified institutions according to their capacity levels, identifying those with consolidated planning, intermediate capacities, and weaker capacities (IO, M, Interview, Dec 9, 2025). This approach generated a realistic baseline upon which to advance future integration of the climate transparency agenda into institutional planning processes, recognizing that this is a process that exceeds the timeframe of a single project.
173. The stakeholder acknowledged that this was the component that advanced least compared to the original design, but emphasized that "good foundations" were established, avoiding empty or merely formal products: "It's not just about fulfilling deliverables" (IO, M, Interview, Dec 9, 2025). The approach recognized that integrating climate transparency into institutional planning requires a process of understanding, dialogue, and institutional alignment that cannot be rushed: "A process of understanding is needed, of convincing ourselves, of sitting down, of talking, of leveling the explanation of each institution, of really

talking, of thinking about each institution, of how really, what is established in their missions" (IO, M, Interview, Dec 9, 2025).

174. To ensure applicability, the Roadmap structures actions around six strategic pillars: Regulations, Strategic Approaches, Operational Issues, Organizational Structure, Capacities, and Sectoral Approach. It uses a prioritization matrix (High, Medium, Low) based on implementation timelines, allowing decision-makers to identify critical pathways for mainstreaming climate action into budgeting and operational planning. The instrument was designed with a predominant focus on Adaptation and Resilience, establishing the operational mechanism for aligning Institutional Strategic Plans (ISPs) with the NDC and the 2050 National Development Plan.
175. Another interviewee concurred that defending and consolidating the presence of climate indicators in other institutions' planning was the least achieved result and the one most affected by project delays: "Something that remained more pending is being able to make a one-to-one path from the project to each of the institutions. Advocacy toward climate transparency indicators with each of the involved institutions is something that is missing... it is what, effectively with all the project delay, was most affected" (IO, F, Interview, Dec 10, 2025). However, this stakeholder highlighted that CBIT succeeded in collaborating with national planning by introducing climate indicators into the PND 2050 and in the launch of MADES' National Environmental and Sustainable Policy, in addition to its influence on NDC 3.0 (IO, F, Interview, Dec 10, 2025). One government official nuanced this achievement, noting that in the PND 2050 update, the concept of "climate change" as such is not explicitly mentioned (G, F, Interview, Dec 9, 2025).
176. Another stakeholder acknowledged that while the objective was ambiguous, considerable achievements were made. Training activities enabled the DNCC to achieve greater operational order, allowing evidence loading and more efficient monitoring of departmental activities: "Even so, quite a lot was achieved within that... we strengthened DNCC's capacities, especially for their institutional strategic plan, both with training and tools so they can organize all the tasks and actions they generate... so it can then be visualized, demonstrated, reported..." (IO, M, Interview, Dec 12 & 18, 2025). One government official believed that SIAM can now contribute order, information traceability, and a records system that facilitate planning, though considered that a MADES document on national climate priorities would be necessary to orient the tasks of all other institutions involved in data generation (G, M, Interview, Dec 11, 2025).
177. An interesting perspective came from a MADES technician who affirmed that the CBIT project contributed to Paraguay's progress in environmental planning for adaptation and mitigation, positioning Paraguay "one step ahead in the enhanced transparency framework at the regional level" (G, F, Interview, Dec 9, 2025). She explained that the possibility of any actor accessing the system and observing official figures functions as a guide for planning what exists, what is missing, and how it can be improved: "I can see at any time how the information is reflected, what changes there were, what updates and what I need to

improve. Planning, how we can improve this information" (G, F, Interview, Dec 9, 2025). She expressed confidence that CBIT strengthened among different public actors the understanding that advances in climate transparency would translate into achievements for agencies beyond MADES: "That it is aligned with the National Development Plan, with a public policy related to sustainable development in the livestock sector, greatly enthused the Ministry of Agriculture and Livestock and they told us, yes, we're interested, we're going to work with you because we can have achievements in our sector by supporting you. So it also created an expectation and an incentive to work with the sectors that it is not something that will be for MADES" (G, F, Interview, Dec 9, 2025).

178. Consistent with this MADES influence on other ministries, one MEC official stated that the project strengthened interest in including climate change in the MEC's National Risk Management Plan: "We have a National Education Plan for Risk Management since 2011, but today I would like us to not only talk about risk management, but also about climate change adaptation" (G, F, Interview, Dec 9, 2025).

179. The evidence suggests that the project fulfilled committed deliverables under this outcome and achieved meaningful progress in aligning transparency outputs with public policy planning processes. However, these advances appear to be localized efforts within specific ministries, driven primarily by inter-agency relationships cultivated through the project rather than by a whole-of-government directive or systematic integration across the entire public administration. This pattern does not necessarily diminish the significance of the achievements; targeted interventions that generate genuine buy-in and institutional ownership within specific agencies may prove more sustainable than top-down mandates that lack operational grounding. The decision to prioritize foundational diagnostic work and institutional capacity assessment over formal compliance with originally envisioned integration mechanisms reflects a pragmatic adaptation to implementation constraints. By establishing a realistic baseline of institutional capacities and creating initial entry points for climate mainstreaming in planning processes, the project has positioned Paraguay to advance this agenda incrementally in subsequent phases, even if comprehensive integration across all planning instruments remains a longer-term objective requiring sustained political commitment and resources beyond the CBIT project cycle.

Medium-Long Term Outcome | MADES is able to trace Paraguay's climate change activities and provide high quality climate reports aligned with the Enhanced Transparency Framework under the Paris Agreement

180. **The achievement of the four short-term outcomes analyzed above collectively positions MADES to fulfill this medium- to long-term objective, though with important caveats regarding institutional sustainability and the need for continued investment beyond the project lifecycle.**

181. The project has successfully established the technical infrastructure required for enhanced transparency reporting. The operationalization of the SIAM Climate Change Module provides MADES with a functional digital system for managing climate information

across the four critical subsystems (INGEI, Mitigation MRV, Adaptation M&E, and Support Received and Needed). The achievement of Tier 2 emission factors in priority sectors representing over 50% of national emissions substantially enhances the technical credibility of Paraguay's GHG inventories. The development of 61 adaptation indicators with protocols, 27 mitigation measure fact sheets, and standardized data collection mechanisms ensures that MADES has the methodological tools necessary to track NDC implementation and report progress under the ETF. These technical advances are evidenced by Paraguay's successful submission of its first BTR in 2024 and the demonstrated improvements in data quality reflected in NDC 3.0, which recalculated national emissions downward using more precise methodologies.

182. However, the project's achievements reveal a tension between technical capacity and institutional sustainability. While MADES now possesses sophisticated digital tools and methodological frameworks, their operationalization has relied heavily on external consultant support, particularly for complex calculations, indicator development, and system design. The limited absorption of these specialized technical capacities within MADES' permanent staff raises questions about whether the institution can sustain and build upon these gains once project resources conclude. The institutionalization of arrangements for inter-agency data flows, while functionally operational, remains largely informal, with formal agreements deferred to 2026 in alignment with BTR2 preparation and NDC 3.0 rollout. This pragmatic sequencing (prioritizing operational functionality over legal formalization) reflects adaptive management in response to implementation constraints, but also signals that full institutional consolidation extends beyond the project's formal closure.
183. The capacity-building outcome represents a critical foundation for sustained transparency reporting. The training of over 1,400 individuals, the establishment of the Climate Classroom as an ongoing learning mechanism, and the participatory development of indicators with sectoral stakeholders have generated a broader base of climate transparency literacy across Paraguay's institutional landscape. Yet, stakeholder testimonies suggest that sustained engagement mechanisms remain uneven, and the high demand for continued training (99% of survey respondents) underscores that capacity-building is an ongoing need rather than a one-time intervention.
184. In summary, MADES has achieved substantial progress toward the capacity to trace climate activities and provide high-quality reports aligned with the ETF. The technical systems, methodological tools, and foundational institutional arrangements are in place and have been validated through concrete reporting exercises (BTR1, NDC 3.0). However, **the full realization of this outcome—meaning MADES' autonomous, sustained capacity to produce high-quality transparency reports without continued reliance on external support—remains partially achieved.** The project has successfully delivered the infrastructure and initial operationalization; the transition to full institutional ownership and self-sufficiency is a medium-term process that will unfold over the next reporting cycles (BTR2 in 2026 and beyond) and will depend on factors beyond the project's direct control,

including sustained political commitment, budget allocation for permanent technical staff, and the effective formalization and enforcement of inter-institutional data-sharing arrangements.

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

#### 4.4.3. Likelihood of Impact

185. The ultimate **intended impact** of the CBIT Paraguay Project, as articulated in the reconstructed Theory of Change, is: **Paraguay has a fully operational, integrated, and sustainable national climate transparency system that enables timely, accurate, and consistent reporting to the UNFCCC, supporting effective implementation of the Paris Agreement and evidence-based climate policy formulation.** This section assesses the likelihood that the project's outcomes will contribute to achieving this long-term impact, drawing upon evidence from project indicators, outcome achievement analysis, the Theory of Change's drivers and catalytic factors identified during the evaluation.
186. **The project tracked progress toward impact using two core indicators aligned with GEF's CBIT programming directions.**
- **Indicator A** (quality of MRV systems, scale 1-10) **improved from a baseline of 4 to a final score of 7**, approaching but not reaching the end-of-project target of 8. According to the CBIT Programming Directions guidance, a score of 7 indicates that "measurement regarding GHG is broadly done (with widely acceptable methodologies), need for more sophisticated analyses to improve policy; reporting is periodic with improvements in transparency; verification is done through more sophisticated methods even if partially." Main achievements supporting this rating include: standardization of measurement processes for mitigation (technical data sheets for 27 measures of NDC 3.0) and adaptation (61 consolidated indicators with baseline); strengthening of the National GHG Inventory (INGEI) through improved accuracy using IPCC methodologies and statistical sampling plans; institutionalization through the design and successful integration of the Climate Change Module in the MADES SIAM, supported by the draft Decree of the National MRV System and MADES Resolution No. 204/2025; and enhanced transparency through the launch of the National Transparency Platform, integrating public visualizations, the AI assistant "MADI," and the training mechanism "Climate Classroom." The achievement of level 7 rather than 8 reflects the reality that while robust measurement and reporting systems are operational, the verification component and the sustained demonstration of system functionality over multiple reporting cycles remain to be consolidated.
  - **Indicator C** (institutional capacity for transparency, scale 1-4) **advanced from a baseline of 2 to a final score of 3**, falling short of the target of 4. The Final PIR Report 2025 characterizes this as a "Consolidated Institutional Framework," validating that

Paraguay now has an organizational unit (DNCC) with consolidated technical tools. The criterion distinguishing level 3 from level 4 is full financing from national sources. Although the project delivered the "Roadmap for the Integration of Climate Action into National Planning" to facilitate this financial integration, the allocation of state budget funds is a multi-year legislative process extending beyond the project timeline. The Final PIR Report 2025 notes that the project's completion leaves the technical and planning structure 100% ready to leverage this financial sustainability once budgetary resources are secured. Main achievements supporting this rating include: consolidation of the DNCC with technical capabilities and operational technological tools (Climate Change Module in SIAM, KoboToolbox for monitoring actions within the framework of PEI-MADES); clearer mandates available through legal instruments delivered, including the draft Decree of the National MRV System and MADES Resolutions for the formation of technical committees; and mechanisms established through the "Roadmap for the Integration of Climate Action into National Planning" for 37 public institutions to align their Strategic Plans (PEI) with the NDC.

187. **The achievement of these indicator levels (7 and 3) represents substantial progress from the baseline (4 and 2) and demonstrates that the project successfully established operational systems and consolidated institutional capacity.** The gap between achieved levels and targets (8 and 4) is not attributable to project shortcomings but rather to realistic recognition that certain milestones require processes that extend beyond a three-year project cycle. Critically, **the project has positioned Paraguay at the threshold of these higher levels by delivering all necessary technical infrastructure, methodologies, and institutional frameworks.** The transition to levels 8 and 4 depends primarily on factors beyond the project's direct control: sustained system operation over multiple reporting cycles and national budgetary allocations, respectively.

188. The Theory of Change identified **four impact drivers that are expected to accelerate progress toward the intended impact.** The evaluation finds that these drivers are substantially present, though with varying degrees of strength:

- **Institutional leadership and coordination capacity of MADES:** This driver is strongly present. MADES demonstrated consistent proactivity throughout implementation, expanding project deliverables beyond initial targets and maintaining strategic focus despite external disruptions. Stakeholder testimonies consistently recognized MADES' capacity to convene and coordinate across sectors (IO, F, Interview, Dec 10, 2025).
- **Effective inter-institutional collaboration and information sharing:** This driver is moderately strong. The project successfully fostered collaboration across multiple ministries (Education, Social Development, Agriculture, Foreign Affairs) and with technical institutions (INE). The participatory development of indicators involving 37 institutions and the establishment of sectoral working groups demonstrate functional inter-institutional mechanisms. However, these collaborations remain largely informal,

and the sustainability of information flows depends significantly on personal relationships and individual commitment rather than formalized agreements.

- **Stakeholder ownership and awareness of transparency processes:** This driver is emerging. The training of over 1,400 individuals, the nearly universal demand for continued capacity-building (99% of survey respondents), and testimonies indicating that sectoral ministries increasingly recognize climate transparency as relevant to their own mandates (G, F, Interview, Dec 9, 2025) suggest growing ownership. However, testimonies also reveal that appropriation depends partly on individual attitudes and predisposition (G, F, Interview, Dec 10, 2025), and that sustained engagement mechanisms remain uneven across participating actors (G, M, Interview, Dec 11, 2025).
- **Integration of climate transparency into national planning and decision-making mechanisms:** This driver is the weakest, consistent with the findings under Output 4. While initial entry points have been created (indicators in PND 2050, influence on sectoral plans), systematic integration across planning and budgeting processes remains limited. The Roadmap for Integrating Climate Action into National Planning provides a framework for advancing this integration, but its political validation and operationalization are scheduled for 2026, beyond the project timeline.

189. Several **catalytic dimensions enhance the likelihood of impact beyond the project's direct scope**. Paraguay has gained regional recognition for its transparency advances, with national representatives sharing experiences at international forums including the Global Transparency Forum in Japan, where the country's progress "really made an impact regarding the implementation of the enhanced transparency framework" (G, F, Interview, Dec 9, 2025). Regional stakeholders have positioned Paraguay as "one step ahead in the enhanced transparency framework at the regional level" (G, F, Interview, Dec 9, 2025). The project's strategy was strengthened through synergies with complementary initiatives (Paraguay+Verde) and regional exchanges on the Enhanced Transparency Framework with Chile, Colombia, and Uruguay, creating knowledge-sharing networks that extend project influence beyond national boundaries. While direct evidence of other countries seeking to replicate Paraguay's tools (SIAM Climate Change Module, National Transparency Platform, Climate Classroom) was not identified during the evaluation, the regional positioning and participation in knowledge platforms create enabling conditions for potential diffusion of good practices.

190. In conclusion, the project has successfully established the technical infrastructure (SIAM Climate Change Module, Tier 2 emission factors, standardized indicators and protocols, National Transparency Platform) and foundational institutional arrangements necessary for a fully operational transparency system. These achievements have been validated through concrete reporting exercises (BTR1, NDC 3.0) that demonstrate the system's functional capacity. The presence of strong impact drivers (particularly MADES' institutional leadership and effective inter-institutional collaboration) and the catalytic

momentum generated by regional recognition create favorable conditions for sustained progress.

191. In summary, the project has positioned Paraguay at a critical juncture: the infrastructure for a fully operational transparency system exists, initial operationalization has been demonstrated, and institutional commitment is evident. The realization of long-term impact is probable but not assured—it will unfold progressively over the next years and will be determined by Paraguay's capacity to mobilize the resources and political will necessary to sustain and scale the foundations established by the CBIT project.

Rating for Likelihood of impact is 'Likely'.

Rating for Effectiveness is 'Satisfactory'.

## 4.5. Financial Management<sup>13</sup>

### 4.5.1. Adherence to UNEP's Financial Policies and Procedures

192. **Financial management throughout the Project generally adhered to UNEP's financial rules and procedures.** Key financial processes—including budget revisions, expenditure monitoring, and reporting—were conducted within the framework established by UNEP financial policies. Nevertheless, **the Project encountered several challenges related primarily to financial reporting processes and the operational interaction between the Implementing Agency (UNEP) and the Executing Agency (UNDP),** which affected the efficiency and timeliness of some financial management processes.
193. **During implementation, the Project underwent three formal revisions (2022, 2024 and 2025).** These revisions introduced **budget reallocations** between lines and adjustments to reflect the actual costs required for certain technical components. In particular, **the initial budget underestimated the resources required to develop the climate change module of the SIAM platform.** According to one interviewee, the initial allocation for the platform was approximately USD 68,000 but later had to be increased to more than USD 150,000 in order to achieve the expected results (IO, M, Interview, Dec 12 & 18, 2025). Other stakeholders confirmed that the development of the platform represented a technically complex task that required significantly greater resources than initially anticipated (IO, M, Interview, Dec 16, 2025).
194. **Administrative procedures also influenced financial execution timelines.** Some interviewees noted that **procurement and approval processes within the MADES required**

<sup>13</sup> Additional information on Financial Management can be found in Annexes V and VI.

**review by multiple institutional units**, including both the DNCC and planning departments, which extended processing times (IO, M, Interview, Jan 8, 2026).

195. **A more significant challenge emerged in relation to the preparation and validation of financial reports between UNEP and UNDP.** While interviewees consistently described the interpersonal relationship between both agencies as cordial and professional, several stakeholders noted difficulties in the operational mechanisms used to address financial reporting issues.
196. **From UNEP's perspective, delays in the submission and correction of financial reports required additional follow-up.** One UNEP interviewee noted that **reports sometimes had to be returned for correction** due to formatting or formula errors, which required additional exchanges and renewed training on the reporting templates: "The file came several times, once with a broken formula, another time with a wrong number... we had to insist and go through the format again" (IO, M, Interview, Jan 8, 2026). UNEP staff also indicated that **training opportunities had been provided to support the executing agency in adapting to the required reporting tools**, including financial workshops held at the beginning of the Project and before the closure process (IO, F, Interview, Jan 8, 2026).
197. UNEP staff further noted that, in addition to the formal training provided, they conducted **working meetings** to offer technical assistance to the project team in the preparation and revision of financial reports. However, they emphasized that, despite these efforts, **reports were often resubmitted with errors or without incorporating the updates discussed during these meetings**, which made the process cumbersome and contributed to additional delays.
198. **From the perspective of the executing agency, however, some project staff indicated that the financial reporting templates and requirements were difficult to interpret without direct guidance.** Project team members noted that although they had previous experience managing international projects, **the UNEP reporting formats represented new requirements and felt that the initial induction had been insufficient.** As one of them explained, "In my logic and my knowledge I was completing the templates... but there was always a back-and-forth saying it wasn't correct" (IO, M, Interview, Dec 16, 2025). **This interviewee also expressed frustration at the lack of opportunities for direct clarification when reports were returned for revision**, noting that requests for short calls to clarify specific questions—particularly directed to UNEP's finance unit—sometimes went unanswered.
199. **Other project stakeholders also highlighted the challenges generated by differences between the financial management systems and reporting practices used by the two agencies.** Some interviewees explained that **the templates required by UNEP were unfamiliar to the executing agency** and that expectations regarding the level of detail required for financial justifications differed from those typically used in national or UNDP reporting systems. According to one government representative, **financial reports were delivered on time from their perspective, but not necessarily in the format expected by**

UNEP, and there was sometimes uncertainty about the appropriate point of contact for obtaining guidance (G, F, Interview, Dec 9, 2025).

200. Delays in the finalization of financial reports led to **delays in the final disbursement**, which temporarily affected project cash flow and required the project team to request payment flexibility from consultants (IO, M, Interview, Dec 16, 2025).
201. Furthermore, **the requirement of non-duality between implementing and executing agencies under GEF arrangements also added complexity to financial management processes**. In practice, the collaboration between UNEP and UNDP implied **additional coordination requirements** and, in some cases, **duplication of reporting processes** across different institutional systems. One interviewee explained that the executing agency was required to produce separate financial and technical reports under different reporting systems, including internal UNDP systems such as Quantum, which increased the administrative workload associated with project reporting (IO, F, Interview, Dec 10, 2025).
202. Despite these challenges, stakeholders from both agencies emphasized that the overall relationship between the institutions remained constructive and solutions were progressively found over the course of implementation. In particular, the leadership of the national counterpart, MADES, was highlighted as an important factor in maintaining effective collaboration between the agencies and ensuring that reporting requirements were eventually met (IO, F, Interview, Dec 10, 2025).
203. Overall, while financial management processes adhered to UNEP procedures, operational challenges in the interpretation and communication of reporting requirements affected the efficiency of financial reporting during certain phases of the Project.

|                                                                                               |
|-----------------------------------------------------------------------------------------------|
| Rating for Adherence to UNEP's policies and procedures is ' <b>Moderately Satisfactory</b> '. |
|-----------------------------------------------------------------------------------------------|

#### 4.5.2. Completeness of Financial Information

204. At the time of this Terminal Review, **the Project closure file contains a comprehensive set of financial documentation**, providing a consistent record of financial transactions and transparency throughout the Project cycle.
205. **Available financial documentation includes:**
- Quarterly expenditure reports
  - Inventories of non-expendable equipment
  - Co-financing Reports
  - Project Cooperation Agreements
  - Approved revised budgets
  - Project Implementation Reviews (PIR) Reports
  - Half-Yearly Progress Reports (HYPR)

206. The availability and organization of these documents enabled the Review to confirm that financial expenditures were tracked and reported regularly and that financial information was sufficiently complete to support the assessment of project implementation and closure.

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

#### 4.5.3. Communication Between Finance and Project Management Staff

207. **Interviews with project stakeholders indicate that communication between the finance and project management staff within the executing agency functioned effectively** during most of the Project cycle. The project coordination team maintained regular internal communication with the financial administrator, which helped ensure that financial decisions were aligned with project implementation needs.
208. One project coordinator explained that upon assuming the role, he held **intensive meetings with the administrative and technical team** to review the financial situation and organize responsibilities among team members. According to this account, the financial administrator played a key role in managing reporting processes and progressively strengthened his understanding of the financial procedures required by the implementing agency. As the coordinator noted, "I think I had an excellent administrator. At first it was difficult to understand the processes... but he learned quickly and showed commitment, which made it easier to delegate tasks" (IO, M, Interview, Dec 12 & 18, 2025).
209. Interviewees also highlighted that **internal collaboration improved significantly during the final stages of the Project**, when the project management team was fully staffed and responsibilities were clearly distributed. This internal coordination facilitated the preparation of financial and technical reports and helped ensure that information was properly documented during the closing phase of the Project.
210. Overall, communication between finance and project management staff contributed positively to project implementation, allowing financial issues to be addressed collaboratively and ensuring alignment between administrative and technical processes.

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

Rating for Financial Management is '**Satisfactory**'.

## 4.6. Efficiency

211. The efficiency of the Project was assessed in terms of the extent to which it maximized results from the available resources, considering cost-effectiveness, timeliness of implementation, and the capacity to adapt to challenges during execution.
212. Overall, **the Project was implemented within the originally planned timeframe and successfully delivered all its outputs**. The Project began in August 2022 and reached its technical completion on October 31, 2025, **without requiring a no-cost extension. All planned deliverables were completed and key indicators were exceeded**, including the number of beneficiaries reached. The Project therefore achieved **full financial execution** and closed with a final risk rating of Low (L), reflecting the effectiveness of adaptive management despite operating in a complex institutional and political context.
213. However, **the efficiency of implementation was influenced by several contextual and operational factors** that affected the pace and sequencing of activities. While these challenges did not ultimately prevent the achievement of results, they contributed to **delays during the first stages of implementation and resulted in a strong concentration of activities during the final phase of the Project**.
214. As mentioned before, **the COVID-19 pandemic represented the main constraint during the initial stages of the Project**. One interviewee explained, the pandemic was probably the most significant external difficulty affecting the initial implementation of the Project and particularly its start-up phase (G, M, Interview, Dec 22, 2025). Although its impact diminished as restrictions were lifted, it contributed to delays in the early phases of implementation.
215. **The mobilisation phase was also influenced by delays due to institutional arrangements required under the UNEP–GEF framework**, including the process of **identifying an executing agency to support implementation at the national level**. Once these arrangements were finalized and UNDP assumed the executing role, implementation accelerated and the Project was able to proceed within the planned timeframe (Further details on this process are discussed in the section on Preparation and Readiness).
216. **The pace and sequencing of implementation were also affected by several factors, particularly during the early and middle stages of the Project**. One of the most significant was the **political transition associated with the 2023 national elections**, which temporarily slowed project activities (as described in the section on Nature of External Context). Administrative pauses occurred across the public sector, including MADES, due to institutional restructuring and changes in authorities. This transition affected the normal functioning of government institutions and temporarily halted project activities, requiring a subsequent acceleration of implementation once activities resumed. As one interviewee

explained, the process affected all ministries and required compliance with national administrative procedures (IO, M, Interview, Dec 12 & 18, 2025).

217. **High staff turnover also affected the continuity of implementation**, both within the PMU and the DNCC. Several interviewees noted that the Project experienced multiple changes in coordination and periods during which the coordination position remained vacant or temporarily filled, which slowed decision-making processes and reduced implementation momentum. In practice, this meant that a significant portion of project execution occurred during the final stage of implementation. According to stakeholders, “there was staff rotation, particularly in the coordination role, and for a long time there was no coordinator, which is why most of the execution was concentrated at the end of the project” (G, F, Interview, Dec 10, 2025). Similarly, another interviewee noted that interim coordination arrangements limited full commitment and reduced the pace of implementation (G, F, Interview, Dec 9, 2025).
218. As a result of these circumstances, **the most intensive phase of project implementation took place between October 2023 and the end of the Project. The arrival of a new coordinator during this period helped accelerate implementation and address pending administrative and technical tasks.** According to members of the project team, the new management phase required rapid adjustments to financial execution and reporting processes that had fallen behind schedule. These adjustments involved intensive coordination between the project team, MADES and UNEP in order to reorganize the implementation process and ensure the completion of deliverables within the remaining timeframe (IO, M, Interview, Dec 12 & 18, 2025).
219. **Administrative, procedural and technical factors also affected implementation efficiency**, as mentioned in the section on Financial Management:
- **Internal administrative processes within the MADES** extended times;
  - **The final disbursement experienced delays**, which temporarily affected project cash flow and required the project team to request payment flexibility from consultants.
  - **The initial budget underestimated the resources required to develop the climate change module of the SIAM system**, requiring a significant budget revision during implementation.
220. In addition, **some deliverables experienced minor delays due to the need to reach agreement among multiple sectoral stakeholders involved in the review process.** In certain cases, documents were repeatedly revised to incorporate feedback from sectoral experts or external stakeholders, particularly in technically sensitive sectors such as agriculture. While this process contributed to delays, it also helped ensure the quality and legitimacy of the final outputs (G, F, Interview, Dec 10, 2025).
221. **At one point during implementation, the possibility of requesting a project extension was considered**, particularly when it became clear that some technically complex

deliverables could not be fully developed within the original timeframe (particularly from Output 4). **However, the decision not to request an extension was deliberate and strategic.** Since the Project had already executed the entirety of its allocated budget, an extension would not have been accompanied by additional financial resources. Under these circumstances, the Project team prioritized ensuring a solid closure of the Project, preserving institutional credibility with donors, and focusing on delivering meaningful and sustainable results rather than pursuing formal deliverables that could have lacked substantive value (IO, M, Interview, Dec 9, 2025).

222. In response to these challenges, **the Project team implemented a series of mitigation measures** that helped maintain overall efficiency and ensure the timely completion of outputs.
223. First, **adaptive management practices were adopted**, including **regular coordination meetings** between UNDP, UNEP and MADES to monitor implementation progress and adjust the workplan as necessary. **Strategic planning and continuous monitoring** allowed the team to identify bottlenecks early and adjust implementation strategies accordingly.
224. Second, the Project placed strong emphasis on the **systematization and institutionalization of knowledge in order to mitigate the effects of staff turnover. Processes were carefully documented, operating manuals were developed, and centralized repositories of information were created** to preserve institutional memory. This systematization proved essential for ensuring continuity when new staff joined the Project or when institutional changes occurred.
225. Third, **training and capacity-building activities were designed** not only to build technical capacities but also to ensure institutional continuity. **Regular training sessions** and the development of **training materials** were used to support staff in understanding and using transparency-related systems and methodologies.
226. Fourth, the Project promoted **strong synergies** with other initiatives implemented by MADES and other institutions. For example, collaboration with other projects such as Paraguay+Verde and coordination with institutions such as MAG, MEC and the National Cement Industry (INC) helped ensure data flows and strengthen inter-institutional collaboration.
227. **Despite the multiple challenges** encountered during implementation—including the COVID-19 pandemic, the executing role, the 2023 government transition, staff turnover, administrative delays and technical adjustments—**the Project successfully completed all planned outputs within the original timeframe and achieved full financial execution.** Interviewees consistently highlighted the ability of the Project team to adapt to changing

circumstances and accelerate implementation during the final stage in order to meet all commitments.

228. At the same time, several stakeholders noted that **the concentration of implementation in the final phase of the Project limited the depth and consolidation of some results** (G, F, Interview, Dec 9, 2025; IO, F, Interview, Dec 10, 2025). According to one interviewee, CBIT projects are designed to be implemented over three full years precisely to allow sufficient time for institutional processes and capacity-building activities to mature. Achieving the planned outputs within a shorter effective implementation period represented a significant achievement, but it also meant that some products could have benefited from a longer consolidation phase (IO, F, Interview, Dec 10, 2025).

229. In summary, the Project demonstrated strong adaptive management and cost-effective use of resources, enabling the achievement—and in some cases the surpassing—of planned results within the original timeframe. While efficiency was temporarily affected by contextual and operational challenges, the mitigation measures adopted during implementation ensured that these constraints did not undermine the overall delivery of outputs.

**Rating for Efficiency is 'Satisfactory'.**

## **4.7. Monitoring and Reporting**

### **4.7.1. Monitoring Design and Budgeting**

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

231. The **M&E activities** included in the Plan were: Inception Workshop (IW); Steering Committee Meetings; Half-yearly Progress Reports (HYPR); Quarterly expenditure reports; Project Implementation Review Reports (PIR Reports); Annual Inventories of Non-expendable equipment; Co-financing Reports; Closing Workshop and Terminal Evaluation (TE).

232. **The total estimated budget for M&E activities was set at USD 40,000 from GEF**, allocated mainly to the Terminal Evaluation and the inception and closing workshops.

233. According to the M&E Plan, **the most relevant M&E activities** were the PIR Reports and the Terminal Evaluation (TE):

- The purpose of the annual **PIR Reports** was to assess Project performance, analyze whether the Project was on track, identify problems and challenges, and determine

what corrective actions were needed for the Project to achieve its intended outcomes in the most efficient and sustainable way. It was the responsibility of the UNEP Task Manager to monitor whether the agreed recommendations were being implemented. In between PIR Reports, the project team should also prepare and submit intermediate progress reports (HYPR) to update project data and facilitate management.

- The **TE (this Terminal Review)** scheduled for the Project's completion stage was defined as an independent assessment of project performance (in terms of relevance, effectiveness, and efficiency), and the likelihood of achieving long-term impact and sustainability. The TE had two objectives: 1) to provide evidence of results to meet accountability requirements, and 2) to promote learning, feedback, and knowledge sharing based on results and lessons learned among UNEP and executing partners.

234. In terms of **indicators** in the logical framework at design stage, the Project included two impact-level indicators; one outcome-level indicator; and four output-level indicators. Each indicator included a baseline; a medium term target; an end of project target; means of verification; assumptions and risks. However, **the overall set of indicators is limited**; some are formulated in binary terms, which restricts their usefulness for tracking degrees of progress or the quality of implementation. Although a few indicators meet SMART criteria, the framework does not fully capture improvements in national capacities—an essential dimension for transparency-related projects.

235. **The Project document incorporated explicit commitments to gender equality from the design stage**, in line with UNEP and GEF policy frameworks. **Gender considerations were integrated as a cross-cutting element in both project outputs and processes**, promoting women's participation across governance structures, consultancy roles, training activities and consultation workshops. The Project also sought to strengthen women's engagement in climate change decision-making and ensure that climate actions generated equitable benefits. Accordingly, **project management and monitoring were designed to be gender-sensitive**, including gender-disaggregated indicators. In particular, the Project tracked the indicator **"Number of direct beneficiaries disaggregated by gender as co-benefit of GEF investment"**, targeting an equal distribution of beneficiaries: 50% women and 50% men.

236. While the Project design referenced principles of inclusiveness, the M&E Plan did not include specific references to other minority groups beyond gender.

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

#### 4.7.2. Monitoring of Project Implementation

237. **The monitoring system was operational from the start of the Project (2022)** and facilitated consistent tracking of results and progress towards the objectives throughout the implementation period, enabling adjustments and improvements in execution, contributing to the achievement of planned results. Monitoring data were collected

accurately, thoroughly, and appropriately for: impact and outcome indicators, implementation status for outputs and activities and progress on the Budget. Risk management was also a key focus of the monitoring system.

238. For the **impact and outcome indicators** defined during the Project design phase, **regular tracking was conducted**, including the corresponding baseline, mid-term targets/milestones, end-of-project targets, progress (in number, percentage, or binary entry), and performance rating.
239. For **outputs and activities**, **periodic monitoring was also carried out**. For each, the monitoring included the expected completion date, implementation status (expressed as a percentage), progress rating, and comments in case of variance (e.g., delivery issues).
240. Monitoring also included the systematization and reporting of progress towards outputs and activities related to equity, such as **sex-disaggregated data**.
241. In addition, **the monitoring plan incorporated detailed tracking of progress on the Budget**. This included, among others: expenditures and unliquidated obligations linked to specific outputs, activities, and deliverables; co-financing contributions; and justifications for budget revisions and reallocations.
242. Finally, **risk management was also a key focus of the monitoring system**. Robust information was gathered on the evolution of both the risks identified during Project design and those that emerged unexpectedly during implementation. For each identified risk, the monitoring recorded the risk statement; affected outcomes and outputs; actions taken (by whom and when), and the results of those actions.
243. In sum, **the monitoring system** implemented throughout the Project **enabled adjustments and improvements in execution**, contributing to the achievement of planned results.

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|-----------------------------------------------------------------------------|
| Rating for Monitoring of project implementation is ' <b>Satisfactory</b> '. |
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#### 4.7.3. Project Reporting

244. The Project Management Unit (PMU) submitted several periodic reports detailing progress made in relation to planned milestones and expected results, in compliance with UNEP and GEF reporting requirements. These reports provided regular updates on implementation progress, financial execution, and the status of project outputs and indicators.
245. Among the **reports submitted** and made available for this Terminal Review are the following:

Table 6. \\\\\\\

| Name of Report                                      | Reporting years                    | Content                                                                                                                                                                                                                                                                          |
|-----------------------------------------------------|------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Half-yearly Progress Reports</b>                 | 2023, 2024                         | Overview of Project Status. Monitoring of output delivery, outcome-level and gender indicators, risk management. History of Project revisions and extensions. Project progress in: co-finance, gender, stakeholder engagement, environmental and social safeguards, KM/Learning. |
| <b>Quarterly expenditure reports</b>                | 2022, 2023, 2024, 2025             | Expenditures and unliquidated obligations with its related outputs, activities and deliverables.                                                                                                                                                                                 |
| <b>PIR Reports</b>                                  | 2023-2024, 2024-2025, 2025 (Final) | Overview of Project Status. Monitoring of output delivery, outcome-level and gender indicators, risk management. History of Project revisions and extensions. Project progress in: co-finance, gender, stakeholder engagement, environmental and social safeguards, KM/Learning. |
| <b>Annual Inventory of Non-expendable equipment</b> | 2023, 2025                         | Description, serial number, date of purchase, original price (US\$), country where it was purchased/Imported, condition and location                                                                                                                                             |
| <b>Co-financing Reports</b>                         | 2024                               | Reporting and description of co-finance contributions.                                                                                                                                                                                                                           |
| <b>Project Cooperation Agreements</b>               | 2022                               | Work plan and budget                                                                                                                                                                                                                                                             |
| <b>Approved Budgets</b>                             | 2022, 2024, 2025                   | Detailed budgets prepared by project activity, which feed into the relevant outputs.                                                                                                                                                                                             |

Source: own elaboration

246. All reports are available in digital format and are generally comprehensive and of sufficient quality to track Project progress against the work plan and budget. In addition, key Project reports and documents were published on the [GEF Portal](#) and [UNEP Open Data](#), contributing to transparency and accessibility of project information.
247. As foreseen in the Project's M&E Plan, **this Terminal Review (TR) represents the final evaluation exercise of the Project cycle**. It was preceded by the preparation of an **Inception Report (IR)**, which provided an initial assessment of the Project design and evaluation framework, as well as by the preparation of the present **TR Draft Report**.
248. As noted in the section on Adherence to UNEP's Financial Policies and Procedures, **some challenges arose in relation to financial reporting** during project implementation. These challenges were mainly associated with differences in reporting formats and expectations between the implementing agency (UNEP) and the executing agency (UNDP),

as well as delays in clarifying reporting requirements. While financial reports were ultimately delivered and validated, the process sometimes involved multiple revisions and exchanges to align templates and reporting formats. These issues did not ultimately prevent compliance with reporting requirements but did require additional effort from the project team and occasionally slowed the reporting process.

249. Despite these challenges, stakeholders generally agreed that **reporting obligations were fulfilled**. One member of the project team noted that reporting commitments were met, although the final phase of implementation required an accelerated and demanding effort due to external constraints that had previously slowed implementation, including political factors and vacancies within the technical team (IO, F, Interview, Dec 11, 2025).
250. Overall, the reporting system provided adequate and timely information to monitor project implementation and support oversight throughout the project cycle.

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

Rating for Monitoring and Reporting is '**Satisfactory**'.

## 4.8. Sustainability

251. **Sustainability refers to the likelihood that the outcomes achieved by the Project will continue to be maintained and further developed after the end of the intervention.** In accordance with the UNEP evaluation framework, sustainability is assessed across three sub-criteria: **socio-political sustainability, financial sustainability, and institutional sustainability**. The analysis considers both the **level of dependency of the outcomes on external factors** and the **extent to which mitigation measures were introduced** during project implementation to address potential risks.

### 4.8.1. Socio-political Sustainability

252. **The socio-political sustainability of the Project outcomes is influenced by the degree of political commitment to climate transparency, the level of ownership among national institutions, and the engagement of key stakeholders** involved in data generation and climate governance.
253. Evidence collected through interviews indicates that **the project was implemented in a context of relatively stable national commitment to international climate agreements**. Several stakeholders highlighted that **Paraguay's participation in the Paris Agreement is broadly supported within government institutions and is not currently subject to political contestation**. As one interviewee explained, climate commitments are closely linked to the country's international positioning and credibility, which reinforces incentives for

maintaining engagement with climate transparency processes (G, F, Interview, Dec 10, 2025).

254. At the institutional level, **the project contributed to strengthening governance structures related to climate change**. Since the creation of the DNCC, climate governance has progressively consolidated within the national institutional framework, with **increasing engagement from institutions participating in the CNCC**. According to one government stakeholder, the institutional strengthening of climate governance in Paraguay has been “solid and sustained over time,” reflecting the gradual institutionalization of climate policy within government structures (G, M, Interview, Dec 11, 2025). **Evidence of this institutional ownership was also reflected in the dissemination of project results at the highest levels of government**. According to one interviewee, **the Minister of MADES presented key Project results**—particularly the climate transparency platform and monitoring tools—to **the President of the Republic during Cabinet meetings**, based on reports prepared by the Project team (IO, M, Interview, Dec 12 & 18, 2025).
255. **The Project further contributed to this process by supporting inter-institutional coordination mechanisms and participatory governance processes**. For example, the development of the **Roadmap for Integrating Climate Action into National Planning** established coordination mechanisms with multiple public institutions to align their strategic planning processes with national climate objectives (Final PIR Report 2025). In addition, the creation of **internal technical working groups within the MADES strengthened dialogue among sectoral actors involved in mitigation and adaptation processes** (Final PIR Report 2025).
256. **The Project also succeeded in engaging a broad range of stakeholders in the development of the transparency system**. Collaboration was strengthened with **key data-providing institutions** such as the MAG and the INC, while **participatory processes supported the development of climate indicators and transparency tools** (Final PIR Report 2025). These processes contributed to building ownership among institutions responsible for generating and reporting climate data.
257. Nevertheless, several stakeholders identified **risks that may affect the long-term socio-political sustainability of the project outcomes**. In particular, some interviewees noted that **climate policy in Paraguay still depends significantly on the political priorities of successive governments** and that stronger institutional commitments would be required to ensure continuity beyond individual administrations (IO, F, Interview, Dec 11, 2025). Others highlighted that **environmental institutions continue to have relatively limited political influence and budgetary weight** within the broader public administration, which may affect their ability to ensure sustained inter-institutional coordination (G, F, Interview, Dec 9, 2025).
258. In addition, the effective functioning of the transparency system depends on the continued collaboration of sectoral actors and data providers. Some stakeholders noted that **certain productive sectors remain cautious about sharing information**, particularly

when they perceive climate transparency requirements as potentially affecting their economic interests. Continued engagement and awareness-raising will therefore be necessary to maintain stakeholder participation and data flows over time.

259. Despite these challenges, **the Project implemented several mitigation measures that contribute positively to socio-political sustainability.** These include the development of **participatory governance mechanisms**, the strengthening of **institutional coordination platforms**, and the establishment of **policy instruments** such as the Roadmap and draft regulatory frameworks for the national transparency system (Final PIR Report 2025). Taken together, these measures have increased the level of institutional ownership and stakeholder engagement, thereby strengthening the socio-political conditions for sustaining the project outcomes.

|                                                        |
|--------------------------------------------------------|
| Rating for Socio-political sustainability is 'Likely'. |
|--------------------------------------------------------|

#### 4.8.2. Financial Sustainability

260. **The financial sustainability of the Project outcomes is primarily influenced by the availability of resources required to maintain and further develop the climate transparency system**, including the operation of the **national platform**, continued **data generation**, and the expansion of **monitoring and reporting processes**.
261. Many stakeholders highlighted that MADES operates with limited financial resources relative to the breadth of its institutional mandate. As a result, **the continuation and expansion of transparency-related activities will likely depend in part on continued international support.** Several interviewees noted that the possibility of **a second phase of the CBIT initiative (CBIT 2) represents an important opportunity to consolidate and deepen the results achieved during the current project.** According to one interviewee, while the institutional capacity has already been installed, additional funding would allow the country to further strengthen transparency mechanisms and expand their scope (IO, F, Interview, Dec 10, 2025).
262. At the same time, **Stakeholders identified several financial challenges that may affect long-term sustainability.** In particular, **some components of the transparency system—**such as the **national digital platform** and the **climate change module** within the SIAM system—**may require continued technical maintenance and occasional upgrades.** This may involve contracting specialized technical support, which could represent a financial burden if resources are not secured in advance (IO, M, Interview, Dec 12 & 18, 2025).
263. Similarly, **the expansion of climate data systems at the sectoral or territorial level may require additional investments.** For example, further development of vulnerability assessments, the generation of new data through national surveys, or the incorporation of additional indicators in statistical systems may require resources beyond those currently available within existing institutional budgets (G, F, Interview, Dec 10, 2025).

264. Nevertheless, **the Project recognised this dependency and incorporated financial sustainability considerations into its implementation strategy**. In collaboration with MADES, the Project supported the **development of a financial strategy** aimed at ensuring that the operational costs of the MRV system could be covered beyond GEF financing. It also explored **potential financing opportunities and partnerships** to support the continued operation of the MRV system. In this context, the Project developed and presented a **sustainability plan** outlining long-term funding and resource strategies for maintaining the MRV system (Final PIR Report 2025).
265. **The project also generated conditions that may facilitate future financing. Improved transparency systems and more robust climate data are increasingly relevant for accessing international climate finance and for participating in emerging mechanisms such as carbon markets.** As one stakeholder noted, the availability of reliable climate data strengthens the country's ability to attract climate-related investments and to engage with international financing instruments (G, F, Interview, Dec 9, 2025).
266. Overall, while the continuation and expansion of project outcomes remain partially dependent on external financing, the Project introduced mitigation measures—such as the development of a financial sustainability strategy and the identification of future funding opportunities and partnerships—that contribute to reducing this risk.

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| Rating for Financial sustainability is ' <b>Moderately Likely</b> '. |
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#### 4.8.3. Sustainability of the Institutional Framework

267. **Institutional sustainability** refers to the extent to which the **governance structures, technical capacities, systems, and procedures** established by the Project **are likely to continue operating** after the end of the intervention.
268. **The Project made significant contributions to strengthening the institutional framework for climate transparency in Paraguay.** One of the most important achievements was the development and implementation of the **Climate Change Module within the SIAM system** in the National Climate Transparency Platform, which now serves as the technological backbone for the national transparency system. This module integrates multiple subsystems related to GHG inventories by sector, NDC monitoring, mitigation MRV, adaptation M&E, and climate support reporting (Final PIR Report 2025). The national platform also included technological innovation, incorporating artificial intelligence through the virtual assistant MADI, as well as thematic modules such as "The Role of Women in Climate Change," which feature a gender gap viewer and a showcase of national actions (Final PIR Report 2025).
269. In addition, **the Project supported the development of a range of institutional tools designed to sustain these systems over time.** These include draft regulatory instruments

for the national MRV system, inter-institutional agreements for data exchange, and the establishment of technical working groups within MADES to coordinate mitigation and adaptation processes (Final PIR Report 2025). Together, these instruments contribute to strengthening the institutional governance framework for climate transparency.

270. **Capacity development was another key element supporting institutional sustainability.** Through **training activities, knowledge exchange platforms**, and the creation of the **Climate Classroom**, the Project established a permanent mechanism for capacity-building and knowledge transfer among technical stakeholders. The platform currently offers several specialized training courses on climate transparency, mitigation, adaptation, and related topics, thereby helping ensure that institutional knowledge is maintained beyond individual staff members (Final PIR Report 2025).
271. **Stakeholders widely recognized that the Project significantly strengthened technical capacities within the DNCC and other participating institutions.** According to one interviewee, the transparency platform and associated systems represent a major step forward that can continue to evolve and expand over time, particularly because the technical capacity required to maintain them has been transferred to the Ministry (IO, F, Interview, Dec 10, 2025).
272. At the same time, **several institutional challenges remain. High staff turnover in public institutions and the reliance on externally contracted consultants continue to pose risks for institutional continuity.** In addition, some **institutions participating in the transparency system still face limited human resources and technical capacity** to consistently generate and report climate data. These constraints highlight the importance of maintaining ongoing training mechanisms and strengthening institutional coordination.
273. Another important challenge relates to the **formalization of inter-institutional data flows.** Although the project developed draft agreements and cooperation mechanisms, the long-term sustainability of the transparency system will depend on the formal designation of focal points and the establishment of binding institutional mandates for data provision (Final PIR Report 2025).
274. Despite these challenges, the Project established a solid institutional foundation for sustaining the climate transparency system. The integration of transparency tools into the operational systems of MADES, the strengthening of technical capacities within the DNCC, and the creation of institutional mechanisms for knowledge management and training significantly increase the likelihood that the project outcomes will continue to be used and developed after project closure.

Rating for Institutional sustainability is 'Likely'.

Rating for Sustainability is 'Moderately Likely'.

## 4.9. Factors Affecting Performance and Cross-cutting Issues

### 4.9.1. Preparation and Readiness

275. Preparation and Readiness refers to the mobilisation phase between project approval and the first disbursement, during which institutional arrangements, governance structures and operational mechanisms are established. This stage assesses whether appropriate measures were taken to prepare the project for implementation and to respond to contextual challenges that arose between approval and operationalisation.
276. The design of the Project was approved on **20 April 2021**, while **UNEP formally approved the project on 24 August 2022**. Project implementation began shortly thereafter on **29 August 2022**, with the **first disbursement taking place on 13 October 2022**. The project's official launch and the first meeting of the PSC were held on **3 March 2023**, through a national workshop that introduced the project objectives, implementation arrangements and governance structure to participating institutions.
277. **The mobilisation phase experienced delays, with approximately one and a half years between the approval of the project and the start of implementation.** While the **COVID-19 pandemic affected institutional coordination** during this period, interviews consistently highlighted that the main cause of the delay was related to **institutional and procedural arrangements required for project implementation under the UNEP-GEF framework**.
278. The requirement of **non-duality between implementing and executing agencies** under GEF arrangements introduced a degree of complexity during the preparation stage in identifying the most appropriate executing agency.
279. **MADES initially explored the possibility of executing the project directly through national mechanisms.** However, this option would have required approval by the national Congress in order to receive and administer international funds, which would have considerably extended the timeline for project mobilisation (G, M, Interview, Dec 22, 2025; G, F, Interview, Dec 9, 2025). As a result, the project team began exploring alternative institutional arrangements for project execution.
280. The final implementation structure established **UNEP as the implementing agency and UNDP as the executing agency**. Several stakeholders indicated that **UNDP was considered the most viable option due to its operational presence in the country and its experience managing international cooperation projects within national administrative systems**. The existence of a local UNDP office allowed for more efficient management of financial transfers, procurement procedures and contractual arrangements compared to other potential alternatives.
281. **Once the agreement between UNEP and UNDP was finalised, the mobilisation process accelerated significantly.** According to stakeholders, UNDP's local institutional presence facilitated the recruitment of personnel, the establishment of operational procedures and the initiation of project activities within expected timelines. In this sense,

although the initial preparation phase required extended negotiations to determine the most appropriate implementation structure, the final arrangement allowed the project to move forward with implementation once these institutional issues were resolved.

282. **External factors also influenced the early stages of project mobilisation. The COVID-19 pandemic represented an important contextual constraint during the early period of preparation**, particularly affecting institutional coordination and administrative processes. As one interviewee noted, the pandemic was probably the most significant external difficulty affecting the initial implementation of the project and its start-up phase (G, M, Interview, Dec 22, 2025). However, once global restrictions were lifted and implementation arrangements were clarified, the project was able to move forward with operational activities.
283. Overall, while the preparation phase faced delays associated with institutional arrangements and external contextual factors, the necessary governance structures, partnerships and operational mechanisms were ultimately established. The project successfully mobilised its institutional partners, launched the PSC and initiated implementation activities once the executing arrangements were clarified.

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| Rating for Preparation and readiness is ' <b>Moderately Satisfactory</b> '. |
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#### 4.9.2. Quality of Project Management and Supervision

284. **This dimension assesses the quality of project supervision by the Implementing Agency (UNEP) and the quality of project management by the Executing Agency (UNDP) and national partners (MADES).** According to the UNEP evaluation framework, the analysis considers leadership towards achieving planned outcomes, management of implementation structures, collaboration among partners, communication with UNEP colleagues, adaptive management and responsiveness to operational challenges.

##### Supervision and technical support by UNEP (Implementing Agency)

285. **UNEP fulfilled its formal responsibilities as the Project's Implementing Agency, providing overall supervision, technical guidance and coordination with the executing partner and national counterparts.** Several stakeholders highlighted the existence of **regular communication and technical follow-up mechanisms**, including periodic calls with the UNEP project management team to review implementation progress, project reports and technical deliverables. These exchanges were perceived as constructive and contributed to monitoring project implementation (G, F, Interview, Dec 9, 2025; IO, M, Interview, Dec 12 & 18, 2025).
286. **Stakeholders also acknowledged the responsiveness of UNEP staff in resolving operational challenges.** In particular, interviewees noted the **constructive engagement of UNEP counterparts in the final stages of the project, when delays in the last disbursement**

**threatened the timely closure of the project.** Through negotiations between the project team and UNEP representatives, an **exceptional waiver mechanism** was agreed upon that allowed the project to close technically on time while finalising pending administrative and financial commitments shortly thereafter (IO, F, Interview, Dec 10, 2025).

287. At the same time, several stakeholders pointed to **structural challenges already discussed in the sections on Preparation and Readiness and Financial Management.** In particular, the GEF requirement of **non-duality** between implementing and executing agencies, together with **complexities in financial reporting processes**, introduced additional layers of coordination that affected certain aspects of project implementation. However, despite these constraints, stakeholders generally recognised that **UNEP maintained constructive and cordial communication with the project team, offered technical assistance through extensive working meetings, and demonstrated flexibility in addressing implementation challenges.**

288. Overall, UNEP provided consistent technical supervision and maintained regular communication with the project team. While some administrative processes created operational challenges, these did not prevent the effective supervision of the project and were mitigated through adaptive management and coordination with the executing partner.

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|-----------------------------------------------------------------|
| Rating for UNEP/Implementing Agency is ' <b>Satisfactory</b> '. |
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#### Project management by the Executing Agency (PNUD) and its national counterpart (MADES)

289. **Project execution was carried out by UNDP** in collaboration with MADES and other national partners. Overall, stakeholders recognised the **institutional capacity of UNDP to support project implementation and provide operational continuity throughout the project lifecycle.**

290. Several interviewees highlighted **the advantage of UNDP's institutional presence in Paraguay**, which allowed the project to benefit from **established administrative systems, operational procedures and financial management mechanisms** adapted to the national context. According to stakeholders, this local operational capacity facilitated procurement processes, financial management and the mobilisation of project teams once the implementation arrangements were formalised (G, M, Interview, Dec 22, 2025).

291. Stakeholders also noted that **UNDP's institutional structure provided an important layer of operational stability during implementation.** In particular, the presence of **programme support units and operational teams within UNDP** helped maintain project continuity during periods of internal transition, including moments when the project coordination position remained temporarily vacant (IO, F, Interview, Dec 10, 2025).

292. At the same time, several interviewees pointed to **challenges associated with turnover in the project coordination role.** The project experienced several changes in coordination during its implementation, which **affected the continuity of strategic leadership and temporarily slowed the pace of execution.** Stakeholders explained that each change in

coordination required new staff to familiarise themselves with project objectives and operational procedures, which contributed to delays in certain phases of implementation (IO, F, Interview, Dec 10, 2025; G, F, Interview, Dec 9, 2025; G, F, Interview, Dec 10, 2025).

293. Despite these challenges, **the project team was able to maintain operational continuity**. Interviewees indicated that project staff redistributed responsibilities during periods without a coordinator and continued advancing key activities. Once a new coordinator assumed the role **during the later phase of implementation, the project regained momentum and accelerated the completion of remaining deliverables** (G, F, Interview, Dec 9, 2025; G, F, Interview, Dec 10, 2025).
294. Stakeholders also highlighted the **constructive collaboration between UNDP, MADES and other institutions participating in the project**. Communication with the UNDP team was generally described as fluid and cooperative, and no major conflicts were reported during project meetings or coordination processes (G, F, Interview, Dec 9, 2025).
295. Finally, several stakeholders emphasised the **important role played by MADES as the national counterpart**. The Ministry's leadership and its capacity to convene stakeholders through existing governance mechanisms—such as the CNCC—facilitated coordination with multiple institutions involved in climate transparency processes (G, M, Interview, Dec 22, 2025; IO, M, Interview, Jan 8, 2026).
296. Overall, although the project experienced coordination turnover and some administrative delays, the executing arrangements provided by UNDP and the engagement of MADES allowed the project to maintain operational continuity and successfully deliver its planned outputs.

Rating for Partner/Executing Agency is '**Satisfactory**'.

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

#### 4.9.3. Stakeholders' Participation and Cooperation

297. **The Project demonstrated a particularly strong performance in relation to stakeholders' participation and cooperation. From the design stage onwards, it was conceived and implemented as a participatory, multisectoral and multi-level initiative, with the active involvement of public institutions, academia, civil society, the private sector and international partners.** This approach responded to a clear national priority led by the MADES, which sought to ensure that the project would not only deliver technical products, but also build ownership, strengthen institutional linkages and create a broad constituency for climate transparency in Paraguay.
298. **During project design, stakeholder participation was already a central feature.** The project was formulated through **consultations led by MADES with key national institutions**

**and organizations**, which contributed technical inputs on sectoral information gaps, institutional needs and priorities for strengthening Paraguay's transparency framework. These consultations helped align the project with existing national processes, such as the conceptual design of the SIAM Climate Change Module and the sectoral working groups for the national GHG inventory, while also ensuring that activities responded to challenges already identified by national actors. Stakeholders identified at design stage included, at the international level, UNEP as Implementing Agency and UNDP as Executing Agency; at the government level, institutions such as MADES, the Ministry of Foreign Affairs, the Ministry of Agriculture and Livestock (MAG), the Agricultural Statistics and Census Bureau (DCEA-MAG), the National Forest Institute (INFONA), the Ministry of Finance, the Technical Secretariat for Planning, and the Ministry of Women's Affairs; and, at the non-governmental level, academic institutions such as the National University of Asunción and the Catholic University, civil society organizations such as the Network of Environmental NGOs of Paraguay (ROAM) and the Federation for the Self-Determination of Indigenous Peoples (FAPI), private sector associations such as the Rural Association of Paraguay (ARP), the Paraguayan Industrial Union (UIP) and the Union of Production Guilds (UGP), as well as the National Climate Change Commission (CNCC), which brought together 35 institutions across government, academia, civil society, the private sector and Indigenous organizations.

299. **This broad-based and well-structured stakeholder strategy was sustained and operationalized throughout implementation.** According to the Final PIR Report 2025, the project successfully implemented a multi-level engagement strategy that strengthened both governance and social ownership. At the governance level, the project supported the creation of two internal technical working groups within MADES, for adaptation and mitigation, and contributed to the participatory process for NDC 3. A particularly important achievement was the development of the "Roadmap for Integrating Climate Action," which was designed to coordinate with the Ministry of Economy and Finance and 37 other public institutions in order to align their Strategic Institutional Plans with national climate objectives (Final PIR Report 2025). At the technical level, the project strengthened partnerships with key data providers, including MAG and the National Cement Industry (INC), while also establishing the Climate Classroom as a permanent training mechanism offering 11 specialized courses to institutional stakeholders (Final PIR Report 2025). In terms of inclusion and civil society engagement, the final PIR reports that the project reached 1,470 direct beneficiaries, of whom 62.7% were women, thus significantly exceeding its initial target. It also supported the Youth Network for Climate Action, incorporated the Paraguayan Indigenous Institute (INDI) to include indicators relevant to Indigenous communities, and democratized access to climate information through the National Climate Transparency Platform and the AI assistant MADI (Final PIR Report 2025).
300. The PIR of September 2024 also reflects the **intensity and quality of participation during implementation**. During that period, periodic meetings were held under the leadership of MADES, and three participatory workshops were carried out with the CNCC, which then comprised 38 members from public institutions, the private sector, NGOs and

civil society. These workshops addressed methodological validation for adaptation indicators, awareness-raising on climate transparency challenges, and the participatory identification and prioritization of adaptation indicators and co-benefits, with more than 130 participants involved. Additional workshops were conducted within MADES to strengthen understanding of the ETF and support the development of a roadmap for climate transparency in Paraguay. Meetings were also held with academia for emission factor calculations and with the National Institute of Statistics (INE) to strengthen the tools being developed under the project. These efforts were reported to have increased participation and commitment among key stakeholders and to have helped consolidate strategic alliances and inter-institutional agreements (PIR Report 2024).

301. The interview evidence strongly confirms and enriches these findings. A recurring theme across interviews is that **stakeholders were not only consulted, but made to feel that their participation mattered**. Several stakeholders emphasized that they were invited, listened to, respected, and actively involved throughout the project cycle, and that this contributed both to the quality of the project and to their own institutional strengthening. This sense of ownership was visible in different ways. Government actors noted that they had been involved from the outset and throughout implementation (G, F, Interview, Dec 10, 2025; G, F, Interview, Dec 10, 2025). Civil society representatives from the Youth Network for Climate Action highlighted that the project team consistently invited them to trainings, workshops and dialogue spaces, and that recognition by MADES and UNDP strengthened their engagement and reinforced a pre-existing relationship of collaboration (CS, F, Interview, Dec 16, 2025; CS, M, Interview, Dec 16, 2025). Academic actors likewise described constant participation, regular monthly meetings and a sustained openness from MADES to receive feedback and accommodate university participation (A, M, Interview, Dec 18, 2025).
302. **The quality of communication and facilitation appears to have been one of the project's main strengths**. Stakeholders repeatedly described the communication maintained by MADES and UNDP as open, clear, respectful, patient and constant. This was particularly valued by institutions that were less familiar with climate reporting processes, such as the Ministry of Education and Science (MEC), which emphasized the permanent assistance received and the absence of communication barriers (G, F, Interview, Dec 9, 2025; G, M, Interview, Dec 9, 2025). Another interviewee also noted that MADES was diligent in requesting meetings, respectful of institutional agendas and workloads, and careful to explain the project's information needs in advance, which allowed more meaningful participation (G, M, Interview, Dec 11, 2025; G, M, Interview, Dec 11, 2025). The INE similarly reported that MADES used the appropriate formal channels, respected institutional protocols, and received technical suggestions positively during the development of the SIAM-related tools (G, M, Interview, Dec 10, 2025).
303. **Several interviewees highlighted the leadership of MADES, and especially of the National Director of Climate Change, as decisive in sustaining this multistakeholder strategy**. Interviewees from both government and international organizations stressed that **Ethel Estigarribia's leadership was instrumental in convening institutions, creating trust**

**and ensuring that stakeholder participation translated into actual cooperation.** One of the Project team members also described her own role as being specifically focused on ensuring that key institutional and social actors were included in validation and outreach processes, and emphasized that this was possible because of the leadership and support provided by MADES (IO, F, Interview, Dec 11, 2025; G, F, Interview, Dec 9, 2025). An interviewee from PNUD similarly underlined the strength of the national leadership exercised by MADES, together with the support of UNDP, in building a wide inter-institutional network for climate transparency that included actors ranging from the National Cement Industry and Itaipú to municipalities, MEC, the Youth Climate Network and productive sector associations (IO, F, Interview, Dec 10, 2025).

304. The evidence also shows that **participation was not limited to information-sharing, but extended to co-production of tools, indicators and processes.** This was particularly visible in the **participatory construction of adaptation indicators and in the efforts to engage public and private actors in the reporting systems.** Interviewees explained that sectors were convened from the beginning, received information on the objectives and expected results of the process, and then participated in both plenary and bilateral working spaces to shape indicator definitions, particularly in areas such as agriculture where private sector and cooperative participation was essential (G, F, Interview, Dec 10, 2025; G, F, Interview, Dec 9, 2025). The case of the INC was frequently mentioned as a successful pilot experience in the use of the platform and in sectoral cooperation, with INC itself sharing its experience in workshops as a practical example for other sectors (G, F, Interview, Dec 10, 2025; Final PIR Report 2025). In this sense, the project not only benefited from stakeholder participation, but also strengthened stakeholders themselves by increasing their understanding of climate transparency, clarifying the use of the data they provide, and creating more permanent channels of collaboration.

305. Another notable strength was the **project's territorial reach and ability to bring the climate transparency agenda beyond central institutions in Asunción.** Interviewees from MEC highlighted the value of trainings conducted in departments in the interior of the country, where communities felt that climate change was already affecting them and appreciated the direct presence of institutions (G, F, Interview, Dec 9, 2025). Ethel described territorial outreach as one of the project's most important achievements, noting that more than 600 people in the interior had access to activities through the Climate Classroom and related training efforts, including supervisors, teachers and workshops with more than 200 participants accompanied by MEC (G, F, Interview, Dec 9, 2025). These efforts broadened the project's social base and helped **connect national climate transparency objectives with local realities and users.**

306. At the same time, **the interviews also point to some challenges.** A few stakeholders noted that **not all sectors advanced at the same pace, and that there were occasional communication tensions, especially in mitigation and in relation to some private sector actors** (G, F, Interview, Dec 10, 2025). Others indicated that **academic engagement had been more limited** in the earlier stages of implementation than initially expected (G, M, Interview, Dec 22, 2025). However, these challenges do not appear to have undermined the

overall quality of participation. On the contrary, they tend to confirm that the project was operating in a complex multistakeholder environment and that significant effort was made to adapt communication, provide bilateral support and maintain dialogue across very diverse actors.

307. **An additional sign of the project's strong stakeholder engagement is the Terminal Review process itself.** The wide availability and willingness of interviewees from government institutions, academia, civil society and international organizations to participate in this evaluation provides further evidence of the sustained interest and ownership generated by the project. Their testimonies consistently reflect both a strong knowledge of project activities and a genuine commitment to the continuity of its results.
308. Overall, the project demonstrated an excellent level of stakeholder participation and cooperation. It began with a strong stakeholder analysis and a multisectoral design, maintained regular and effective consultation throughout implementation, supported collaboration and learning across institutions and sectors, and generated a high degree of ownership over both processes and outcomes. Stakeholder participation clearly strengthened the project, while the project in turn strengthened the capacities, visibility and commitment of participating actors.

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| Rating for Stakeholder participation and cooperation is ' <b>Highly Satisfactory</b> '. |
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#### 4.9.4. Responsiveness to Human Rights and Gender Equity

309. **The CBIT Paraguay Project incorporated gender and human rights considerations into its design and implementation,** demonstrating meaningful progress in certain dimensions while revealing structural challenges that limit the depth of gender mainstreaming in climate transparency systems. The project's approach was grounded in a robust **Gender Action Plan** aligned with [Paraguay's National Gender Strategy in the face of Climate Change](#), which provided clear pathways to integrate gender considerations into MRV and transparency systems. The CEO ED incorporated relevant human rights considerations by acknowledging climate-related inequalities and the need to improve information access to address them, and explicitly referenced the rights and participation of indigenous peoples through representative organizations such as FAPI and INDI.
310. **The project successfully implemented key elements of its Gender Action Plan** and significantly exceeded quantitative inclusion targets. **Indicator B (Direct Beneficiaries)** recorded 1,470 total beneficiaries compared to a target of 100, of whom 892 were women (**62.7%**). This high level of female participation was consistent across key activities, including the national course "Climate Transparency for a Sustainable Paraguay" (**68%** female participation), demonstrating engagement beyond tokenistic inclusion.
311. Strategic gender mainstreaming was achieved through integration into technological tools and training mechanisms. The National Climate Transparency Platform established a dedicated module on "[Women's Role in Climate Change](#)," which includes a gender gap

visualization tool designed to support evidence-based policies. The Climate Classroom offers specific courses on "[Gender and Climate Change](#)" and "[Vulnerable Populations](#)" ensuring long-term capacity-building beyond the project lifecycle. Internally, the DNCC's management capacity was strengthened through deployment of KoboToolbox for systematic monitoring of gender-disaggregated participation data in all sessions, aligned with the MADES 2024-2028 Institutional Strategic Plan.

### 312. Gender section on the Platform



Source: Closing Workshop presentation

313. **Targeted activities for women and youth were valued by stakeholders** as creating important visibility and participation spaces. One government official celebrated the collaboration with the Ministry of Education on teacher training with a gender perspective: "Work was done that in the end was very positive and very visible, especially valued by external people, which was this training for female teachers" (G, F, Interview, Dec 10, 2025). A dialogue event exclusively for women, "Your Voice Inspires Me", was organized to make visible the challenges faced by women and youth, and was well received by the network of young people for climate action (IO, F, Interview, Dec 11, 2025).
314. Efforts were made to **incorporate gender perspective into indicator development** for adaptation and mitigation. One government official affirmed that the gender perspective existed to ensure indicators could express women's vulnerability in adaptation: "They were more in the sectors of adaptation and mitigation indicators, precisely highlighting in the case of women, what is vulnerability in adaptation issues and that there is an indicator that can identify them" (G, F, Interview, Dec 9, 2025).
315. Despite these achievements, the project encountered **significant limitations in depth of gender mainstreaming**. The consolidation of the Adaptation M&E system revealed a critical information gap: only two gender-specific indicators could be fully generated due to lack of disaggregated data at the source (Final PIR Report 2025). This finding underscores that while the project successfully created spaces and mechanisms for gender inclusion, the underlying data systems required to operationalize gender-responsive transparency remain underdeveloped—a constraint extending beyond the project's capacity to address within its timeframe and scope.

316. Stakeholder testimonies suggest that **gender mainstreaming was conceptualized as an additional layer of sophistication to be pursued once core transparency systems are consolidated**, rather than as an integrated dimension from the outset. One official explained that initial priority was placed on closing and consolidating indicators directly associated with climate objectives, particularly emissions reduction, with systematic incorporation of gender and diversity variables deferred to a subsequent phase. She identified gender focus as potential for future deepening, linked to measuring co-benefits of mitigation actions such as employment, health, and air quality, noting: "Everything related to employment could be incorporated as a male-female indicator, but we're not there yet" (G, F, Interview, Dec 10, 2025). This same stakeholder characterized the team's efforts as exploratory—"We developed something, but it's like we're not there yet"—suggesting that while initial steps were taken, substantive integration of gender analysis into transparency systems remains a work in progress.
317. The **project's responsiveness to indigenous peoples' rights was more limited**. While the CEO ED explicitly referenced their participation through representative organizations (FAPI and INDI), evidence of substantive engagement with these actors during implementation was minimal. One government official noted that two or three **indicators related to indigenous communities in protected wild areas** were included in adaptation and mitigation modules, recognizing indigenous communities as both vulnerable and resilient sectors and the impacts they receive. However, she clarified that indigenous peoples were not involved in the national GHG inventory process, as they are not direct data providers: "So not in that part, in terms of the project they practically were not there. But in adaptation and mitigation, yes" (G, F, Interview, Dec 9, 2025). The evaluation was unable to identify key informants from the Ministry of Women or from indigenous peoples' organizations (FAPI, INDI) for interviews despite requests, suggesting that planned articulation with these actors was not effectively operationalized.
318. In summary, **the project made important strides in gender inclusion and created foundational tools and mechanisms for gender-responsive transparency**. However, the transition from inclusion to substantive mainstreaming remains an ongoing challenge requiring sustained commitment, capacity development, and data system improvements beyond the project's formal closure. Responsiveness to indigenous peoples' rights was weaker, with limited evidence of substantive engagement beyond nominal inclusion in certain adaptation and mitigation indicators. **The project's human rights approach would have been strengthened by more systematic engagement with indigenous organizations, concrete actions to address language accessibility, and integration of indigenous knowledge systems into transparency frameworks**, dimensions that remain largely unaddressed.

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| Rating for Responsiveness to human rights and gender equity is 'Satisfactory'. |
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#### 4.9.5. Environmental and Social Safeguards

319. Given the project's focus on institutional strengthening, capacity-building, technical tool development, and information system design (activities that are primarily technical and administrative in nature) no significant safeguard risks were anticipated at the design stage. Consequently, no environmental and social safeguard response measures were documented at the time of CEO approval/endorsement, and no social safeguard action plan or equivalent was required.
320. According to the Final PIR Report 2025, **no new social or environmental risks were identified during the reporting period**, and the project **received no complaints related to social or environmental impacts** (actual or potential) throughout its implementation. The project's technical and capacity-building orientation, which involved training activities, development of digital platforms and information systems, improvement of emission factors and activity data, and institutional coordination mechanisms, did not generate activities with potential adverse environmental or social impacts requiring safeguard management measures.
321. Regarding UNEP's environmental footprint, the project's activities were predominantly knowledge-based and digital, involving workshops, training sessions, technical consultancies, and information system development. While some training activities involved in-person gatherings (such as teacher workshops across four departments and multi-stakeholder indicator development workshops), the project's overall environmental footprint was minimal and consistent with standard practices for capacity-building and institutional strengthening initiatives. The establishment of the Climate Classroom as an asynchronous virtual learning platform further reduced the need for travel and in-person gatherings, contributing to a lower environmental footprint.
322. In summary, environmental and social safeguards were appropriately managed for this project. The absence of safeguard risks and issues throughout the project lifecycle is consistent with the project's technical and institutional focus, and no safeguard-related concerns were identified that would have required corrective action or adaptive management responses.

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| Rating for Environmental, social and economic safeguards is ' <b>Highly Satisfactory</b> '. |
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#### 4.9.6. Country Ownership and Driven-ness

323. The CBIT Paraguay Project demonstrated **exceptionally high levels of country ownership and national driven-ness throughout its design and implementation, distinguishing itself as a nationally led intervention rather than an externally imposed project**. This ownership manifested across multiple dimensions: strategic alignment with

pre-identified national needs, proactive leadership by MADES, active engagement of national authorities at the highest levels, integration of project activities into ministerial planning and budgeting, collaborative team dynamics that blurred institutional boundaries between implementing agencies and government counterparts, and appropriation of project outputs by sectoral ministries beyond the environmental sector.

324. As analyzed in the Strategic Relevance section, **Paraguay did not adopt the CBIT as a pre-packaged intervention** but rather strategically leveraged international financing to operationalize priorities that the country had already identified through its own institutional evolution and policy frameworks. This strategic sequencing—whereby Paraguay first maps its institutional gaps and then seeks targeted international support to address them—demonstrates a deliberate approach to country ownership that extends across multiple internationally financed projects and reflects institutional maturity in managing external cooperation.

325. **MADES' proactive leadership** was a defining characteristic of project implementation and a critical driver of success. International organization representatives consistently highlighted the Ministry's active involvement and direction, noting that "the leadership and direction of the counterpart demonstrates very important local appropriation and empowerment, and that speaks very well precisely of a process of sustainability and transfer of results" (IO, F, Interview, Dec 10, 2025). This leadership was not nominal but operationally substantive: "who leads the project is MADES. And that is not something nominal... operationally translated into the fact that the terms of reference are agreed upon with MADES, budget execution is agreed upon with MADES, the annual work plan is agreed upon with MADES, each of the activities to be carried out during the year is agreed upon with MADES" (IO, F, Interview, Dec 10, 2025). The same stakeholder emphasized that MADES possesses institutional knowledge to direct cooperation projects independently of the government in office, reflecting an institutional capacity built over time through its role as GEF operational focal point and recipient of multiple cooperation projects from various donors and vertical funds.

326. The exceptional level of ownership extended to the **highest political levels of MADES**. The **active participation of two National Directors** (the Director of Climate Change and the Director of Strategic Planning) in project oversight and technical guidance was characterized by stakeholders as "rare or exceptional" (IO, F, Interview, Jan 8, 2026). Even more remarkably, the **Minister himself engaged directly with the project**, participating in Steering Committee meetings and publicly presenting project results as national achievements. One stakeholder recounted: "I really liked seeing the Minister of MADES with the President of the Cabinet of Ministers, showing him precisely this result of the project" (IO, M, Interview, Dec 12 & 18, 2025). This high-level political engagement was reflected in the project's closing event, where MADES presented the developed tools not as external products but as national achievements and proof of the country's commitment to transparency (Final PIR Report 2025; [Closing event video](#)). Such political appropriation at ministerial level is uncommon in cooperation projects and significantly enhances the likelihood of sustained institutional support beyond the project lifecycle.

327. The **collaborative dynamics between UNDP and MADES staff** generated an integrated team approach that transcended institutional boundaries. Government officials described work under "a shared team logic, in which the people involved acted in a coordinated and collaborative manner, regardless of the specific project to which they were formally assigned, whether they were from UNDP or MADES" (G, F, Interview, Dec 10, 2025). This integration was facilitated by the practice of UNDP personnel working physically within the Ministry, enabling close articulation with MADES teams and officials (IO, M, Interview, Jan 8, 2026). The practice reflects the strong relationship between UNDP Paraguay and the Government, which served as an enabling factor for project appropriation. One MADES staff member noted the unusual visibility and presence the project had within the institution, contrasting it with typical cooperation projects that remain isolated: "Projects were always unreachable. Strategic Planning is always also helping, getting involved in projects, but the rest of the institution generally doesn't get involved. And from that point of view, I can tell you that it had a lot of visibility, the project had presence. It really catches attention when projects have that presence in the institution, people get involved" (G, F, Interview, Dec 10, 2025).

328. **Ownership extended beyond MADES to sectoral ministries** engaged through project activities. Government stakeholders emphasized that the project's participatory design incentivized active participation from all institutions, generating their appropriation of the tools and strengthening their relevance: "Obviously, this instrument has to be validated by the institution, the application authority and the other institutions. That's why the participatory process of everything that was the CBIT project was extremely important. Because if it didn't have that empowerment to use the tool, it wasn't going to make sense" (G, F, Interview, Dec 9, 2025). Ministries of Education, Social Development, and Agriculture, among others, demonstrated appropriation by expressing interest in scaling climate-related initiatives with MADES support.

329. In summary, country ownership and driven-ness were defining features of the CBIT Paraguay Project. MADES exercised substantive leadership and strategic direction throughout implementation, appropriating project outputs as national achievements rather than externally delivered products. The integration of project activities into institutional planning and budgeting, the exceptional engagement of high-level authorities including the Minister, the collaborative team dynamics that blurred boundaries between executing agency and government counterpart, and the appropriation by sectoral ministries all provide strong evidence of national ownership.

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| Rating for Country ownership and driven-ness is ' <b>Highly Satisfactory</b> '. |
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#### 4.9.7. Communication and Public Awareness

330. The CBIT Paraguay Project's approach to communication was characterized by strategic integration of digital platforms, participatory processes, targeted capacity-building activities, and deliberate efforts to democratize access to climate information

through simplified language and diverse formats. The project developed and implemented a comprehensive **communication and knowledge-sharing strategy that operated on two complementary levels: a)** communication of learnings and experience exchange among project partners and stakeholder groups, and **b)** public awareness activities aimed at influencing attitudes and behaviors among broader communities and civil society.

331. **A. Communication and knowledge exchange among project stakeholders:** The project fostered effective communication and learning exchange among institutional partners throughout implementation, building upon the participatory design process that characterized project formulation and sustaining multi-stakeholder engagement through technical workshops, indicator development sessions, training activities, and targeted dialogues with specific groups.

- **The participatory workshops for indicators development**, described in detail in chapter 4.4.2, served as critical communication platforms bringing together 220-300 participants from 37 institutions. These events were characterized not only by their technical outputs but by their function as spaces for inter-institutional dialogue where sectoral actors developed a shared understanding of transparency concepts, data requirements, and reporting methodologies (G, F, Interview, Dec 9, 2025). The project's communication strategy deliberately focused on simplifying technical language to democratize access to climate concepts and empower all key actors to generate information, a dimension highlighted by stakeholders as essential for broadening participation (IO, F, Interview, Dec 11, 2025).
- **The strategic alliances with sectors beyond environment** (particularly Education, Social Development, and initiatives focused on gender and youth) amplified the reach and impact of awareness-raising activities. The collaboration with the MEC, which trained teachers across four departments, was valued by education officials as providing visibility to their work within broader climate transparency efforts: "What I liked most about the CBIT project is that it allowed us to be visible in some way and that is also reflected in the reports, the NDC, within the BTR" (G, F, Interview, Dec 9, 2025). Another official emphasized that including the Ministry in climate transparency capacity-strengthening initiatives represented a significant contribution to reaching society through school communities (G, M, Interview, Dec 9, 2025).
- **Communication and training activities specifically for gender and youth audiences.** The concentration of survey responses among participants in gender and youth-focused activities and the achievement of 62.7% female participation among 1,470 direct beneficiaries demonstrate that differentiated communication strategies successfully engaged these groups.
- **The project's communication approach with private sector and civil society actors** evolved strategically to build trust and ownership. One government official explained that initial resistance from the private sector—stemming from concerns about how information would be used and lack of participation in previous processes—was

transformed through inclusive engagement: "We started working a lot from the communication side. The entire private sector said that NDC went without our authorization, we didn't participate in the process, I don't know how the information is managed. And now they have a very different vision. They got involved, they were part of the whole construction process. That was a win-win for us" (G, F, Interview, Dec 9, 2025).

- **The participation of Paraguay in regional and international knowledge exchange**, contributed to the CBIT global learning agenda. The project's strategy was strengthened through synergies with initiatives such as regional exchanges on the ETF with Chile, Colombia, and Uruguay. National representatives shared Paraguay's experiences at international forums including the Global Transparency Forum in Japan, where the country's progress "really made an impact regarding the implementation of the enhanced transparency framework" (G, F, Interview, Dec 9, 2025). These exchanges provided platforms for Paraguay to disseminate lessons learned while benefiting from comparative experiences across the region.

332. **B. Public awareness and accessibility of climate information.** The project established permanent institutional mechanisms and digital tools for the management, dissemination, and sustainability of climate knowledge, structured around two fundamental pillars: the National Climate Transparency Platform as a knowledge center, and the Climate Classroom as a sustainable training mechanism.

- The **National Climate Transparency Platform** serves as the country's central tool for public access to climate information. It centralizes and visualizes data from the SIAM Climate Change Module, including NDC monitoring, Adaptation M&E, Mitigation MRV, and the evolution of GHGs by sector. A key innovation is the incorporation of the virtual assistant "MADI," which facilitates access to knowledge through artificial intelligence, enabling users to query climate information in accessible formats (IO, F, Interview, Dec 11, 2025). The platform also includes thematic modules such as "[The role of women in climate change](#)" with a gender gap viewer and a showcase of national actions. Stakeholders emphasized the platform's role in promoting transparency and public confidence by making data publicly available and demonstrating how submitted information is reflected in national reporting. One government official explained: "That the information is totally available to the public and that they see how the country is evolving in that sense, in terms of actions from the National GHG Inventory module. I need to enter a platform and see how my information is reflected, so that the user can send us data through that module and see how that information is reflected over time and how it results in emissions, for example. So they feel, ah, well, my information is reflected just as I sent it" (G, F, Interview, Dec 9, 2025). Another stakeholder noted that the platform puts at society's disposal a tool with easy-access and user-friendly information, which "is of utmost importance for the socialization of that data as well" (G, M, Interview, Dec 10, 2025).

- The **Climate Classroom** was consolidated as the permanent training mechanism, ensuring the sustainability of technical training beyond the project's closure. Currently, the platform offers 11 self-paced courses covering strategic topics such as climate transparency, GHG inventories, adaptation, mitigation, and gender. The asynchronous virtual modality ensures ongoing accessibility for future learners, addressing the high demand for continued capacity-building identified in the post-training survey (99% of respondents expressed interest in continued training). The Climate Classroom, along with the SIAM Climate Change Module, was recognized by stakeholders as a space for institutional integration for the systematization of data, knowledge, and information in an articulated manner (IO, M, Interview, Dec 12 & 18, 2025).

333. To ensure **social appropriation of technical content**, the project translated complex climate transparency concepts into accessible formats. Communication products including videos, podcasts, and social media posts were developed to explain the ETF, NDC 3.0, and new digital tools to the general public (Final PIR Report 2025). Civil society representatives praised MADES' communication and dissemination efforts through social media, noting the Ministry's consistent posting of environmental content and project activities (CS, F, Interview, Dec 16, 2025; CS, M, Interview, Dec 16, 2025). However, these same stakeholders identified a remaining gap, suggesting the need for simplified summary documents to further broaden access and understanding, particularly for enthusiastic young people lacking technical backgrounds (CS, F, Interview, Dec 16, 2025; CS, M, Interview, Dec 16, 2025).

Rating for Communication and public awareness is '**Highly Satisfactory**'.

**Rating for Factors Affecting Performance is 'Highly Satisfactory'.**

## 5. Conclusions and recommendations

### 5.1. Conclusions

334. The **overall Project Performance Rating is 4.97 (Satisfactory)**.
335. **Strategic Relevance:** The Project demonstrated a highly national relevance by operationalizing pre-existing national climate governance frameworks that had remained conceptual or informal due to lack of technical and financial resources. Paraguay had progressively established a comprehensive legal and institutional foundation for climate transparency—including the National Climate Change Law, the formalization of SIAM as the national Environmental Information System, and sectoral working groups for GHG inventories—but required targeted support to translate these instruments into functional systems. The project's strategic design directly addressed this gap by building upon rather than duplicating national structures, embedding outputs within nationally owned systems, and responding to priorities that Paraguay had already identified through its own domestic policy processes. This approach, consistently characterized by stakeholders as a "symbiosis" between international support and domestic needs, distinguished CBIT Paraguay as a nationally driven intervention responsive to genuine gaps rather than an externally imposed agenda.
336. **Quality of Project Design:** The project's design was rated Highly Satisfactory, with strengths that directly enabled effective implementation and weaknesses that created identifiable implementation challenges. The strong participatory process that informed formulation—corroborated by stakeholders during fieldwork—established early ownership and sustained multi-stakeholder engagement throughout implementation, contributing to the collaborative dynamics that characterized indicator development workshops, training activities, and inter-institutional coordination. The strategic decision to build upon existing national instruments such as SIAM rather than creating parallel structures maximized coherence and institutionalization potential, directly supporting the project's national relevance and country ownership. However, the absence of a formal Theory of Change limited clarity regarding pathways from outputs to impact and complicated assessment of the project's transformational logic, requiring reconstruction during this TR. Additionally, ambiguities in Output 4 design contributed to this being the least advanced component, with stakeholders acknowledging that limited timeframes and unclear expectations constrained achievement relative to the other outputs.
337. **Nature of External Context:** The project's implementation context was assessed as unfavourable due to two significant external factors: the COVID-19 pandemic, which delayed project start-up, and the 2023 political transition following national elections, which generated the most substantial implementation disruptions. While the pandemic risk had been anticipated in project design with mitigation measures including online activities, the political transition risk was not identified or planned for, leaving the project without specific strategies to address the institutional disruptions characteristic of Paraguay's electoral cycles. The transition resulted in a de facto paralysis of project activities for

approximately one to one-and-a-half years, with stakeholders describing a recurrent pattern of stopping disbursements and activities before, during, and after elections until new authorities stabilize.

338. **Effectiveness:** The project achieved a Satisfactory rating for effectiveness, producing all 36 committed deliverables with 89% reaching high levels of completion ( $\geq 85\%$  completeness). The most significant achievements included: the design and pilot-testing of the SIAM Climate Change Module, which digitalized climate data workflows and reduced response times from 3-4 months to immediate processing; the establishment of effective institutional arrangements and inter-agency collaboration mechanisms through participatory indicator development processes involving 37 institutions and over 220 participants; the creation of the National Climate Transparency Platform incorporating the Climate Classroom, which trained over 1,400 beneficiaries (significantly exceeding the target of 100) and generated sustained demand for continued capacity-building (99% of survey respondents); the achievement of Tier 2 emission factors in priority sectors (AFOLU and Waste) covering over 50% of national emissions, which enabled Paraguay to recalculate national emissions downward using more precise methodologies in NDC 3.0; and the territorial reach of teacher training across four interior departments, extending climate transparency capacity-building beyond the capital. Output 4 (linking SIAM to national planning processes) was the least advanced component, with only 40% of deliverables reaching high completion levels, though the Roadmap for Integrating Climate Action into National Planning established a diagnostic foundation and strategic framework for future progress, demonstrating pragmatic adaptation to implementation constraints by prioritizing substantive groundwork over formal compliance with originally envisioned integration mechanisms.
339. **Financial Management:** The project achieved a Satisfactory rating for financial management. It was generally sound and compliant with UNEP financial policies, supported by comprehensive documentation and effective internal coordination within the executing agency. The project successfully managed budget revisions and financial monitoring, including adjustments required for technically complex components such as the SIAM climate module. However, operational challenges emerged in the financial reporting process, mainly due to differences between UNEP and UNDP reporting systems and communication practices, which at times slowed report validation and disbursement procedures. Despite these challenges, constructive collaboration between the implementing and executing agencies—together with the leadership of the national counterpart—allowed issues to be progressively resolved, ensuring full financial execution and overall satisfactory financial management performance.
340. **Efficiency:** The Project achieved a Satisfactory rating for efficiency, demonstrating the ability to deliver all planned outputs and fully execute the budget within the original timeframe without requiring a no-cost extension. Despite operating in a challenging context—including delays during the mobilisation phase, the COVID-19 pandemic, the 2023 political transition, staff turnover within the PMU and DNCC, and administrative and

financial reporting constraints—the Project maintained overall implementation momentum through adaptive management. Strategic coordination between UNEP, UNDP and MADES, combined with systematic documentation of processes, targeted capacity-building activities, and synergies with parallel initiatives, helped mitigate operational disruptions and sustain progress. Although a significant portion of implementation became concentrated in the final phase—limiting the depth of consolidation for some results—the Project team successfully accelerated activities and ensured the timely completion of deliverables, demonstrating effective use of resources under complex institutional conditions.

341. **Monitoring and Reporting:** this project criteria was rated Satisfactory, supported by a M&E framework at design and the implementation of monitoring and reporting practices throughout the project cycle. The Project monitoring system tracked progress on outputs, activities, financial execution, risk management, and gender-disaggregated indicators, enabling adaptive management and timely adjustments during implementation. Regular reporting provided information for oversight and transparency. Some limitations were identified in the design of the results framework, particularly the relatively small number of indicators and the use of binary and non-SMART indicators that limited the ability to capture incremental improvements in national capacities. In addition, differences between UNEP and UNDP financial reporting formats occasionally slowed report validation. Nevertheless, monitoring and reporting arrangements provided overall reliable information to guide implementation and support accountability and learning.
342. **Sustainability:** this criteria was assessed as Moderately Likely, reflecting strong institutional foundations and stakeholder ownership combined with some remaining financial and political risks. The Project significantly strengthened Paraguay's institutional framework for climate transparency through the development of the National Climate Transparency Platform and the SIAM Climate Change Module, the establishment of inter-institutional coordination mechanisms, and the creation of capacity-building tools such as the Climate Classroom. These systems have been integrated within MADES and are supported by growing engagement from key data-providing institutions, increasing the likelihood that transparency processes will continue beyond the Project. The Project also introduced mitigation measures to support sustainability, including the development of a financial strategy and sustainability plan for the MRV system and the exploration of future financing opportunities. However, long-term sustainability remains partially dependent on continued political commitment, stable institutional coordination, and the availability of financial resources to maintain and expand the transparency system, particularly given the limited budgets of environmental institutions and the need for ongoing technical maintenance and capacity-building.
343. **Factors Affecting Performance and Cross-cutting Issues:** The project achieved Highly Satisfactory performance across cross-cutting factors, with particularly strong results in stakeholder participation, country ownership, and communication strategies. MADES' proactive leadership and strategic appropriation of the project as a national priority enabled high levels of multi-stakeholder engagement, bringing together 37 institutions in

collaborative processes that generated shared ownership of transparency outputs. The project succeeded in demonstrating to sectoral ministries that climate transparency advances translate into benefits for their own mandates beyond MADES' institutional interests, creating genuine buy-in evidenced by statements such as "we can have achievements in our sector by supporting you" from the MAG. This collaborative dynamic generated visibility for the project that stakeholders characterized as atypical: both internally within MADES, where the project distinguished itself from typical cooperation initiatives that remain isolated within specific directorates, and externally through high-level political engagement including ministerial participation in project events and presentation of results as national achievements. Communication and public awareness strategies effectively democratized access to climate information through the National Transparency Platform and Climate Classroom, while targeted activities for gender and youth audiences achieved strong quantitative inclusion (62.7% female participation among 1,470 beneficiaries). However, responsiveness to gender equity and indigenous peoples' rights, while demonstrating valuable exploratory efforts including gender-disaggregated monitoring tools and dedicated platform modules, remained constrained by structural data gaps and the conceptualization of these dimensions as advanced "add-ons" rather than core elements—limitations reflecting the nascent stage of gender and diversity mainstreaming in Paraguay's transparency systems and indicating areas requiring sustained commitment and maturation beyond the project lifecycle.

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

345. **Q1. Did State and non-State actors adopt the ETF under the Paris Agreement, ensuring its long-term sustainability within national systems?**

**Yes, to a large extent, State and non-State actors adopted the Enhanced Transparency Framework** and the project made substantial progress toward embedding it within national systems, although its long-term sustainability is not yet fully secured. Adoption was evident in the broad and sustained engagement of public institutions, academia, civil society and private-sector actors throughout the project cycle, the participatory development of indicators and reporting tools, and the use of the CNCC and other inter-institutional mechanisms to anchor transparency processes within existing governance structures. The project also translated ETF requirements into functional national instruments, most notably through the National Climate Transparency Platform, the SIAM Climate Change Module, the Climate Classroom, and the Roadmap for Integrating Climate Action into National Planning, while strengthening cooperation with key actors such as MAG, INE, INC, MEC, youth networks and universities. These advances indicate that the ETF was not treated as an external reporting obligation only, but increasingly adopted as a shared institutional agenda. However, the sustainability of this adoption remains partial rather than fully guaranteed, since it still depends on continued political commitment, the formalization of inter-institutional data-sharing arrangements, stable staffing, and sustained financing for operation and upgrading of the system. In short, the project achieved meaningful and credible ETF adoption by State and non-State actors and

established a solid foundation for long-term sustainability, but full institutional consolidation will depend on post-project follow-through.

346. **Q2. Did the project strengthen the transparency mechanisms of national institutions, ensuring their capacity for continuous domestic and international climate reporting?**

**Yes, to a significant extent**, the project strengthened the transparency mechanisms of national institutions and improved their capacity to produce continuous climate reporting at both domestic and international levels. It did so by establishing the technical infrastructure, methodological tools, and institutional arrangements required to operationalize the ETF in Paraguay. Key achievements include the development of the National Climate Transparency Platform, the SIAM Climate Change Module and the strengthening of the National GHG Inventory through Tier 2 emission factors covering over 50% of national emissions, and the creation of standardized indicators and reporting protocols for mitigation and adaptation. These tools have already supported concrete reporting processes, including Paraguay's BTR1 in 2024 and improvements in NDC 3.0 reporting. The project also expanded institutional capacities through extensive training—reaching more than 1,400 participants—and through the establishment of the Climate Classroom as a permanent learning mechanism, while fostering inter-institutional collaboration among ministries, technical institutions and sectoral stakeholders. However, while the technical and institutional foundations for sustained transparency reporting are now in place, the full consolidation of these capacities will depend on continued political commitment, the formalization of inter-institutional data-sharing arrangements, and the gradual internalization of specialized technical capacities within MADES and partner institutions.

347. **Q3. Did State and non-State actors adopt the new tools developed by the project, and are there measures in place to ensure their future use and functionality?**

**Yes, to a significant extent**, State and non-State actors adopted the tools developed by the project, particularly those related to the national transparency system and capacity-building mechanisms. The National Climate Transparency Platform and the SIAM Climate Change Module were widely recognized by stakeholders as major advances in the management and accessibility of climate data, replacing previously slow and fragmented reporting processes with standardized digital workflows. Their development involved multiple institutions in design, testing, and validation processes, which strengthened ownership and facilitated their practical adoption by data providers and sectoral actors. Similarly, the Climate Classroom and associated training activities were broadly embraced by government institutions, civil society, and academia, reaching more than 1,400 participants and generating strong demand for continued learning. The participatory development of indicators and reporting methodologies further reinforced the use of project tools, as institutions contributed directly to their design and therefore recognized their relevance for their own mandates. At the same time, the evaluation found that the long-term functionality of some tools will depend on continued institutional engagement, technical maintenance, and the formalization of inter-institutional data-sharing

arrangements. Measures to support sustainability are already in place—including the integration of systems within MADES, the establishment of technical working groups, and the Climate Classroom as a permanent training mechanism—but their effectiveness will depend on sustained political commitment, adequate financial resources, and the continued collaboration of sectoral actors.

348. **Q4. Was the project executed efficiently, with a focus on enhancing institutional capacity for the long-term sustainability of climate data systems?**

**Yes, overall the project was executed efficiently**, delivering all planned outputs within the original timeframe while making effective use of available resources and strengthening institutional capacity for the sustainability of climate data systems. Despite operating in a challenging context—marked by the COVID-19 pandemic, the 2023 governmental transition, staff turnover within key institutions, and administrative delays—the project maintained full financial execution and successfully completed all deliverables without requiring a no-cost extension. Adaptive management played a central role in maintaining efficiency: the project team implemented continuous coordination between MADES, UNDP and UNEP, adjusted work plans as needed, and prioritized the documentation and systematization of processes to mitigate the effects of staff turnover. In addition, strong emphasis was placed on capacity-building and institutionalization, including the development of operating manuals, centralized information repositories, and training mechanisms such as the Climate Classroom to ensure continuity in the use of transparency systems. Although early implementation delays resulted in a concentration of activities during the final phase of the project—limiting the consolidation time for some outputs—the project demonstrated cost-effective implementation and adaptive management, successfully strengthening institutional capacities and establishing durable systems for climate data management and reporting.

## 5.2. Summary of Project findings and ratings

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

### **UNEP Evaluation Office Validation of Performance Ratings:**

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

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

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

In this instance the Evaluation Office validates the overall project performance rating at the '**Satisfactory**' level.

**Table 7. Summary of Project findings and ratings**

| <b>Criterion</b><br>The criterion rating and the overall Project rating is based on the automatic calculations based on the Weighting of Ratings table. | <b>Summary assessment</b>  | <b>Rating</b> | <b>Justification for any ratings' changes due to validation</b> (to be completed by the UNEP Evaluation Office – EOU) | <b>EOU Validated Rating</b> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------|-----------------------------|
| <b>A. Strategic Relevance</b>                                                                                                                           | <b>Highly Satisfactory</b> | <b>6.0</b>    | <a href="#">The rating is validated</a>                                                                               | <a href="#">HS</a>          |
| a. Alignment to UNEP MTS, POW and Strategic Priorities                                                                                                  | Highly Satisfactory        | 6.0           | <a href="#">The rating is validated</a>                                                                               | <a href="#">HS</a>          |
| b. Alignment to Donor/GEF/Partner's strategic priorities                                                                                                | Highly Satisfactory        | 6.0           | <a href="#">The rating is validated</a>                                                                               | <a href="#">HS</a>          |
| c. Relevance to global, regional, sub-regional and national environmental priorities                                                                    | Highly Satisfactory        | 6.0           | <a href="#">The rating is validated</a>                                                                               | <a href="#">HS</a>          |
| d. Complementarity with relevant existing interventions/coherence                                                                                       | Highly Satisfactory        | 6.0           | <a href="#">The rating is validated</a>                                                                               | <a href="#">HS</a>          |
| <b>B. Quality of Project Design</b>                                                                                                                     | <b>Highly Satisfactory</b> | <b>6.0</b>    | <a href="#">The rating is validated</a>                                                                               | <a href="#">HS</a>          |
| <b>C. Nature of External Context</b>                                                                                                                    | <b>Unfavourable</b>        | <b>-</b>      | <a href="#">The rating is validated</a>                                                                               | <a href="#">U</a>           |
| <b>D. Effectiveness</b>                                                                                                                                 | <b>Satisfactory</b>        | <b>5.1</b>    | <a href="#">The rating is validated</a>                                                                               | <a href="#">S</a>           |

| Criterion                                                                                                                           | Summary assessment  | Rating | Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)                                                                                                                                                                                                                                                                                                                                                    | EOU Validated Rating |
|-------------------------------------------------------------------------------------------------------------------------------------|---------------------|--------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|
| The criterion rating and the overall Project rating is based on the automatic calculations based on the Weighting of Ratings table. |                     |        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                      |
| a. Availability of outputs                                                                                                          | Highly Satisfactory | 6.0    | The rating is validated The Evaluation Office notes, however, that analysis of the quality, utility and timeliness of outputs is presented primarily under the Achievement of Outcomes section—where outputs are referred to as "short outcomes"—and under Efficiency, rather than within the Availability of Outputs assessment itself. Although this affects the organisation of the analysis, it does not materially alter the evidence supporting the rating. | HS                   |

| <b>Criterion</b><br>The criterion rating and the overall Project rating is based on the automatic calculations based on the Weighting of Ratings table. | <b>Summary assessment</b> | <b>Rating</b> | <b>Justification for any ratings' changes due to validation</b> (to be completed by the UNEP Evaluation Office – EOU)                                                                                                                                                                                                                                                                                                                                                                                                                                                             | <b>EOU Validated Rating</b> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------|
| b. Achievement of Project outcomes                                                                                                                      | Satisfactory              | 5.0           | The rating is validated. The Evaluation Office notes that the evaluator presents substantial evidence of genuine outcome-level changes, including institutional and behavioural changes resulting from the project's interventions. However, the Achievement of Outcomes assessment repeatedly combines evidence of outcome achievement with descriptions of project deliverables (e.g. tools, platforms, training courses), making it more difficult to distinguish between what the project delivered (outputs) and the changes resulting from their uptake and use (outcomes). | S                           |
| c. Likelihood of impact                                                                                                                                 | Likely                    | 5.0           | The rating is validated                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | L                           |
| <b>E. Financial Management</b>                                                                                                                          | <b>Satisfactory</b>       | <b>5.0</b>    | The rating is validated                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <b>S</b>                    |
| a. Adherence to UNEP's financial policies and procedures                                                                                                | Moderately Satisfactory   | 4.0           | The rating is validated                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | MS                          |
| b. Completeness of Project financial information                                                                                                        | Satisfactory              | 5.0           | The rating is validated                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | S                           |

| <b>Criterion</b><br>The criterion rating and the overall Project rating is based on the automatic calculations based on the Weighting of Ratings table. | <b>Summary assessment</b>  | <b>Rating</b> | <b>Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)</b> | <b>EOU Validated Rating</b> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------|-----------------------------|
| c. Communication between finance and Project management staff                                                                                           | Highly Satisfactory        | 6.0           | The rating is validated                                                                                               | HS                          |
| <b>F. Efficiency</b>                                                                                                                                    | <b>Satisfactory</b>        | <b>5.0</b>    | The rating is validated                                                                                               | <b>S</b>                    |
| <b>G. Monitoring and Reporting</b>                                                                                                                      | <b>Satisfactory</b>        | <b>5.0</b>    | The rating is validated                                                                                               | <b>S</b>                    |
| a. Monitoring design and budgeting                                                                                                                      | Satisfactory               | 5.0           | The rating is validated                                                                                               | S                           |
| b. Monitoring of Project implementation                                                                                                                 | Satisfactory               | 5.0           | The rating is validated                                                                                               | S                           |
| c. Project reporting                                                                                                                                    | Satisfactory               | 5.0           | The rating is validated                                                                                               | S                           |
| <b>H. Sustainability</b>                                                                                                                                | <b>Moderately Likely</b>   | <b>4.0</b>    | The rating is validated                                                                                               | <b>ML</b>                   |
| a. Socio-political sustainability                                                                                                                       | Likely                     | 5.0           | The rating is validated                                                                                               | L                           |
| b. Financial sustainability                                                                                                                             | Moderately Likely          | 4.0           | The rating is validated                                                                                               | ML                          |
| c. Institutional sustainability                                                                                                                         | Likely                     | 5.0           | The rating is validated                                                                                               | L                           |
| <b>I. Factors Affecting Performance</b>                                                                                                                 | <b>Highly Satisfactory</b> | <b>5.2</b>    | The rating is validated                                                                                               | <b>HS</b>                   |
| a. Preparation and readiness                                                                                                                            | Moderately Satisfactory    | 4.0           | The rating is validated                                                                                               | MS                          |
| b. Quality of Project management and supervision                                                                                                        | Satisfactory               | 5.0           | The rating is validated                                                                                               | S                           |
| i. UNEP/Implementing Agency:                                                                                                                            | Satisfactory               | 5.0           | The rating is validated                                                                                               | S                           |
| ii. Partners/Executing Agency:                                                                                                                          | Satisfactory               | 5.0           | The rating is validated                                                                                               | S                           |
| c. Stakeholders' participation and cooperation                                                                                                          | Highly Satisfactory        | 6.0           | The rating is validated                                                                                               | HS                          |

| <b>Criterion</b><br>The criterion rating and the overall Project rating is based on the automatic calculations based on the Weighting of Ratings table. | <b>Summary assessment</b> | <b>Rating</b> | <b>Justification for any ratings' changes due to validation</b> (to be completed by the UNEP Evaluation Office – EOU) | <b>EOU Validated Rating</b> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------|-----------------------------|
| d. Responsiveness to human rights and gender equality                                                                                                   | Satisfactory              | 5.0           | <a href="#">The rating is validated</a>                                                                               | S                           |
| e. Environmental and social safeguards                                                                                                                  | Highly Satisfactory       | 6.0           | <a href="#">The rating is validated</a>                                                                               | HS                          |
| f. Country ownership and driven-ness                                                                                                                    | Highly Satisfactory       | 6.0           | <a href="#">The rating is validated</a>                                                                               | HS                          |
| g. Communication and public awareness                                                                                                                   | Highly Satisfactory       | 6.0           | <a href="#">The rating is validated</a>                                                                               | HS                          |
| <b>Overall Project Performance Rating</b>                                                                                                               | <b>Satisfactory</b>       | <b>4.97</b>   |                                                                                                                       | <b>S</b>                    |

Source: own elaboration

### 5.3. Lessons learned

350. The implementation of the CBIT Paraguay Project generated valuable insights with relevance for future transparency capacity-building initiatives, both within Paraguay and in comparable country contexts. The following lessons learned distill critical success factors and adaptive strategies that emerged from stakeholder testimonies, project documentation analysis, and evaluation findings.

351. **Strategic sequencing: National diagnosis precedes international financing.** Projects achieve stronger results when international financing operationalizes pre-identified national priorities rather than introducing externally designed agendas. Paraguay's CBIT Project demonstrated that when a country conducts rigorous diagnostic work to map institutional gaps, articulates clear priorities through domestic policy processes (laws, resolutions, strategic plans), and then strategically seeks targeted international support, implementation proceeds with clarity of purpose even amid significant external disruptions. The project delivered substantive outcomes despite delayed start-up and a 1-1.5 year paralysis during political transition precisely because Paraguay already knew what it needed: operationalization of the SIAM Climate Change Module, strengthening of sectoral working groups, development of NDC indicators, and formalization of MRV arrangements were documented needs embedded in existing frameworks before CBIT financing arrived. This sequencing ensured strategic relevance (the project addressed genuine gaps rather than creating parallel structures), complementarity (outputs built upon rather than duplicated existing instruments), and multi-stakeholder ownership (institutions recognized the project as advancing their own priorities, not external obligations).

**Lesson learned #1:** invest in robust participatory diagnostic processes during formulation, anchor project design in nationally articulated needs, and resist the temptation to impose standardized interventions disconnected from country-specific institutional contexts.

352. **Operational functionality precedes formal institutionalization in building sustainable inter-institutional arrangements:** Effective inter-institutional collaboration depends more on genuine operational relationships and mutual benefit recognition than on formal agreements or normative frameworks. MADES' approach—prioritizing collaborative processes for indicator development, creating spaces where sectoral ministries identified how transparency advances served their own mandates ("we can have achievements in our sector by supporting you"), and demonstrating tangible benefits through pilot testing before pursuing formalization—proved more sustainable than top-down imposition of institutional arrangements through decrees or memoranda of understanding. The participatory methodology involving 37 institutions in indicator workshops, the iterative process of building trust with previously reticent private sector actors, and the strategic decision to defer formal inter-institutional agreements until operational functionality was demonstrated reflect a pragmatic recognition that "beautiful text, divine flowcharts"

without operational grounding generate compliance documents that "nobody uses." Multi-stakeholder engagement from design through implementation and evaluation (evidenced by high participation in interviews and surveys) validated this approach.

**Lesson learned #2:** in contexts where institutional frameworks exist but are not operationalized, prioritize building functional working relationships, demonstrating mutual benefits, and establishing operational proof-of-concept before pursuing legal formalization; invest in sustained engagement mechanisms that maintain stakeholder buy-in beyond project-driven activities; and recognize that institutional arrangements are iterative processes requiring time to mature rather than one-time design outputs.

353. **Substantive groundwork over formal compliance when implementation timelines compress:** When external factors constrain implementation timelines, prioritizing substantive foundational work over formal deliverable completion yields greater long-term value. Paraguay's approach to Output 4 (which advanced least relative to original design due to delayed start and political transition) demonstrated this principle. Rather than producing a formal integration mechanism that would satisfy design compliance but lack operational grounding, the team renegotiated consultancy terms to concentrate on robust institutional diagnostics, classifying 37 institutions by capacity levels and generating realistic baselines for future integration work. This strategic reorientation delivered "good foundations" (comprehensive capacity assessments, prioritization matrices, stakeholder engagement establishing understanding of planning integration needs) that position Paraguay to advance climate mainstreaming incrementally in subsequent phases, avoiding the risk of "beautiful documents" that remain unimplemented because they were rushed to meet project deadlines without adequate institutional preparation.

**Lesson learned #3:** resist the pressure to generate formal outputs (strategies, roadmaps, frameworks) that check design boxes but lack the institutional buy-in, capacity readiness, or operational grounding to be implemented; negotiate adaptive management flexibility to reorient toward diagnostic work, pilot testing, and stakeholder engagement that create conditions for future success; communicate transparently with donors about trade-offs between formal compliance and substantive progress; and recognize that incomplete but well-grounded outputs often contribute more to long-term impact than formally complete but superficial deliverables.

354. **In-country executing agency presence enhances operational effectiveness and adaptive management:** When the national counterpart cannot serve as executor, selecting an executing agency with established in-country presence significantly strengthens project performance. UNDP Paraguay's longstanding presence in the country facilitated operational coordination, enabled rapid adaptive responses to external disruptions, and supported seamless integration between UNDP staff and MADES teams working physically within the Ministry. This in-country presence enabled: real-time problem-solving without delays for remote consultations; contextual understanding of when to advance activities

and when to pause during politically sensitive periods; credibility and trust with government counterparts built over years of collaboration across multiple projects; and capacity to maintain momentum through staff transitions by leveraging institutional memory and relationships. The contrast with scenarios where executing agencies operate remotely—facing communication lags, limited contextual understanding, and transactional rather than partnership-based relationships—underscores the value of local presence.

**Lesson learned #4:** when delegating execution, prioritize partners with demonstrated in-country operational capacity, existing government relationships, and institutional knowledge of national contexts; invest in these partnerships as strategic assets that enhance effectiveness across project portfolios; and recognize that the transaction costs of managing remote execution arrangements often exceed the coordination efficiencies gained from working with locally embedded partners who understand national political economies, institutional cultures, and stakeholder dynamics.

355. **Digital transparency platforms require realistic resource planning and long-term maintenance commitments:** The development of comprehensive digital platforms such as Paraguay's National Climate Transparency Platform demands resources that significantly exceed initial estimates and require sustained post-project investment. Paraguay's experience revealed that platform development costs were approximately three times the originally budgeted amount, underscoring the difficulty of accurately estimating resources for complex digital infrastructure during design phases. Beyond initial development, platforms inevitably require post-pilot adjustments: errors emerge during operational testing, user feedback necessitates interface modifications, data quality issues demand troubleshooting, and integration challenges with existing systems require technical resolution. Each iteration cycle requires specialized technical expertise, creating ongoing budget dependencies that extend well beyond initial development costs. Additionally, platforms require continuous technical maintenance, content updates, user support, and periodic upgrades to remain functional and relevant, generating long-term financial commitments that persist across multiple reporting cycles. The SIAM Module's scheduled full operationalization in 2026 (post-project closure) and stakeholder acknowledgment that BTR2 will require hybrid manual-digital approaches indicate that even successfully designed platforms need maturation time before achieving autonomous operational status.

**Lesson learned #5:** project designs for digital transparency systems must incorporate realistic budget provisions that account for true development costs being significantly higher than initial estimates; ensure multi-year national or follow-on financing for post-deployment iterations and technical troubleshooting; build in sufficient time for testing cycles and error correction; invest in permanent technical capacity or long-term support arrangements; and recognize that full platform functionality requires sustained commitment beyond project timelines.

## 5.4. Recommendations

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

357. (a) Project Level Recommendations

|                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|---------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Recommendation 01:                                      | <p><b>Incorporate mitigation measures at project design stage to address the implementation slowdowns associated with government transitions in Paraguay, using the known electoral calendar to anticipate and manage periods of reduced institutional activity.</b></p> <p>This should include:</p> <ul style="list-style-type: none"> <li>● incorporating electoral cycles and government transitions explicitly into the project risk analysis and mitigation framework during design;</li> <li>● sequencing low-visibility, desk-based, analytical, or preparatory activities for periods in which political and administrative transitions are expected to slow operational processes;</li> <li>● preparing standardized briefing materials for incoming authorities, summarizing the project's objectives, relevance, implementation status, pending decisions, and immediate next steps; and</li> <li>● ensuring that UNEP and the executing partner maintain early engagement with incoming authorities during the transition period in order to facilitate continuity, secure political buy-in, and enable rapid reactivation of activities once new administrations are in place.</li> </ul> |
| Challenge/problem to be addressed by the recommendation | Government transitions in Paraguay generate predictable periods of administrative slowdown or temporary paralysis that can significantly affect project implementation, decision-making, disbursement processes, and coordination with national counterparts. Although these disruptions are recurrent and linked to a known electoral calendar, they were not sufficiently anticipated as a project risk at design stage, resulting in delays and concentration of implementation in later phases.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Priority Level                                          | High                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Type of recommendation                                  | Project level / Efficiency / Effectiveness                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Responsibility                                          | Executing Agency and national counterpart (MADES)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Proposed implementation timeframe                       | Design stage and early implementation of future CBIT Projects.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |

358. (b) Partner Recommendations

|                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|---------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <u>Recommendation 02:</u>                               | <p><b>Ensure stronger involvement of the national counterpart in the selection and stabilization of the Project Coordinator position in order to strengthen leadership, ownership, and continuity of project implementation.</b></p> <p>This entails:</p> <ul style="list-style-type: none"> <li>• Ensure that the national partner (MADES) plays an active role in the recruitment and selection of the Project Coordinator, prioritizing candidates with both strong technical expertise and a solid understanding of the national institutional context.</li> <li>• Promoting stability in the position by establishing clear terms of engagement, early alignment with the national counterpart, and strong institutional integration of the Coordinator within the partner ministry to strengthen coordination and implementation continuity.</li> </ul> |
| Challenge/problem to be addressed by the recommendation | During implementation, the Project experienced multiple changes in the Project Coordinator position and periods in which the role remained vacant. This affected implementation continuity, slowed decision-making processes, and contributed to a concentration of activities during the final phase of the Project. Given the central role of the Coordinator in managing technical activities, coordinating with stakeholders, and maintaining implementation momentum, instability in this position can significantly affect project efficiency and the timely achievement of results.                                                                                                                                                                                                                                                                    |
| Priority Level                                          | High                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Type of recommendation                                  | Partner Level / Project Management                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Responsibility                                          | MADES in coordination with UNDP and UNEP                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Proposed implementation timeframe                       | At project start-up and during recruitment of the PMU                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |

|                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|---------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <u>Recommendation 03:</u> | <p><b>Strengthen strategic advocacy and lobbying capacity to position the climate transparency agenda more prominently in national policy processes, public debate, and cross-sectoral decision-making.</b></p> <p>Building on the strong communication and awareness foundations established by the project, the national partner should consider:</p> <ul style="list-style-type: none"> <li>• Designating a dedicated <b>climate policy advocate or “climate lobbyist”</b> responsible for promoting the climate transparency agenda across ministries and engaging political, institutional, and sectoral stakeholders.</li> <li>• Strengthening <b>public positioning of the climate agenda</b> through strategic communication campaigns, public ambassadors or high-visibility figures, and outreach initiatives aimed at increasing societal awareness and political attention to climate action.</li> </ul> |
|---------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

|                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|---------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Challenge/problem to be addressed by the recommendation | Although the project successfully strengthened communication, awareness, and technical engagement around climate transparency, the broader integration of climate considerations into national policy agendas and planning processes remains gradual and uneven. Progress has often depended on individual institutional relationships and technical collaboration rather than on sustained high-level political and social visibility or cross-government advocacy mechanisms capable of promoting broader uptake of the climate agenda. |
| Priority Level                                          | Medium                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Type of recommendation                                  | Partner Level / Communication and Awareness                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Responsibility                                          | MADES                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Proposed implementation timeframe                       | Within 12–24 months                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |

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

|                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|---------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <u>Recommendation 04:</u>                               | <p><b>Strengthen financial management support, communication, and responsiveness from UNEP’s finance unit, while clarifying reporting requirements and improving engagement with executing partners to ensure timely and accurate financial reporting and disbursement of funds in future CBIT and climate transparency projects.</b></p> <p>This should include:</p> <ul style="list-style-type: none"> <li>● Providing more intensive, hands-on technical support to executing partners and project teams, particularly during early stages and key reporting milestones, to facilitate understanding and application of UNEP financial requirements.</li> <li>● Designating a clear focal point within UNEP’s finance unit to serve as the primary interlocutor for executing agencies, ensuring timely, consistent, and accessible communication.</li> <li>● Establishing service standards for response times and clarification processes to ensure that financial queries are addressed promptly and do not delay report finalization or disbursements.</li> </ul> |
| Challenge/problem to be addressed by the recommendation | During implementation, the complexity of financial reporting requirements, combined with challenges faced by the executing agency in adapting to UNEP formats and limited opportunities for direct clarification from UNEP’s finance unit, created bottlenecks in the preparation and validation of financial reports. While UNEP’s project management team provided sustained support and technical assistance, responses from UNEP’s finance unit were often delayed or not provided. Altogether, this contributed to delays in report finalization and subsequent delays in fund disbursement, affecting project cash flow and requiring additional                                                                                                                                                                                                                                                                                                                                                                                                                   |

|                                   |                                                                                                   |
|-----------------------------------|---------------------------------------------------------------------------------------------------|
|                                   | management efforts to maintain implementation continuity.                                         |
| Priority Level                    | High                                                                                              |
| Type of recommendation            | UNEP level / Financial Management                                                                 |
| Responsibility                    | UNEP as Implementing Agency in collaboration with executing partners                              |
| Proposed implementation timeframe | For future CBIT projects, beginning at project start-up and continuing throughout implementation. |

|                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|---------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <u>Recommendation 05:</u>                               | <p><u>UNEP should strengthen project design processes by supporting countries to:</u></p> <ul style="list-style-type: none"> <li>● Develop <b>robust, country-tailored Theories of Change</b> with explicit causal pathways, assumptions, and risks.</li> <li>● Conduct <b>systematic stakeholder assessments</b> (capacity, willingness to participate, institutional feasibility) and secure letters of commitment.</li> <li>● Establish <b>explicit sustainability and exit plans</b>, covering financial, institutional and sociopolitical aspects.</li> <li>● Build <b>SMART indicators</b> that measure not only outputs but utilization, adoption, and institutional change.</li> <li>● <b>Integrate gender and human-rights-based approaches</b> with specific indicators and implementation strategies.</li> <li>● Validate design choices through consultations and ensure feasibility of proposed systems.</li> </ul> <p>UNEP should provide <b>guidance templates and technical support</b> to countries during design.</p> |
| Challenge/problem to be addressed by the recommendation | Weaknesses at design stage—unclear or absence of Theory of Change, lack of stakeholder capacity assessments, limited exit strategies, lack of HRBA integration, and inadequate monitoring frameworks.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Priority Level                                          | High                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Type of recommendation                                  | UNEP Level / Design / Inform future CBIT Projects                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Responsibility                                          | UNEP as Implementing Agency                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Proposed implementation timeframe                       | At project design stage for next CBIT cycle; early implementation for existing projects                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |

## 6. Annexes

### I. Response to stakeholder comments

| Page Ref | Stakeholder comment | Reviewer Response |
|----------|---------------------|-------------------|
|          |                     |                   |
|          |                     |                   |
|          |                     |                   |

## II. Review Framework / Matrix

**Table 8. Review framework matrix**

| #                                                                            | Evaluative questions                                                                                                                                                                                                                                          | Indicators                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Data sources                                                                                                                                                  |
|------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li><b>Strategic relevance</b></li> </ul> |                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                                                                                                                                                               |
| 1                                                                            | To what extent were the Project's design, implementation, and results aligned with UNEP's mandate and the thematic priorities set out in the Medium-Term Strategy (MTS) and Programme of Work (POW) in effect at the time of Project approval?                | <ul style="list-style-type: none"> <li>Consistency between the Project's objectives, approaches, and results and the thematic priorities of the MTS and POW in place at the time of approval.</li> <li>Existence of specific monitoring and evaluation indicators to measure the Project's contribution to UNEP's mandate and thematic priorities.</li> </ul>                                                                                                                                                                   | <ul style="list-style-type: none"> <li>MTS 2022-2025</li> <li>POW 2022-2023</li> <li>CEO ED</li> <li>PIRs</li> <li>HYPRs</li> <li>Closing Workshop</li> </ul> |
| 2                                                                            | To what extent were the project's design, implementation, and results aligned with the objectives of the Bali Strategic Plan for Technology Support and Capacity-building (BSP) and the GEF Programming Directions in effect at the time of Project approval? | <ul style="list-style-type: none"> <li>Consistency between the Project's objectives, approaches, and results and the priorities of the BSP and the GEF Programming Directions in place at the time of approval.</li> <li>Existence of specific monitoring and evaluation indicators to measure the Project's contribution to the BSP and the GEF Programming Directions.</li> </ul>                                                                                                                                             | <ul style="list-style-type: none"> <li>BSP</li> <li>GEF Programming Directions</li> <li>CEO ED</li> <li>PIRs</li> <li>HYPRs</li> </ul>                        |
| 3                                                                            | To what extent were the Project's design, implementation, and results aligned with the 2030 Agenda for Sustainable Development and national environmental priorities?                                                                                         | <ul style="list-style-type: none"> <li>Consistency between the Project's objectives, approaches and results, and the Sustainable Development Goals (SDGs) and the UN work plan for the country.</li> <li>Consistency between the Project's objectives, approaches, and results and national environmental priorities.</li> <li>Existence of specific monitoring and evaluation indicators to measure the Project's contribution to the SDGs, the UN work plan for the country and national environmental priorities.</li> </ul> | UN MSDCF<br>CEO ED<br>PIRs<br>HYPRs<br>Interviews with selected national and international stakeholders                                                       |
| 4                                                                            | To what extent did the Project design, inception adjustments, and                                                                                                                                                                                             | <ul style="list-style-type: none"> <li>Complementarity (and absence of duplication) with other UNEP or partner interventions addressing similar issues.</li> </ul>                                                                                                                                                                                                                                                                                                                                                              | <ul style="list-style-type: none"> <li>National Plans</li> <li>CEO ED</li> </ul>                                                                              |

| #                                                                                                            | Evaluative questions                                                                                                                                                          | Indicators                                                                                                                                                                                                                                                                                                                                                                                                            | Data sources                                                                                                                                                                                                                        |
|--------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                              | implementation demonstrate complementarity with other recent, ongoing, or planned interventions by UNEP or other organizations in the same country, sector, or target groups? | <ul style="list-style-type: none"> <li>Identification and optimization of synergies with other initiatives.</li> <li>Evidence that Project design anticipated potential benefits from collaboration with other interventions.</li> </ul>                                                                                                                                                                              | <ul style="list-style-type: none"> <li>PIRs</li> <li>HYPRs</li> <li>Interviews with selected national and international stakeholders</li> </ul>                                                                                     |
| <ul style="list-style-type: none"> <li><b>Quality of project design (as per Inception Report)</b></li> </ul> |                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li><b>Nature of External Context</b></li> </ul>                          |                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                     |
| 5                                                                                                            | How significant was the impact of external disruptions on Project delivery and coordination?                                                                                  | <ul style="list-style-type: none"> <li>Occurrence and intensity of external events that affected the Project (e.g., COVID-19 pandemic, macroeconomic instability, political transitions).</li> <li>Degree to which these events disrupted planned activities, procurement processes, financial management, and stakeholder engagement.</li> </ul>                                                                     | PIRs<br>HYPRs<br>Closing Workshop<br>Interviews with selected national and international stakeholders                                                                                                                               |
| <ul style="list-style-type: none"> <li><b>Effectiveness</b></li> </ul>                                       |                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                     |
| 6                                                                                                            | Did the Project successfully deliver the programmed outputs in terms of quantity, quality, timeliness, and relevance to intended users?                                       | <ul style="list-style-type: none"> <li>Percentage of programmed outputs delivered to the intended beneficiaries/users.</li> <li>Degree of timely delivery of outputs, in line with planned milestones.</li> <li>Reported quality and perceived utility of the delivered outputs by key stakeholders and intended users.</li> <li>Appropriation and sustained use of outputs by the intended beneficiaries.</li> </ul> | <ul style="list-style-type: none"> <li>CEO ED</li> <li>PIRs</li> <li>HYPRs</li> <li>Closing Workshop</li> <li>Deliverables available in the project closure file</li> <li>Interviews with selected national stakeholders</li> </ul> |
| 7                                                                                                            | How effectively did the Project achieve the intended outcomes as defined in the Theory of Change, particularly those most critical for progress toward the desired impact?    | <ul style="list-style-type: none"> <li>Degree of achievement of each of the three expected Project outcomes.</li> <li>Progress against outcome-level indicators reported.</li> <li>Evidence of the use and institutionalization of Project-generated tools, methodologies, and systems by key actors.</li> </ul>                                                                                                      | <ul style="list-style-type: none"> <li>CEO ED</li> <li>PIRs</li> <li>HYPRs</li> <li>Closing Workshop</li> <li>Interviews with selected national and international stakeholders</li> </ul>                                           |

| #                                                                             | Evaluative questions                                                                                                                                                                                                   | Indicators                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Data sources                                                                                                                                                                                                                            |
|-------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 8                                                                             | How likely is it that the Project will contribute to sustained compliance with the Enhanced Transparency Framework (ETF) under the Paris Agreement?                                                                    | <ul style="list-style-type: none"> <li>Integration of Project contributions into key national reports and strategies.</li> <li>Continued use of Project-developed tools and data-sharing systems by national and subnational actors.</li> </ul>                                                                                                                                                                                                                                                                                                                                                          | <ul style="list-style-type: none"> <li>CEO ED</li> <li>PIRs</li> <li>HYPRs</li> <li>Closing Workshop</li> <li>Technical analysis of the last BUR</li> <li>Interviews with selected national and international stakeholders</li> </ul>   |
| <ul style="list-style-type: none"> <li><b>Financial Management</b></li> </ul> |                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                         |
| 9                                                                             | Was financial management conducted in accordance with UNEP's financial policies and procedures throughout the Project lifecycle?                                                                                       | <ul style="list-style-type: none"> <li>Timely approval and disbursement of cash advances to partners</li> <li>Regular analysis of actual expenditure against budget and workplan</li> <li>Timely submission of regular expenditure reports (six-monthly and annual)</li> <li>Expenditure is within the approved annual budget (or a timely revision submitted/approved)</li> <li>Regular budget revisions made when relevant and for expenditure variations of 10% and above</li> </ul>                                                                                                                  | <ul style="list-style-type: none"> <li>PIRs</li> <li>HYPRs</li> <li>Closing Workshop</li> <li>Expenditure Reports</li> <li>Project Revisions Sheet</li> <li>Interviews with selected national and international stakeholders</li> </ul> |
| 10                                                                            | Was the financial documentation for the Project complete, accurate, and available in a timely manner throughout the project cycle?                                                                                     | <ul style="list-style-type: none"> <li>Availability of high-level Project budget for secured and unsecured funds.</li> <li>Availability of budget breakdown by funding source.</li> <li>Availability of disbursement documents from funding sources to UNEP.</li> <li>Availability of six-monthly and annual expenditure reports.</li> <li>Availability of detailed Project budgets, including revisions.</li> <li>Availability of partner legal agreements and amendments.</li> <li>Availability of cash advance documentation.</li> <li>Timeliness and completeness of document submission.</li> </ul> | <ul style="list-style-type: none"> <li>Cash Advances</li> <li>Co-Finance Report</li> <li>Expenditure Reports</li> <li>Project Revisions Sheet</li> <li>Interviews with selected national and international stakeholders</li> </ul>      |
| 11                                                                            | Was there effective and regular communication between the Implementing Agency (IA), the Executing Agency (EA) and the Project Management Unit (PMU) to support timely decision-making and adaptive Project management? | <ul style="list-style-type: none"> <li>Frequency and regularity of coordination meetings between IA, EA and PMU</li> <li>Existence of documented exchanges between IA, EA and PMU</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                             | <ul style="list-style-type: none"> <li>PSC presentations</li> <li>Interviews with selected national and international stakeholders</li> </ul>                                                                                           |

| #                                                                                 | Evaluative questions                                                                                                                                                       | Indicators                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Data sources                                                                                                                                                                                                 |
|-----------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li><b>Efficiency</b></li> </ul>               |                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                              |
| 12                                                                                | To what extent did the Project deliver results in a cost-effective and timely manner, making optimal use of available resources and existing structures?                   | <ul style="list-style-type: none"> <li>Evidence that Project outputs were delivered with cost-effective approaches.</li> <li>Timeliness of Project implementation, including sequencing of activities according to planned timelines.</li> <li>Number and justification of “no-cost extensions” approved during implementation.</li> <li>Use of pre-existing institutions, partnerships, data systems, or synergies with other initiatives to improve efficiency.</li> <li>Presence of cost- or time-saving measures implemented during the Project lifecycle.</li> </ul>                                                                                     | <ul style="list-style-type: none"> <li>PIRs</li> <li>HYPs</li> <li>Project revisions</li> <li>Project financial reports</li> <li>Interviews with selected national and international stakeholders</li> </ul> |
| <ul style="list-style-type: none"> <li><b>Monitoring and Reporting</b></li> </ul> |                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                              |
| 13                                                                                | Was the Project supported by a sound monitoring plan and an adequate budget for tracking progress towards outputs and outcomes?                                            | <ul style="list-style-type: none"> <li>Existence of a monitoring plan at Project start, aligned with the logical framework.</li> <li>Quality and clarity of selected indicators (SMART criteria).</li> <li>Appropriateness of data collection methods and frequency.</li> <li>Existence of a dedicated budget for monitoring activities.</li> <li>Identification of responsible persons for tracking each indicator.</li> <li>Inclusion of disaggregation by gender and marginalized or vulnerable groups.</li> <li>Inclusion of gender-specific indicators when relevant.</li> <li>Allocation of resources for mid-term and terminal evaluations.</li> </ul> | <ul style="list-style-type: none"> <li>CEO ED</li> <li>Inception Report for this TR</li> <li>PIRs</li> <li>Project revisions</li> </ul>                                                                      |
| 14                                                                                | Was the monitoring system effectively implemented to track progress, inform adaptive management, and support the achievement of outcomes throughout the Project lifecycle? | <ul style="list-style-type: none"> <li>Application of a monitoring plan.</li> <li>Collection of relevant baseline and implementation data.</li> <li>Disaggregation of data by gender and other relevant social groups.</li> <li>Timely and appropriate use of monitoring data to adjust Project implementation and strategies.</li> <li>Evidence of budget execution for monitoring purposes.</li> <li>Degree to which monitoring supported learning.</li> </ul>                                                                                                                                                                                              | <ul style="list-style-type: none"> <li>PIRs</li> <li>HYPs</li> <li>Project financial reports</li> <li>Project revisions</li> <li>PSC meetings’ presentations</li> <li>Closing Workshop</li> </ul>            |

| #                                                                                      | Evaluative questions                                                                                                 | Indicators                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Data sources                                                                                                                                                                                                                                   |
|----------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 15                                                                                     | Did the Project fulfill its internal and external reporting obligations in a timely, complete, and inclusive manner? | <ul style="list-style-type: none"> <li>Timely submission of reports to UNEP systems and donors.</li> <li>Completeness and consistency of progress documentation.</li> <li>Disaggregation of reported data by gender and marginalized groups.</li> <li>Reporting coverage relative to the full scope of Project implementation.</li> <li>Evidence that reports supported the understanding of results at the outcome level or higher.</li> </ul>                                                                                     | <ul style="list-style-type: none"> <li>PIRs</li> <li>HYPRs</li> <li>Project financial reports</li> <li>Project revisions</li> <li>PSC meetings' presentations</li> <li>Closing Workshop</li> <li>GEF Portal</li> <li>UNEP Open Data</li> </ul> |
| <ul style="list-style-type: none"> <li><b>Sustainability</b></li> </ul>                |                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                |
| 16                                                                                     | Is there social and political ownership, interest, and commitment to sustain the Project outcomes over time?         | <ul style="list-style-type: none"> <li>Level of ownership, interest, and commitment among government actors and other stakeholders to take the Project results forward.</li> <li>Degree of dependency of outcomes on socio-political conditions and extent to which risks have been mitigated.</li> </ul>                                                                                                                                                                                                                           | <ul style="list-style-type: none"> <li>Interviews with selected national and international stakeholders</li> <li>CEO ED</li> <li>PIRs</li> </ul>                                                                                               |
| 17                                                                                     | Are Project outcomes financially sustainable in the absence of external support?                                     | <ul style="list-style-type: none"> <li>Degree of dependency of Project outcomes on future financial inputs to be sustained.</li> <li>Existence and robustness of an exit strategy including financial sustainability components.</li> <li>Identification of funding mechanisms or financial commitments (national, subnational, or donor-based) to continue key activities or institutional functions.</li> </ul>                                                                                                                   | <ul style="list-style-type: none"> <li>Interviews with selected national and international stakeholders</li> <li>CEO ED</li> <li>PIRs</li> </ul>                                                                                               |
| 18                                                                                     | Are the Project outcomes embedded in institutional frameworks and capacities that can sustain them over time?        | <ul style="list-style-type: none"> <li>Degree of dependency of outcomes on institutional structures or support.</li> <li>Existence and quality of mechanisms to institutionalize Project achievements (e.g., policies, regulations, inter-institutional agreements).</li> <li>Evidence of enhanced institutional capacities (e.g., knowledge, skills, attitudes, practices) among relevant actors.</li> <li>Existence of an exit strategy with institutional arrangements to maintain continuity beyond Project closure.</li> </ul> | <ul style="list-style-type: none"> <li>Interviews with selected national and international stakeholders</li> <li>CEO ED</li> <li>PIRs</li> </ul>                                                                                               |
| <ul style="list-style-type: none"> <li><b>Factors Affecting Performance</b></li> </ul> |                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                |

| #  | Evaluative questions                                                                                                                                  | Indicators                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Data sources                                                                                                                                                                                                                                                                       |
|----|-------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 19 | Were adequate measures taken during the inception phase to ensure a timely and effective Project start-up?                                            | <ul style="list-style-type: none"> <li>• Timeliness and quality of the inception meeting.</li> <li>• Development and adequacy of the first annual work plan.</li> <li>• Establishment and composition of the PSC, PMD or equivalent body.</li> <li>• Timeliness of legal and financial arrangements.</li> <li>• Stakeholder engagement and analysis conducted during mobilisation.</li> <li>• Measures taken to incorporate recommendations or respond to contextual changes prior to implementation.</li> </ul>                                                                            | <ul style="list-style-type: none"> <li>• Inception Report for this TR</li> <li>• PSC meetings' presentations</li> <li>• Project revisions</li> </ul>                                                                                                                               |
| 20 | Did Project management and supervision support effective, adaptive, and results-oriented implementation throughout the Project cycle?                 | <ul style="list-style-type: none"> <li>• Quality of coordination and communication between Project teams and UNEP.</li> <li>• Effectiveness of implementation structures and management of staff.</li> <li>• Continuity in staffing, including handover mechanisms.</li> <li>• Leadership and support provided by UNEP and the executing agency.</li> <li>• Evidence of adaptive management in response to contextual or operational challenges.</li> <li>• Responsiveness to financial or implementation issues, including reallocation of resources.</li> </ul>                           | <ul style="list-style-type: none"> <li>• PIRs</li> <li>• HYPRs</li> <li>• Project revisions</li> <li>• Project financial reports</li> <li>• Interviews with selected national and international stakeholders</li> </ul>                                                            |
| 21 | To what extent did the Project engage stakeholders in a meaningful, inclusive, and sustained manner to foster ownership, collaboration, and learning? | <ul style="list-style-type: none"> <li>• Quality and depth of stakeholder analysis conducted.</li> <li>• Effectiveness and regularity of consultation and communication with stakeholders.</li> <li>• Level of stakeholder ownership of Project processes and outcomes.</li> <li>• Consideration of stakeholder diversity, including gender and vulnerable groups.</li> </ul>                                                                                                                                                                                                               | <ul style="list-style-type: none"> <li>• Inception Report of this TR</li> <li>• PSC meetings' presentations</li> <li>• PIRs</li> <li>• Interviews with selected national and international stakeholders</li> </ul>                                                                 |
| 22 | Did the Project adhere to human rights principles and promote gender equity in its design, implementation, and outcomes?                              | <ul style="list-style-type: none"> <li>• Integration of gender and human rights considerations in implementation, results interpretation, and resource allocation.</li> <li>• Alignment between Project implementation and the initial gender score.</li> <li>• Specific measures taken to address gender gaps or promote inclusion of vulnerable populations.</li> <li>• Application of a human rights-based approach in activities and stakeholder engagement.</li> <li>• Disaggregation of data and targeting of actions based on gender and other intersecting inequalities.</li> </ul> | <ul style="list-style-type: none"> <li>• CEO ED</li> <li>• Inception Report for this TR</li> <li>• PIRs</li> <li>• HYPRs</li> <li>• PSC meetings' presentations</li> <li>• Closing Workshop</li> <li>• Interviews with selected national and international stakeholders</li> </ul> |
| 23 | Were environmental, social, and economic safeguards identified,                                                                                       | <ul style="list-style-type: none"> <li>• Existence and implementation of a safeguard management plan.</li> <li>• Frequency and quality of risk rating reviews and adjustments.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                   | <ul style="list-style-type: none"> <li>• CEO ED</li> <li>• PIRs</li> </ul>                                                                                                                                                                                                         |

| #  | Evaluative questions                                                                                                                              | Indicators                                                                                                                                                                                                                                                                                                                                                                                                   | Data sources                                                                                                                                                                                                    |
|----|---------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|    | monitored, and managed throughout the Project lifecycle?                                                                                          | <ul style="list-style-type: none"> <li>Monitoring for safeguard-related issues during implementation.</li> <li>Quality and completeness of safeguard reporting.</li> <li>Consideration of environmental and social impacts on vulnerable populations.</li> <li>Measures taken to reduce the Project's environmental footprint.</li> </ul>                                                                    | <ul style="list-style-type: none"> <li>HYPRs</li> </ul>                                                                                                                                                         |
| 24 | To what extent did national and subnational authorities take leadership and responsibility for sustaining and scaling up Project outcomes?        | <ul style="list-style-type: none"> <li>Degree of engagement by government ministries and agencies across sectors.</li> <li>Involvement of government actors in strategic Project decisions and leadership roles.</li> <li>Commitment to integrate Project results into national or subnational policies, plans, or practices.</li> </ul>                                                                     | <ul style="list-style-type: none"> <li>PSC meetings' presentations</li> <li>PIRs</li> <li>Interviews with selected national and international stakeholders</li> </ul>                                           |
| 25 | Did the Project use effective communication strategies to share learning, raise awareness, and influence target audiences and the general public? | <ul style="list-style-type: none"> <li>Existence and implementation of a communication and public awareness strategy.</li> <li>Coverage, frequency, and targeting of communication activities across Project audiences.</li> <li>Responsiveness to feedback and interaction with audiences.</li> <li>Knowledge-sharing among partners and sustainability of communication platforms or materials.</li> </ul> | <ul style="list-style-type: none"> <li>CEO ED</li> <li>PIRs</li> <li>PSC meetings' presentations</li> <li>Closing Workshop</li> <li>Interviews with selected national and international stakeholders</li> </ul> |

Source: own elaboration

### III. People consulted during the Review

**Table 9. People consulted during the interviews**

| N° | Name               | Gender | Stakeholder group | Stakeholder subgroup                   | Organization                                                | Role                                                   | Method                         | Evaluator location      |
|----|--------------------|--------|-------------------|----------------------------------------|-------------------------------------------------------------|--------------------------------------------------------|--------------------------------|-------------------------|
| 1  | Osvaldo Frutos     | M      | Academia          | University                             | National University of Asunción                             | Research Professor                                     | Online individual interview    | Buenos Aires, Argentina |
| 2  | Agustina Benitez   | F      | Civil Society     | NGO                                    | Youth Network for Climate Action                            | Representative                                         | Online group interview         | Buenos Aires, Argentina |
| 3  | Adolfo Sanchez     | M      | Civil Society     | NGO                                    | Youth Network for Climate Action                            | Member                                                 | Online group interview         | Buenos Aires, Argentina |
| 4  | Fredy Genez        | M      | Government        | Data providers and policy contributors | National Council of Science and Technology                  | Researcher                                             | In-person individual interview | Asunción, Paraguay      |
| 5  | David Franco       | M      | Government        | Data providers and policy contributors | National Institute of Statistics                            | Data Analyst                                           | In-person individual interview | Asunción, Paraguay      |
| 6  | Leticia Prado      | F      | Government        | Data providers and policy contributors | Ministry of Social Development                              | Head of the Environmental Department Area              | Online individual interview    | Asunción, Paraguay      |
| 7  | Elvio Chavez       | M      | Government        | Data providers and policy contributors | Ministry of Education and Sciences                          | Directorate of Social Support and Risk Management      | Online individual interview    | Asunción, Paraguay      |
| 8  | Zaida Galeano      | F      | Government        | Data providers and policy contributors | Ministry of Education and Sciences                          | Head of Social Support and Risk Management             | Online individual interview    | Asunción, Paraguay      |
| 9  | Ethel Estigarribia | F      | Government        | Project oversight                      | Ministry of Environment and Sustainable Development (MADES) | Director of the National Directorate of Climate Change | In-person individual interview | Asunción, Paraguay      |
| 10 | Fiorella Oreggioni | F      | Government        | Project oversight                      | Ministry of Environment and Sustainable Development (MADES) | Mitigation and NDC MRV Specialist                      | In-person individual interview | Asunción, Paraguay      |
| 11 | Nora Paez          | F      | Government        | Project oversight                      | Ministry of Environment and Sustainable Development (MADES) | Head of Adaptation                                     | In-person individual interview | Asunción, Paraguay      |
| 12 | Amelia Ramirez     | F      | Government        | Project oversight                      | Ministry of Environment and Sustainable Development         | Head of Mitigation                                     | In-person individual interview | Asunción, Paraguay      |

| N°      | Name                  | Gender | Stakeholder group           | Stakeholder subgroup                   | Organization                                                | Role                                                                | Method                         | Evaluator location      |
|---------|-----------------------|--------|-----------------------------|----------------------------------------|-------------------------------------------------------------|---------------------------------------------------------------------|--------------------------------|-------------------------|
| (MADES) |                       |        |                             |                                        |                                                             |                                                                     |                                |                         |
| 13      | Stephanie Peta        | F      | Government                  | Project oversight                      | Ministry of Environment and Sustainable Development (MADES) | Former Head of the National Greenhouse Gas Inventory                | Online individual interview    | Asunción, Paraguay      |
| 14      | Juan Segales          | M      | Government                  | Data providers and policy contributors | Ministry of Public Works and Communications                 | Vice Ministry of Transport                                          | In-person individual interview | Asunción, Paraguay      |
| 15      | María Emilia Ayala    | F      | Government                  | Project oversight                      | Ministry of Foreign Affairs                                 | Coordinator of Sustainable Development and Environment Unit (UDSMA) | Online individual interview    | Buenos Aires, Argentina |
| 16      | Ulises Lovera         | M      | Government                  | Project oversight                      | Ministry of Environment and Sustainable Development (MADES) | Former Director of the National Directorate of Climate Change       | Online individual interview    | Buenos Aires, Argentina |
| 17      | Ricardo Pereira       | M      | International organizations | Executing Agency                       | United Nations Development Programme (UNDP)                 | Former CBIT Project Coordinator                                     | Online individual interview    | Asunción, Paraguay      |
| 18      | Pamela González       | F      | International organizations | Executing Agency                       | United Nations Development Programme (UNDP)                 | Gender, Participation and Communication Specialist, CBIT Project    | In-person individual interview | Asunción, Paraguay      |
| 19      | Samuel Barrios        | M      | International organizations | Executing Agency                       | United Nations Development Programme (UNDP)                 | Planning Specialist, CBIT Project                                   | In-person individual interview | Asunción, Paraguay      |
| 20      | Alberto Ramirez       | M      | International organizations | Executing Agency                       | United Nations Development Programme (UNDP)                 | Project Administrator, CBIT Project                                 | Online individual interview    | Buenos Aires, Argentina |
| 21      | Cecilia Vyuk          | F      | International organizations | Executing Agency                       | United Nations Development Programme (UNDP)                 | Programme Officer                                                   | In-person individual interview | Asunción, Paraguay      |
| 22      | Federico Geli         | M      | International organizations | Implementing Agency                    | United Nations Environment Programme (UNEP)                 | Project Specialist                                                  | Online group interview         | Buenos Aires, Argentina |
| 23      | Ana Celeste Schweiger | F      | International organizations | Implementing Agency                    | United Nations Environment Programme (UNEP)                 | Project Specialist                                                  | Online group interview         | Buenos Aires, Argentina |

Source: own elaboration

#### IV. Key documents consulted<sup>14</sup>

- CBIT Approved CEO Endorsement document
- [CBIT Closing event video \(2025\)](#)
- CBIT Closing Workshop Presentation
- CBIT PSC Meeting Minutes
- Co-finance Report 2024
- Expenditure Report 2022
- Expenditure Report 2023
- Expenditure Report 2024
- [GEF \(2022\). GEF-8 Programming Directions](#)
- Half Yearly Progress Report 2023
- Half Yearly Progress Report 2024
- [MADES Resolution N° 04 \(2018\)](#)
- [Paraguay's Adaptation Roadmap to 2030 \(2023\)](#)
- [Paraguay's Second Biennial Update Report \(2018\)](#)
- [Paraguay's First Biennial Transparency Report \(2024\)](#)
- [Paraguay's Fourth National Communication on Climate Change \(2024\)](#)
- [Paraguay's Law N° 251 \(1993\)](#)
- [Paraguay's Law N° 1.561 \(2000\)](#)
- [Paraguay's Law N° 5875 \(2017\)](#)
- [Paraguay's Law N° 6,123 \(2018\)](#)
- [Paraguay's National Determined Contributions 3.0 \(2025\)](#)
- [Paraguay's National Constitution \(1992\)](#)
- [Paraguay 2030 National Development Plan](#)
- [Paraguay 2050 National Development Plan](#)
- [Paraguay's Third Biennial Update Report \(2018\)](#)
- Project Implementation Review (PIR) 2023
- Project Implementation Review (PIR) 2024
- Project Implementation Review (PIR) 2025
- [United Nations Environment Programme \(2004\). Bali Strategic Plan for Technology Support and Capacity-building : note / by the Executive Director](#)
- [United Nations Environment Programme \(UNEP\) Evaluation Manual \(2023\)](#)
- [United Nations Environment Programme \(2021\). For people and planet: the UNEP strategy for 2022–2025](#)
- [United Nations Environment Programme \(2021\). Programme of Work and Budget for 2022-2023](#)

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<sup>14</sup> Documents listed are available in the project closure file provided by the project team through a SharePoint link.

## V. Project budget and expenditures

| Component                                                      | Outcomes                                                                                                                                                                        | GEF Project Financing | Confirmed Co-financing | Expenditure    | Execution rate / GEF |
|----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------|------------------------|----------------|----------------------|
| <b>Strengthening Paraguay's Transparency Monitoring System</b> | MADES is able to trace Paraguay's climate change activities and provide high quality climate reports aligned with the Enhanced Transparency Framework under the Paris Agreement | \$1,812,500.00        | \$350,000.00           | \$1.812.417.00 | <b>100%</b>          |

## VI. Financial management

| Financial management components:                                                                                                                 |                                                                                                                                         | Rating    |
|--------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|-----------|
| <b>1. Adherence to UNEP's policies and procedures:</b>                                                                                           |                                                                                                                                         | <b>MS</b> |
| Any evidence that indicates shortcomings in the project's adherence <sup>15</sup> to UNEP or donor policies, procedures or rules                 |                                                                                                                                         | Yes       |
| <b>2. Completeness of project financial information<sup>16</sup>:</b>                                                                            |                                                                                                                                         | <b>S</b>  |
| Provision of key documents to the reviewer (based on the responses to A-H below)                                                                 |                                                                                                                                         |           |
| A.                                                                                                                                               | Co-financing and Project Cost's tables at design (by budget lines)                                                                      | Yes       |
| B.                                                                                                                                               | Revisions to the budget                                                                                                                 | Yes       |
| C.                                                                                                                                               | All relevant project legal agreements (e.g. SSFA, PCA, ICA)                                                                             | Yes       |
| D.                                                                                                                                               | Proof of fund transfers                                                                                                                 | Yes       |
| E.                                                                                                                                               | Proof of co-financing (cash and in-kind)                                                                                                | Yes       |
| F.                                                                                                                                               | A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level) | Yes       |
| G.                                                                                                                                               | Copies of any completed audits and management responses ( <i>where applicable</i> )                                                     | N/A       |
| H.                                                                                                                                               | Any other financial information that was required for this project (list):                                                              | N/A       |
| <b>3. Communication between finance and project management staff</b>                                                                             |                                                                                                                                         | <b>HS</b> |
| Project Manager and/or Task Manager's level of awareness of the project's financial status.                                                      |                                                                                                                                         | Yes       |
| Fund Management Officer's knowledge of project progress/status when disbursements are done.                                                      |                                                                                                                                         | Yes       |
| Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.                    |                                                                                                                                         | Yes       |
| Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports. |                                                                                                                                         | Yes       |
| Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the review process                         |                                                                                                                                         | Yes       |
| <b>Overall rating</b>                                                                                                                            |                                                                                                                                         | <b>S</b>  |

<sup>15</sup> If the review raises concerns over adherence with policies or standard procedures, a recommendation may be given to cover the topic in an upcoming audit, or similar financial oversight exercise.

<sup>16</sup> See also document 'Criterion Rating Description' for reference

## **VII. Communication and outreach tools**

TBC with UNEP

## **VIII. Brief CV of the evaluator**

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

She has led twelve evaluations covering diverse areas such as environment, productive development, education, and indigenous peoples rights. She conducted the Terminal Review of the Antigua and Barbuda's CBIT Project (GEF ID 9849) and was part of the evaluation team for the Terminal Review of Argentina's CBIT Mitigation Project (GEF ID 9955).

Currently, Lucía works as an independent international evaluator and is contracted by UNEP as the external consultant responsible for conducting the Terminal Review of the Paraguay CBIT Project (GEF ID 10342 - this Terminal Review). Previously, as Evaluation Coordinator at Argentina's Ministry of Economy (2022–2025), she led multiple evaluations integrating climate change criteria and developed indicators to mainstream and monitor environmental sustainability across development programs.

## IX. Review ToRs

### Terminal Review of the UNEP project “Establish an integral MRV/M&E system to enhance climate transparency in Paraguay” GEF ID 10342

#### Section 1: PROJECT BACKGROUND AND OVERVIEW

*(This section describes what is to be reviewed. Key parameters are: project timeframe, funding envelope, results framework and geographic scope)*

#### 1. Project General Information

**Table 1. Project summary**

*(This is a generic table to summarise a project. Integrate the information below with the standard ‘project summary’ table of the relevant donor e.g. Adaptation Fund, GCF, GEF).*

|                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                            |                                                                                                                                                                      |
|---------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>UNEP PIMS/SMA<sup>17</sup> ID:</b>       | <b>PS Project ID: SB-</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                            | <b>SMA ID: 42113</b>                                                                                                                                                 |
| <b>Donor ID:</b>                            | GEFID 10342                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                            |                                                                                                                                                                      |
| <b>Implementing Partners:</b>               | Ministry of Environment and Sustainable Development                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |                                            |                                                                                                                                                                      |
| <b>SDG(s) and indicator(s)</b>              | <p>SDG 13: Take urgent action to combat climate change and its impacts.</p> <p>Target 13.2: Integrate climate change measures into national policies, strategies and planning.</p> <p>Indicator 13.2.1: Number of countries with nationally determined contributions, long-term strategies, national adaptation plans, strategies as reported in adaptation communications and national communications</p> <p>Target 13.3: Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning.</p> <p>Indicator 13.3.2: Number of countries that have communicated the strengthening of institutional, systemic and individual capacity building to implement adaptation, mitigation and and technology transfer, and development actions.</p> |                                            |                                                                                                                                                                      |
| <b>Sub-programme:</b>                       | Climate change                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | <b>Expected Accomplishment(s):</b>         | To strengthen the transparency systems of Paraguayan institutions to meet the requirements of the transparency framework under the Paris Agreement on Climate Change |
| <b>UNEP approval date:</b>                  | 2022-08-24                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Programme of Work Output(s):</b>        | 1B,1C: 1.1;1.5; 1.3;1.6; 1.7; 1.8.                                                                                                                                   |
| <b>Expected start date:</b>                 | 29.08.2022                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Actual start date:</b>                  | 29.08.2022                                                                                                                                                           |
| <b>Planned operational completion date:</b> | 2025-10-31                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Actual operational completion date:</b> | 2025-10-31                                                                                                                                                           |

<sup>17</sup> Acronym for ID assigned by the Integrated Planning, Monitoring and Reporting (IPMR) system.

|                                                                                                |                |                                                      |                            |                     |
|------------------------------------------------------------------------------------------------|----------------|------------------------------------------------------|----------------------------|---------------------|
| <b>Planned total project budget at approval (show breakdown of individual sources/grants):</b> | US\$ 1,842,500 | <b>Actual total expenditures reported:</b>           | TBC                        |                     |
| <b>Expected co-financing:</b>                                                                  | \$350,000      | <b>Secured co-financing<sup>18</sup>:</b>            | \$350,000                  |                     |
| <b>First disbursement:</b>                                                                     | 2022-09-28     | <b>Planned date of financial closure:</b>            | 2025-10-31                 |                     |
| <b>No. of project revisions:</b>                                                               | 1              | <b>Date of last approved project revision:</b>       | 2022-08-24                 |                     |
| <b>No. of Steering Committee meetings:</b>                                                     | 3              | <b>Date of last/next Steering Committee meeting:</b> | <b>Last:</b><br>2025-10-09 | <b>Next:</b><br>N/A |
| <b>Mid-term Review/ Evaluation<sup>19</sup> (planned date):</b>                                | N/A            | <b>Mid-term Review/ Evaluation (actual date):</b>    | N/A                        |                     |
| <b>Terminal Review (planned date):</b>                                                         | Oct 2025       | <b>Terminal Review (actual date):</b>                | Oct 2025                   |                     |
| <b>Coverage - Country(ies):</b>                                                                | Paraguay       | <b>Coverage - Region(s):</b>                         | National                   |                     |
| <b>Dates of previous project phases:</b>                                                       | N/A            | <b>Status of future project phases:</b>              | N/A                        |                     |

## 2. Project Rationale<sup>20</sup>

The CBIT Paraguay project aims to strengthen the transparency systems of Paraguayan institutions to ensure compliance with the Transparency Framework of the Paris Agreement on climate change, a strengthened national climate transparency platform, improved protocols and indicators, and new digital tools that reinforce Paraguay's commitment to climate action. Under Component 1: Strengthening Paraguay's Transparency Monitoring System, the project seeks to enable the Ministry of Environment and Sustainable Development (MADES) to track the country's climate-related actions and produce high-quality reports aligned with the Enhanced Transparency Framework. Specifically, the project supports: (i) the adoption of the Climate Change Module of the Environmental Information System (SIAM) to improve institutional arrangements for managing transparency activities; (ii) the availability of more accurate emission factors and activity data for preparing national GHG inventories; (iii) technical training and tools for MADES and key stakeholders to operationalize the national transparency system; and (iv) the proposal of a mechanism to link SIAM's Climate Change Module with national planning processes and instruments for consideration by the Technical Secretariat for Economic and Social Development Planning. Recent media coverage highlights that these efforts have contributed to a strengthened national climate transparency platform, improved protocols and indicators, and new digital tools that reinforce Paraguay's commitment to climate action.

## 3. Project Results Framework

| <b>Project Components/ Programs</b>                        | <b>Project Outcomes</b>                                                                                                                                                            | <b>Project Outputs</b>                                                                                                                   |
|------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Strengthening Paraguay's Transparency Monitoring System | 1. MADES is able to trace Paraguay's climate change activities and provide high quality climate reports aligned with the Enhanced Transparency Framework under the Paris Agreement | 1. Strengthened institutional arrangements to manage transparency activities through the SIAM Climate Change Module are adopted by MADES |
|                                                            |                                                                                                                                                                                    | 2. More accurate emission factors and activity data is made available to MADES for preparing GHG inventories                             |

<sup>18</sup> State whether co-financing amounts are cash or in-kind.

<sup>19</sup> UNEP policies require projects with planned implementation periods of 4 or more years to have a mid-point assessment of performance. For projects under 4 years, this should be marked as N/A.

<sup>20</sup> Grey = Info to be added

|  |  |                                                                                                                                                                           |
|--|--|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  |  | 3. Technical training and tools are made available to MADES and key stakeholders for implementing the national transparency system                                        |
|  |  | 4. Mechanism to link the Climate Change Module of the SIAM with existing national planning processes and instruments is proposed for adoption by the relevant ministries. |

Please refer to Annex A Project Results Framework in the CEO Document.

#### 4. Executing Arrangements

UNEP is the GEF implementing agency of the CBIT project. UNEP is accountable to the GEF for the implementation of this project. This includes oversight of project execution to ensure that the project is being carried out in accordance with the agreed standards and provisions. UNEP is responsible for project approval and start-up, project supervision and oversight, and project completion and evaluation. UNEP is implementing more than 30 CBIT projects, including 11 CBIT projects in Latin America and the Caribbean and CBIT Global Coordination Platform. In this context, in acting as the implementing agency for this project it will ensure that the project builds on previous experiences and lessons learnt in the implementation of CBIT projects and will ensure coordination with regional activities and with the Global coordination Platform funded activities.

The Executing Agency of the project is UNDP Paraguay, who will receive and manage the funds (this includes being in charge of procurement and hiring processes) following the instructions from the Ministry of Environment and Sustainable Development (MADES).

#### 5. Project Cost and Financing

| Project Components/<br>Programs                            | Project Outcomes                                                                                                                                                                   | Project Outputs                                                                                                                                                           |         |
|------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|
| 1. Strengthening Paraguay's Transparency Monitoring System | 1. MADES is able to trace Paraguay's climate change activities and provide high quality climate reports aligned with the Enhanced Transparency Framework under the Paris Agreement | 1. Strengthened institutional arrangements to manage transparency activities through the SIAM Climate Change Module are adopted by MADES                                  | 418,000 |
|                                                            |                                                                                                                                                                                    | 2. More accurate emission factors and activity data is made available to MADES for preparing GHG inventories                                                              | 407,640 |
|                                                            |                                                                                                                                                                                    | 3. Technical training and tools are made available to MADES and key stakeholders for implementing the national transparency system                                        | 621,400 |
|                                                            |                                                                                                                                                                                    | 4. Mechanism to link the Climate Change Module of the SIAM with existing national planning processes and instruments is proposed for adoption by the relevant ministries. | 187,960 |

## 6. Implementation Issues

The project went under 3 Project Revisions.

## Section 2. OBJECTIVE AND SCOPE OF THE REVIEW

*(Apart from section 9, where you could insert up to 5 strategic questions that are in addition to the review criteria, and the grey-highlighted text which should be customized, this section is standard and does not need to be revised for each project)*

### 7. Objective of the Review

In line with the UNEP Evaluation Policy<sup>21</sup> and the UNEP Programme and Project Management Manual<sup>22</sup>, the Terminal Review (TR) is undertaken at operational completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The Review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners. Therefore, the Review will identify lessons of operational relevance for future project formulation and implementation, especially for future phases of the project, where applicable.

### 8. Key Review principles

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

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

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

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<sup>21</sup> <https://wedocs.unep.org/handle/20.500.11822/41114>

<sup>22</sup> <https://wedocs.unep.org/20.500.11822/42752>

**Communicating Review Results.** A key aim of the Review is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the review process and in the communication of review findings and key lessons. Clear and concise writing is required on all review deliverables. Draft and final versions of the main review report will be shared with key stakeholders by the UNEP Project Manager<sup>23</sup>. There may, however, be several intended audiences, each with different interests and needs regarding the report. The consultant will plan with the UNEP Project Manager which audiences to target and the easiest and clearest way to communicate the key review findings and lessons to them. This may include some or all of the following: a webinar, conference calls with relevant stakeholders, the preparation of a review brief or interactive presentation.

## 9. Key Strategic Questions

In addition to the review criteria outlined in Section 10 below, the Review will address the **strategic questions**<sup>24</sup> listed below (no more than 5 questions are recommended). These are questions of interest to UNEP and to which the project is believed to be able to make a substantive contribution. They should not repeat the coverage of the review criteria:

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

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

## 10. Review Criteria

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

*Where UNEP funding partners have areas of specific interest, these are noted, below.*

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

### A. Strategic Relevance

The Review will assess the extent to which the activity is suited, and contributing, to the priorities and policies of the donors, implementing regions/countries and the target beneficiaries. The Review will include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with/contribution to UNEP's policies and strategies at the time of project approval. Under strategic

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<sup>23</sup> For GEF funded projects, UNEP Project Manager refers to the Task Manager.

<sup>24</sup> The strategic questions should not duplicate questions that will be addressed under the standard review criteria described in section 10.

relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

**i. Alignment to UNEP’s Medium-Term Strategy<sup>25</sup> (MTS), Programme of Work (POW) and Strategic Priorities**

The Review should assess the project’s alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building<sup>26</sup> (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries.

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

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

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

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

**iv. Complementarity with Relevant Existing Interventions/Coherence<sup>27</sup>**

An assessment will be made of how well the project, either at design stage or during the project inception or mobilization<sup>28</sup>, took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups. The Review will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include work within Cooperation Frameworks or One UN programming. Linkages with other interventions should be described and instances where UNEP’s comparative advantage has been particularly well applied should be highlighted.

|                        |                                                                                                                                                                                                                                                                                                               |
|------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Adaptation Fund</b> | To encourage utilization, each review should optimize <u>relevance</u> by ensuring (i) that the primary intended users of the evaluation and their intended uses are clearly identified and engaged at the beginning of the evaluation process; (ii) that “intended users” include funding, implementing, and |
|------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

<sup>25</sup> UNEP’s Medium Term Strategy (MTS) is a document that guides UNEP’s programme planning over a four-year period. It identifies UNEP’s thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as *POW Outcomes* and *POW Direct Outcomes*, of the Sub-programmes. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>

<sup>26</sup> <http://www.unep.fr/ozonaction/about/bsp.htm>

<sup>27</sup> This sub-category is consistent with the new criterion of ‘Coherence’ introduced by the OECD-DAC in 2019.

<sup>28</sup> 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.

|                           |                                                                                                                                       |
|---------------------------|---------------------------------------------------------------------------------------------------------------------------------------|
|                           | beneficiary stakeholders; and (iii) that evaluators ensure these intended users contribute to decisions about the evaluation process. |
| <b>Green Climate Fund</b> | <u>Coherence</u> in climate finance delivery with other multilateral entities.                                                        |

## **B. Quality of Project Design**

The quality of project design is assessed using an agreed template during the review inception phase. Ratings are attributed to identified criteria and an overall Project Design Quality rating is established. The complete Project Design Quality template should be annexed in the Review Inception Report. Later, the overall Project Design Quality rating<sup>29</sup> should be entered in the final review ratings table (as item B) in the Main Review Report and a summary of the project's strengths and weaknesses at design stage should be included within the body of the Main Review Report.

## **C. Nature of External Context**

At review inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval<sup>30</sup>). This rating is entered in the final review ratings table as item C. Where a project has been rated as facing either an *Unfavourable* or *Highly Unfavourable* external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Review Consultant and UNEP Project Manager together. A justification for such an increase must be given.

## **D. Effectiveness**

### **i. Availability of Outputs<sup>31</sup>**

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

### **ii. Achievement of Project Outcomes<sup>32</sup>**

The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed<sup>33</sup> Theory of Change. These are outcomes that are intended to be achieved

<sup>29</sup> In some instances, based on data collected during the review process, the assessment of the project's design quality may change from Inception Report to Main Review Report.

<sup>30</sup> Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team. From March 2020 this should include the effects of COVID-19.

<sup>31</sup> Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2023)

<sup>32</sup> Outcomes are the change at institutional level, or changes in behaviors, attitudes or conditions achieved from the use (i.e., uptake, adoption, application) of outputs by intended beneficiaries (UNEP, 2023) (UNEP, 2023)

<sup>33</sup> UNEP staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during a review will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any formal changes made to the project

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

### iii. Likelihood of Impact

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

The Review will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects (e.g. will vulnerable groups such as those living with disabilities and/or women and children, be disproportionately affected by the project?). Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental and Social Safeguards.

The Review will consider the extent to which the project has played a catalytic role<sup>34</sup> or has promoted scaling up and/or replication as part of its Theory of Change (either explicitly as in a project with a demonstration component or implicitly as expressed in the drivers required to move to outcome levels) and as factors that are likely to contribute to greater or long-lasting impact.

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

|                        |                                                                                                                                                                                                                    |
|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Adaptation Fund</b> | The Review should consider, under Effectiveness, the extent to which the evaluand is reaching Strategic Results Framework indicator targets.                                                                       |
| <b>Adaptation Fund</b> | The Review should consider, under Effectiveness, the extent to which the intervention demonstrates that Climate Change Adaptation can be increased or replicated at a broader scale, as well as in other contexts. |

design. In the case of projects pre-dating 2016 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the review.

<sup>34</sup> The terms catalytic effect, scaling up and replication are inter-related and generally refer to extending the coverage or magnitude of the effects of a project. Catalytic effect is associated with triggering additional actions that are not directly funded by the project – these effects can be both concrete or less tangible, can be intentionally caused by the project or implied in the design and reflected in the TOC drivers, or can be unintentional and can rely on funding from another source or have no financial requirements. Scaling up and Replication require more intentionality for projects, or individual components and approaches, to be reproduced in other similar contexts. Scaling up suggests a substantive increase in the number of new beneficiaries reached/involved and may require adapted delivery mechanisms while Replication suggests the repetition of an approach or component at a similar scale but among different beneficiaries. Even with highly technical work, where scaling up or replication involves working with a new community, some consideration of the new context should take place and adjustments made as necessary.

|                                    |                                                                                                                                                                                                                                                                                                                                                                            |
|------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Green Climate Fund</b>          | The Review should consider, under Effectiveness, the project's <u>Innovativeness</u> in result areas – the extent to which interventions may lead to paradigm shift towards low-emission and climate-resilient development pathways.                                                                                                                                       |
| <b>Global Environment Facility</b> | The Review should consider, under Effectiveness, the extent to which the evaluand is reaching Core Indicator targets (from GEF-6 onwards).                                                                                                                                                                                                                                 |
| <b>Global Environment Facility</b> | The Review will determine, under Effectiveness, the project's <u>additionality</u> by comparing the benefits of GEF support to a scenario without GEF support. It will identify specific areas where GEF support has contributed additional results and what these additional results were. It will provide quantitative and qualitative evidence to support the findings. |

### **E. Financial Management**

Financial management will be assessed under two themes: *adherence* to UNEP's financial policies and procedures, and *completeness* of financial information. The Review will establish the actual spend across the life of the project of funds secured from all donors and including co-finance. This expenditure will be reported, where possible, at output/component level and will be compared with the approved budget. The Review will verify the application of proper financial management standards and adherence to UNEP's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted. The Review will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner.

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

### **F. Efficiency**

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

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

The Review will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities<sup>35</sup> with other initiatives, programmes and projects etc. to increase project efficiency.

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

### **G. Monitoring and Reporting**

<sup>35</sup> Complementarity with other interventions during project design, inception or mobilization is considered under Strategic Relevance above.

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

**i. Monitoring of Project Implementation**

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

**ii. Project Reporting**

UNEP has a centralised project information management system<sup>36</sup> in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Review Consultant(s) by the UNEP Project Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team. The Review will assess the extent to which both UNEP and donor reporting commitments have been fulfilled on a timely basis and represent quality/accurate reporting. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

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

**H. Sustainability (for Adaptation Fund, read Human and Ecological Sustainability and Security)**

Sustainability<sup>37</sup> is understood as the probability of the benefits derived from the achievement of project outcomes being maintained and developed after the close of the intervention. The Review will identify and assess the key conditions or factors that are likely to undermine or contribute to the endurance of achieved project outcomes (i.e. ‘assumptions’ and ‘drivers’). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of direct project outcomes may also be included.

**i. Socio-political Sustainability**

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

**ii. Financial Sustainability**

Some project outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may

<sup>36</sup> Prior to 2022 it was the Project Information Management System (PIMS) and from 2022 UNEP has the Integrated Planning Monitoring and Reporting (IPMR) solution.

<sup>37</sup> As used here, ‘sustainability’ means the long-lasting maintenance of outcomes and consequent impacts, whether environmental or not. This is distinct from the concept of sustainability in the terms ‘environmental sustainability’ or ‘sustainable development’, which imply ‘not living beyond our means’ or ‘not diminishing global environmental benefits’ (GEF STAP Paper, 2019, Achieving More Enduring Outcomes from GEF Investment)

still be needed e.g. to undertake actions to enforce the policy. Other project outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new natural resource management approach. The Review will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the project outcomes have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

### **iii. Institutional Sustainability**

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

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

## **I. Factors Affecting Project Performance and Cross-Cutting Issues**

*(These factors are rated in the ratings table but are discussed within the Main Review Report as cross-cutting themes as appropriate under the other review criteria, above. If these issues have not been addressed under the Review Criteria above, then independent summaries of their status within the reviewed project should be given in this section)*

### **i. Quality of Project Management and Supervision**

In some cases, 'project management and supervision' may refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others it may refer to the project management performance of an implementing partner and the technical backstopping and supervision provided by UNEP. The performance of parties playing different roles should be discussed and a rating provided for both types of supervision (UNEP/Implementing Agency; Partner/Executing Agency) and the overall rating for this sub-category established as a simple average of the two.

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

|                                    |                                                                                                                                                                                                                                                                                                                                                                                                                          |
|------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Adaptation Fund</b>             | The Review should consider the extent to which the evaluand was <u>adapted in response to lessons and reflections during implementation</u> ; and the extent to which the intervention supported the use, development, or diffusion of innovative practices, tools, or technologies to improve or accelerate Climate Change Adaptation.                                                                                  |
| <b>Global Environment Facility</b> | For internally executed projects the Review Consultant should review whether the segregation of responsibilities met the GEF requirements <sup>38</sup> (the GEF Agency must separate its project implementation and execution duties and establish each of the following: (a) A satisfactory institutional arrangement for the separation of implementation and executing functions in different departments of the GEF |

<sup>38</sup> GEF Minimum Fiduciary Standards: Separation of Implementation and Execution Functions in GEF Partner Agencies (2019).

|  |                                                                                                                                                               |
|--|---------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | Agency; and (b) Clear lines of responsibility, reporting and accountability within the GEF Agency between the project implementation and execution functions. |
|--|---------------------------------------------------------------------------------------------------------------------------------------------------------------|

## **ii. Stakeholder Participation and Cooperation**

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

## **iii. Responsiveness to Human Rights and Gender Equality (for Adaptation Fund, read 'Equity'; for GCF, read 'Gender Equity')**

The Review will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the Review will assess to what extent the intervention adheres to UNEP's Policy and Strategy for Gender Equality and the Environment<sup>39</sup>.

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

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

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

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

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and

<sup>39</sup> The Evaluation Office notes that Gender Equality was first introduced in the UNEP Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time. [https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender\\_equality\\_and\\_the\\_environment\\_Policy\\_and\\_strategy-2015Gender\\_equality\\_and\\_the\\_environment\\_policy\\_and\\_strategy.pdf.pdf?sequence=3&isAllowed=y](https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y)

management (avoidance, or minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities. The Review will confirm whether UNEP requirements<sup>40</sup> were met to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and *report* on the implementation of safeguard management measures taken. The review will use the Safeguards Assessment Template to support assessment of the project's planning, monitoring and mitigation of environmental and social safeguards during design and implementation and attach the completed template as an annex in the review report.

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

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

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

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

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

### **Section 3. REVIEW APPROACH, METHODS AND DELIVERABLES**

*(This section has both standard text and parts that are specific to the project, to be filled in)*

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

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<sup>40</sup> For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project designs since 2011.

The findings of the Review will be based on the following: [This section should be edited for each Review]

- (a) A **desk review** of:
  - Relevant background documentation.
  - Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
  - Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and any other monitoring materials etc.;
  - Project deliverables (e.g. publications, assessments etc).
  - Evaluations/Reviews of similar projects.
- (b) **Interviews** (individual or in group) with:
  - UNEP Project Manager<sup>41</sup>
    - Federico Geli
    - Celeste Schweiger
  - Project management team;
  - UNEP Fund Management Officer (FMO);
    - Carla Santoro
  - Sub-Programme Coordinator;
  - Project partners, including UNDP;
  - Relevant resource persons.
  - Representatives from civil society and specialist groups (such as women's, farmers and trade associations etc).
- (c) **Surveys**
- (d) **Field visits**
- (e) **Other data collection tools**

## 11. Review Deliverables and Review Procedures

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

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

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<sup>41</sup> For GEF funded projects, UNEP Project Manager refers to the Task Manager.

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

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

The UNEP Evaluation Office provides templates and tools to support the review process and provides a formal assessment of the quality of the final Terminal Review report, which is provided within this report's annexed material. In addition, the Evaluation Office formally validates the report by ensuring that the performance judgments made are consistent with evidence presented in the Review report and in-line with the performance standards set out for independent evaluations. As such the project performance ratings presented in the Review report may be adjusted by the Evaluation Office.

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

## 12. The Review Consultant

The Review Consultant will work under the overall responsibility of the UNEP Project Manager [name], in consultation with the Fund Management Officer [name], the Head of Unit/Focal Area/Branch [name] and the Sub-programme Coordinators of the [relevant UNEP Sub-programmes], [name].

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

The Review Consultant will be hired over a period of X months [00 Month/Year to 00 Month/Year] and should have the following: a university degree in environmental sciences, international development or other relevant political or social sciences area is required and an advanced degree in the same areas is desirable; a minimum of X years of technical / evaluation experience is required, preferably including evaluating large, regional or global programmes and using a Theory of Change approach; and a good/broad understanding of [add technical experience] is desired. English and French are the working languages of the United Nations Secretariat. For this consultancy, fluency in oral and written English is a requirement and proficiency in X/knowledge of [language] is desirable. Working knowledge of the UN system and specifically the work of UNEP is an added advantage. The work will be home-based with possible field visits.

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

## 13. Schedule of the Review

The table below presents the tentative schedule.

**Table 3. Tentative schedule for the Review**

| Milestone                                                                                              | Tentative Dates |
|--------------------------------------------------------------------------------------------------------|-----------------|
| Inception Report                                                                                       | 4-Dec-2025      |
| Review Mission                                                                                         | 9-Dec-2025      |
| E-based interviews, surveys etc.                                                                       |                 |
| PowerPoint/presentation on preliminary findings and recommendations                                    | 19-Dec-2025     |
| Draft Review Report to UNEP Project Manager                                                            |                 |
| Draft Review Report shared with wider group of stakeholders                                            |                 |
| Final Main Review Report                                                                               | 30-Jan-2026     |
| Final Main Review Report submitted to the UNEP Evaluation Office for validation and quality assessment | 15-Feb-2026     |
| Final Main Review Report shared with all respondents                                                   | 15-Mar-2026     |

#### 14. Contractual Arrangements

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

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

##### Schedule of Payment:

| Deliverable                                                         | Percentage Payment |
|---------------------------------------------------------------------|--------------------|
| Approved Inception Report ( <i>as per Report Template</i> )         |                    |
| Approved Draft Main Review Report ( <i>as per Report Template</i> ) |                    |
| Approved Final Main Review Report ( <i>as per Report Template</i> ) |                    |

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

The consultant may be provided with access to UNEP’s information management systems (e.g. PIMS, IPMR, Anubis, SharePoint, etc.) and, if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the Review Report.

In case the consultant is not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UNEP Project Manager, payment may be withheld at the discretion of the Head of Branch/Unit until the consultants have improved the deliverables to meet UNEP’s quality standards.

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

## X. GEF Portal Inputs (For GEF funded projects)

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

**Table II: GEF portal inputs**

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Question:</b> What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7<sup>[1]</sup>, these indicators will be identified retrospectively and comments on performance provided<sup>[2]</sup>).</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| <p><b>Response:</b></p> <p>According to the Final PIR Report 2025 (Section 2.3; p. 8), the project's performance against Core Indicator Targets at completion was as follows:</p> <ul style="list-style-type: none"> <li>• <b>Indicator A</b> (MRV Quality): A final result of 7/10 was obtained. This is based on the creation of standardized measurement processes, the strengthening of the National GHG Inventories (INGEI), the institutionalization of the Climate Change Module within the Environmental Information System (SIAM), and key public tools such as the National Transparency Platform and the Climate Classroom.</li> <li>• <b>Indicator B</b> (Beneficiaries ) : The goal was greatly exceeded, reaching 1,470 direct beneficiaries (against a goal of 100), with a remarkable female participation of 62.7% (892 women).</li> <li>• <b>Indicator C</b> (Institutional Capacity): The 3 target was met, by consolidating the organizational unit (National Directorate of Climate Change – DNCC), establishing a clear mandate (draft decree and resolutions) and integrating climate action into national planning (Roadmap).</li> </ul> |
| <p><b>Question:</b> 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)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| <p><b>Response:</b></p> <p>According to the Final PIR Report 2025 (Section 2.5; p. 11), progress, challenges, and outcomes regarding stakeholder engagement evolved as follows:</p> <p>The project successfully implemented a multi-level engagement strategy, strengthening governance and community ownership. At the high-level governance level, collaboration focused on the Ministry of the Environment (MADES), resulting in the creation of two internal technical working groups (adaptation and mitigation) and the official launch of the participatory process for NDC 3.0. Crucially, a "Roadmap for Integrating Climate Action" was designed to coordinate with the Ministry of Economy and Finance (MEF) and 37 other public institutions, aligning their Strategic Plans (PEI) with national climate objectives.</p> <p>Regarding technical participation and data providers, the project strengthened key partnerships to ensure the system's sustainability. This includes the dual strengthening of the Ministry of Agriculture</p>                                                                                                           |

(MAG) as a user of adaptation tools (ASIS) and as a data provider for the GHG Inventory (AFOLU). Significant progress was made in the industrial sector through formal dialogue with the National Cement Industry (INC) to secure data from the Industrial Processes sector (IPPU) for the MRV system, supported by the regulatory incentives of the new Carbon Credits Law (No. 7190). To guarantee technical sustainability, the "Climate Classroom" was established, offering 11 specialized courses to institutional stakeholders.

In terms of inclusion and civil society, the strategy ensured broad social ownership, exceeding its goals with 1,470 beneficiaries reached, 62.7% of whom were women. This included active support for the Youth Network for Climate Action and the integration of the Paraguayan Indigenous Institute (INDI) to incorporate specific indicators for Indigenous communities. Public access to information was democratized through the launch of the National Climate Transparency Platform and the AI assistant "MADI." The strategy was strengthened through synergies with initiatives such as Paraguay+Verde and a regional exchange on the Enhanced Transparency Framework (ETF) with Chile, Colombia, and Uruguay.

**Lessons learned:** It was identified that, for the sustainability of data flows, formal agreements must be complemented by strong institutional political will. Furthermore, the participatory methodology used for the adaptation "Roadmap" was validated as a successful and replicable model for the mitigation sector.

**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:**

According to the Final PIR Report 2025 (Section 2.6; p. 12), the completed gender-responsive measures and actual gender result areas were as follows:

The project successfully implemented its Gender Action Plan and significantly exceeded its inclusion objectives. Regarding Indicator B (Direct Beneficiaries), a total of 1,470 beneficiaries were reached (compared to a target of 100), of whom 892 were women (62.7%). This high level of female participation was consistent in key activities, such as the national course "Climate Transparency for a Sustainable Paraguay" (68% female participation), demonstrating strong social ownership of the transparency system.

Strategic mainstreaming was achieved by integrating a gender perspective into existing technological tools. The National Climate Transparency Platform established a module dedicated to "Women's Role in Climate Change," which includes a gender gap visualization tool to support evidence-based policies. Simultaneously, the "Climate Classroom" ensured long-term capacity building by offering specific courses on "Gender and Climate Change" and "Vulnerable Populations." Internally, the DNCC's management capacity was strengthened through the deployment of a digital tool (KoboToolbox) for the systematic monitoring of gender-disaggregated participation data in all sessions.

Regarding challenges, the consolidation of the Adaptation M&E system (61 indicators) revealed a critical information gap: only two gender-specific indicators could be fully generated due to a lack of disaggregated data at the source. This finding underscores the urgent need to continue working with

data providers to generate disaggregated information that will allow for a deeper analysis of gender gaps in climate action.

**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:**

According to the Final PIR Report 2025 (Section 2.7; p. 13), a table provides the following information on progress made in the implementation of management measures against the Safeguards Plan:

|                                                                               |                                                                                                                                                                                                                                                                                                                             |
|-------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Moderate/high risk projects (in terms of environmental and social safeguards) | <p><b>Was the project classified as moderate/high risk during the CEO approval stage?</b><br/>No.</p> <p><b>If so, what specific safeguard risks were identified in the SRIF/ESERN?</b></p>                                                                                                                                 |
| New social and/or environmental risks                                         | <p><b>Have any new social and/or environmental risks been identified during the reporting period?</b><br/>No</p> <p><b>If yes, describe the new risks or changes.</b></p>                                                                                                                                                   |
| Complaints and claims related to social and/or environmental impacts          | <p><b>Has the project received any complaints related to social and/or environmental impacts (actual or potential) during the reporting period?</b><br/>No</p> <p><b>If yes, please describe the complaint(s) or claim(s) in detail, including the status, severity, who was involved, and what actions were taken.</b></p> |
| Management of environmental and social safeguards                             | <p>No significant safeguard risks were anticipated for this project, and no environmental and social safeguard response measures were documented at the time of CEO approval/endorsement in the social safeguard action plan or equivalent.</p>                                                                             |

**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:**

According to the Final PIR Report 2025 (Section 2.8; pp. 14-15), the challenges and outcomes regarding the project's completed Knowledge Management Approach were as follows:

### **Activities and knowledge products**

The project established permanent institutional mechanisms and digital tools for the management, dissemination, and sustainability of climate knowledge. The strategy was structured around two fundamental pillars:

**1. The Knowledge Center:** The National Climate Transparency Platform was implemented as the country's central tool for public access to information. Its key components include:

- *Data Integration:* Centralizes and visualizes data from the Climate Change Module of SIAM, including NDC monitoring, Adaptation M&E, Mitigation MRV and the evolution of GHGs by sector.
- *Technological Innovation:* Incorporates the virtual assistant "MADI", facilitating access to knowledge through artificial intelligence.
- *Thematic Modules:* Includes a specific module on "The role of women in climate change", with a gender gap viewer and a showcase of national actions.

**2. Sustainable Training Mechanism:** The "Climate Classroom" was consolidated as the permanent training mechanism (Goal 3.2), ensuring the sustainability of technical training beyond the project's closure. Currently, the platform offers 11 self-paced courses covering strategic topics such as climate transparency, GHG inventories, adaptation, mitigation, and gender.

**3. Impact and Systematization:** The knowledge management strategy demonstrated a high impact, significantly exceeding the established goals. Indicator B recorded a total of 1,470 direct beneficiaries, of which 892 (62.7%) were women (compared to the initial target of 100). Internally, the capacities of the National Directorate of Climate Change (DNCC) were strengthened through the implementation of open-source tools ( KoboToolbox ). This allowed for the systematization of activity monitoring and the alignment of planning with the MADES Strategic Plan 2024-2028, ensuring the disaggregated recording of participation by sex.

**4. Dissemination and Social Appropriation:** To ensure social appropriation, the technical content was translated into accessible formats. Communication products (videos, podcasts, and social media posts) were developed to explain the Enhanced Transparency Framework, NDC 3.0, and the new digital tools to the general public.

### **Key learnings during the period**

#### **1. Institutional Articulation and Sustainability**

- *Formalization vs. Goodwill:* A high dependence on institutional "goodwill" was identified. The absence of prior formal agreements (e.g., with the Ministry of Education or the cement industry) demonstrated that the system's sustainability requires institutionalizing commitments through binding legal frameworks, beyond voluntary technical collaboration.
- *Risk Management for Turnover:* High staff turnover, especially at the counterparty (DNCC), validated the need for constant adjustment of communication strategies. It was learned that operational stability depends on not centralizing knowledge in individuals, but rather in institutional processes.

- *Strategic Synergies: Active collaboration with parallel projects ( Paraguay+Verde , GGGI, Global Water) Partnership ) proved to be the most effective mechanism for optimizing resources and avoiding duplication of effort in data generation.*

## **2. Internal Management and Documentation**

- *Systematization as Defense: Rigorous systematization and process documentation (operating manuals) proved essential to mitigate the loss of institutional memory in the face of staff turnover.*
- *Centralized Repositories : It was confirmed that the lack of an efficient archiving system creates critical information gaps. The lesson learned is the urgent need to implement centralized repositories and conduct regular progress reports to empower the team and ensure traceability.*

## **3. Integration of the Gender Approach**

- *Data Gap: The indicator consolidation process revealed a structural gap: there are only two gender indicators linked to climate action at the national level. This underscores the urgent need to design gender-sensitive indicators from the planning phase.*
- *Inclusive Appropriation: The high female participation (62.7%) empirically demonstrated that inclusive spaces improve appropriation of the system, although greater articulation with national public policies is required to close the identified data gaps.*

## **4. Innovation and Adaptability**

- *Technology as a Catalyst: The use of digital tools (SIAM Module, AI "MADI", KoboToolbox) facilitated interaction and traceability, confirming that digitization is an indispensable requirement for transparency.*
- *Contractual Adaptability: It was observed that the Terms of Reference (TOR) for consultancies must remain flexible enough to be constantly updated. This is crucial to ensure alignment with the methodologies of the Enhanced Transparency Framework (ETF), which are rapidly evolving internationally.*

### **Question: What are the main findings of the evaluation?**

#### **Response:**

According to this TR the main findings of the evaluation are the following:

- **Strategic Relevance:** *The Project demonstrated a highly national relevance by operationalizing pre-existing national climate governance frameworks that had remained conceptual or informal due to lack of technical and financial resources. Paraguay had progressively established a comprehensive legal and institutional foundation for climate transparency—including the National Climate Change Law, the formalization of SIAM as the national Environmental Information System, and sectoral working groups for GHG inventories—but required targeted support to translate these instruments into functional systems. The project's strategic design directly addressed this gap by building upon rather than duplicating national structures, embedding outputs within nationally owned systems, and responding to priorities that Paraguay had already identified through its own domestic policy processes. This approach, consistently characterized by stakeholders as a "symbiosis" between international support and domestic needs, distinguished CBIT Paraguay as a*

nationally driven intervention responsive to genuine gaps rather than an externally imposed agenda.

- **Nature of External Context:** The project's implementation context was assessed as unfavourable due to two significant external factors: the COVID-19 pandemic, which delayed project start-up, and the 2023 political transition following national elections, which generated the most substantial implementation disruptions. While the pandemic risk had been anticipated in project design with mitigation measures including online activities, the political transition risk was not identified or planned for, leaving the project without specific strategies to address the institutional disruptions characteristic of Paraguay's electoral cycles. The transition resulted in a de facto paralysis of project activities for approximately one to one-and-a-half years, with stakeholders describing a recurrent pattern of stopping disbursements and activities before, during, and after elections until new authorities stabilize.
- **Effectiveness:** The project achieved a Satisfactory rating for effectiveness, producing all 36 committed deliverables with 89% reaching high levels of completion ( $\geq 85\%$  completeness). The most significant achievements included: the design and pilot-testing of the SIAM Climate Change Module, which digitalized climate data workflows and reduced response times from 3-4 months to immediate processing; the establishment of effective institutional arrangements and inter-agency collaboration mechanisms through participatory indicator development processes involving 37 institutions and over 220 participants; the creation of the National Climate Transparency Platform incorporating the Climate Classroom, which trained over 1,400 beneficiaries (significantly exceeding the target of 100) and generated sustained demand for continued capacity-building (99% of survey respondents); the achievement of Tier 2 emission factors in priority sectors (AFOLU and Waste) covering over 50% of national emissions, which enabled Paraguay to recalculate national emissions downward using more precise methodologies in NDC 3.0; and the territorial reach of teacher training across four interior departments, extending climate transparency capacity-building beyond the capital. Output 4 (linking SIAM to national planning processes) was the least advanced component, with only 40% of deliverables reaching high completion levels, though the Roadmap for Integrating Climate Action into National Planning established a diagnostic foundation and strategic framework for future progress, demonstrating pragmatic adaptation to implementation constraints by prioritizing substantive groundwork over formal compliance with originally envisioned integration mechanisms.
- **Efficiency:** The Project achieved a Satisfactory rating for efficiency, demonstrating the ability to deliver all planned outputs and fully execute the budget within the original timeframe without requiring a no-cost extension. Despite operating in a challenging context—including delays during the mobilisation phase, the COVID-19 pandemic, the 2023 political transition, staff turnover within the PMU and DNCC, and administrative and financial reporting constraints—the Project maintained overall implementation momentum through adaptive management. Strategic coordination between UNEP, UNDP and MADES, combined with systematic documentation of processes, targeted capacity-building activities, and synergies with parallel initiatives, helped mitigate operational disruptions and sustain progress. Although a significant portion of implementation became concentrated in the final phase—limiting the depth of consolidation for some results—the Project team successfully accelerated activities and ensured the timely completion of deliverables, demonstrating effective use of resources under complex institutional conditions.

- Sustainability:** this criteria was assessed as *Moderately Likely*, reflecting strong institutional foundations and stakeholder ownership combined with some remaining financial and political risks. The Project significantly strengthened Paraguay's institutional framework for climate transparency through the development of the SIAM Climate Change Module and the National Climate Transparency Platform, the establishment of inter-institutional coordination mechanisms, and the creation of capacity-building tools such as the Climate Classroom. These systems have been integrated within MADES and are supported by growing engagement from key data-providing institutions, increasing the likelihood that transparency processes will continue beyond the Project. The Project also introduced mitigation measures to support sustainability, including the development of a financial strategy and sustainability plan for the MRV system and the exploration of future financing opportunities. However, long-term sustainability remains partially dependent on continued political commitment, stable institutional coordination, and the availability of financial resources to maintain and expand the transparency system, particularly given the limited budgets of environmental institutions and the need for ongoing technical maintenance and capacity-building.
- Factors Affecting Performance and Cross-cutting Issues:** The project achieved *Highly Satisfactory* performance across cross-cutting factors, with particularly strong results in stakeholder participation, country ownership, and communication strategies. MADES' proactive leadership and strategic appropriation of the project as a national priority enabled high levels of multi-stakeholder engagement, bringing together 37 institutions in collaborative processes that generated shared ownership of transparency outputs. The project succeeded in demonstrating to sectoral ministries that climate transparency advances translate into benefits for their own mandates beyond MADES' institutional interests, creating genuine buy-in evidenced by statements such as "we can have achievements in our sector by supporting you" from the MAG. This collaborative dynamic generated visibility for the project that stakeholders characterized as atypical: both internally within MADES, where the project distinguished itself from typical cooperation initiatives that remain isolated within specific directorates, and externally through high-level political engagement including ministerial participation in project events and presentation of results as national achievements. Communication and public awareness strategies effectively democratized access to climate information through the National Transparency Platform and Climate Classroom, while targeted activities for gender and youth audiences achieved strong quantitative inclusion (62.7% female participation among 1,470 beneficiaries). However, responsiveness to gender equity and indigenous peoples' rights, while demonstrating valuable exploratory efforts including gender-disaggregated monitoring tools and dedicated platform modules, remained constrained by structural data gaps and the conceptualization of these dimensions as advanced "add-ons" rather than core elements—limitations reflecting the nascent stage of gender and diversity mainstreaming in Paraguay's transparency systems and indicating areas requiring sustained commitment and maturation beyond the project lifecycle.

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

[2] This is not applicable for Enabling Activities

## **XI. GEF CO-FINANCE**

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

**PLEASE COMPLETE FOR ALL PROJECTS AT MTR AND TE STAGES**

Please include evidence for co-financing for the project with this form (please add rows as necessary)

| <b>Sources of Co-financing</b>      | <b>Name of Co-financier</b>                                | <b>Type of Cofinancing</b> | <b>Investment Mobilized</b>   | <b>Amount (\$)<br/>at CEO</b> | <b>Amount (\$)<br/>at MTR</b> | <b>Amount (\$)<br/>at TE</b> |
|-------------------------------------|------------------------------------------------------------|----------------------------|-------------------------------|-------------------------------|-------------------------------|------------------------------|
| <b>Recipient Country Government</b> | <b>Ministry of Environment and Sustainable Development</b> | <b>In kind</b>             | <b>Recurrent expenditures</b> | <b>350,000</b>                |                               | <b>350,000</b>               |
| <b>Total Co-financing</b>           |                                                            |                            |                               | <b>350,000</b>                |                               | <b>350,000</b>               |

## XII. Implementation plan of recommendations

**Project Title and Reference No.:** Establish an Integral MRV/M&E System to Enhance Climate Transparency in Paraguay (GEF ID 10342)

**Contact Person (TM/PM):** Loana Vega – Asher Lessels – UNEP Climate Change Division, Mitigation Branch – Global Funds Mitigation and Transparency Section

| RECOMMENDATIONS                                                                                                                                                                                                                                                                | ACCEPTED<br>(YES/NO/PARTIALLY) | WHAT WILL BE DONE?                                                                                                                                                                                                                                                                                                                                                                              | EXPECTED<br>COMPLETION<br>DATE | REPOSIBLE<br>OFFICER/<br>UNIT/<br>DIVISION/<br>AGENCY |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|-------------------------------------------------------|
| Recommendation #1:<br>Future CBIT projects in Paraguay should anticipate institutional slowdowns associated with electoral cycles by incorporating mitigation measures at the design stage. These should include integrating political transition risks into project planning. | Yes                            | UNEP has taken this lesson into account in the design of new CBIT proposals for Paraguay and similar country contexts. New project designs will explicitly identify political transition risks. Preparatory briefing packages for incoming authorities will be considered. These measures will be developed in close coordination with the Executing Agency during the project inception phase. | December 2026                  | MADES;<br>UNEP; UNDP<br>Paraguay                      |

|                                                                                                                                                                                                                                                                                                           |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |            |                                     |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|-------------------------------------|
| Recommendation #2:<br>National partners should strengthen project governance and implementation continuity by playing a more active role in the recruitment and stabilization of the Project Coordinator position, ensuring strong institutional alignment and minimizing turnover in this critical role. | Yes | Partners will ensure that in any follow-up project, the recruitment process for the Project Coordinator position includes joint participation of the Executing Agency and MADES, with explicit profile requirements reflecting national institutional knowledge and technical expertise in climate transparency. A transition protocol will be put in place to preserve institutional memory and maintain operational continuity in the event of staff changes. UNEP will support UNDP and MADES in formalizing these governance arrangements during the inception phase of future projects. | 2027       | MADES;<br>UNDP<br>Paraguay;<br>UNEP |
| Recommendation #3:<br>Partners should strengthen climate policy advocacy by designating a dedicated advocate responsible for promoting the climate transparency agenda across ministries, political actors, and the broader public sphere.                                                                | Yes | MADES will formally designate a senior official with an explicit mandate to promote the climate transparency agenda across government ministries, the National Climate Change Commission (CNCC), and relevant political actors. This role will be integrated into the governance structure of the CNCC and reflected in any follow-up project's stakeholder engagement plan. UNEP will support MADES in developing a communication and advocacy strategy for this role during the planning phase of future interventions.                                                                    | March 2027 | MADES;<br>UNEP                      |
| Recommendation #4: UNEP should strengthen financial management support by improving communication, responsiveness, while enhancing engagement with                                                                                                                                                        | Yes | UNEP will review its internal financial management support protocols for GEF-financed projects. UNEP will ensure that financial communication channels are proactive, regular check-ins are established with Executing Agencies, and that training or orientation is provided at project inception.                                                                                                                                                                                                                                                                                          | 2026       | UNEP                                |

|                                                                                                                                                                                                                                                                                                                         |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |      |      |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|------|
| executing partners. Ensuring timely responses to financial queries would help reduce administrative bottlenecks and maintain implementation momentum.                                                                                                                                                                   |     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |      |      |
| Recommendation #5: UNEP should continue improving project design processes by supporting countries in developing robust Theories of Change, conducting stakeholder and capacity assessments, and establishing clear sustainability strategies that facilitate long-term institutional adoption of transparency systems. | Yes | UNEP is already incorporating this recommendation into the design of new CBIT proposals across the portfolio. New projects will include an explicit, narrative Theory of Change developed with country counterparts, a stakeholder and capacity assessment conducted during preparation, SMART indicators with defined baselines and means of verification, and a sustainability plan addressing institutional, financial, and technical dimensions. UNEP will also ensure that inclusive design approaches –integrating gender, indigenous peoples, and vulnerable group considerations are applied consistently from project inception. These improvements will be applied to any follow-up CBIT project in Paraguay. | 2026 | UNEP |

UNEP to insert

### XIII. Quality assessment of the Terminal Review Report

**Review Title:** Terminal Review of the UNEP-GEF Project 'Establish an integral MRV/M&E system to enhance climate transparency in Paraguay' (GEF ID 10342) 2022 – 2025

Consultant: María Lucía Martínez.

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

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | Final Report Rating |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| <b>Section A: Executive Summary</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | Assessment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                     |
| <p><b>1. Does the <i>Executive Summary</i> act as a concise, accurate standalone section, especially to inform decision-making? Consider how clearly and concisely the report presents:</b></p> <ul style="list-style-type: none"> <li>a clear summary of the review object</li> <li>review objectives, scope and methodology</li> <li>the overall project review rating</li> <li>a summary of main review findings, including key features of performance (strengths and weaknesses)</li> <li>summary responses to key strategic review questions</li> <li>summary of main conclusions, lessons learned and recommendations</li> </ul>                                                                         | <p><u>Coverage/omissions:</u></p> <p>Almost all the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The Executive Summary is comprehensive while remaining reasonably concise. It functions effectively as a standalone section. The inclusion of concise responses to the four Key Strategic Evaluation Questions is a particular strength.</p> <p>The Executive Summary would have benefited from a short standalone summary of the report's overall conclusions.</p> | 5                   |
| <b>Section B: The Project</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | Assessment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                     |
| <p><b>2. Does the report clearly describe the <i>key parameters, scale and complexity of the evaluand</i>? Consider how well the report presents:</b></p> <ul style="list-style-type: none"> <li>an overview of the main issue that the project is trying to address</li> <li>timeline, including dates of project approval, duration and number of phases (where appropriate)</li> <li>geographic coverage (regions/countries)</li> <li>total secured budget and project financing, including a table with funding sources</li> <li>implementing and funding partners</li> <li>institutional context (i.e. UNEP sub-programme, Division, Branch etc)</li> <li>implementation structure with diagram</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>All the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report comprehensively describes the key parameters, scale and complexity of the evaluand.</p> <p>The contribution to the UNEP Medium-Term</p>                                                                                                                                                                                                                         | 5.5                 |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Final Report Rating |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| <ul style="list-style-type: none"> <li>• UNEP results frameworks to which it contributes (e.g. PoW Direct Outcome)</li> <li>• summary of results framework as stated in the ProDoc (or as officially revised)</li> <li>• stakeholder groups organised according to relevant common characteristics</li> <li>• whether the project has been evaluated in the past (e.g. mid-term, by an external agency, etc.)</li> <li>• substantive or significant changes in design during implementation</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <p>Strategy, Programme of Work and Direct Outcomes is discussed under Strategic Relevance rather than within the introductory Project section.</p> <p>The contextual section is unusually detailed and extends well beyond the minimum information required to describe the evaluand. While this enriches the analysis, it slightly delays presentation of the project-specific information.</p>                                                                                                                                                                                                                                                                                                                                                             |                     |
| <b>Section C: Review Methods and Theory of Change</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | <b>Assessment</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                     |
| <p><b>3. Does the report present a clear, comprehensive and adequate description of the <i>review methodology</i>? Consider how well it presents the following elements, and their adequacy based on the scope of the review:</b></p> <ul style="list-style-type: none"> <li>• statement of the purpose of the review and the key intended audience for the review findings</li> <li>• data collection methods and information sources</li> <li>• justification for methods used (e.g. electronic/face-to-face interviews, qualitative/quantitative analysis)</li> <li>• criteria and sampling strategies used to select stakeholders for consultations, and for sites/countries visited</li> <li>• number and types of respondents (<i>including in a table broken down by gender</i>)</li> <li>• strategies used to increase stakeholder engagement and response rate</li> <li>• methods used to include the voices/experiences of different and potentially excluded groups (e.g. women, marginalised)</li> <li>• data verification methods (e.g. triangulation)</li> <li>• data analysis methods (e.g. scoring, thematic analysis)</li> <li>• review limitations and mitigation measures (e.g. how these were addressed by the evaluator)</li> <li>• consideration for ethics and human rights issues, including how anonymity and confidentiality were protected</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>Almost all the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The discussion of stakeholder engagement is particularly strong, explaining both sampling decisions and actual participation rates across stakeholder categories.</p> <p>The report openly discusses methodological limitations and explains how they were mitigated, strengthening the credibility of the findings.</p> <p>The integration of document review, interviews, field observations and survey results demonstrates a robust mixed-methods design supported by triangulation.</p> <p>The report would have benefited from a more explicit description of the qualitative data analysis process (e.g. thematic</p> | 5                   |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | Final Report Rating |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | <p>analysis or coding strategy) used to develop findings and ratings.</p> <p>Although gender-disaggregated participation is well documented, the methodology does not explicitly explain how the perspectives of marginalized or potentially excluded groups were intentionally sought during data collection, beyond acknowledging the limited participation of some stakeholder groups.</p>                                                                                                                                                                                                                                                                                                     |                     |
| <p><b>4.</b> Does the report describe an assessment and reformulation of the <b>Theory of Change</b>, and present an adequate articulation of the TOC causal pathways that were used to assess project performance (<i>narratively and diagrammatically</i>)? Consider how well the report presents:</p> <ul style="list-style-type: none"> <li>• whether the project design included a TOC</li> <li>• how the <i>TOC at review</i> <sup>42</sup> was designed (e.g. who was involved, etc)</li> <li>• confirmation/reconstruction of results in accordance with UNEP definitions (<i>including reformulation table, which may have initially been presented in the Inception Report and should appear in the Main Review report.</i>)</li> <li>• articulation of causal pathways</li> <li>• identification of drivers and assumptions</li> <li>• identification of key actors in the change process</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>Almost all the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report presents the reconstruction of the TOC both narrative and diagrammatic representations. It clearly explains that the original project design did not include an explicit TOC and justifies the need for reconstruction.</p> <p>An explanation on process, particularly regarding who participated in developing and validating the reconstructed TOC is presented under the "Review Approach" section.</p> <p>The Reconstructed TOC presents the revised results hierarchy but provides relatively limited explanation of the justification behind</p> | 4.5                 |

<sup>42</sup> 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 |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | specific changes from the original project logic. This section would have benefited from using Table 7: Justification for reformulation of results statements and Table 8: Justification for reformulation/expansion of drivers and assumptions, both included in the UNEP Evaluation Office main report template (dated December 2025) for Terminal Reviews.                                                                                                                                                                                                                                      |                     |
| <b>Section D: Evidence and Analysis</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | <b>Assessment</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |                     |
| <p><b>5. Is the report based on <i>sufficient and adequate data</i> and <i>clear and credible evidence</i>? Consider how well the report presents:</b></p> <ul style="list-style-type: none"> <li>• sufficient evidence that is consistent throughout the report</li> <li>• evidence that is supported by data sources (e.g. quotes, reports, etc)</li> <li>• evidence that is explicitly triangulated, unless noted as having a single source</li> <li>• gaps in data are explained and justified</li> <li>• data sources that are reliable, adequate, sufficient for the scope of the review</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>The required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>Evidence is consistently drawn from multiple data sources, including project documentation, interviews, field observations and survey results. Throughout the report, findings are supported by documentary references, stakeholder quotations and quantitative information where available, and evidence is generally triangulated across sources. The evidence presented is generally proportional to the performance ratings assigned under each evaluation criterion.</p> | 5                   |
| <p><b>6. Does the report include <i>rigorous analysis</i> and <i>logical findings</i>? Consider the extent to which the findings are:</b></p> <ul style="list-style-type: none"> <li>• supported by clear analysis that is consistent with the evidence presented</li> <li>• logical, clear and coherent</li> <li>• aligned with UNEP's Criteria Ratings Matrix</li> <li>• aligned with the review framework</li> <li>• more than descriptions and provide insights into 'how' and/or 'why' the project performed a certain way</li> </ul>                                                                | <p><u>Coverage/omissions:</u></p> <p>The required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report presents rigorous, coherent and evidence-based analysis</p>                                                                                                                                                                                                                                                                                                                                                                                                        | 5                   |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                      | Final Report Rating     |
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| <ul style="list-style-type: none"> <li>balanced, presenting both successes and weaknesses</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | <p>throughout. Findings are consistently supported by documentary evidence, interviews, survey data and project documentation, and are logically linked to the performance ratings assigned.</p> <p>The analysis goes beyond describing project activities by examining the factors that influenced performance and explaining how and why results were achieved or constrained.</p> |                         |
| <b>Section E: Review Findings</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | <b>Assessment</b>                                                                                                                                                                                                                                                                                                                                                                    |                         |
| <p><b>7.</b> Does the report present evidence and analysis of project <b>Strategic Relevance</b> with respect to UNEP, partner and geographic policies and strategies at the time of project approval? Consider how well the report addresses:</p> <ul style="list-style-type: none"> <li>Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities</li> <li>Alignment to Donor/GEF/Partners Strategic Priorities</li> <li>Relevance to Regional, Sub-regional and National Environmental Priorities</li> <li>Complementarity with Existing Interventions: complementarity of the project at design (or during inception/mobilisation<sup>43</sup>), with other interventions addressing the needs of the same target groups.</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>All the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report presents a comprehensive assessment of the project's strategic relevance. The analysis goes beyond demonstrating alignment by explaining how the project contributed to broader institutional and policy objectives.</p>                         | 6                       |
| <p><b>8.</b> Does the report present a summary of the strengths and weaknesses of the <b>Quality of Project Design</b>, based on the detailed assessment presented in the Inception Report?</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | <p><u>Coverage/omissions:</u></p> <p>The required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The section provides an appropriate summary of the Quality of Project Design assessment without unnecessarily repeating the detailed</p>                                                                                                                        | <sup>44</sup> NOT RATED |

<sup>43</sup> 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.

<sup>44</sup> 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.

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                         | Final Report Rating     |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <p>analysis presented in the Inception Report.</p> <p>Both design strengths and weaknesses are presented, providing a balanced overview of the project's initial design quality.</p>                                                                                                                                                                                                                                                                                                    |                         |
| <p>9. Does the report recognise and describe, when appropriate, key features of the <b>Nature of the External Context</b> under which the project was implemented that limited the project's performance (e.g. conflict, natural disaster, political upheaval<sup>45</sup>), and how they affected performance?</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | <p><u>Coverage/omissions:</u></p> <p>The required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report clearly identifies the principal external factors affecting project implementation and provides a well-reasoned explanation of their influence on project performance.</p> <p>The analysis appropriately distinguishes between external events beyond the project's control and implementation issues attributable to project management or design.</p> | <sup>46</sup> NOT RATED |
| <p>10. Does the report present a well-reasoned, complete and evidence-based assessment of the <b>Availability of Outputs</b> to the intended beneficiaries? Consider how well the report presents:</p> <ul style="list-style-type: none"> <li>a convincing, evidence-supported and clear presentation of the outputs made available by the project compared to its approved plans and budget</li> <li>assessment of the nature and scale of outputs versus the project indicators and targets</li> <li>assessment of the timeliness, quality and utility of outputs to intended beneficiaries</li> <li>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).</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>Almost all the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report summarises the outputs delivered under each project component and presents an overall assessment of output completion.</p> <p>However, the section focuses primarily on</p>                                                                                                                                                                  | 4                       |

<sup>45</sup> 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.

<sup>46</sup> 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 |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <p>describing output delivery rather than analysing the quality, utility or timeliness of outputs. Discussion of these aspects is found mainly under Achievement of Outcomes (outputs are referred to as "short outcomes") and Efficiency.</p> <p>As a result, the Availability of Outputs assessment in this section does not fully address all the elements expected under the UNEP Quality Assessment guidance. This section would have benefited from using Table 14: Availability of Outputs, which is included in the UNEP Evaluation Office main report template (dated December 2025) for Terminal Reviews.</p>          |                     |
| <p><b>11.</b> Does the report present a well-reasoned, complete and evidence-based assessment of the <b><i>Achievement of Outcomes</i></b>, 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:</p> <ul style="list-style-type: none"> <li>• a convincing and evidence-supported analysis of the uptake of outputs by intended beneficiaries</li> <li>• assessment of the nature, depth and scale of outcomes versus the project indicators and targets</li> <li>• discussion of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself</li> <li>• any constraints to attributing effects to the projects' work</li> <li>• 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).</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>Almost all the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report refers to outputs as "short outcomes", which is not consistent with the UNEP Results Glossary. Although the Achievement of Outcomes section contains evidence of genuine outcome-level changes—such as improved institutional coordination, application of knowledge gained through training, and increased institutional ownership—it frequently combines these with descriptions of project deliverables under the "Short Term Outcome" headings. This is further compounded by</p> | 3.5                 |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | Final Report Rating |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <p>statements such as <i>"This outcome was successfully completed"</i> when describing the delivery of tools, platforms and training products.</p> <p>As a result, the section conflates output- and outcome-level assessments, reducing the clarity of the analysis and making it more difficult to distinguish between the delivery of project products and the achievement of behavioural or institutional change.</p> <p>This section would have benefited from using Table 15: Achievement of Outcomes, included in the UNEP Evaluation Office main report template (dated December 2025) for Terminal Reviews to present a more systematic assessment of progress against the expected outcomes and ratings.</p> <p>Finally, the assessment of effects on disadvantaged or marginalized groups is not explicitly integrated into this criterion and is instead discussed under Factors Affecting Performance.</p> |                     |
| <p><b>12.</b> Does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to <b><i>Likelihood of Impact</i></b>? Consider how well the report presents:</p> <ul style="list-style-type: none"> <li>• an explanation of how causal pathways emerged and the resulting change processes</li> <li>• an explicit discussion of how drivers and assumptions played out</li> <li>• an explanation of roles played by key actors and change agents</li> <li>• 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).</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>Almost all the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report provides a logical explanation of how project outcomes are expected to contribute to longer-term impacts through clearly articulated causal pathways.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 5                   |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Final Report Rating |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <p>The discussion appropriately recognises uncertainty and avoids overstating impacts that cannot yet be demonstrated at project completion.</p> <p>The discussion clearly identifies the institutional actors responsible for sustaining and advancing project results beyond project completion.</p> <p>The report would have benefited from explicitly stating whether any unintended positive or negative effects were identified during implementation.</p>                                                                                              |                     |
| <p><b>13.</b> Does the report present an integrated analysis of all dimensions evaluated under <b>Financial Management</b> and include a completed 'financial management' table? Consider how well the report addresses the following:</p> <ul style="list-style-type: none"> <li>• <i>adherence</i> to UNEP's financial policies and procedures</li> <li>• <i>completeness</i> of financial information, including the actual project costs and actual co-financing used and explanation of any variances between planned and actual expenditures</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>All the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report presents a structured and evidence-based assessment of the project's financial management. It addresses the key dimensions required by the UNEP review framework, including adherence to UNEP financial procedures, completeness of financial information and communication between finance and project management.</p> <p>The assessment is supported by completed financial management tables and expenditure data.</p> | 5                   |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Final Report Rating |
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| <p><b>14.</b> Does the report present an integrated analysis of all dimensions evaluated under <b>Efficiency</b>? Consider how well the report presents:</p> <ul style="list-style-type: none"> <li>• cost-effective or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe</li> <li>• implications of any delays and no cost extensions</li> <li>• discussion of making use, during project implementation, of/building on pre-existing institutions, partnerships and complementarities with other initiatives, programmes and projects etc.</li> </ul> <p>the extent to which the management of the project minimised UNEP's environmental footprint.</p> | <p><u>Coverage/omissions:</u></p> <p>All the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report presents a well-reasoned assessment of project efficiency, examining implementation progress, adaptive management, partnerships and the use of existing institutional arrangements to support project delivery. The discussion of implementation delays and the no-cost extension is particularly strong, explaining both their causes and their implications for project delivery.</p> <p>The assessment of UNEP's environmental footprint is not presented within the Efficiency section itself but it is discussed under Factors Affecting Performance – Environmental and Social Safeguards.</p> | 5.5                 |
| <p><b>15.</b> Does the report present a well-reasoned, complete and evidence-based assessment of the project's <b>Monitoring and Reporting</b>? Consider how well the report addresses the following:</p> <ul style="list-style-type: none"> <li>• the quality of <i>monitoring of project implementation</i> (including use of monitoring data for adaptive management)</li> <li>• the quality of <i>project reporting</i> (e.g. PIMS and donor reports)</li> </ul>                                                                                                                                                                                                                                                  | <p><u>Coverage/omissions:</u></p> <p>All the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report presents a comprehensive and structured assessment of the project's monitoring and reporting arrangements, addressing monitoring design, implementation monitoring and project reporting separately. The assessment explains how monitoring information was used to support adaptive management and documents the quality</p>                                                                                                                                                                                                                                                                        | 5.5                 |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                   | UNEP Evaluation Office<br>Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Final<br>Report<br>Rating |
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|                                                                                                                                                                                                                                                                                                                                                                                                           | <p>of project reporting to UNEP and the GEF. The analysis is supported by documentary evidence and interview findings.</p> <p>Table 6, "Summary of Project Reports Submitted" is illustrative.</p> <p>Overall, the assessment addresses the principal requirements of the UNEP review framework but gives greater emphasis to implementation monitoring than to the quality of the monitoring system.</p> <p>While adaptive management is well documented, the report would have benefited from examples illustrating how specific monitoring findings directly resulted in management decisions during implementation.</p> |                           |
| <p><b>16.</b> Does the report present an integrated analysis of all dimensions evaluated under <b>Sustainability</b> (i.e. the endurance of benefits achieved at outcome level)? Consider how well the report addresses the following:</p> <ul style="list-style-type: none"> <li>• socio-political sustainability</li> <li>• financial sustainability</li> <li>• institutional sustainability</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>All the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report provides a comprehensive and well-balanced assessment of all three sustainability dimensions.</p> <p>The analysis clearly distinguishes strengths supporting sustainability from the remaining institutional, financial and political risks that could affect continuation of project outcomes.</p> <p>Institutional sustainability is particularly well analysed, with detailed discussion of governance arrangements, technical capacity, knowledge</p>                               | 6                         |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Final Report Rating |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | management, institutional ownership and long-term operation of the transparency system.                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                     |
| <p><b>17. Does the report present a well-evidence analysis of the <i>Factors Affecting Performance</i>, either in this section or in cross-referenced sections?</b></p> <p><i>These factors are not always discussed in stand-alone sections and may be integrated in the other performance criteria as appropriate. However, if not addressed substantively in this section, a cross reference must be given to where the topic is addressed, and that entry must be sufficient to justify the performance rating for these factors.</i></p> <p>Consider how well the report addresses the following cross-cutting issues:</p> <ul style="list-style-type: none"> <li>• quality of project management and supervision<sup>47</sup></li> <li>• stakeholder participation and co-operation</li> <li>• responsiveness to human rights and gender equality</li> <li>• environmental and social safeguards</li> <li>• country ownership and driven-ness</li> <li>• communication and public awareness</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>All the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report presents a structured assessment of the factors affecting project performance and addresses each of the cross-cutting issues.</p> <p>The discussion is supported by documentary evidence, stakeholder interviews and findings presented elsewhere in the report. Several of these issues are also analysed under other evaluation criteria, providing a coherent explanation of the factors influencing project performance.</p> | 5.5                 |
| <b>Section F: Conclusions, Lessons Learned and Recommendations</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Assessment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                     |
| <p><b>18. Do the <i>Conclusions</i> present a summative assessment of the evaluand as a whole, reflecting on prominent aspects of the project's performance? Consider how well the conclusions:</b></p> <ul style="list-style-type: none"> <li>• provide a compelling narrative and integrated assessment of project project's performance (i.e. achievements and limitations)</li> <li>• add deeper insights and analysis beyond the findings under each individual criterion</li> <li>• are derived from the synthesized analysis of evidence gathered during the review process</li> <li>• provide clear and succinct response to the key strategic questions</li> <li>• address the human rights and gender dimensions of the intervention explicitly (e.g. how these dimensions were considered, addressed or impacted on)</li> </ul>                                                                                                                                                                   | <p><u>Coverage/omissions:</u></p> <p>Most of the required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The conclusions present a well-structured synthesis of the evaluation findings and provide an overall assessment of project performance.</p> <p>The section reflects on the project's principal achievements, remaining</p>                                                                                                                                                                                                             | 5                   |

<sup>47</sup> 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 |
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| <ul style="list-style-type: none"> <li>provide lessons that are rooted in real project experiences, describe the context from which they are derived, and do not duplicate recommendations</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | <p>limitations and the factors influencing performance, and is generally well grounded in the evidence presented throughout the report. The conclusions also respond to the Key Strategic Questions and provide lessons learned that are distinct from the recommendations.</p> <p>Table 7 ("Summary of Project Findings and Ratings") does not fully serve its intended purpose. Rather than providing a concise narrative summary of the assessment under each evaluation criterion, it largely repeats the numerical ratings presented in the adjacent column.</p> |                     |
| <p><b>19.</b> Does the report present <b>Recommendations</b> 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:</p> <ul style="list-style-type: none"> <li>are clearly formulated and logically derived from the findings and/or conclusions</li> <li>are feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when</li> <li>include at least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions</li> <li>represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.</li> </ul> <p><u>NOTES:</u></p> <p><b>(i)</b> 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.</p> <p><b>(ii)</b> 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.</p> | <p><u>Coverage/omissions:</u></p> <p>The required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The recommendations are relevant, practical and clearly derived from the evaluation findings. They identify appropriate implementing institutions and focus on addressing the principal factors affecting sustainability and future project performance.</p> <p>The recommendations are clearly formulated, practical and directly linked to the evaluation findings and conclusions.</p>                                                        | 5                   |

| Report Quality Criteria                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | UNEP Evaluation Office Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | Final Report Rating |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| <b>Section G: Report Structure and Presentation</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Assessment</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                     |
| <p><b>20.</b> Is the report <b><i>well-structured and complete</i></b>? Does it:</p> <ul style="list-style-type: none"> <li>• follow the Evaluation Office structure and formatting guidelines</li> <li>• include all required sections and annexes, as applicable</li> <li>• not exceed 50 pages in length from the Executive Summary to the end of the Conclusion</li> </ul> <p>Does the report <b><i>present</i></b> information clearly and appropriately? Is it written:</p> <ul style="list-style-type: none"> <li>• in clear and accessible language</li> <li>• largely free from grammar, spelling and punctuation errors</li> <li>• in an adequate and professional tone</li> <li>• with the use of visual aids, such as maps, graphs tables and photos</li> </ul> | <p><u>Coverage/omissions:</u></p> <p>The required elements are addressed.</p> <p><u>Strengths/weaknesses:</u></p> <p>The report is well organized and mostly follows the overall structure prescribed by the UNEP Evaluation Office for Terminal Reviews. However, the report would have benefited from using the latest Main Review Report template published at: <a href="#">15 TR MAIN REPORT TEMPLATE 08.12.25.docx</a></p> <p>The main body of the report exceeds the UNEP Evaluation Office guidance of 50 pages from the Executive Summary to the end of the Conclusions.</p> <p>The report is clearly written, professionally presented and generally easy to navigate. It uses accessible language appropriate for both technical and non-technical audiences, maintains a consistent professional tone throughout, and makes effective use of tables, figures, diagrams and annexes to support the narrative. Visual aids are well integrated and contribute to explaining the project context, implementation arrangements and evaluation findings.</p> <p>Editorial presentation would have benefited from more selective use of bold formatting, allowing key findings and</p> | 5                   |

| Report Quality Criteria              | UNEP Evaluation Office Comments         | Final Report Rating |
|--------------------------------------|-----------------------------------------|---------------------|
|                                      | messages to stand out more effectively. |                     |
| <b>OVERALL REPORT QUALITY RATING</b> |                                         | <b>5.1</b>          |

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.

\* 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 Evaluation report only contains a summary.

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

#### Rating the Report Quality Criteria

| Rating (1-6)         | Description                                            |
|----------------------|--------------------------------------------------------|
| <b>6</b> (90 – 100%) | Provides all content with high quality.                |
| <b>5</b> (70 - 89%)  | Provides all content with minor weaknesses.            |
| <b>4</b> (50 – 69%)  | Provides most content with minor weaknesses.           |
| <b>3</b> (30 - 49%)  | Provides most content with significant weaknesses.     |
| <b>2</b> (11 – 29 %) | Omits substantive content with significant weaknesses. |
| <b>1</b> (0 -10%)    | Omits almost all content with major weaknesses.        |



## **XIV. Data collection tools**

### **General questions for individual interviews:**

- What was your involvement with the Project?
- Did you contribute to the design and development of the Project? If you did, In what ways?
- Regarding the context in which the project was implemented, were there any external factors that affected the implementation of the project in any way? For example, climatic events, economic crises, political instability, or similar circumstances.
- What would you say was the main problem the Project was expected to solve? To what extent would you say it was achieved?
- What were the main results and milestones of the Project?
- In what ways, and to what extent did implementation challenges occur? In the case that challenges occurred, what were the main causes and what measures were taken to cope with the challenges?
- What would you consider as the important lessons learned for any follow-up Project?
- Are there according to you benefits (impacts) of the Project that can still be seen today? If so, what are those benefits?
- What would be lessons learned for any follow-up Project?
- Have these lessons been taken into account in the formulation of any follow-on projects or are you planning to take these lessons into account in any current initiative to be further developed?
- To what extent was the Project relevant for your country? In what sense?
- In which ways have you been informed about the Project's activities?
- What are the strengths and weaknesses of the Project?
- Did the Project cooperate with other similar and relevant initiatives? If so, how?
- In what ways, and to what extent, has the Project (and implementation of activities) considered aspects of gender, vulnerable groups and human rights?
- In what ways, and to what extent, has the importance of sustainable development been highlighted in Project activities and Project outputs during the implementation phase?
- To what extent are the possible links to Climate Change initiatives explored and when found established during the implementation phase?
- To what extent were relevant stakeholders considered to be involved in Project activities?
- In what ways, and to what extent did the Executing Agency make the connection to UNEP MTS and PoW during the implementation phase?
- To what extent were gender and marginalized groups involved in Project activities? If those groups were not involved would you see reasons for not involving them?
- From your point of view, are there any socio-political, financial, or institutional factors that could put the sustainability of the project's results at risk?

## Survey on Training Activities:

# Actividades de capacitación en el marco del Proyecto CBIT de Paraguay

Gracias por tomarse unos minutos para completar esta encuesta.

El objetivo de la misma es conocer su **opinión sobre la utilidad y la calidad de las actividades de capacitación**, llevadas a cabo en el marco del **Proyecto CBIT de Paraguay** "*Desarrollo de un sistema integral de MRV/M&E para fortalecer la transparencia climática en Paraguay*" (UNEP/GEF 10342), ejecutado por el MADES entre 2022 y 2025.

Todas las respuestas serán **anónimas y confidenciales** y se utilizarán exclusivamente para los fines de esta **Revisión Final**.

Agradecemos su valiosa participación.

\* Indica que la pregunta es obligatoria

### 1. 1. ¿Participó en alguna de las siguientes capacitaciones desarrolladas en el marco del Proyecto CBIT de Paraguay? \*

- Capacitación para el mantenimiento del Visor de Escenarios Climáticos
- Taller de comunicación y socialización de compromisos por sector en el marco de la NDC
- Taller Midiendo la Resiliencia Climática: Identificación de Indicadores de Progreso para la Inversión en Adaptación al Cambio Climático
- Taller Jóvenes por la Acción Climática: Impulsando el Liderazgo Juvenil en la Lucha contra el Cambio Climático
- Taller de Generación de Capacidades en actores locales, distrito de Villa Hayes
- Taller de elaboración y construcción de la actualización del análisis de vulnerabilidad
- Capacitación Proyecto Educación para el Cambio Climático: Mi Mundo Ideal - Soñar, aprender y actuar por un futuro sostenible
- Capacitación Educación Climática y Gestión de Riesgos en Escuelas
- Taller de Prueba Piloto del Submódulo de Mitigación del SIAM
- Conversatorio Liderazgos que inspiran: mujeres y jóvenes por la acción climática
- Taller de Generación de Capacidades en actores locales, gobernación de Central

Marca solo un óvalo.

☐ Sí

☐ No

**2. ¿Con qué género se identifica? \***

*Marca solo un óvalo.*

- ☐ Mujer
- ☐ Mujer Trans / Travesti
- ☐ Varón
- ☐ Varón Trans / Travesti
- ☐ No binario
- ☐ Otro / Ninguno de los anteriores
- ☐ Prefiero no responder

**3. ¿Podría indicarnos su pertenencia institucional durante el periodo de implementación del Proyecto CBIT Paraguay (2022–2025) \***

*Marca solo un óvalo.*

- ☐ Ministerio del Ambiente y Desarrollo Sostenible (MADES) de Paraguay
- ☐ Otra agencia de gobierno de Paraguay
- ☐ Organización de la Sociedad Civil
- ☐ Organismo internacional
- ☐ Sector Privado
- ☐ Academia
- ☐ Consultor independiente
- ☐ Otros: \_\_\_\_\_

**4. ¿Cuántos años de experiencia tiene en temas relacionados con el cambio climático y la transparencia climática? \***

*Marca solo un óvalo.*

- ☐ 0
- ☐ 1 a 4
- ☐ 5 a 10
- ☐ 10 a 15
- ☐ Más de 15

**5. ¿En cuáles de las siguientes actividades de capacitación participó en el marco del Proyecto CBIT de Paraguay? (Puede seleccionar todas las opciones que correspondan)** \*

*Selecciona todas las opciones que correspondan.*

- ☐ Capacitación para el mantenimiento del Visor de Escenarios Climáticos
- ☐ Taller de comunicación y socialización de compromisos por sector en el marco de la NDC
- ☐ Taller Midiendo la Resiliencia Climática: Identificación de Indicadores de Progreso para la Inversión en Adaptación al Cambio Climático
- ☐ Taller Jóvenes por la Acción Climática: Impulsando el Liderazgo Juvenil en la Lucha contra el Cambio Climático
- ☐ Taller de Generación de Capacidades en actores locales, distrito de Villa Hayes
- ☐ Taller de elaboración y construcción de la actualización del análisis de vulnerabilidad
- ☐ Capacitación Proyecto Educación para el Cambio Climático: Mi Mundo Ideal - Soñar, aprender y actuar por un futuro sostenible
- ☐ Capacitación Educación Climática y Gestión de Riesgos en Escuelas
- ☐ Taller de Prueba Piloto del Submódulo de Mitigación del SIAM
- ☐ Conversatorio Liderazgos que inspiran: mujeres y jóvenes por la acción climática
- ☐ Taller de Generación de Capacidades en actores locales, gobernación de Central
- ☐ Otros: \_\_\_\_\_

**6. ¿Cuán satisfecho/a está, en general, con la calidad de las capacitaciones en las que participó?** \*

*Marca solo un óvalo.*

1   2   3   4   5

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Nad ☐ ☐ ☐ ☐ ☐ Muy satisfecho/a

**7. ¿Cómo calificaría la utilidad de las herramientas y metodologías presentadas durante las actividades de capacitación?** \*

*Marca solo un óvalo.*

1   2   3   4   5

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Nad ☐ ☐ ☐ ☐ ☐ Muy útiles

**8. ¿Aplicó en su organización los conocimientos adquiridos en estas actividades de capacitación?** \*

*Marca solo un óvalo.*

- ☐ Nunca
- ☐ A veces
- ☐ Siempre

**9. ¿Qué tan probable es que continúe utilizando los conocimientos adquiridos a lo largo del tiempo?** \*

*Marca solo un óvalo.*

- ☐ Nada probable
- ☐ Algo probable
- ☐ Muy probable

**10. ¿Le gustaría continuar recibiendo capacitación sobre estos temas?** \*

*Marca solo un óvalo.*

- ☐ Sí
- ☐ No

**11. ¿Podría compartir brevemente qué considera más valioso de cada actividad de capacitación y qué aspectos podrían mejorarse?**

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## XV. Paraguay CBIT 10342 Project governance structure as in the original Project Document

Table 1. Project governance structure

| Body                                    | Composition                                                                                                                                                                                                     | Role and description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Frequency of meetings |
|-----------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------|
| <b>Project Steering Committee (PSC)</b> | <ul style="list-style-type: none"> <li>- Chief Technical Advisor</li> <li>- UNDP Paraguay</li> <li>- MADES</li> <li>- Ministry of Foreign Affairs.</li> <li>- UN Environment Climate Mitigation Unit</li> </ul> | <ul style="list-style-type: none"> <li>- Oversight of the project progress and implementation of Outputs;</li> <li>- Approve workplans and budget revisions;</li> <li>- Approve management decisions to ensure timely delivery of quality outputs;</li> <li>- Provide overall guidance and strategic direction;</li> <li>- Enhance and optimize the contributions of various partner organizations through coordination of all activities and inputs</li> <li>- The Ministry of Environment and Sustainable Development will appoint a Project Director (PD) that will act as the PSC Chairperson</li> <li>- The Chief Technical Advisor (CTA) will act as the PSC Secretary</li> </ul> | Once a year           |

| Body                                | Composition                                                          | Role and description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Frequency of meetings                                                                          |
|-------------------------------------|----------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|
| <b>Implementing GEF Agency (IA)</b> | UN Environment, GEF Climate Mitigation unit, Climate Change Division | <ul style="list-style-type: none"> <li>- Ensure timely disbursement/sub-allotment to executing agency based on agreed legal document and in accordance with UNEP and GEF fiduciary standards;</li> <li>- Follow-up with Executing agency for progress, equipment, financial and audit reports;</li> <li>- Provide consistent and regular oversight on project execution and conduct project supervisory missions as per Supervision Plans and in doing so ensures that all UNEP and GEF criteria, rules and regulations are adhered to by project partners;</li> <li>- Technically assess and oversee quality of project outputs, products and deliverables – including formal publications;</li> <li>- Provide no-objection to main TORs and subcontracts issued by the project, including selection of the Chief Technical Advisor;</li> <li>- Attend and facilitate inception workshops, field visits where relevant, and selected steering committee meetings;</li> <li>- Assess project risks, and monitor and enforce a risk management plan;</li> <li>- Regularly monitor project progress and performance and rate progress towards meeting project objectives, project execution progress, quality of project monitoring and evaluation, and risk;</li> <li>- Monitor reporting by project executing partners and provide prompt feedback on the contents of the report;</li> <li>- Promptly inform the management of any significant risks or project problems and take action and follow up on decisions made;</li> <li>- Apply adaptive management principles to the supervision of the project;</li> <li>- Review of reporting, checking for consistency between execution activities and expenditures, ensuring that it respects GEF rules;</li> <li>- Clear cash requests, and authorization of disbursements once reporting found to be complete;</li> <li>- Approve budget revision, certify fund availability and transfer funds;</li> <li>- Ensure that GEF and UNEP quality standards are applied consistently to all projects, including branding and safeguards;</li> <li>- Certify project operational completion;</li> <li>- Link the project partners to any events organized by GEF and UNEP to disseminate information on project results and lessons;</li> <li>- Manage relations with GEF.</li> </ul> | Periodic meetings (calls) with the EA's Project Management Unit (PMU), at least once per month |

| Body                                 | Composition                                                           | Role and description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | Frequency of meetings                                                         |
|--------------------------------------|-----------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|
| <b>Executing Agency (EA)</b>         | UNDP Paraguay (in collaboration with its national counterpart, MADES) | <ul style="list-style-type: none"> <li>- Ensure that the project meets its objectives and achieves expected outcomes;</li> <li>- Ensure technical execution according to the execution plan laid out in the project document;</li> <li>- Ensure technical quality of products, outputs and deliverables;</li> <li>- Ensure compilation and submission of progress, financial and audit reporting to IA;</li> <li>- Submit budget revisions to IA for approval;</li> <li>- Address and propose solutions to any problem or inconsistency raised by the IA;</li> <li>- Bring issues raised by or associated with clients to the IA for resolution;</li> <li>- Facilitate meetings of Steering Committees and other oversight bodies of the project;</li> <li>- Day to day oversight of project execution;</li> <li>- Submit all technical reports and completion reports to IA (realized outputs, inventories, verification of co-finance, terminal reporting, etc.);</li> <li>- Monitoring and evaluation of the project outputs and outcomes;</li> <li>- Effective use of both international and national resources</li> <li>- Timely availability of financing to support project execution;</li> <li>- Proper coordination among all project stakeholders; in particular national parties;</li> <li>- Timely submission of all project reports, including work plans and financial reports,</li> <li>- Follow-up with, or progress, procurement, financial and audit reports.</li> </ul> | Periodic meetings (calls) with the IA's Task Manager, at least once per month |
| <b>Project Management Unit (PMU)</b> | Project Director (NPD)                                                | <ul style="list-style-type: none"> <li>- Will be a national/governmental officer appointed by the Ministry of Environment and Sustainable Development;</li> <li>- Act as the PSC's Chairperson;</li> <li>- Report to and receive advice from the PSC;</li> <li>- Identify and secure partner support for the implementation of project activities;</li> <li>- Advise on hiring process.</li> <li>- Act as the project's entry point within the government of Paraguay</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Regular meetings with the CTA at least twice per month                        |

| Body | Composition                   | Role and description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Frequency of meetings                                                                                                                                                                                            |
|------|-------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|      | Chief Technical Advisor (CTA) | <p>The CTA will be hosted within the Ministry of Environment and Sustainable Development premises and have the following duties:</p> <ul style="list-style-type: none"> <li>- Take responsibility for day-to-day project operations;</li> <li>- Take responsibility for the execution of the project in accordance with the project objectives, activities and budget;</li> <li>- Deliver the outputs and demonstrate its best efforts in achieving the project outcomes;</li> <li>- Coordinate project execution and liaison with national counterparts (relevant ministries, national agencies, private sector, NGOs etc.);</li> <li>- Manage financial resources and processing all financial transaction relating to sub-allotments;</li> <li>- Prepare all annual/year-end project revisions;</li> <li>- Attend and facilitate inception workshops and national project steering committee meetings;</li> <li>- Assess project risks in the field, monitor risk management plan;</li> <li>- Ensure technical quality of products, outputs and deliverables;</li> <li>- Coordinate the project team of consultants and subcontractors;</li> <li>- Coordinate with strategic taskforces (i.e. thematic or technical working groups);</li> <li>- Act as Secretary of the PSC;</li> <li>- Plan and organize the PSC annual meetings;</li> <li>- Periodic reporting to UNEP and the PSC for allocation of the GEF grant according to the approved workplan and budget, in coordination with UNEP and PD;</li> <li>- Notify UNEP and the PSC in writing if there is need for modification to the agreed implementation plan and budget, and to seek approval;</li> <li>- Address and rectify any issues or inconsistencies raised by the Implementing Agency;</li> <li>- Support compilation and submission of progress, financial and audit reporting to the Implementing Agency;</li> <li>- Prepare, at the end of the project, the project Final Report.</li> </ul> | <p>Regular meetings with the PD, at least twice per month</p> <p>Quarterly meeting with the project's Financial Officer</p> <p>Ad-hoc meetings with project team members (consultants, subcontractors, etc.)</p> |

|                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                     |                                                   |
|---------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|
| <b>Advisory Committee</b> | <p>Members of the National Climate Change Commission:</p> <ul style="list-style-type: none"> <li>-The Ministry of Environment and Sustainable Development (MADES),</li> <li>-The Ministry of Foreign Affairs (MRE),</li> <li>-The Ministry of Industry and Commerce (MIC);</li> <li>-The Ministry of Public Works and Communications (MOPC);</li> <li>-The Ministry of Finance (MH);</li> <li>-The Ministry of Agriculture and Livestock (MAG);</li> <li>-The Ministry of Public Health and Social Welfare (MSPyBS);</li> <li>-The Ministry of Women;</li> <li>-The Technical Planning Secretariat (STP);</li> <li>-The National Forest Institute (INFONA);</li> <li>-The National Emergency Secretariat (SEN);</li> <li>-The Paraguayan Institute of the Indigenous (INDI);</li> <li>-The Directorate of Meteorology and Hydrology of the National Directorate of Civil Aeronautics (DINAC);</li> <li>-The National Commission for the Defense of Natural Resources (CONADERNA) of the Honorable National Congress;</li> <li>-The Environmental Law Directorate of the Supreme Court of Justice;</li> <li>-The Board of Governors;</li> <li>-The National Electricity Administration (ANDE);</li> </ul> | <p>- Advise the Directive Committee in the approval and consultation on Outputs and Information Quality Control</p> | <p>As needed, but meets quarterly as per law.</p> |
|---------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|

| Body | Composition                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | Role and description | Frequency of meetings |
|------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|-----------------------|
|      | <ul style="list-style-type: none"> <li>-The Binational Entity Itaipú;</li> <li>-The Yacyretá Binational Entity (EBY);</li> <li>-The National University of Asunción (UNA);</li> <li>-The Catholic University Our Lady of the Assumption (UCA);</li> <li>-The Network of Environmental Non-Governmental Organizations of Paraguay (ROAM);</li> <li>-The Paraguayan Industrial Union (UIP);</li> <li>-The Rural Association of Paraguay (ARP);</li> <li>-The Ministry of Education and Sciences (MEC); and,</li> <li>- The National Council of Science and Technology (CONACYT)</li> <li>- Chamber of Paraguayan Cereal and Oilseeds Exporters and Traders (CAPECO)</li> <li>-Guild of Production Unions (UGP)</li> </ul> |                      |                       |

Source: CEO ED

## XVI. CBIT Paraguay 10342 Key Stakeholders as in the original Project Document

**Table 2. Project key stakeholders**

| Stakeholder main group                                                                                          | Stakeholder name                                                                                                                                | Existing activities with potential to be leveraged                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Content engagement, contributions to the project (identified by Component or Output)                                                                                                                                                                                                                                                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Intersectoral<br><br>Includes:<br>Government Organizations, NGOs, Academia, and Private sector representatives. | National Commission on Climate Change (CNCC from its Spanish acronyms)                                                                          | <p>This commission was created by the Law 5875 from 2019. In the chapter IV, articles 9-11 are given its members and functions. This body is a key part for this project due to its responsibilities regarding the support and cooperation to the Ministry of Environment and the Climate Change Directorate.</p> <p>This is an interinstitutional commission with representatives from 35 institutions and groups, including government, academia, private sector, civil society and indigenous institutions. The CNCC's task is to provide its point of view and advice on climate change related policies.</p> <p>- This commission is a consultative and deliberative instance with the aim of supporting and advising the climate change policy implementation. As part of this commission, national stakeholders are represented, including the Indigenous Paraguayan Institute (INDI) and others considered key part of the information management process to ensure the tracking of the climate action in Paraguay.</p> | <p>Feedback on the different steps in the process as it brings together a wide range of stakeholders to the project.</p> <p>The CNCC will be a consultative body for the CBIT project. Therefore, it will be involved in outputs 1 through 4.</p>                                                                                                                                                                                                             |
| Academia                                                                                                        | <ul style="list-style-type: none"> <li>- National University of Asunción.</li> <li>- Catholic University Nuestra Señora de Asunción.</li> </ul> | As members of the CNCC, these institutions are well positioned to contribute with the project's outcome.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Provide inputs regarding the system design (Output 1), the emission factors and activity data (Output 2) and potential institutions in charge of setting up the capacity building system (Output 3). An agreement with any of these institutions for the capacity building system will have the advantage of retaining capacities in local universities, which would be able to add the training generated under the CBIT project as part of their curricula. |
| NGO                                                                                                             | The Network of Environmental Non-Governmental Organizations of Paraguay (ROAM);                                                                 | Articulation with environmental NGOs in Paraguay                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | Provide feedback regarding project design and the implementation of tools (outputs 1.1-1.3).                                                                                                                                                                                                                                                                                                                                                                  |
| Government                                                                                                      | Ministry of Agriculture and Livestock (MAG, from its name in Spanish)                                                                           | Responsible for advocating and suggesting policies which promote and strengthen agricultural production and food security of Paraguay.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Feedback of the process of improving the collection of activity data, construction of indicators, participation in the training processes                                                                                                                                                                                                                                                                                                                     |

| Stakeholder main group | Stakeholder name                                                                                                                | Existing activities with potential to be leveraged                                                                                                                                                                                                                                                           | Content engagement, contributions to the project (identified by Component or Output)                                                                                                                                                                                                                                                                          |
|------------------------|---------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                        |                                                                                                                                 |                                                                                                                                                                                                                                                                                                              | and strengthening of technical capacities. Output 1. and activities 2.1, 3.4, 3.5 and 3.6                                                                                                                                                                                                                                                                     |
| Government             | The Agricultural Statistics and Census Bureau of the Ministry of Agriculture and Livestock (DCEA-MAG, from its name in Spanish) | Responsible for collection of activity data for the agricultural sector.                                                                                                                                                                                                                                     | Feedback of the process of improving the collection of activity data as part of the Output 2.                                                                                                                                                                                                                                                                 |
| Government             | National Forest Institute (INFONA, from its name in Spanish)                                                                    | Responsible for the generation and collection of activity data for the forestry sector.                                                                                                                                                                                                                      | Feedback of the process of improving the generation and collection of activity data as part of the Output 2.                                                                                                                                                                                                                                                  |
| Private sector         | Industrial/Farmers Associations (ARP, UIP, UGP)                                                                                 | Private sector actors are key players in the compilation of activity data, and in the implementation of mitigation and adaptation actions. The agriculture sector is especially important. Receiving their input and their buy-in for proposed MRV/M&E systems is important for the success of this project. | Contributing with their expertise when upgrading emission factors and improving activity data collection under Output 2, as well as being consulted when establishing the MRV and M&E systems under Output 3.                                                                                                                                                 |
| Government             | Ministry of Finance                                                                                                             | Responsible for public finance in Paraguay.                                                                                                                                                                                                                                                                  | Interaction on the definition and consensus of indicators linked to climate finances and the assistance on the identification of mechanisms of financial sustainability of the integrated monitoring system of Climate Change of Paraguay under Output 3.<br><br>The Ministry of Finance is part of Ad-hoc Finance Commission for Climate Change of the CNCC. |
| Government             | Ministry of Women's Affairs                                                                                                     | Responsible for advocating and suggesting policies which include a gender perspective.                                                                                                                                                                                                                       | Feedback on the process of indicator development for the NDC progress monitoring (activities 3.1 and 3.2), and in the capacity building programme (activity 3.4)                                                                                                                                                                                              |
| Government             | Technical Secretary for Economic and                                                                                            | Responsible for national planning systems; monitoring and evaluation of public management;                                                                                                                                                                                                                   | Member of Ad-hoc Finance Commission for                                                                                                                                                                                                                                                                                                                       |

| Stakeholder main group | Stakeholder name                                            | Existing activities with potential to be leveraged                                                                                                                                                                                                                                                                                                                      | Content engagement, contributions to the project (identified by Component or Output)                                                                                                                         |
|------------------------|-------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                        | Social Development Planning (STP)                           | public investment and external financing, as well as public statistics. The General Directorate of Statistics, Surveys and Censuses (DGEEC) reports to this secretariat.                                                                                                                                                                                                | Climate Change of the CNCC, body in charge of coordinating the actions for the MRV system of the Support received Output 3.<br>Connect national planning processes with the information generated (Output 4) |
| Indigenous peoples     | Federation for the self-determination of indigenous peoples | FAPI is a federation made up of 13 organizations of Indigenous Peoples of Paraguay. The organization is part of the CNCC and has also been participating for several years in the design of the Safeguard System for REDD +. Their participation in the project would be related to the mentioned system and in Output 3 in the activities related to capacity building | Participation related with the MRV of mitigation (Output 3. Activity 3.1) capacity building activities (Output 3, Activities: 3.4). FAPI is also part of the CNCC consultative instance of the project.      |

Source: CEO ED