Terminal Evaluation of the UNEP Project
“631.1 Accelerating the shift to sustainable public procurement and monitoring progress” and “SMA ID 43577”
(2020-2023)

Evaluation Office of the United Nations Environment Programme

October 2025

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631.1 "Accelerating the shift to sustainable public procurement and monitoring progress"
SMA ID 43577
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The evaluator would like to thank the project team for their contribution to the evaluation process. Sincere appreciation is also expressed to UNEP Evaluation Office, particularly to Janet Wildish (Director of Evaluation Office) and Pauline Marima (Evaluation Officer) who took time to provide comments to the draft report.

The evaluation consultant hopes that the findings, conclusions and recommendations will contribute to the continuous improvement of similar projects in other countries and regions.

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Brief consultant biography

Kassem El Saddik is an independent evaluation and learning specialist with over 20 years of experience leading results-driven evaluations in fragile and transitional contexts. His portfolio covers resilience, governance, environment, livelihoods, and social protection, with multi-country assignments for FAO, UNICEF, UNITAR, WIPO, the World Bank, WUSC, IRC, Oxfam, and MSF. Kassem combines strong facilitation skills with inclusive stakeholder engagement across diverse linguistic, cultural, and institutional contexts. He co-authored the EvalSDGs Guide for evaluating the SDGs and co-authored several EVALSDGs/ IIED policy briefs advocating for equity and systems thinking. As an advisor to ALNAP, EVALSDGs, and EVALMENA, he is recognized for designing utilization-focused, locally grounded learning systems and contributing to global evaluation discourse.

About the Evaluation

Joint Evaluation: No
Report Language(s): English.
Evaluation Type: Terminal Evaluation

ABSTRACT: This report is a Terminal Evaluation of the UNEP project: *"Accelerating the shift to sustainable public procurement and monitoring progress"*, implemented between 2020 and 2023.The project's overall goal was to assist countries in implementing Sustainable Public Procurement (SPP) policies, establish regional SPP networks and monitor the global progress of SPP, notably through the measurement of SDG 12.7.1. The evaluation sought to assess project performance (in terms of relevance, effectiveness and efficiency) and determine the sustainability of its results. The evaluation has two primary purposes: accountability and learning. Data collection methods included in-depth interviews and document reviews. Data analysis was based on applying triangulated data to assess performance against a reconstructed Theory of Change and its causal pathways. With an overall performance rating of **Unsatisfactory'**, the fifth point on a six-point scale, the main findings include: (i) The project strengths lay in aligning with global frameworks, contributing technically to Sustainable Public Procurement (SPP) methodologies, and revitalizing the Asia-Pacific Green Public Procurement Network (AP-GPPN) for peer learning during the project lifetime. However, weaknesses in monitoring and evaluation, limited national engagement, and insufficient documentation hindered a comprehensive assessment of its impact. (ii) Notable deliverables included the development of SPP action plans and legal frameworks in Caribbean countries and the creation of tools for SDG 12.7.1 reporting. These were driven by UNEP's technical leadership and partnerships with PAGE and One Planet. Despite these successes, the dissemination of global SPP publications could not be verified and the national-level implementation remained partial and inconsistently anchored. (iii) While foundational resources and regional integration efforts were promising, their medium to long-term viability is threatened by weak follow-up, lack of national ownership, and poor institutional handover mechanisms. The exit strategy relied heavily on countries' readiness, which was not adequately supported. Gender and equity considerations were partially addressed, but gender-responsive SPP tools were not developed or applied. The main recommendations to UNEP are: (i) Future projects should be guided by a clear theory of change aligned with UNEP's SPP framework and include robust monitoring systems from the outset; (ii) Strong governance structures, such as steering committees and clear oversight roles, are essential; (iii) Regional networks should be institutionalized within UNEP or partner bodies with dedicated resources and member state commitment; and (iv) For policy-focused initiatives, sustained in-person engagement and technical support must be planned to ensure effective legal and institutional reforms.

Sources of Funding by Country:
Republic of Korea
Norway
Sources of Funding by Institution Type: *(indicate all that apply)*

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

Key words *(max five words)* [1]**:** 10YFP; Ecolabels; Markets; SDG 12.7.1; Green investments

Primary data collection period: January – August 2025
Field mission dates: N/A

[1] *Please provide maximum five key words, which are not already in the project title. Do not include country names, sub-programme titles, or very broad terms.*

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List of acronyms and abbreviations

APGPPN	Asia-Pacific Green Public Procurement Network
EA	Expected Accomplishment
IED	Industry and Economy Division
EOU	Evaluation Office of UNEP
ETPU	Economic and Trade Policy Unit
GE	Green Economy
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
OAS	Organization of American States
OECS	Organization of Eastern Caribbean States
PAGE	Partnership for Action on Green Economy
PoW	Programme of Work
ProDoc	Project Document
RO	Regional Office
SAG II	Switch Africa Green
SD	Sustainable Development
SDG	Sustainable Development Goals
SPP	Sustainable Public Procurement
SPPL	SPP and Eco-labelling Project
ToC	Theory of Change
ToR	Terms of Reference
UNDA	United Nations Development Account
UNEP	United Nations Environment Programme
UNRC	UN Resident Coordinators
UNCT	UN Country Teams

Project Identification Table

Table 1: Project Identification Table

UNEP SMA[2] ID:	**43577**		
UNEP Management (Division/Branch/Unit):	Industry and Economy Division / Resources and Markets Branch / Economic and Trade Policy Unit (ETPU)		
Implementing Partners:	UNEP Regional Offices for Africa, LAC, Europe, West Asia, and Asia Pacific		
Sources of Funding:	*Countries[3]:* *(Cash)* Republic of Korea Norway *(Co-funding in-kind)* Uganda Senegal Kazakhstan, Brazil and Kyrgyzstan Senegal		*Institutions - Multilateral Funds* *(Co-funding in-kind)* SAG II PAGE UNDA Environment Fund
Relevant SDG(s):	Primarily SDG 12.7.1 but also SDG 3,5, 7, 8, 9, 12, 13, 14, 15		
MTS (all that apply):	MTS 2018-2021, 2022-2025	**UNEP approval date:**	July 2020
POW Output(s) number/reference *(applicable for projects approved pre-2022)*	*POW Output:* *(POW 2020-21 and 2022-23)* *631 - Tools, technical and policy support provided to governments and other stakeholders to develop and implement sustainable public procurement* *122.3 - Global Action on Energy Efficient Appliances and Equipment*	**POW Expected Accomplishment(s) number/reference *(applicable for projects approved pre-2022):***	*POW Expected Accomplishment:* **SP6 - Ea(c):** Public and private sectors are increasingly aware of and support the adoption of sustainable lifestyles and sustainable consumption patterns **SP7 – Ea A:** Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action. **SP1 – EaB:** Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies
Sub-programme:	(MTS 2018-21) SP 6: Resource Efficiency SP 7: Environment under Review SP 1: Climate Change	**Programme Coordination Project:**	*N/A*
***Expected* start date:**	August 2020	**Actual start date:**	27 July 2020
***Planned* completion date:**	December 2023	**Actual operational completion date:**	31 December 2023
***Planned* total project budget[4] at approval:**	US$ 2,456,965	**Actual total expenditures reported (Report**	US$ 394,263.30

[2] SMA refers to the ID provided by the Integrated Planning, Management and Reporting Solution (IPMR) system, which was introduced by UNEP in July 2023.
[3] Where applicable, list countries who have provided project funds and/or co-finance.
[4] Total budget may include; Regular Budget, Environment Fund, Extra-Budgetary, including 'softly-earmarked' etc.

UNEP SMA[2] ID:	**43577**		
		Closure Report, 2025):	
***Planned* Extra-budgetary Funds[5]:**	Cash: US$ 1,712,706 In-kind: US$ 744,250	**Secured Extra-budgetary Funds:**	Cash: US$ 437,300 In-kind: US$ 744,250
		Actual Extra-budgetary Funds expenditures reported as of [date]:	Cash: US$ 394,263.30
First disbursement:	US$ 348,200 US$ 89,100	**Planned date of financial closure:**	*Estimated 1 year after operational completion.*
No. of formal project revisions:	0	**Date of last approved project revision:**	27.07.2020
No. of Steering Committee meetings:	4	**Date of Last Steering Committee meeting:**	N/A
Mid-term Review/ Evaluation *(planned date):*	September 2021	**Mid-term Review/ Evaluation (actual date):**	None
Terminal Evaluation *(planned date):*	October 2023	**Terminal Evaluation (actual date):**	January 2025
Coverage – Implementing Country(ies):	India, Antigua and Barbuda, Dominica, Grenada, Uganda, Kyrgyzstan, Kazakhstan, Brazil, Senegal	**Coverage – Implementing Region(s):**	Global (LAC, Europe and Central Asia, Africa and Asia Pacific)
Dates of previous project phases:	N/A	**Status of future project phases:**	N/A

[5] *Extra-budgetary funds may include co-finance (cash/in-kind)*

Executive Summary

1. The project was designed to accelerate countries' shift to Sustainable Public Procurement (SPP) as a lever for greener markets and SDG progress, addressing persistent gaps in national SPP policies and tools, weak monitoring (especially SDG 12.7.1). It was scoped to support nine countries, stand up four regional cooperation networks, and equip countries to monitor/report SDG 12.7.1 with a target of 60 country contributions to the Global Review. The project implementation was led by UNEP's Economy and Trade Policy Unit within the Industry and Economy Division), working with UNEP regional/country offices, line ministries (notably Finance and Environment), and platforms such as PAGE, One Planet, UNDA, EU4Environment, and others. Stakeholder engagement centered on public procurement authorities as key change agents.

2. It was implemented globally and regionally between August 2020 and December 2023, with USD 587,300 in secured funding from KEITI (Republic of Korea) and a soft-earmarked contribution from Norway, plus UNEP in-kind support through the Environment Fund. Additional SPP activities in Kyrgyzstan, Kazakhstan, Brazil (PAGE), Uganda (SAG II), and Senegal (UNDA) were supported with USD 266,250 counted as in-kind contributions. The approved ProDoc budget was USD 3.59 million, combining extrabudgetary cash, anticipated funds, and in-kind co-finance.

This evaluation

3. The terminal evaluation was conducted in line with UNEP's Programme Manual and Evaluation Policy, and was launched in early 2025, fifteen months after project closure. It assessed the project's performance in terms of relevance, effectiveness, efficiency, and sustainability, while also examining factors affecting performance and potential outcomes. Project performance was assessed against nine criteria and rated using UNEP's six-point scale, ranging from Highly Satisfactory to Highly Unsatisfactory. The evaluation was designed to serve two complementary purposes: accountability, by providing an evidence-based assessment of results against stated objectives, and learning, by identifying lessons and recommendations to inform future UNEP programming in sustainable public procurement.

4. A mixed-methods approach was applied, combining a systematic desk review, process mapping, and semi-structured interviews with UNEP staff, regional platforms, implementing partners, and national actors. Consultations targeted stakeholders across UNEP divisions, the Eastern Caribbean, and the Asia-Pacific Green Public Procurement Network, with a structured outreach and snowballing strategy to capture diverse perspectives. Country-level process mapping in the Eastern Caribbean helped trace the sequencing of support and tested the plausibility of reported results. Triangulation of evidence across documents, interviews, and global deliverables underpinned the analytical process.

5. The evaluation, however, faced significant limitations. Documentation gaps were substantial, with many deliverables listed in the Project Closure Report either inaccessible or unverified, particularly for countries outside the Eastern Caribbean. Weak institutional memory, due to staff turnover, absence of a dedicated M&E framework, and poor knowledge management, further undermined the ability to trace results or confirm attribution. Low response rates from focal points constrained stakeholder perspectives. Additional challenges stemmed from the time lag between project implementation and evaluation (2022–2025), which compounded recall difficulties and limited institutional continuity. The ambiguity in country targeting, combined with overlap across UNEP platforms such as PAGE, One Planet, and UNDA, blurred the distinct contribution of the project. These factors together reduced evaluability, but through triangulated use of the available documentation, targeted

consultations, and process tracing, the evaluation reconstructed project trajectories and generated findings with sufficient reliability for accountability and learning purposes.

Evaluation Findings

6. The evaluation finds the project to be satisfactorily relevant, with strong alignment to UNEP's mandate, SDG 12.7.1, and global frameworks on sustainable consumption and production. Evidence shows that it addressed a recognized gap by providing technical tools, guidance, and peer learning platforms, while leveraging UNEP initiatives such as PAGE and One Planet. However, the evaluation notes that while global alignment was strong, the scope was ambitious given the limited resources secured, and national-level contextualization was insufficient.

7. The evaluation finds that the project design, though conceptually sound, was moderately unsatisfactory. It was insufficiently grounded in country-level realities. Evidence demonstrates that the absence of structured consultations during design meant interventions were based more on global ambitions than on differentiated national needs. The theory of change presupposed a uniform trajectory of SPP institutionalization, which overlooked countries' varying levels of readiness, from early awareness to partial implementation, resulting in fragmented and opportunistic delivery approaches.

8. The project effectiveness was found to be moderately unsatisfactory. The evaluation finds that the project produced a number of important outputs, including SPP action plans, legal reviews, SDG 12.7.1 tools, and flagship global publications, with stronger results in the Eastern Caribbean and India. Evidence also shows that the reactivation of the Asia-Pacific Green Public Procurement Network provided a platform for peer learning and South-South cooperation. Nevertheless, the evaluation concludes that these results were limited in depth, not systematically followed through, and showed weak evidence of institutional uptake or outcome-level change, thereby constraining effectiveness.

9. The evaluation reveals that while the project achieved a high disbursement rate of secured funds, financial management was undermined by weak resource mobilization, overreliance on unverified in-kind contributions, and the absence of budget revisions. Evidence shows that only 48% of the planned budget was mobilized, but no adaptive planning measures were introduced to align scope with available funding. The lack of detailed expenditure tracking by output or component further compromised financial accountability and transparency. Its financial management was rated moderately unsatisfactory.

10. The project' efficiency was also rated moderately satisfactory. It operated with only 24% of its planned budget, creating significant resource constraints. While disbursement rates of secured funds were high, evidence indicates that planning was unrealistic, no budget adjustments were made to match actual resources, and delivery often followed an opportunistic and fragmented approach. These factors limited the efficiency gains that could have been realized through more coherent and strategically focused implementation.

11. The evaluation concludes that monitoring and reporting were among the weakest dimensions of the project. They were rated as highly unsatisfactory. Evidence demonstrates that indicators were largely quantitative, output-focused, and misaligned with the Theory of Change, failing to capture institutional uptake or sustainability. Weak reporting, including in the closure report, provided only high-level claims without triangulation or substantiation, thereby undermining accountability, learning, and evaluability of results.

12. Sustainability prospects and likelihood of Impact were rated moderately unlikely. The evaluation finds the prospects for sustainability to be weak. While knowledge resources and the reactivation of the AP-GPPN provided some foundations, evidence shows these achievements were fragile and lacked national ownership, institutional anchoring, or follow-up. The evaluation notes that reliance on countries' own limited capacities and the absence of handover mechanisms or sustained resourcing undermines the plausibility that reforms will continue post-project. Besides, while the project contributed to raising awareness and developing technical foundations, its ability to drive systemic change was limited. The lack of structured follow-up, country-level adoption, and enabling conditions reduced the plausibility of achieving long-term impact without substantial post-project investment.

13. The factors affecting the project performance were also rated moderately unsatisfactory. The evaluation finds that UNEP's technical leadership and its ability to leverage existing platforms such as PAGE and One Planet positively influenced performance. However, evidence shows that weak country ownership, absence of structured partnerships, limited staffing, and loss of institutional continuity significantly hampered results. Knowledge management gaps and fragmented reporting further constrained learning and accountability, reducing the overall performance of the project.

Table 2: Summary of project ratings

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

Conclusions summary

14. The evaluation finds the overall performance of the project to be marginally unsatisfactory. While the project made solid technical contributions, particularly in developing global SPP tools, supporting select national action plans, and reactivating the Asia–Pacific Green Public Procurement Network, its outcomes were constrained by weak financial planning, fragmented implementation, limited monitoring, and insufficient institutional anchoring. As a result, progress remained uneven, with achievements concentrated in a few contexts but falling short of systemic change or sustained national ownership.

Lessons Learned

15. Lesson 1: Strong project focus and design coherence, with a theory of change anchored in UNEP SPP Approach and Maturity framework, helps to mitigate against uneven engagement, fragmented activities and weak attribution of results.

16. Lesson 2: Weak institutional memory and the absence of a structured M&E function severely undermine project evaluability and continuity.

17. Lesson 3: Project success is enhanced where there is a strong governance with focused scope, clear oversight, and resource mobilization capacity

18. Lesson 4: Regional networks require sustained institutional anchoring and resourcing to move beyond ad hoc engagement to sustain the project legacy.

19. Lesson 5: Legal and institutional reforms in procurement systems require in-person, deep, iterative engagement with legal and policy stakeholders that go beyond the normative environmental benefits into analyzing the long-term economic gains to ensure political buy-in.

1 THE PROJECT

1.1 Context

1.1.1 Intervention context

20. Sustainable Public Procurement (SPP) holds immense transformative potential to drive markets toward sustainability, reduce environmental footprints, and contribute significantly to the achievement of the Sustainable Development Goals (SDGs), particularly SDG 12 on Sustainable Consumption and Production. Public procurement accounts for up to 30% of GDP in developing countries and represents a powerful entry point for scaling sustainable practices across public and private sectors. Despite growing recognition, many countries have not fully leveraged SPP to advance their national sustainability agendas, green their public spending, or stimulate responsible production and consumption patterns.

21. Since 2005, the United Nations Environment Programme (UNEP) has played a pioneering role in advancing the global Sustainable Public Procurement (SPP) agenda, providing policy guidance, technical expertise, and implementation support across national, regional, and global levels. Recognized as a leading authority in this domain, UNEP launched the first international SPP initiative at Rio+20 in 2012, which evolved into the 10-Year Framework Programme (10YFP) on SPP in 2014. A cornerstone of UNEP's contribution has been the development of a robust methodology to support countries in designing and implementing SPP policies. This began with the EU-funded project "Capacity Building for Sustainable Public Procurement in Developing Countries" (2009–2011), which supported seven pilot countries using the Marrakech Task Force Approach. Building on this experience, UNEP revised its approach and launched the Sustainable Public Procurement Implementation Guidelines in 2012, recognized widely as the standard reference for SPP policy development and implementation. Since then, UNEP's methodology has been successfully deployed in over 20 countries through initiatives such as the SPP and Eco-labelling Project (SPPEL) (2013–2017), the Eastern Partnership Green Project (2013–2017), which later evolved into the EU4Environment Initiative (2019–2023), and the UNDA project (2018–2021), focusing on Central Asia and Eastern Europe. Complementing these national efforts, UNEP has established regional cooperation networks to support peer learning, capacity building, and policy harmonization, further consolidating its role as a global convener and technical leader in the field of sustainable procurement.

22. The project was designed in response to several persistent challenges inhibiting the uptake and institutionalization of sustainable public procurement (SPP) across countries. These included the limited availability of national SPP policies and tools, weak monitoring systems for tracking SPP progress (including SDG 12.7.1), and the limited platforms for peer exchange and capacity development at the regional level. The project also sought to address gaps in countries' technical readiness to implement SPP, especially in the context of post-COVID green recovery strategies where public procurement could play a catalytic role. At the global level, it responded to the need for consolidated reporting and visibility of country progress on SPP through the development of the third edition of the Global SPP Review. The intervention was further motivated to promote coherence and synergies through coordinated delivery involving UNEP regional offices, technical teams, UN Resident Coordinators (UNRCs), and UN Country Teams (UNCTs).

1.1.2 Institutional context

23. The UNEP project was implemented by the Economy and Trade Policy Unit (ETPU) situated within the Industry and Economy Division of UNEP and falls under the Resource Efficiency sub-programme. It was approved internally by UNEP and launched in August 2020 with an initial duration of 42 months, set to conclude in December 2023. It operates globally and regionally, with active implementation in Asia-Pacific, Africa, Latin America and the Caribbean, and Europe. Although not structured in distinct phases, the project builds on prior UNEP SPP initiatives and incorporates an intervention logic across national, regional, and global levels. The project was not part of a synthesis evaluation or external assessment by other UN agencies. A mid-term review was planned for 2021, but did not take place, and the ongoing terminal evaluation, launched in February 2025, is expected to conclude by September 2025.

24. The project implementation was managed by UNEP's SPP Programme Officer within the Industry and Economy Division, with involvement from UNEP regional and country offices and substantive units. National-level implementation partners include Ministries of Finance and Environment, supported by national consultants and thematic experts. Steering Committees were anticipated to be established in each country, co-chaired by the relevant ministries, in order to ensure cross-sectoral governance and implementation with consultative committees engage civil society and the private sector.

25. The total estimated project budget amounts, as per the ProDoc, to approximately USD 3.6 million, including USD 1.7 million in extrabudgetary cash contributions from the Republic of Korea and Norway (USD 587,300), USD 900,000 from other "unsecured extra budgetary resources" to be solicited over the years, and USD 744,250 in in-kind contributions.

1.2 Results Framework

26. The project aimed to strengthen the institutional, technical, and monitoring foundations for sustainable public procurement globally. It was scoped to support nine countries in designing and implementing SPP policies, with an emphasis on aligning efforts with green recovery plans in the context of post-COVID economic challenges. At the regional level, the project aimed at establishing four peer-learning and capacity-building networks to promote cross-country exchange and collaboration. Globally, it intended to focus on enhancing countries' capacity to monitor and report on SDG 12.7.1, culminating in the third edition of the Global SPP Review, with an expectation to get 60 countries contributing to the Global Review report. The project was conceived to be delivered in collaboration with UNEP regional offices, substantive technical teams, UN Resident Coordinators (UNRCs), and UN Country Teams (UNCTs), ensuring alignment with broader UN reform and integration into national development frameworks.

27. Recognizing the pivotal role of sustainable public procurement (SPP) in advancing inclusive and green economic recovery, this project was founded on three core theoretical premises: (a) if targeted technical assistance is provided to nine countries through the UNEP SPP Approach, then these countries will be able to design and implement SPP policies that align with the Sustainable Development Goals (SDGs) and national green recovery strategies; (b) if four regional peer-learning and capacity-building networks are established, then cross-country collaboration and shared learning will be strengthened, fostering more effective implementation and innovation; and (c) if countries are equipped with the necessary tools and technical capacity to monitor and report on SDG indicator 12.7.1, then global visibility and accountability for SPP progress will be enhanced—culminating in the third edition of the Global SPP Review, with contributions from a minimum of 60 countries. **Table 3** below shows

a summary of the project's logical framework based on the Project Document (August 2019). Please refer to the comprehensive results framework in **Annex I**.

Table 3: Abridged version of the project's approved results framework (Source: ProDoc August 2019)

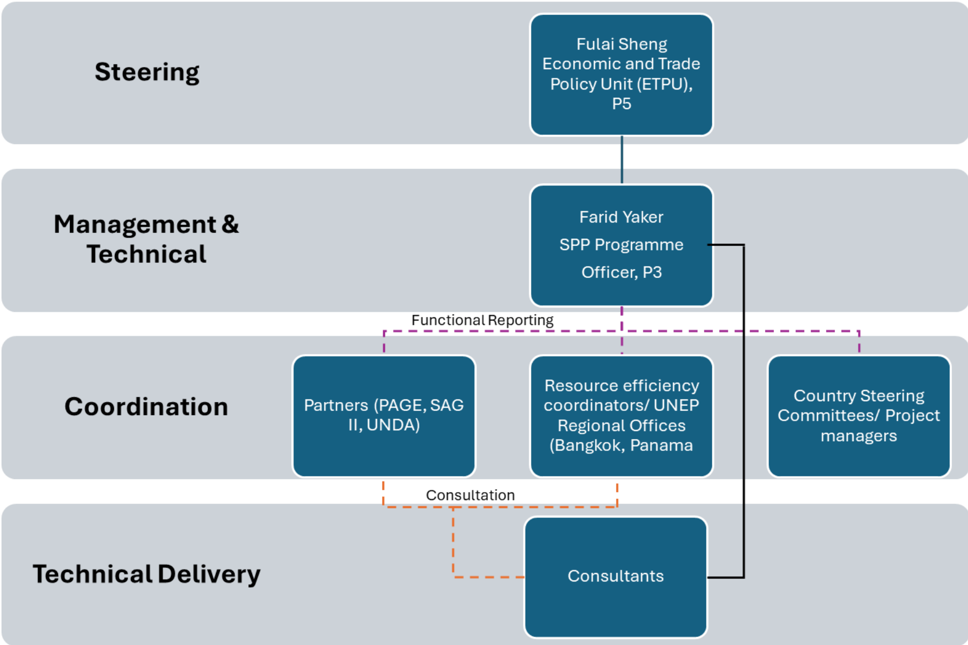
	Results Statement
Project objective	Assist countries in implementing Sustainable Public Procurement policies, establish regional SPP networks and monitor the global progress of SPP, notably through the measurement of SDG 12.7.1.
Impact	The environmental and social footprints of countries decrease as governments purchase more sustainable products, contributing to the attainment of the SDGs and implementation of the Paris Agreement, and that markets are transformed and driven towards sustainability and climate change is mitigated and other sustainable objectives are achieved.
Intermediate state	Countries reach their SPP targets and can report on the sustainability impacts of their SPP policies and green investment increase.
Project outcome	**Countries implement, monitor and report on sustainable public procurement action**
Outputs	A) Countries have developed SPP tools and have acquired the capacity to initiate SPP implementation B) A regional cooperation network on SPP for knowledge exchange and peer to peer learning is established in Asia Pacific C) Countries have acquired the capacity to report on SDG 12.7.1. D) Tools are developed or updated by UNEP to support and monitor SPP implementation and disseminated to relevant stakeholders

1.3 Project Implementation Structure and Partners

28. The management of the project was set up to be led by a lean core SPP team within UNEP's Industry and Economy Division. It comprises a P3-level Programme Officer (Project Manager) supported by interns and consultants on short-term contracts. The Programme Officer reported to the Head of the Economic and Trade Policy Unit under the Resources and Markets Branch, as illustrated in Figure (2). While the SPP team provided technical leadership and global coordination, the project implementation was designed to be heavily relying on collaboration with UNEP's regional and country offices, which were tasked with supporting governments in SPP development, SDG 12.7.1 reporting, and data collection for the 2021 Global SPP Review. Key regional offices identified to engage were those for Africa, Asia and the Pacific, Latin America and the Caribbean, Europe, and West Asia. Country offices in India and Brazil also were engaged to play a role in contextualizing and operationalizing project activities. A central management feature was the planned transfer of technical knowledge from the core SPP team to regional focal points, namely the Resource Efficiency Coordinators, to ensure continued support to member states post-project.

29. In addition to the regional coordination, the project's governance model emphasized cross-thematic collaboration with substantive UNEP teams and external initiatives to maximize synergies and avoid duplication. Internally, UNEP units focusing on eco-labelling, energy efficiency, climate action, sustainable infrastructure, and trade policy were engaged to ensure that SPP interventions were embedded within broader sustainability strategies. Externally, the project sought alignment with complementary partners and initiatives such as PAGE, Switch Asia and Africa Green, United for Efficiency, UNDA, EU4Environment, and the SDG Monitoring Capacity Building Project led by the Science Division. These partners were intended to reinforce implementation at the national level and contribute to UNEP's broader expected accomplishments under the resource efficiency sub-programme.

Figure 1: Organigram of the project with key project stakeholders (Source: Terminal evaluation)



1.4 Stakeholders

30. Upon design, the project conducted a stakeholder mapping using a power-interest matrix to assess the roles, influence, and engagement potential of key actors involved in the project. The evaluation reveals that the stakeholder landscape comprises a complex, multi-tiered architecture of entities operating across national, regional, and global levels, as elaborated in Table (4). At the core of implementation are *public procurement authorities*, typically under ministries of Finance or Economy, which hold both high power and high interest. These entities are responsible for designing national SPP projects, revising legal frameworks, drafting procurement guidelines, and establishing SPP policy units. They are also considered key change agents, particularly in embedding sustainability into public procurement systems. High-spending ministries, including Ministries of Environment and Social Affairs, were identified to play strategic roles in mainstreaming SPP policies across sectors and often manage eco-labelling schemes, contributing to the integration of sustainability criteria across government spending.

Table 4: Project Stakeholders Mapping

Stakeholder Group	Why They Matter	Typical Roles in the Project	Power–Interest Quadrant
Public procurement authorities / Ministries of Finance	They control legal frameworks, national procurement systems, and budget allocations. Their commitment is decisive for institutional uptake.	Lead legal/policy reform, oversee training, manage implementation, report on SDG 12.7.1	**A – Key Player (High power / High interest)**
Public procurers (central & local level)	They are the actual implementers of SPP. Their engagement determines operational success.	Receive training, run pilot tenders, contribute to monitoring data	**A – Key Player**
Line ministries (Environment, Industry, Energy, Health, Education, etc.)	Own large procurement budgets and influence sector-specific criteria; can champion early adoption.	Participate in SPP Steering Committees, help mainstream SPP within sector plans and pilot sustainable tenders	**A – Key Player**

National consultants / experts / academia	They support diagnostics and build institutional capacity	Deliver technical studies, monitoring tools, and capacity-building workshops	**B – Meet Their Needs (High power / Low interest)**
UN Resident Coordinators and UN Country Teams	Align SPP with national development strategies and the broader UN programming environment.	Integrate SPP into UN Cooperation Frameworks and coordinate joint actions	**B – Meet Their Needs**
Suppliers & private-sector actors (incl. SMEs, green producers)	Respond to new tender requirements and ensure market readiness. Their participation is essential for SPP to function.	Participate in market-readiness studies, consultative processes, and adjust product offerings	**C – Show Consideration (Low power / High interest)**
NGOs / public-interest groups	They often represent marginalized or underserved voices.	Join consultative committees, review draft tools, advocate for inclusiveness	**C – Show Consideration**

31. Supporting these strategic actors are public procurers, who operationalize procurement practices on a day-to-day basis and are central to change in procurement practices. These stakeholders are considered to have high interest and relatively structural power, placing them in the quadrant of "Key Players". The project provided these actors with targeted capacity building and training, equipping them to implement green criteria and contribute to monitoring data. Suppliers and private sector stakeholders, particularly those offering eco-friendly products and services, were also identified as having strong interest but limited direct power, requiring engagement through technical consultations, market-readiness assessments, and guidance on responding to updated procurement specifications.

32. The project also involves *national experts and consultancies* (e.g., legal, market, and technical advisors) who will provide tailored inputs into SPP planning and implementation, while building in-country capacity. *Academia* will contribute to monitoring and improving SPP performance, especially in the context of SDG 12.7.1 metrics, and are invited to consultative committees. *NGOs, public interest groups, and not-for-profit organizations (representing women, SMEs, and marginalized groups),* often advocates for sustainability and social justice, were also considered as stakeholders. Finally, *UN Resident Coordinators and country teams* were envisioned to support the integration into national development frameworks, enhancing coherence with broader UN programming

1.5 Project Financing

33. The project was initially budgeted at approximately USD 3.59 million, with a combination of secured, earmarked, and anticipated funds from various sources. Only USD 437,300had been secured for implementation over the project timeframe (2020–2023), including contributions from the Republic of Korea (KEITI) earmarked for the Asia-Pacific GPP Network and another "soft earmarked" contribution from Norway. UNEP also contributed in-kind through the Environment Fund, covering the salary of the project manager. Additional SPP activities in Kyrgyzstan, Kazakhstan, Brazil (PAGE), Uganda (SAG II), and Senegal (UNDA)[6] were supported with in-kind contributions.

34. The project aimed to mobilize at least USD 1.712 million more between 2020 and 2023 to cover the full scope of activities[7]. The resource mobilization strategy included responding to funding calls and engaging donors such as the Swedish International

[6] *Despite the fact that no evidence of the project contribution to those countries were identified.*
[7] *ProDoc*

Development Agency, the IKI instrument, the Global Environment Facility (GEF), EU GCGP, and the Switch Grants Programme. Annual funding requests were also planned to Norway. At the national level, governments were expected to co-finance SPP activities, often by covering staff salaries or providing in-kind resources. At the regional and global levels, support would be mobilized through partnerships with multilateral organizations (e.g., the Organization of American States), regional networks, and private sector entities, particularly those part of the One Planet SPP Monitoring Interest Group.

35. Overall, the project to leverage UNEP's global reach and thematic leadership to maximize efficiency by aligning project implementation with existing programmes such as United for Efficiency and PAGE, and by integrating SPP into wider sustainability and green economy agendas, in order to generate synergies, minimize duplication, and support replication across countries.

Table 5: Project funding sources

Funding source (All figures as USD)	Planned funding	Secured funding
Cash		
Funds from the Environment Fund	0	
Funds from the Regular Budget	0	
Extra-budgetary funding (listed per donor):	$1,712,706	
Republic of Korea (KEITI)		267,300.00
Norway		170,000.00
Sub-total: Cash contributions	**$1,712,706**	**437,300**
In-kind		
Environment Fund staff-post costs	$478,000	
SAG II (Uganda)	$100,000	
UNDA (Senegal)	$25,000	
PAGE (Kazakhstan, Brazil and Kyrgyzstan)	$141,250	
Sub-total: In-kind contributions	**$744,250**	**744,250**
Totals	**2,456,965**	**1,181,550**

2 EVALUATION METHODS

2.1 UNEP's Evaluation Approach

36. In line with the UNEP' Evaluation Policy[8] and Programme Manual[9], the Terminal Evaluation of the project is commissioned 15 months after the project completion in October 2023. It was launched in February 2025 to assess the project performance, relevance, effectiveness and efficiency, and determine the outcomes (actual and potential) stemming from the project, including their sustainability. The Evaluation 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 the project's main project partners. The Evaluation provides lessons of operational relevance for future project formulation and implementation.

37. The evaluation addresses a set of 9 evaluation criteria which include: (1) Strategic Relevance, (2) Quality of Project Design, (3) Nature of External Context, (4) Effectiveness (delivery 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. The evaluator has considered all the evidence gathered during the evaluation in relation to these evaluation criteria to generate performance ratings.

2.2 Data Collection

2.2.1 Primary data sources

38. The evaluation was conducted fully remotely, as stipulated in the TOR. The approach combined a systematic desk review, process mapping, and stakeholder consultations to assess the project's achievements and contributions. The desk review involved a comprehensive examination of the available project documents, including the ProDoc, logframe and deliverable reports – where available. Special attention was given to filling documentation gaps noted in the inception phase, particularly where evidence of reported milestones was identified as missing. Complementing the desk review, a country-level process mapping exercise was conducted focusing on Grenada, Dominica, and Antigua & Barbuda to document the sequencing and scope of project support, from training and assessments to policy formulation, using and validating the project reported milestones and deliverables.

39. In parallel, the evaluation conducted semi-structured interviews with the project stakeholders, including UNEP units, regional offices, implementing partners, and national actors. A list of 49 Key informant interviews was developed in consultation with UNEP. The list comprises seventeen (17) UNEP staff, including PAGE and One Planet, eleven (11) informants from the three East Caribbean states were identified, and eleven (11) members of the Asia-Pacific GPP Network, representing all member countries.

40. To maximize stakeholder engagement and ensure comprehensive representation across project geographies and roles, the evaluator implemented a structured outreach strategy, reflected in the consultation tracking sheet. The list was deliberately segmented by stakeholder categories, including UNEP staff, national government representatives, regional

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[8] *https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies*
[9] *https://wecollaborate.unep.org*

platforms, donors, consultants, and members of the AP-GPP Network. A snowballing technique and a replacement strategy were adopted throughout (e.g., substituting unavailable focal points and identifying additional relevant voices not initially listed). With support from the regional UNEP offices to mobilize informants, all identified 47 informants were contacted more than once, however the turnaround was less than 50%, with limited input from many of the consulted informants, including the Economic and Trade Policy Unit (ETPU) that was the custodian of the project.

2.2.2 Secondary data sources

41. The evaluation notes the project lack of proper documentation. Out of more than 25 deliverables listed in the Project Closure Report (PCR), spanning areas such as national legal reforms, regional cooperation, SDG 12.7.1 reporting, and knowledge product development, only a fraction is substantiated with accessible evidence. Deliverables related to the intervention in the East Caribbean were made available, while outputs attributed to other countries, including Brazil, Kazakhstan, Moldova, and Georgia, are referenced but not made available.

42. Although several global deliverables such as the launch of the Asia-Pacific Green Public Procurement Network, the second edition of the UNEP Sustainable Public Procurement Guidelines, and select SDG 12.7.1 training webinars are available, most country specific fact sheets were not developed, except for Uganda and Senegal. This undermines the ability to fully verify country-level uptake and implementation of SPP tools.

2.3 Data Analysis

43. Data analysis was guided by an evaluation matrix produced during the evaluation Inception phase (see Annex II), which structured the inquiry around key evaluation questions (KEQs) corresponding to the OECD-DAC criteria. For each KEQ, data was triangulated from multiple sources, including a desk review of project documents, technical deliverables, and stakeholder consultations. The matrix served as a tool to organize data inputs and link them systematically to the evaluation criteria.

44. The analytical process followed a thematic analysis approach, with an emphasis on unpacking the pathways through which the project contributed to observed changes in institutional readiness and policy uptake. The process tracing for selected countries, particularly in the Eastern Caribbean, was used to reconstruct the sequence of interventions (e.g., legal reviews, trainings, MRAs, policy support) and assess the plausibility of the project's contribution to intended outcome. The analysis acknowledged attribution challenges, (discussed in section 2.4), but sought to isolate the added value of project-supported activities through a triangulated review of documentation and informant feedback.

2.4 Limitations and Mitigation Strategies

45. Based on the findings from the inception phase, the evaluation identified several systemic and operational limitations that shaped both the scope and methodological framing of this assessment and limiting its evaluability. Key among these was a weak institutional memory caused by staff turnover, particularly the unexpected departure of the Project Manager, who had functioned as both technical lead and institutional custodian of the SPP project. This disruption was compounded by an absence of a dedicated knowledge management system and a formal M&E framework, leaving behind a fragmented documentation trail. The evaluator had to rely on an intensive round of consultations,

employing a snowballing approach with over 15 UNEP staff, to reconstruct the project's logic, trace interventions, and gather missing evidence from alternative data sources.

46. Another critical limitation was the ambiguity in country targeting and the lack of coherence between intended support and documented results. While several countries were nominally included in the scope (e.g., India, Uganda, Brazil, Kazakhstan, Kyrgyzstan), only a few (notably the Eastern Caribbean countries) received coherent and structured technical support. Furthermore, the absence of fact sheets or consistent reporting in the 2022 Global SPP Outlook for several targeted countries raised concerns about attribution and accountability. The situation was exacerbated by a lack of formal oversight mechanisms (such as a project steering committee), making it difficult to validate whether certain deliverables were genuinely linked to this project or were part of overlapping UNEP initiatives.

47. The evaluation faced notable challenges arising from the significant time lag between project implementation and this terminal evaluation, with most activities concluding by 2022 and consultations taking place in mid-2025. This temporal distance not only contributed to recall difficulties and biases among stakeholders but also weakened the institutional memory essential for reconstructing project trajectories and verifying outcomes.

48. In parallel, efforts to explore complementarities and attribution across related UNEP initiatives, such as PAGE, One Planet, UNDA, and SAG II, were hindered by poor documentation of linkages in project records and low responsiveness among key partners. Among the targeted Asia-Pacific SPP Network (AP-GPPN) members, only one focal point responded to consultation requests, while five others requested further clarification on the project itself, indicating limited awareness and weak institutional embedding of the initiative. This low engagement constrained the evaluation's ability to capture divergent perspectives and validate cross-programmatic contributions. It further revealed structural shortcomings in stakeholder engagement, coordination, and the visibility of the project within the broader UNEP portfolio, both during and post project closure.

49. Despite outreach to 47 identified informants across UNEP, partners, and regional and national stakeholders, only 20 individuals responded. Of these, several, including key focal points from the Economic and Trade Policy Unit (ETPU), the project's designated custodian, had limited or no substantive input to offer, reflecting a weakened management structure and absence of an institutionalized knowledge management system.

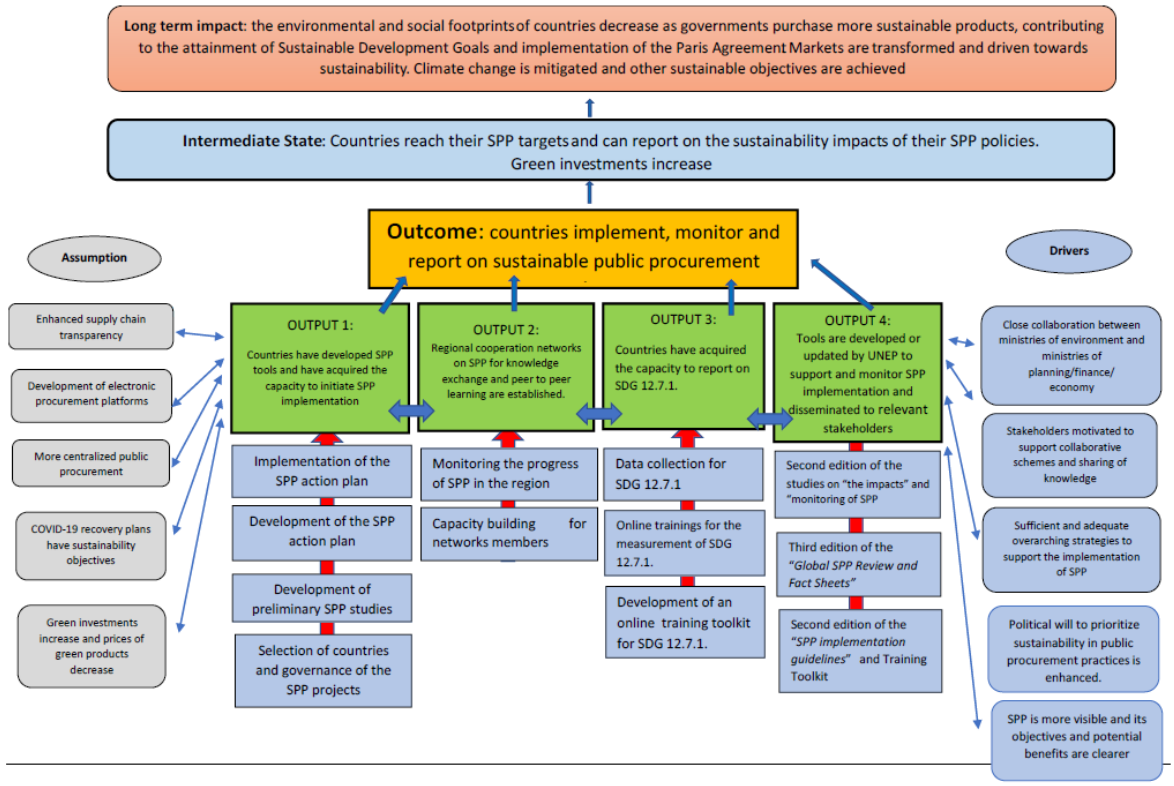
2.5 Ethical Considerations

50. The evaluation adhered to UNEP's Evaluation Policy and the ethical standards outlined in the United Nations Evaluation Group (UNEG) Norms and Standards. Ethical considerations were carefully integrated into all stages of the evaluation process, particularly during stakeholder consultations. Respondents were assured voluntary participation and confidentiality to prevent attribution of specific views to individuals or institutions. No personal data were collected beyond professional affiliations and roles related to the project.

3 THEORY OF CHANGE AT EVALUATION

51. As elaborated earlier, the project was conceived on three core theoretical premises: (a) if targeted technical assistance is provided to nine countries through the UNEP SPP Approach, then these countries will be able to design and implement SPP policies that align with the Sustainable Development Goals (SDGs) and national green recovery strategies; (b) if four regional peer-learning and capacity-building networks are established, then cross-country collaboration and shared learning will be strengthened, fostering more effective implementation and innovation; and (c) if countries are equipped with the necessary tools and technical capacity to monitor and report on SDG indicator 12.7.1, then global visibility and accountability for SPP progress will be enhanced—culminating in the third edition of the Global SPP Review, with contributions from a minimum of 60 countries. Figure (2) captures the project TOC as designed.

Figure 2: SPP Project Theory of Change (Source: Prodoc - August 2019)

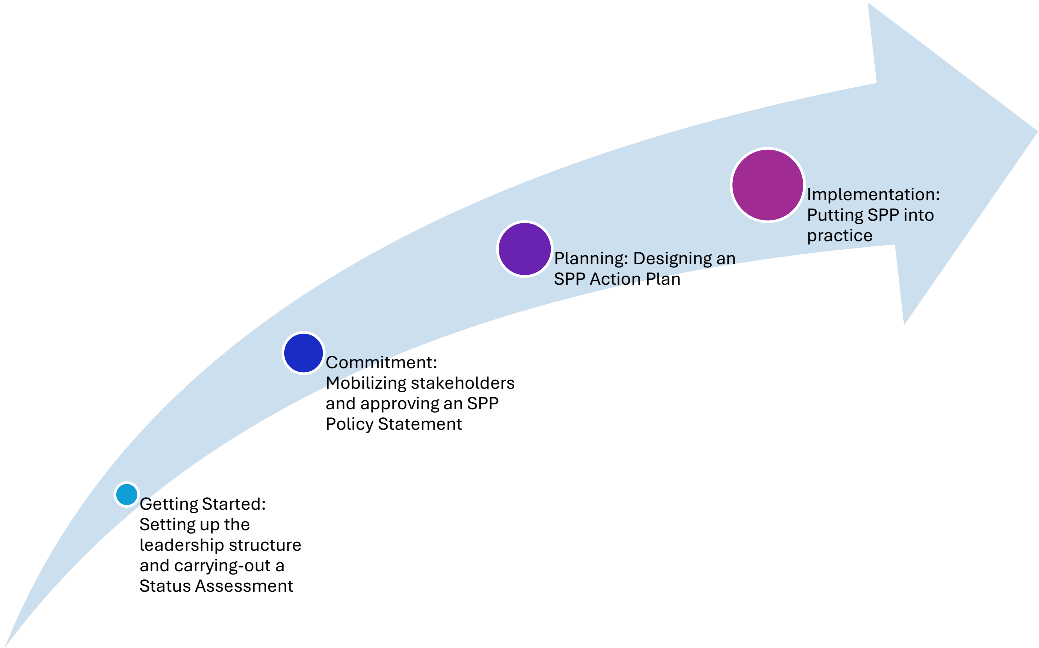


52. However, a close examination of the project's Theory of Change (ToC), logical framework, and underlying causal assumptions, reveals several structural limitations in the original design. While the project document presented a narrative and visual representation of the ToC based on a problem tree, the articulation of causal pathways between outputs and outcomes was partial and fragmented. The linkages among outputs were not clearly established, and although assumptions and drivers were noted in the ProDoc, they remained generic and were not operationalized in connection with the country-specific context and trajectory along the SPP approach.

53. The fragmentation is further reflected in the disjointed implementation of outputs. While the project reports delivering global tools (e.g., SPP Guidelines, SDG 12.7.1 monitoring handbook), the extent to which these were systematically applied, contextualized, or sustained across countries remains unclear. In several cases, countries cited as beneficiaries did not report back through the SPP Global Review, nor did they have verifiable deliverables. The absence of structured engagement pathways, tailored country-level strategies, and consistent follow-up mechanisms highlights a broader shortcoming in strategic alignment across outputs, resulting in a delivery model that appears more additive than integrative. Rather than being grounded in a well-defined ToC, the project would have benefited from a pathway or trajectory-based design approach that recognized the varying stages of maturity in SPP adoption across countries. A framework focused on a process-to-maturity model, by tracing national progression from awareness and planning to implementation, and eventually to monitoring and reporting, would have provided a more practical and adaptive structure. This would have allowed the project to set differentiated targets and support strategies based on each country's entry point and institutional capacity. During the inception phase, the evaluation adapted the four-phased approach described below.

54. The Sustainable Public Procurement (SPP) Approach is structured around four interlinked phases that provide governments with a stepwise methodology to integrate sustainability into procurement systems. The four phases constitute a dynamic cycle of system change, moving from vision-setting to embedding sustainability in institutions, to practical delivery, and finally, to iterative learning and scaling. The first phase focuses on **getting started** and establishes the foundation by setting up leadership and governance structures and conducting legal and institutional assessments to identify opportunities and gaps. This diagnostic stage helps to anchor the process in national priorities and ensure a realistic understanding of existing capacities. The second phase, **Commitment**, is marked by the political and institutional endorsement of an SPP policy statement, accompanied by efforts to secure stakeholder buy-in and mobilize financial resources. This phase translates the initial vision into a clear mandate that can guide action across government and reassure stakeholders of sustained political will. Building on this, the third phase, **Planning**, entails the development of a comprehensive SPP Action Plan. This plan defines measurable targets, delineates roles and responsibilities across institutions, and allocates budgets to ensure feasibility and accountability. It acts as the operational blueprint for mainstreaming SPP into national systems. The final phase, **Implementation**, is where the approach becomes operational through concrete measures such as legislative and regulatory reforms, capacity building of procurement officials, communication and outreach strategies, and the establishment of monitoring and evaluation systems.

Figure 3: The four phases of the SPP Approach (Source: terminal Evaluation, adapted from UNEP SPP Guidelines 2021)



4 EVALUATION FINDINGS

4.1 Strategic Relevance

4.1.1 Alignment to UNEP MTS, POW and Strategic Priorities

55. The evaluation notes the project's multi-layered alignment: (i) vertical coherence from SDG 12.7 down to national SPP policies, (ii) horizontal complementarity with PAGE, UNDA, among others, (iii) thematic resonance with UNEP resource efficiency, and green recovery post-COVID-19 agendas. The evaluation evidence confirms that the project is aligned with UNEP's Medium-Term Strategy 2022-2025 (Sub-programme 6 on Resource Efficiency & Circular Economy) and directly operationalizes its custodial role for SDG 12.7.1. By updating the Tier II monitoring methodology, issuing the SPP Implementation Guidelines (2nd edition, 2021) and the second Global SPP Review 2022, the project translated UNEP high-level commitments into practical guidance and data systems. It further responded to calls for a green recovery by embedding SPP in stimulus packages in the post-COVID era.

Table 6: Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW), and Strategic Priorities

UNEP strategic document	Alignment with UNEP's mandate and thematic priorities	Level of alignment
MTS (2018-2021 and 2022-2025)	The project is aligned with UNEP's Medium-Term Strategy 2022-2025 (Sub-programme 6 on Resource Efficiency & Circular Economy) and directly operationalizes its custodial role for SDG 12.7.1	Full
POW (20-21 and 22-23)	SP6 - Expected Accomplishment (C): Public and private sectors increasingly aware of and support the adoption of sustainable lifestyles and sustainable consumption patterns SP7 – Ea A: Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action. SP1 – EaB: Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies	Partial The evaluation could establish neither the role of private sector, adoption of low greenhouse gas emissions strategies, nor the use of environment data or reporting on SPP.
South-South Cooperation	At the regional level, the project attempted to encourage South-south cooperation between SPP policy makers and stakeholders through the peer-to-peer learning and information exchange facilitated through the AP GPP network and among the East Caribbean Countries	Partial Despite the lack of findings, the evaluation expect that some form of south-south exchange and knowledge transfer took place but could not be fully verified.

4.1.2 Alignment to Donor Strategic Priorities

56. The evaluation notes the project demonstrates clear alignment with the strategic priorities of its key donors and partners. KEITI (Korea Environmental Industry & Technology Institute), as a long-standing supporter of green public procurement in Asia, finds the project as a natural vehicle to strengthening regional cooperation platforms such as the Asia-Pacific Green Public Procurement Network (APGPPN). Upon consultation, KEITI confirms that the project aligns perfectly with KEITI's plan aiming at fostering the implementation of the international, and national/local government level Green Public Procurement (GPP). Similarly, Norway's priorities that are anchored in environmental sustainability and institutional support, are addressed through the project's contributions to SDG 12.7 and its monitoring frameworks.

Table 7: Alignment to Donor Strategic Priorities

Donor or partner strategic document	Alignment with donor or partner strategic priorities	Level of alignment
Republic of Korea (KEITI)	The alignment relates to KEITI's interest in strengthening global SPP systems, drawing on Korea's leadership in green growth and eco-innovation. KEITI's support for the Asia-Pacific Green Public Procurement Network (AP-GPPN) aligns with its focus on regional knowledge exchange and South-South cooperation.	Full
Norway	The project aligns with Norwegian traditional support for institutional strengthening of public procurement and management, through the project's emphasis on SPP policy reforms, and SDG 12.7.1 monitoring.	Full

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

57. At the regional and national levels, the project alignment is observed through its integration into country-level policies and planning instruments. For example, it builds on the SPP readiness in OECS countries by contributing to national action plans, legal frameworks, and market assessments for sustainable construction materials. In India, it complements the government's push for green public procurement through its e-Marketplace (GeM). The project also supports data and monitoring processes essential for countries to report on SDG 12.7.1, reinforcing evidence-based policy development.

58. The project's geographic prioritization of these three states is thus well-founded, as it directly aligns with their stated national development ambitions and governance reform pathways, as confirmed during the consultation process. Despite these strategic linkages, the evaluation notes that while conceptual alignment is robust, operational coherence, particularly in countries supported on an ad-hoc basis, remains limited and would benefit from a more structured and sustained engagement model. More concretely, the evaluation confirms a strong degree of relevance and responsiveness in the project's targeted support to Eastern Caribbean countries, specifically Grenada, Dominica, and Antigua & Barbuda. These small island developing states (SIDS), characterized by narrow economic bases, high import dependence, and acute vulnerability to climate and external shocks, have increasingly recognized public procurement as a strategic lever for advancing climate-resilient development and economic recovery. Prior to the project's intervention, Antigua and Barbuda and Dominica had taken no substantive steps to implement Sustainable Public Procurement (SPP). Both countries operated under outdated legal frameworks that lacked any reference to sustainability, and there was minimal awareness of SPP within the public sector or among local suppliers. While Antigua and Barbuda's Medium-Term Development Strategy (2016–2020) emphasized public procurement reform, its legal system, centred on the outdated Tenders Board Act (1991), failed to provide a foundation for SPP.

59. Dominica presented a different entry point. While it had enacted a Public Procurement and Contract Administration Act in 2012, the law had never been fully operationalized, and no specific sustainability provisions had been introduced. Nevertheless, within Dominica's National Resilience Development Strategy (NRDS) framework, the government sought to position public procurement as a channel to strengthen national supply chains, foster MSME participation, and promote environmentally preferable products in key sectors such as housing and construction. In Grenada, the project was able to build upon a solid foundation of pre-existing political commitment and legal reform. By 2018, Grenada had amended its Procurement Act to integrate sustainability considerations. This positioned Grenada as the only OECS member state to have formalized SPP principles into binding legal frameworks at the outset of the project. As such, the project is found to align with Grenada's National Sustainable Development Plan 2035 and reinforced existing budget support operations by the World Bank, which had made SPP performance a condition of disbursement.

60. The evaluation finds that the Asia–Pacific / South-Asia track addressed a genuine gap in regional knowledge exchange and played to UNEP's comparative strengths in norm-setting and convening. The technical assistance provided in countries such as India was contextually appropriate and filled critical methodological gaps. In Asia-Pacific, the evaluation finds that the project's intervention, centred on the revitalization of the Asia-Pacific Green Public Procurement (AP-GPP) Network, exhibited relatively contextually valid pertinence, particularly in relation to UNEP's comparative advantage in convening regional platforms and standardizing methodologies. In fact, the relaunch of the AP-GPP Network, dormant since 2019, was intended to serve as a regional peer-learning mechanism, enabling countries to share practices, apply UNEP-endorsed tools, and build capacity for sustainable procurement reform. Stakeholder consultations confirm that this objective was well-founded. National counterparts, particularly in India, emphasized UNEP's strategic role in facilitating such cross-country peer-to-peer learning. The latter was described as both strategically necessary and institutionally credible.

Table 8: Relevance to Global, Regional, Sub-regional and National Environmental Priorities

Strategic document or agreement	**Alignment with global, regional, sub-regional, national environmental priorities**	**Level of Alignment**
At the global level	The project contributes directly to SDG 12.7, where UNEP serves as the custodian agency for indicator 12.7.1 and supports the development of methodologies and data frameworks to enable reporting and monitoring.	Full
At the regional and sub-regional levels	The project supports UNEP's ongoing engagement with regional platforms such as the Asia-Pacific Green Public Procurement Network (AP-GPPN) and the Eastern Caribbean States (OECS).	Full
At the national level	The project aligns with country-specific environmental and green economy roadmaps. In Grenada, the work builds on existing legal reforms embedding sustainability in procurement. In India, it supports the development of green listings on the Government e-Marketplace. In Dominica and Antigua and Barbuda, it responds to needs identified in national development strategies. However, the evaluation could not confirm any finding in other countries targeted by the project, namely Senegal, Uganda, Brazil, Kazakhstan, Brazil and Kyrgyzstan.	Partial

4.1.4 Complementarity with Existing Interventions/ Coherence

61. The evaluation finds that the project demonstrates clear conceptual alignment with UNEP's Partnership for Action on Green Economy (PAGE), particularly in its focus on advancing institutional and policy reforms to enable inclusive and sustainable economic transitions. Both PAGE and the project emphasize systemic shifts in public procurement frameworks, calling for policy reform, and alignment with SDG targets. In countries such as India, where PAGE is actively engaged, the project's interventions in support of procurement and capacity development complemented broader PAGE-led initiatives, reinforcing national-level transitions toward sustainable economic planning.

62. While the available documentation, particularly the ProDoc, identified potential synergies with other UNEP mechanisms, most notably the UN Development Account (UNDA) and the Supporting a Green Recovery and Transition to Inclusive and Environmentally Sustainable Economies (SAG II) project, the evaluation was unable to substantiate these linkages beyond the design phase, in part due to lack of documentation and limited consultation with national stakeholders. The way the project was scoped and implemented suggests that it provided ad hoc technical inputs to other UNEP initiatives on a demand-driven basis, rather than through pre-established or strategically coordinated partnerships. Although the project design anticipated a more integrated approach, the inability to mobilize additional resources constrained the realization of such synergies. Consequently, the evaluation found limited evidence of structured collaboration, shared deliverables, or joint programming with UNDA or SAG II, beyond general conceptual alignment and occasional use of shared technical tools.

Table 9: Complementarity with Existing Interventions/Coherence

Other initiatives by UNEP or other organisations	**Complementarity** *(including collaboration, coordination and overlap or duplication)*	**Level of Alignment**
Partnership for Action on Green Economy (PAGE)	Supports national policy reforms for green economy transitions, including sustainable industry, fiscal policy reform, and green jobs. SPP reform was integrated in PAGE's broader policy agenda in countries like India. The project built on PAGE existing institutional engagement and technical tools to embed SPP within national frameworks.	Full
United Nations Development Account (UNDA) and SAG II	UNDA and SAG II aim to strengthen capacities of countries for a green and inclusive recovery by promoting SCP and reforming public governance structures through capacity building and technical support. While the ProDoc anticipated synergies, the evaluation could not confirm structured collaboration with UNDA or SAG II beyond conceptual alignment.	Not confirmed

Rating for Strategic Relevance:	***Satisfactory***
Rating for Alignment to UNEP MTS, POW and Strategic Priorities:	***Satisfactory***
Rating for Alignment to Donor Strategic Priorities:	***Satisfactory***
Rating for Relevance to Global, Regional, Sub-regional and National Priorities:	***Satisfactory***
Rating for Complementarity with Existing Interventions/Coherence:	***Moderately Satisfactory***

4.2 Quality of Project Design

63. Despite a well-intentioned alignment with UNEP's MTS, PoW and a number of global SCP frameworks, the ProDoc reveals a design that is heavily vision-oriented, lacking contextual precision. As elaborated in the Inception report, its problem analysis offers little country-specific economic or stakeholder insight for the nine target countries, and the gender/vulnerable-group sections read more like safeguard compliance than a genuine equity lens. The Theory of Change is clearly illustrated, yet causal/ contributory pathways between the four outputs, and the wider change narrative remain partially articulated, rendering them fragmented. The results framework highlights quantitative measures that say little about the quality or depth of change, particularly for complex deliverables such as SDG 12.7.1 reporting and legal reforms.

64. These design gaps cascade into implementation risks, when complemented by minimal governance model, with one Project Manager and an intern, along with no formal steering committee, unclear accountability and only generic descriptions of partners roles. Targets appear low relative to the nine-country ambition, monitoring was under-resourced and secured funding covered just 17 percent of the total budget. Without a robust stakeholder consultation record, clear value-for-money strategy or context-tailored risk management, the project turned into a "gap-filler" that supplements existing initiatives (PAGE, UNDA, SAG II) rather than catalysing systemic national shifts. Table 10 below provides a summary of the project quality design revised after the conducting the terminal evaluation.

Table 10: Summary of quality of project design assessment ratings

	SECTION	RATING (1-6)	Summary Assessment
A	Project Preparation	3	The ProDoc builds its problem analysis primarily on findings from the 2017 Global SPP Review but does not contextualize these findings within the economic and development realities of the nine targeted countries. There is no evidence of prior stakeholder consultations informing the design. Although the document includes sections on gender and vulnerable groups (1.4 and 1.5), these are generic and appear to reflect compliance with UNEP's safeguard policies rather than offering a meaningful or contextualized analysis of how SPP intersects with equity considerations.
B	Strategic Relevance	5	The ProDoc clearly outlines the project's alignment with UNEP's Medium-Term Strategy (MTS), Programme of Work (PoW), and strategic priorities in Section 2.1. Additionally, Section 2.2 highlights coherence with regional and national environmental priorities.
C	Intended Results and Causality	3	Section 3 of the ProDoc presents a structured Theory of Change (ToC) supported by a problem tree, narrative and schematic outlines of expected outcomes, outputs, assumptions, and drivers. However, the causal pathways across the four outputs are not clearly articulated, and the connections between the problem/solution analysis and the ToC remain underdeveloped. While a results framework is included, its indicators are largely quantitative and insufficient to capture the depth, quality, or behavioural dimensions of change—particularly for complex, policy-focused outputs like SDG 12.7.1 reporting. Additionally, assumptions and risks are presented in generic terms, with limited contextualization by country or identification of the roles of key actors, despite the fact that integrating SPP into procurement systems is a legally and institutionally intensive process requiring sustained national engagement.
D	Logical Framework and Monitoring	3	The project's results framework, as presented in captures the basic structure of the Theory of Change; however, its indicators are primarily quantitative and insufficiently geared toward assessing the quality, effectiveness, or depth of change. Similarly, outcome-level indicators

	SECTION	RATING (1-6)	Summary Assessment
			fail to measure substantive shifts in procurement behaviour or reporting practices, which undermines their evaluative utility. The logframe suggests a limited level of ambition, with all baseline values at zero and targets set without clear justification, raising questions about scope and resource allocation, especially since the project was intended to serve nine countries. The absence of a meaningful rationale for setting lower targets (e.g., only four or five countries for certain outputs) further compounds this issue. Monitoring and evaluation (M&E) arrangements were also weak. The ProDoc budget allocated modest resources to M&E, about 3.8% of the total budget, but no dedicated M&E officer was assigned, and the function was absorbed by the Project Manager. A planned mid-term evaluation (MTE) was never conducted. While the workplan was clear, it was neither context-sensitive nor realistic in anticipating the lengthy, consultative nature of institutional and legislative reform in the targeted countries.
E	Governance and Supervision Arrangements	3	The ProDoc reflects a loosely defined governance model with weak lines of coordination. The project management structure, as described in Section 4.1 of the ProDoc, presents a streamlined model with the Project Manager occupying a central role, supported administratively by an intern. While the ProDoc includes a visual organogram to illustrate this setup, it lacks depth in governance arrangements, particularly in relation to decision-making and oversight mechanisms. Notably, the absence of a Project Steering Committee represents a major gap in accountability and strategic guidance. Although the ProDoc refers to the role of UNEP Regional Offices and the potential formation of National Steering Committees, it does not clearly establish how these entities would interact with the project team or each other. Furthermore, while some additional stakeholders were identified for consultation, their functional roles within the project's implementation and oversight structures remain ambiguous.
F	Partnerships	3	The ProDoc identifies three main categories of partners: UNEP Regional Offices with presumed implementation support capacity; global initiatives such as PAGE, UNDA, SWITCH, and One Planet as strategic collaborators; and national partners, whose capacities (nine target countries) are considered limited based on the 2017 Global SPP Review. However, the analysis of stakeholder capacities is generalized and lacks country-specific depth, with Section 4.2 offering an initial mapping that would have benefited from validation during the inception of national-level interventions.
G	Learning, Communication and Outreach	3	The ProDoc outlines a strong intent to capitalize on UNEP's existing knowledge base, tools, and partner networks to drive learning, capacity building, and revisions to SPP-related guidance and toolkits. However, it lacks clarity on the mechanisms for implementation, offering only a generic communication strategy without detailing specific knowledge management platforms or defined communication channels for national and regional engagement
H	Financial Planning / Budgeting	3	The budget appears appropriate given the scope of activities and the proposed interventions. It is noted that the secured budget ($ 590,000) seems to be minimal for such a project scope. It is around 43% of the total operational cost of $1,363,400 and around 17.3% of the total estimated budget ($ 3,420,000)
I	Efficiency	3	The ProDoc indicates that while the project successfully leveraged partnerships at global and regional levels (e.g., PAGE, UNDA, SAGII), the secured budget of $590,000 (representing only 43% of operational costs and 17.3% of the total estimated budget) was insufficient given the project's broad scope and ambition. Despite efforts to sequence implementation activities efficiently, the expectation that the national policies will change could be realized within two quarters per country

	SECTION	RATING (1-6)	Summary Assessment
			was overly optimistic, and no specific value-for-money strategies were articulated to enhance cost-effectiveness.
J	Risk identification and Social Safeguards	4	The identified risks in section 8 of the ProDoc are valid, but generic (none is specific per the target country) Additional risks, such as, the challenge in identifying priority sectors/ products to be targeted by the project interventions – given the multiple sectors/ Products, cost and economic implications, ease of adopting SPP, readiness of the countries, etc…
K	Sustainability / Replication and Catalytic Effects	4	The project design gave limited attention to the socio-political and financial dynamics within target countries. Environmental sustainability was implicitly integrated through the project's promotion of sustainable production and resource efficiency. Section 10 of the ProDoc outlines the project's exit strategy, centred on countries acquiring the technical and institutional capabilities needed for SPP implementation. Additionally, it envisions sustainability and scaling by embedding SPP in established partnerships such as PAGE, thereby facilitating broader uptake and replication.
	Total (Weighted) Score:	**3.2/6**	**Based on the evaluation's findings, the initial rating of the project's design merited a downward revision from 3.72 to 3.2, reflecting a moderately unsatisfactory design**

Rating for Project Design: ***Moderately Unsatisfactory***

4.3 Nature of the External Context

65. A review of the approved ProDoc and the design quality assessment confirms that the external context in which the project was implemented did not involve high-risk or destabilizing conditions. No armed conflicts, natural disasters, or major political upheavals were identified across the nine target countries during the project's life cycle. Given the contextual realities, the project's risk analysis explicitly excluded violent conflict, abrupt regime change, or acute environmental shocks as likely threats to implementation, as they were not applicable.

66. However, while these extreme externalities were absent, the evaluation finds that several political, economic, and institutional conditions, as well as COVID-19 pandemic, influenced the pace, depth, and effectiveness of project outcomes across countries. Although the project document flagged limited political commitment as a potential risk, this was presented in broad terms, without a country-specific risk mapping or mitigation strategy. As implementation unfolded, it became evident that variation in political will and institutional readiness significantly shaped national trajectories in the Caribbean. Similarly, the evaluation notes the absence of detailed country-level baseline assessments during the project design phase, leaving the project somewhat blind to important local bottlenecks, such as reform timing, bureaucratic inertia, regulatory complexity, and low market readiness. For example, while Grenada benefitted from an enabling legal environment while Antigua & Barbuda and Dominica faced delays in taking up SPP policy reform due to limited administrative bandwidth, constraining implementation momentum, as elaborated in the consultation with the stakeholders.

67. The project's implementation strategy was designed to adapt to the COVID-19 pandemic, designing its capacity development efforts from in-person engagements to virtual modalities. Webinars, e-learning modules, and peer-to-peer online exchanges were prioritized, particularly for Asia-Pacific Green Public Procurement Network (AP-GPPN) sessions and SDG 12.7.1 reporting trainings. These remote activities allowed the project to maintain momentum

and extend technical materials, such as the UNEP Monitoring Handbook and templates, to the target stakeholders during a time of global mobility restrictions. Nonetheless, key components of SPP implementation, such as stakeholder dialogue, institutional diagnostics, legal drafting, and inter-agency coordination, could not be adequately facilitated through virtual means. In several cases, the lack of in-country missions prevented nuanced contextualization, limiting opportunities for hands-on technical support or policy integration.

Rating for Nature of the External Context:	*Moderately Favourable*

4.4 Effectiveness

4.4.1 Availability of Outputs

Output 1:	**Countries have developed SPP tools and have acquired the capacity to initiate SPP implementation**
Output indicators, baselines and targets	1. Number of countries that have carried out a legal study inclusive of a gender equality section [baseline: 0, target 4] 2. Number of countries that have developed new procurement guidelines [baseline: 0, target 5] 3. Number of countries that have developed an SPP monitoring system [baseline: 0, target 1] 4. Number of countries that have developed information tools such as a website, a newsletter and periodic webinars. [baseline: 0, target 1]
Level of delivery:	**Partially delivered.** While logframe targets were nominally met, the evaluability and credibility of achievements are undermined by missing documentation and limited demonstration of functional integration or use.

68. Across all four indicators under Output 1 (Countries have developed SPP tools and have acquired the capacity to initiate SPP implementation), the quantitative achievement is reported to be on track (4 out of 4 indicators marked as achieved), but the underlying evidence base is weak or absent in several cases. Of the deliverables reported, only India and the Caribbean legal and policy component shows some triangulated documentation (e.g., action plans, market readiness studies), while outputs attributed to Uganda lack supporting materials. Moreover, the depth, quality, and operationalisation of outputs, especially concerning monitoring systems and information dissemination, remain unclear. The evaluation concludes that while logframe targets were nominally met, the evaluability and credibility of achievements are undermined by missing documentation and limited demonstration of functional integration or use.

69. More concretely, the project demonstrates good performance in achieving Output 1. The project targeted four countries to carry out *legal reviews* that explicitly incorporate gender equality into SPP frameworks (indicator 1). The available evidence clearly shows this target was fully achieved, with legal studies reportedly conducted in Antigua & Barbuda, Dominica, Grenada, and India. While evidence such as the Action plans conducted for the OECS confirms that the legal review is incorporated, no legal study documents (inclusive of gender analysis) were provided for India. It is worth noting, however, that this indicator was not originally included in the ProDoc's Section 7 monitoring plan, suggesting a realignment during implementation.

70. With regard to indictor 2, the project aimed to support five countries in issuing sustainable procurement guidelines. While five countries (Antigua & Barbuda, Dominica, Grenada, India, and Uganda) are listed as having developed new procurement guidelines, the evaluation could not trace by partial and indirect progress on this front, rendering the achievement weakly substantiated. While in India, the draft procurement guidelines and standard bidding documents developed under the Government e-Marketplace (GeM) was confirmed. The project evidence confirms that in the OECS a *Market Readiness Analysis (MRA)* was conducted, along with Action plans per country, with limited procurement guidelines from an operational standpoint. However, no evidence was made available during the evaluation on Uganda that was reported to have developed/updated its procurement guidelines.

71. Similarly, the evaluation could not verify which country has developed a national SPP monitoring system (indicator 3) or developed SPP information sharing tools (indicator 4). The project noted that both indicators/ targets are achieved in Uganda. However, no evidence, documentation nor URLs was made available to the evaluator to verify the existence or utility of Uganda's monitoring system and tools. the output remains, thus, unverified.

Output 2:	**A regional cooperation network on SPP for knowledge exchange and peer to peer learning is established in Asia Pacific**
Output indicators, baselines and targets	1. Number of networks complying with the following criteria: composed of 12 countries or more, with at least 3 participants from each country (each member representing a different institution/organization), and carry out minimum 4 concrete activities [baseline: 0, target 1]
Level of delivery:	**Partially delivered.** Asia–Pacific Green Public Procurement Network (AP-GPPN) was reactivated and then went back to inactive state since 2023.

72. With respect to Output 2 related to enhancing regional cooperation on SPP for knowledge exchange and peer to peer learning in Asia Pacific, the evaluation notes the project strategic efforts to reactivate the Asia–Pacific Green Public Procurement Network (AP-GPPN) to foster peer exchange, harmonize methodologies, and catalyse regional momentum on SPP. Initially launched in 2013 and dormant since 2019, the network was relaunched in 2021 as a soft platform comprising of 11 countries (with 2-3 members from each). The network proved to support learning. Over the course of the project, four virtual sessions were held, covering topics such as green ICT, supplier outreach, and SDG 12.7 monitoring, drawing participation from approximately 17 countries. It is worth noting, however, that the project intended by design to establish four regional Sustainable Public Procurement (SPP) peer-learning and capacity-building networks, across the different regions[10]: Caribbean, Asia-Pacific, Europe and West Asia; one of which materializes - namely the Asia-Pacific Green Public Procurement Network.

73. Upon deeper review of the network and building on the consultation, the evaluation recognizes that the network played a valuable catalytic role in creating a space for horizontal learning and methodological diffusion, allowing countries with nascent SPP frameworks to learn from more advanced peers. However, the absence of institutional anchoring and resourcing undermined the potential for scaling this momentum into structured collaboration or collective advocacy. While the initial attempts opted for formalizing the network, in practice the AP-GPPN operated with no formal secretariat, steering mechanism, or financial backing

[10] *ProDoc, page 18*

from member states or regional bodies (such as UNEP regional offices). The evaluation notes that the network went back to inactive state since 2023, with no insights from the Economic and Trade Policy Unit or the Regional Office on its status, membership and absence of any form of mechanism for tracking or following up on national commitments made during peer exchanges. Accordingly, the network remains a promising but incomplete instrument, with continued relevance contingent upon UNEP or regional partners investing in its formalization and strategic integration into broader sustainable development cooperation frameworks.

Output 3:	**Countries have acquired the capacity to report on SDG 12.7.1.**
Output indicators, baselines and targets	1. Number of SPP national focal points participating in webinars on measurement of SDG 12.7.1. [baseline: 0, target: 30] 2. Number of SPP national focal points participating in online training on measurement of SDG 12.7.1. [baseline: 0, target: 60] 3. Number of SPP national focal points trained in-situ to measure, monitor and report on the 12.7.1 indicator [baseline: 0, target: 3] 4. Number of SDG 12.7.1 online Training Toolkit developed [baseline: 0, target: 1]
Level of delivery:	**Fully delivered.**

74. With respect to Output 3, the evaluation acknowledges that the project achieved its objective, as evidenced by the project documentation. At the level of foundational capacity-building and awareness raising, the project records show that the different targets were achieved. Various webinars were delivered targeting more than 90 participants across the Globe. In addition to the capacity-building webinars. In addition, the Online Training Toolkit was developed as planned, institutionalizing knowledge resources and ensuring future accessibility[11]. Most notable, the project focus on Asia–Pacific and Caribbean stakeholders was evident through a virtual training cycle (targeting 30 participants) conducted in late 2020. Feedback from the few consulted stakeholders confirms that the technical support and material helped explain the structure of SDG 12.7.1 reporting and served as a useful reference for countries beginning to organize their monitoring processes.

Output 4:	**Tools are developed or updated by UNEP to support and monitor SPP implementation and disseminated to relevant stakeholders**
Output indicators, baselines and targets	1. Number of SPP national focal points participating in webinars on measurement of SDG 12.7.1. [baseline: 0, target 2023: 30] 2. Number of revised UNEP SPP Implementation Guidelines, including a gender equality section [baseline: 0, target 2023: 1]

[11] *These findings are drawn primarily from project documents, as the evaluation encountered weak response rates from the focal points themselves, which limited opportunities to triangulate and validate the reported achievements.*

Output 4:	**Tools are developed or updated by UNEP to support and monitor SPP implementation and disseminated to relevant stakeholders**
	3. Number of an updated edition of the SPP National Fact Sheets and inclusive of a section on gender equality [baseline: 0, target 2023: 1] 4. Number of revised UNEP SPP Training Toolkit, including a gender equality module [baseline: 0, target 2023: 1] 5. Number of recipients of the SPP tools developed by UNEP [baseline: 0, target 2023: 3000] 6. Number of downloads of the SPP tools developed by UNEP [baseline: 0, target 2023: 300] 7. Number of areas of collaboration developed with International Financial Institutions, the OECD or Industry associations/multinationals to synergize sustainable procurement implementation [baseline: 0, target 2023: 3]
Level of delivery:	**Partially delivered.** While the project successfully produced the planned technical outputs and met its quantitative targets on trainings and tool development, the limited evidence of their uptake by countries, the inability to verify outreach and collaboration indicators, and the weak translation of learning into actual national reporting on SDG 12.7.1 demonstrate that effectiveness in achieving the intended outcomes remains constrained.

75. With respect to output 4, the evaluation confirms, based on project records, that several key output targets were achieved with regard to national SPP focal points participated in webinars on SDG 12.7.1, the revision of UNEP SPP Implementation Guidelines the updated SPP National Fact Sheets, and the SPP Training Toolkit. However, the extent to which the gender dimension was substantively addressed in practice in these deliverables remains unverified. Moreover, other planned indicators—such as the number of recipients of UNEP's SPP tools (target: 3,000), downloads of the tools (target: 300), and evidence of collaboration beyond the Caribbean region with other partners, could not be verified due to the absence of means of verification.

76. Despite the progress on outputs, the project's effectiveness in enabling actual monitoring, reporting, and sustained peer cooperation seems to be limited. While multiple countries participated in the webinars and received the SDG 12.7.1 data template, few advanced to the stage of submitting robust data. Among the Asia–Pacific Green Public Procurement Network (AP-GPPN) members, India was the most engaged, aligning its product classification system for the Government e-Marketplace (GEM) with environmental criteria for five categories: LED lights, room-air-conditioners, laptops, recycled paper, and refrigerants. Other countries, such as Bhutan, reportedly initiated roadmap development for their SPP policy and platform but remain in need for additional technical and funding support toward full formalization and endorsement, as elaborated during the consultation. The limited evidence on how the countries, particularly the targeted ones, have used the learning in reporting progress on SDF 12.7.1 indicator, demonstrated that while technical tools and conceptual clarity are necessary, they remain insufficient to drive national reporting. It was not conducive to translate the targeted countries commitment to compile and publish their factsheets (usually annexed to the SPP Global review report (2022). Webinar participants reported in the post-training survey, that they felt "better prepared" to devise indicators following the training, but few were empowered to act on that knowledge in the absence of domestic policy drivers or resources.

77. With respect to the project tools outreach, the evaluation could not confirm the dissemination strategy or the scale of outreach of its technical tools. While key deliverables such as the Global Review and the revised Guidelines were published on UNEP SPP platform[12] , it remains unclear how widely they were accessed and used by practitioners. level.

4.4.2 Achievement of Project Outcomes

Project Outcome	Countries implement, monitor and report on sustainable public procurement action
Outcome indicators, baselines and targets	1. Number of countries having included SPP provisions in their public procurement legal framework [Baseline: 0, target: 1] 2. Number of countries that state they have launched tenders using new sustainable procurement criteria for at least two product groups. [Baseline: 0, target: 1] 3. Number of countries that report improved SPP practices as a result of their regional network activities [Baseline: 0, target: 10] 4. Number of countries providing SDG 12.7.1 data and SPP factsheets [baseline: 0, target: 60] 5. Number of countries reporting on the use of SPP to promote gender equality [baseline: 0, target: 30]
Level of achievement:	**Partially delivered.** The achievements against reported indicators were not consistently substantiated by verifiable evidence. While the project generated important technical outputs that provide a foundation for advancing SPP, the lack of structured follow-up, limited country-level validation, and weak integration into national systems constrained their transformative effect. As such, effectiveness was uneven, showing isolated progress but falling short of catalyzing coherent, sustained national-level change attributable to the project.

78. The evaluation finds that while the outcome targets were formally reported (in the project Closure Report) to be met, the degree of substantiation and attribution to the project varies considerably. Due to the weak monitoring and reporting provisions of the project, the evaluation concluded, based on the series of consultation, that the country referred to by the project is India, as noted earlier. In fact, India has integrated SPP provisions into public procurement legal framework (Outcome indicator 1) and launched tenders using sustainable criteria (Outcome indicator 2) India's Government e-Marketplace (GeM) initiative. However, the evaluation noted that India has been heavily supported through PAGE and hence the contribution of the project to achieving those targets remain hinging on the project technical support – as part of the partnership with PAGE. The limitation in the ability to fully verify the extent of the project contribution does not negate the acknowledged technical support provided.

79. Outcome indicator 3 aims to measure improvements in SPP practices in ten countries through regional network engagement. While the Asia-Pacific Green Public Procurement Network (AP-GPPN) and Caribbean countries (Dominica, Grenada, Antigua and Barbuda) were supported through knowledge-sharing activities, there is little detailed evidence demonstrating practice-level improvements in the other countries. Without validated

[12] https://www.unep.org/explore-topics/resource-efficiency/what-we-do/sustainable-public-procurement/uneps-involvement

case studies or country-level reporting, the evaluation cannot confirm the breadth or sustainability of these changes. In the Caribbean, while legal reviews and action plans for Antigua and Barbuda, Dominica, and Grenada are cited, only partial documentation (action plans and a regional model policy) is referenced, and no detailed legal analysis has been verified.

80. Lastly, Outcomes indicators 4 and 5, concerning SDG 12.7.1 reporting and gender-responsive SPP practices, report achievement based on global submissions (60 and 30 countries, respectively). However, project attribution is difficult to establish. Only a very few countries, namely Uganda and Senegal, provided fact sheets or reporting outputs directly linked to the project's interventions. This raises concerns about the extent to which these reported figures reflect project-induced results versus broader global reporting trends facilitated by other UNEP initiatives. Besides, there is no verifiable evidence that any of the supported countries systematically reported on how SPP has been used to advance gender equality objectives (indicator 5). While gender components were referenced in legal studies, no structured mechanism or reporting template was developed or used to capture this dimension.

81. In conclusion, the effectiveness of the project is characterized by a disconnect between reported indicator achievements and their substantiation through verifiable evidence. The outputs delivered offer foundational building blocks for SPP advancement, but the absence of structured follow-up mechanisms, country-specific validation, and integration into national systems undermines the project's transformative potential.

82. Effectiveness, therefore, is best understood as partial and uneven, marked by isolated areas of progress rather than a coherent or fully realized set of national-level changes attributable directly to the project. This underscores the need for future initiatives to strengthen country diagnostics, ensure embeddedness of regional platforms, and adopt clearer, context-sensitive M&E systems from the outset.

4.4.3 Likelihood of Impact

83. The evaluation finds that the project's chances of reaching its intended "intermediate state"[13] (see Figure 2) were moderate to low. Some progress was achieved, especially in training, market studies, and policy reviews in places like the Caribbean and India. However, the path to real impact (following the SPP phases - see Figure 3) was weakened by fragmented implementation, patchy documentation, and weak institutional support. Many outputs stood alone instead of being tied into broader national policy reforms or backed by mechanisms to ensure government follow-up. For example, procurement guidelines and market studies were produced in Antigua and Barbuda, Dominica, and Grenada, and India strengthened its government e-Marketplace. Yet, these efforts had only limited effect, while in other countries mentioned in the project (such as Uganda, Brazil, and Kazakhstan), there was no evidence of concrete results. Importantly, none of the targeted countries produced the SPP factsheets that were meant to track and showcase progress. There was also no political or technical follow-up to help governments build on these efforts and take their national SPP systems to the next level. As a result, most countries did not reach the intended level of SPP institutionalization or reporting.

84. The evaluation also finds that some of the key assumptions behind the project's theory of change were too optimistic. In reality, these pre-conditions were only partly present. Government ownership was often weak, with limited staff capacity and uncertain political

[13] *Countries reach their SPP targets and can report on the sustainability impacts of their SPP policies and increase green investments.*

commitment, especially in the Caribbean. The lack of in-person missions further reduced momentum, since procurement reform usually requires ongoing policy dialogue and technical support. The Asia–Pacific Green Public Procurement Network helped exchange and learning at first, but the absence of formal governance structures and sustainable resourcing rendered the network inactive by 2023. Planned networks in the other three regions were never established, leaving a major gap in peer learning and regional cooperation

85. Finally, the project's limited resources, absence of a mid-term evaluation, and weak monitoring and follow-up systems hindered its ability to support a transition from technical inputs to systemic change. Although SDG 12.7.1 reporting materials were widely disseminated, their actual use in national reporting or performance monitoring was inconsistent. Country ownership of these tools was limited, and very few countries submitted updated SPP factsheets or demonstrated integration of gender-responsive procurement frameworks.

86. Therefore, while some conditions for impact were initiated, mainly knowledge transfer and market and policy assessments, the lack of sustained country-level follow-up and missing institutional drivers reduce the plausibility that the project's long-term development objective will be fully realized without significant post-project investment or follow-on programming.

Rating for Effectiveness:	***Moderately Unsatisfactory***
Rating for Availability of Outputs:	***Satisfactory***
Rating for Achievement of Project Outcomes:	***Moderately Unsatisfactory***
Rating for Achievement of Likelihood of Impact:	***Moderately Unlikely***

4.5 Financial Management

4.5.1 Adherence to UNEP's Financial Policies and Procedures

87. While the project broadly adhered to UNEP's financial policies in its initial planning, significant shortcomings emerged in execution, particularly in financial documentation, resource planning and traceability. The reliance on unverified national and partner co-financing, coupled with the absence of output-level expenditure tracking and limited evidence of mid-term budget review, reflect a major weakness in resource mobilization and financial management. Despite achieving a high disbursement rate of secured funds, the lack of complete financial records, including untracked in-kind support, undermined alignment with UNEP's financial standards. These gaps point to the need for more robust financial risk mitigation, adaptive budget management, and stronger coordination between project and fund management teams in future UNEP initiatives.

88. The project appears to have followed UNEP's structured financial planning process. its execution revealed shortcomings in financial preparedness, inconsistencies in reporting/ documentation, and strategic realism. It envisioned a multi-source resourcing strategy, with a blend of cash contributions, in-kind support from partners, and national government cost-sharing. The ProDoc revealed a well-articulated budget totalling approximately USD 2,456,956 of which USD 1,712,706 (cash) comprised Extrabudgetary Funding, and USD 744,250 (in-kind) comprised contributions from SAG II, UNDA and PAGE. UNEP itself was projected to contribute USD 478,000 in-kind through Environment Fund post costs—namely, the salary of the Project Manager and other team members. However, the evaluation notes that these in-kind contributions, while budgeted, could not be independently verified through

documentation, pointing to a critical gap in financial reporting and traceability of resource flows.

89. Besides, the actual secured funds by project closure stood at USD 1,181,550, indicating a significant shortfall in resource mobilization - only ~48% of the planned budget (see Table 11 and Table 12 below). This gap suggests either over-ambitious planning without commensurate donor engagement or a lack of adaptive financial reprogramming to reflect resource realities.

90. The lack of availability of financial records, and the fact that the Project Closure report did not specifies the expenditures over the years, and status of the in-kind contributions, reflects weak alignment with good financial reporting practices and standards, including UNEP's.

Table 11: Project Planned Budget (Source: ProDoc 2021)

TYPE OF FUNDING	SOURCE OF FUNDING	2020	2021	2022	2023	Total
CASH	Environment Fund activity budget	0	0	0	0	0
	Regular Budget activity budget	0	0	0	0	0
	TOTAL EF/RB BUDGET	0	0	0	0	0
	Republic of Korea (KEITI)	236,549				236,549
	Norway	296,296				296,296
	PSC RoK (13%)	30,751				30,751
	PSC Norway (8%)	23,704				23,704
	Unsecured XB Funding		906,340	900,000	900,000	2,706,340
	XB Sub-total	587,300	425,000	425,000	275,406	1,712,706
	TOTAL XB BUDGET	587,300	425,000	425,000	275,406	1,712,706
IN-KIND	Environment Fund post costs	58,000	140,000	140,000	140,000	478,000
	SAG II (Uganda)	30,000	70,000			100,000
	UNDA (Senegal)		25,000			25,000
	PAGE (Kazakhstan, Brazil and Kyrgyzstan)	45,000	96,250			141,250
	TOTAL IN-KIND BUDGET	133,000	331,250	140,000	140,000	744,250
	GRAND TOTAL	**2,027,900**	**756,250**	**565,000**	**415,406**	**2,456,956**

Table 12: Project Budget (Source: Project Closure Report, 2025)

TYPE OF FUNDING	SOURCE OF FUNDING	Planned	Secured	Expended
CASH	Environment Fund activity budget	$ -	$ -	$ -
	Regular Budget activity budget	$ -	$ -	$ -
	TOTAL EF/RB BUDGET	$ -	$ -	$
	Republic of Korea (KEITI)	$ 270,000.00	$ 267,300.00	$ 220,237.78
	Norway	$ -	$ 170,000.00	$ 174,025.52
	PSC RoK (13%)			
	PSC Norway (8%)			
	Unsecured XB Funding			
	XB Sub-total			
	TOTAL XB BUDGET	$ 270,000.00	$ 437,300.00	$ 394,263.30
IN-KIND	Environment Fund post costs			
	SAG II (Uganda)			
	UNDA (Senegal)			
	PAGE (Kazakhstan, Brazil and Kyrgyzstan)			
	TOTAL IN-KIND BUDGET	$ 1,562,706.00	$ 744,250.00	$ 744,250.00
	GRAND TOTAL	**$ 1,832,706.00**	**$ 1,181,550.00**	**$ 1,138,513.30**

91. Furthermore, the project also anticipated additional in-kind contributions from participating governments to support implementation. This approach was consistent with recommendations from previous evaluations, which emphasized cost-sharing as a way to strengthen national ownership. However, this expectation proved only partly realistic. Much

of the project's capacity-building was shifted online in response to the Covid-19 pandemic, reducing opportunities for governments to contribute in tangible ways. Beyond this, expecting significant in-kind support was overly ambitious given many countries' limited fiscal space, competing budget priorities, and, in some cases, weak political commitment to advancing SPP.

4.5.2 Completeness of Financial Information

92. The financial data, as recorded in the project closure report (PCR), provides clear accounting for secured and expended resources by funding source, allowing the evaluator to verify disbursement patterns. Of the USD 1,181,550 secured, USD 1,138,513 was actually expended, reflecting a very high absorption rate of over 96%, which implies efficient financial execution once funds were mobilized. However, the total secured budget represents 48% of the originally planned figure (USD 2,457,000). Besides, there is no detailed expenditure breakdown by output or component, which limits deeper analysis on cost-efficiency or alignment of spending with intended results. Furthermore, while partner contributions and in-kind support (e.g., PAGE, SAG, UNDA) are reflected in kind, their actual realization and utilization are not clearly tracked, which partially undermines financial completeness.

93. The substantial variance between the ProDoc budget and actual secured funds, with no evidence of budget revision or adaptive financial planning, suggests limited strategic financial oversight or a breakdown in proactive financial communication mechanisms. The heavy reliance on a few donors (e.g., KEITI and Norway) without expansion to alternative sources also reflects a missed opportunity in adaptive resource mobilization.

94. The budget gap and the lack of mid-course correction indicate weaknesses in preparation and readiness, particularly in donor engagement and realistic financial forecasting. While the project team appears to have delivered outputs with the limited funds secured (as evidenced by high disbursement rates), the overall quality of financial supervision was compromised by the absence of systematic budget re-alignment and limited financial visibility at the output/component level. Moving forward, UNEP project teams would benefit from establishing stronger adaptive financial planning mechanisms and more integrated communication between programmatic and financial staff.

Table 13: Financial management

Financial management components:		Rating	Evidence/ Comments
1. Adherence to UNEP's/Donor's policies and procedures:		**S**	
Any evidence that indicates shortcomings in the project's adherence[14] to UNEP or donor policies, procedures or rules		No	
Was first disbursement carried out within 9 months of UNEP's project approval date.		Yes	
Were the procurement policies of UNEP and the donor(s) followed? *(where applicable)*		N/A	
2. Completeness of project financial information[15]:			
Provision of key documents to the evaluator (based on the responses to A-H below)		**HU**	
A.	Co-financing and Project Cost's tables at design (by budget lines)	No	Other than the budget component in the ProDoc (Table 3) and section 6 on Resource Mobilization and Cost Effectiveness, no budget related

[14] *If the evaluation raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.*
[15] *See also document 'Criterion Rating Description' for reference.*

Financial management components:		Rating	Evidence/ Comments
			documents were made available to the evaluator.
B.	Revisions to the budget	No	
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	No	
D.	Proof of fund transfers	No	Except for KETTi and university of Arizona
E.	Proof of co-financing (cash and in-kind)	No	
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	No	Except for 1 page summary that is part of the Project Closure Report
G.	Copies of any completed audits and management responses *(where applicable)*	N/A	
H.	Procure documents[16], including the approved requisition document and Source Selection Plan *(where applicable)*	N/A	
I.	Any other financial information that was required for this project (list):	No	
Overall rating		**MU**	

Rating for Financial Management:	***Moderately Unsatisfactory***
Rating for Adherence to UNEP's Financial Policies and Procedures:	***Satisfactory***
Rating for Completeness of Financial Information:	***Unsatisfactory***

4.6 Efficiency

95. The evaluation notes that the project's efficiency was moderately constrained by both internal and external factors. Most of the activities were delivered during the first two years of the project, with no major delays reported, particularly those involving global knowledge products and early-stage capacity-building webinars. It was not much constrained by COVID 19 since most of the interventions were planned to be carried out remotely. However, despite the ample time for possible follow up, there is limited evidence of sufficient follow-through post implementation to trace the effects of the activities. Moreover, the inconsistent documentation of deliverables across the project's timeline, and the absence of a mid-term evaluation, hindered any robust assessment of timely execution.

96. From a resource utilization perspective, the evaluation acknowledges the ambitious project scope and planned budget (ProDoc), projected over the 3 years of implementation. It further notes the inability of the project to mobilize the anticipated budget beyond that of 2020, demonstrating a serious challenge in implementing the ambitious scope, associated with lack of evidence on the budgeting and mobilization strategy among the consulted UNEP colleagues.

97. Nevertheless, despite its modest secured budget ($587,000), which represents only 24% of the total estimated budget ($2,456,956 - see Table 12), the project leveraged UNEP's existing technical tools, such as the Global SPP Guidelines, the Monitoring Handbook for SDG 12.7.1 to push forward the SPP agenda in the targeted countries, particularly in OECS. The partnerships with UNEP platforms and initiatives (PAGE, One Planet, and UNDA) provided a useful springboard for outreach and harmonization, however, the absence of structured

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

coordination and dedicated funding streams reduced their potential to influence sustained results, trace and scale efforts across the targeted countries.

98. Critically, the evaluation acknowledges the technical input of the project, its manager (globally recognized as a lead specialist) and other consultants, were commended for their technical input as well as in promoting the methodological advice to measure SDG 12.7 indicators. It, however, notes that the partnership formats instated by the project manager rendered the traceability of the project distinct contributions blurred. For example, in East Caribbean countries, different partners are engaging in pushing the SPP forward with focused, long-term interventions and higher budget.

99. The evaluation notes that the project's remote delivery was economically and environmentally efficient for upstream technical assistance, but less efficient for downstream institutional change that typically benefits from sustained, in-person facilitation. The adoption of remote implementation almost certainly reduced travel time and costs, and it minimized UNEP's operational carbon footprint relative to a conventional, mission-heavy delivery model. Virtual formats enabled broader and low-cost reach. However, these gains came with trade-offs, such as fewer opportunities to unblock bureaucratic bottlenecks face-to-face, and limited follow-through at national level.

Rating for Efficiency:	***Moderately Satisfactory***

4.7 Monitoring and Reporting

4.7.1 Monitoring of Project Implementation

100. The evaluation finds that while the project's indicators are technically designed to comply with the SMART criteria, Specific, Measurable, Achievable, Relevant, and Time-bound, they exhibit important limitations in scope, depth, and alignment with the intended change logic articulated in the Theory of Change (ToC). Most indicators are predominantly quantitative, focused on counting outputs such as the number of countries conducting legal reviews, developing procurement guidelines, or participating in training and webinars. While these metrics are operationally useful, they fall short of capturing the qualitative dimensions of institutional change that underpin the project's outcome ambitions.

101. The evaluation also identifies a broader misalignment between the ToC and the results framework. The ToC articulates a vision of systemic change, embedding sustainable public procurement into national systems, enhancing global monitoring, and promoting policy innovation through peer learning. However, the indicators mainly track individual activities and standalone outputs, without capturing the intermediate changes or enabling conditions needed to bridge the gap between delivering outputs and achieving outcomes. This disconnect not only dilutes the project's strategic focus but also constrains its capacity to assess progress toward its overarching aim of accelerating a global transition to sustainable public procurement. Critically, the indicators do not assess the effectiveness, uptake, or sustainability of these outputs. For instance, the development of a procurement policy tool is not accompanied by indicators assessing whether it was endorsed, integrated into procurement procedures, or resulted in measurable changes in procurement practices. Similarly, participation in a capacity-building activity is treated as a proxy for strengthened institutional capacity, with no follow-up indicators to track learning retention, application, or changes in organizational practices. This weakens the evaluability of one of the project's central premises: that technical assistance would translate into meaningful institutional reform.

102. At the outcome level, the indicators are not well-positioned to capture shifts in procurement systems or practice, such as the introduction of sustainability criteria in tendering, or changes in budget allocations toward sustainable goods and services. The absence of indicators that track such changes in procurement practice, system integration, or policy enforcement mechanisms creates a significant gap between the project outcome narrative and the actual measurement framework.

4.7.2 Project Reporting

103. The evaluation identifies weak project reporting as a critical limitation that significantly undermined the ability to trace progress, assess results, or establish credible links between the project's activities and outputs. The project closure report, in particular, exemplifies this shortfall. It provides summary-level claims of achievements without sufficient triangulation, references to data sources, or documentation of outputs. The absence of country-level narratives, disaggregated contributions, or even basic substantiating materials such as reports, links, or tools, severely hampers the evaluation's ability to verify results or determine the project's added value. This gap impedes accountability and compromises learning, as it prevents UNEP and its partners from understanding what worked, for whom, and under what conditions. The lack of structured reporting, including on country-specific implementation pathways and results, reflects broader gaps in knowledge management, monitoring, and institutional continuity throughout the project lifecycle.

Rating for Monitoring and Reporting:	***Highly Unsatisfactory***
Rating for Monitoring of Project Implementation:	***Unsatisfactory***
Rating for Project Reporting:	***Highly Unsatisfactory***

4.8 Sustainability

4.8.1 Socio-political Sustainability

104. The evaluation notes that the project's socio-political sustainability is constrained by the limited depth of national ownership, weak policy traction and limited visibility among national stakeholders in the targeted countries. While SPP reforms were initiated in countries like India and the Caribbean states, broader political buy-in remains uneven and was not systematically cultivated across all contexts. The absence of in-country missions and limited project budget hindered the establishment of sustained multi-stakeholder dialogue or cross-ministerial coordination. Additionally, the limited capacity (human and financial resources) of the public procurers to adopt sustainability criteria, in the Caribbean states, means that even where guidelines exist, they are unlikely to be consistently applied. Besides, the consultation alluded to the project's limited consultations with other national actors (private sectors among others) and fewer engagements further weakens the socio-political momentum needed to champion SPP.

4.8.2 Financial Sustainability

105. The financial sustainability of the project outcomes is similarly uncertain. The project itself was under-resourced relative to its scope, securing only $590,000, approximately 17.3% of its estimated total budget, limiting its ability to support long-term institutionalization or sustained technical assistance. Besides, the evaluation could not confirm any evidence of countries committing domestic resources to continue or scale SPP initiatives post-project.

The evaluation asserts that without clear resource mobilization strategies at both national and programmatic levels, the continuation of project-initiated reforms is at risk.

4.8.3 Institutional Sustainability

106. The project institutional sustainability remains one of the weakest dimensions of the project's sustainability profile. With the limited available evidence, the evaluation could not confirm the extent to which the national procurement authorities have adopted or internalized the SPP tools and guidelines introduced by the project, except for India, given the long-standing engagement through PAGE. Furthermore, the evaluation did not identify any formal handover mechanisms or national institutional anchoring arrangements in the Caribbean states. Besides, despite the promising anticipation, the contribution toward capacitating the Asia-Pacific Green Public Procurement Network also lacked proper institutionalization, with no clarity of the network governance and secretariat post the project engagement. Upon consultation, UNEP colleagues in the Asia Pacific Regional Office did not have clarify nor visibility on the network's structure and membership. Members of the networks, when consulted to engage in the evaluation, showed lack of knowledge of the project.

Rating for Likelihood of Sustainability:	***Unlikely***
Rating for Socio-political Sustainability:	***Unlikely***
Rating for Financial Sustainability:	***Unlikely***
Rating for Institutional Sustainability:	***Unlikely***

4.9 Factors Affecting Performance and Cross-Cutting Issues

4.9.1 Quality of Project Management and Supervision

107. As elaborated in other sections of the report, the evaluation finds that the quality of project management and supervision was constrained by limited human resources, absence of institutional continuity, and the lack of a functioning oversight governance and mechanism. The project's lean structure, coupled with an untimely departure of the Project Manager (also the lead technical expert), created a vacuum in institutional memory and project follow-through. No Steering Committee or formalized coordination structure was put in place to guide the project or troubleshoot challenges. The team that took over the last stages of the project lacked visibility and a full grasp of the project's activities due to significant weaknesses in knowledge management and document retention. Besides, the collaboration with partners like PAGE occurred through technical inputs rather than structured partnerships.

4.9.2 Stakeholders Participation and Cooperation

108. As discussed in previous sections, the stakeholder participation was limited in both breadth and depth. The project design did not involve prior consultations with national stakeholders. During implementation, engagement was uneven. While consultations were noted when conducting the assessments and developing the Action Plans in the Caribbean states, efforts to institutionalize cooperation through regional networks materialized only in the Asia-Pacific. The evaluation also notes a low response rate during consultations (20 out of 47 informants responded), reflecting weak stakeholder ownership and visibility of the project.

4.9.3 Responsiveness to Human Rights and Gender Equality

109. While the project integrated gender and human rights considerations into its documentation, most notably through ProDoc Sections 1.4 and 1.5 and UNEP's safeguards policy, the evaluation could not trace their applicability during implementation, beyond framing them as compliance terms. In fact, the project Gender Marker Code was rated as partial mainstreaming. Although some legal reviews included gender equality as a stated component, there is no evidence that countries adopted gender-responsive procurement tools or monitored the impact of SPP on marginalized groups – aspects that seem to be beyond the project scope.

4.9.4 Environmental and Social Safeguards

110. The project was classified as low risk under UNEP's Environmental, Social and Economic Screening Determination (Annex D of the Project Document). While its interventions were conceptually aligned with environmental sustainability goals, no specific safeguards monitoring mechanism was deployed during implementation. Social and environmental risks were assumed to be minimal and proved to be such. The evaluation did not uncover any direct adverse environmental and/or social effects resulting from project activities.

4.9.5 Country Ownership and Driven-ness

111. The project's contribution to building country ownership was limited. Although certain national counterparts, especially in the Caribbean and India, were engaged in developing action plans and legal assessments, the absence of structured partnerships, formal agreements, or dedicated national coordination mechanisms weakened national ownership. The evaluation found little evidence of country-driven implementation strategies. In Uganda and other contexts, reported deliverables could not be substantiated, raising questions about whether countries internalized or operationalized project outputs. In contrast, stronger uptake was observed in countries where UNEP had a more embedded presence through PAGE or existing procurement reform processes (such as India), highlighting the importance of alignment with pre-existing national agendas.

4.9.6 Communication and Public Awareness

112. The project's communication and outreach strategy was underdeveloped. Although the ProDoc stated that communication would be conducted at the national level by participating countries and at the regional level through networks, the evaluation could not trace any formal strategy or channels in place. Nevertheless, the project has published its outputs online making them available for dissemination and any further pursue, and to raise public awareness of the project's work. In fact, the project technical products, such as the UNEP SPP Guidelines and Global Review, were published online; however, there is no established evidence that these were widely promoted or adapted for different stakeholder groups.

Rating for Factors Affecting Performance and Cross-Cutting Issues:	***Moderately Unsatisfactory***
Rating for Quality of Project Management and Supervision:	***Unsatisfactory***
Rating for Stakeholders Participation and Cooperation:	***Moderately Unsatisfactory***
Rating for Responsiveness to Human Rights and Gender Equality:	***Moderately Satisfactory***
Rating for Environmental and Social Safeguards:	***Satisfactory***
Rating for Country Ownership and Driven-ness:	***Moderately Unsatisfactory***
Rating for Communication and Public Awareness:	***Moderately Satisfactory***

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

113. Based on the evaluation's analysis, the project performed at the moderately unsatisfactory level. The strongest performing aspects were its alignment with global frameworks, its technical contributions to Sustainable Public Procurement (SPP) methodologies, and the reactivation of the Asia-Pacific Green Public Procurement Network (AP-GPPN), which offered a space for peer learning and knowledge exchange. Comparative weaknesses were apparent in the project's monitoring and evaluation systems, the depth and contextualization of national engagement, and the robustness of documentation to substantiate its reported results across countries. The lack of country-specific stakeholder consultations at the design phase, limited follow-through on implementation, and fragmented reporting significantly weakened the ability to assess effectiveness and impact.

114. The main achievements of the project were the delivery of SPP action plans and preliminary legal and policy frameworks in several Caribbean countries, the provision of technical tools and templates for SDG 12.7.1 reporting, and the dissemination of key global SPP publications. These achievements were brought about largely by the technical leadership within UNEP's Industry and Economy Division and its collaboration with global partners such as PAGE and One Planet. However, these successes were often limited in scope or depth, and their translation into sustained national-level implementation remains partial. The project demonstrated an innovative and strategic approach through its effort to leverage regional networks and embed SPP within multi-country platforms like PAGE and UNDA, although the actual institutional anchoring of these efforts was inconsistent.

115. The evaluation reveals that, except for the Eastern Caribbean countries, the geographic spread of interventions, including India, Uganda, Kazakhstan, Brazil, Senegal and Kyrgyzstan, reflected an opportunistic, gap-filling approach rather than one guided by a consistent logic of intervention or theory of change. Many of these engagements were embedded in or adjacent to other UNEP-led platforms such as PAGE, One Planet, UNDA, or SAG II, making it difficult to distinguish the project's unique contributions or to ascertain whether the support provided was planned, reactive, or ad hoc.

116. In contrast, the Eastern Caribbean sub-component stood out for its relative depth and clarity of engagement. Here, the project supported legal reviews, developed national action plans, and initiated training activities aligned with regional SPP contexts and needs. However, even in this more coherent cluster, the project missed an opportunity to apply UNEP's own SPP Maturity Framework[17], as a guiding logic for sequencing interventions across Dominica, Grenada, and Antigua & Barbuda. By tailoring support to the maturity level of each country, ranging from policy awareness to early implementation, as illustrated in Figure 3, UNEP could have operationalized a more effective change process. Instead, the application of a homogenized assumption overlooked the differentiated needs, entry points, and readiness levels of each country along the SPP continuum. Some countries were in early stages of awareness-raising or policy formulation, while others had begun implementation or monitoring efforts. Despite this diversity, the ToC presupposed a uniform trajectory by positing a single, overarching outcome: "*Countries implement, monitor and report on sustainable public procurement action*."

[17] Second Edition of UNEP's Sustainable Public Procurement Guidelines | UNEP - UN Environment Programme

117. The sustainability of the project is rated at the moderately unlikely level. The main features that support sustainability include the foundational knowledge resources developed, the brief operationalization of the AP-GPPN, and the integration of SPP into the broader PAGE framework. However, these benefits are fragile without dedicated follow-up, national ownership, or institutional resourcing. Notably, the project's exit strategy relied on countries' capacity and legal readiness to continue SPP efforts, but the absence of sustained support, weak handover mechanisms, and limited institutional memory undermines this premise.

118. The project's contribution to capacity building was moderate, primarily through webinars and the dissemination of SDG 12.7.1 tools, though its reach and institutionalization remain limited. Contributions to South-South cooperation were promising in the Asia-Pacific context but did not materialize in other regions. The project partially integrated gender and equity considerations yet did not develop or apply gender-responsive SPP tools in practice.

5.1.1 Responses to Key Strategic Questions

119. The evaluation Terms of Reference included a set of strategic question of interest to UNEP . Regarding **Strategic Question 1** in relation to the project's efforts to improve market readiness and response capacity to deliver sustainable alternatives at the national level, the evaluation notes that the project made limited progress in improving market readiness and national response capacity to deliver sustainable alternatives. While market readiness studies were conducted for the three Caribbean countries (Antigua and Barbuda, Dominica, Grenada), and legal assessments were partially embedded, these outputs primarily offered diagnostic insights rather than structured market engagement or transformation strategies. The project did not provide direct support to suppliers or producers to adapt production practices or respond to sustainable procurement demands, nor did it offer mechanisms for linking demand (public procurement) with supply-side adjustments. In India, where procurement guidelines were reportedly updated, there was no clear evidence of how these reforms translated into greater supplier readiness or uptake of greener alternatives.

120. Regarding **Strategic Question 2,** related to inclusion of SPP in sectoral legislation and action-plans, the evaluation finds that the project was moderately successful in promoting the integration of SPP into national frameworks but had minimal influence over sectoral policies. In the Caribbean, legal and policy reviews were conducted, and action plans developed, yet these outputs were often standalone and not clearly embedded in overarching sectoral strategies such as climate resilience, energy efficiency, or circular economy frameworks. There was also no clear evidence of policy revisions or inter-ministerial coordination mechanisms linking SPP to broader sustainable development planning. The project thus raised awareness of SPP but fell short of institutionalizing it within sector-specific regulations or cross-cutting national plans. In contrast, India's Government e-Marketplace (GeM) integrated environmental criteria into selected product categories (e.g., LED lights, laptops), reflected a positive step that aligns procurement practices with sustainability goals, though this effort was largely supported through PAGE.

121. Regarding **Strategic Question 3** related to enhancing regional SPP cooperation, the evaluation notes the reactivation of the Asia-Pacific Green Public Procurement Network (AP-GPPN) to further foster regional cooperation. However, the momentum for knowledge sharing and methodological alignment was not sustained. By 2023, network activities had significantly declined, with no secretariat, financial resourcing, or follow-up mechanism to support continuity. Other regional platforms proposed at design, such as for the Caribbean, West Asia, and Europe, did not materialize. The absence of UNEP regional office leadership and structured engagement frameworks diminished the potential of these networks. While the AP-GPPN demonstrated the value of horizontal learning, its long-term sustainability

appears low without renewed strategic investment or institutional anchoring by regional partners.

122. Regarding **Strategic Question 4**, the evaluation finds that gender and rights-based approaches were nominally included in design but only superficially integrated into implementation or results monitoring. There is no clear scoping of how gender and inclusion would influence or integrated into the project outputs despite the project acknowledging gender and vulnerable group considerations in the ProDoc.

123. Regarding **Strategic Question 5** it is noted that the project adapted to the constraints posed by the COVID-19 pandemic by shifting many of its capacity-building activities to virtual modalities. Webinars, online training sessions, and virtual peer-learning events were conducted, especially under the Asia-Pacific network and SDG 12.7.1 reporting initiatives. These adjustments ensured that knowledge dissemination continued despite travel and in-person meeting restrictions. However, the shift to virtual platforms also had limitations: participation varied, and engagement quality was often lower. Moreover, the absence of in-country missions or hands-on support likely hindered deeper institutional uptake, particularly in contexts requiring political dialogue, legal drafting, or cross-sectoral coordination.

124. Table 14 below provides a summary of the ratings and findings discussed in Chapter 5. Overall, the project demonstrates a performance rating of ‘moderately unsatisfactory’.

Table 14: Summary of project findings and ratings[18]

Criterion	Summary assessment	Rating
Strategic Relevance	The project aligned well with UNEP’s Medium-Term Strategy and global environmental frameworks such as the 10YFP and Paris Agreement. However, the lack of contextualization to the specific socio-economic realities of the nine target countries weakened its strategic relevance at national levels.	**S**
1. Alignment to UNEP MTS, POW and Strategic Priorities	The project is aligned with UNEP’s Medium-Term Strategy 2022-2025 (Sub-programme 6 on Resource Efficiency & Circular Economy) and directly operationalizes its custodial role for SDG 12.7.1. it, however, could establish neither the role of private sector, adoption of low greenhouse gas emissions strategies, nor the use of environment data or reporting on SPP. Despite the lack of findings, the evaluation expect that some form of south-south exchange and knowledge transfer took place but could not be fully verified.	**S**
2. Alignment to UNEP Donor/Partner strategic priorities	The alignment relates to KEITI’s interest in strengthening global SPP systems, drawing on Korea’s leadership in green growth and eco-innovation. KEITI’s support for the Asia-Pacific Green Public Procurement Network (AP-GPPN) aligns with its focus on regional knowledge exchange and South-South cooperation. The project aligns with Norwegian traditional support for institutional strengthening of public procurement and management, through the project’s emphasis on SPP policy reforms, and SDG 12.7.1 monitoring.	**S**

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

Criterion	Summary assessment	Rating
3. Relevance to global, regional, sub-regional and national environmental priorities	The project contributes directly to SDG 12.7, where UNEP serves as the custodian agency for indicator 12.7.1 and supports the development of methodologies and data frameworks to enable reporting and monitoring. The project supports UNEP's ongoing engagement with regional platforms such as the Asia-Pacific Green Public Procurement Network (AP-GPPN) and the Eastern Caribbean States (OECS). The project aligns with country-specific environmental and green economy roadmaps. In Grenada, the work builds on existing legal reforms embedding sustainability in procurement. In India, it supports the development of green listings on the Government e-Marketplace. In Dominica and Antigua and Barbuda, it responds to needs identified in national development strategies. However, the evaluation could not confirm any finding in other countries targeted by the project, namely Senegal, Uganda, Brazil, Kazakhstan, Brazil and Kyrgyzstan.	**S**
4. Complementarity with existing interventions/ Coherence	Supports national policy reforms for green economy transitions, including sustainable industry, fiscal policy reform, and green jobs. SPP reform was integrated in PAGE's broader policy agenda in countries like India. The project built on PAGE existing institutional engagement and technical tools to embed SPP within national frameworks. UNDA and SAG II aim to strengthen capacities of countries for a green and inclusive recovery by promoting SCP and reforming public governance structures through capacity building and technical support. While the ProDoc anticipated synergies, the evaluation could not confirm structured collaboration with UNDA or SAG II beyond conceptual alignment.	**MS**
Quality of Project Design	Project design presented a clear Theory of Change and results framework but was undermined by vague causal pathways, weak country diagnostics, and insufficient integration of stakeholder analysis, gender, and equity dimensions. Indicators lacked depth and the rationale for targets was unclear.	**MU**
Nature of External Context	The external context was moderately challenging. The COVID-19 pandemic constrained in-person engagement and slowed implementation. Virtual modalities were adopted, but the absence of direct support limited institutional uptake in politically or institutionally complex settings.	**MF**
Effectiveness	Achievement of outcome varied. While reported results matched quantitative targets, key outputs were weakly substantiated and lacked verifiable evidence of use or quality. Regional cooperation was initiated but not sustained, and country-level legal and institutional progress was uneven.	**MU**

Criterion	Summary assessment	Rating
1. Availability of outputs	Partially delivered. While output 3 was fully delivered, the other outputs were found to be partially delivered. While logframe targets were nominally met, the evaluability and credibility of achievements are undermined by missing documentation and limited demonstration of functional integration or use. Asia–Pacific Green Public Procurement Network (AP-GPPN) was reactivated and then went back to inactive state since 2023. while the project successfully produced the planned technical outputs and met its quantitative targets on trainings and tool development, the limited evidence of their uptake by countries, the inability to verify outreach and collaboration indicators, and the weak translation of learning into actual national reporting on SDG 12.7.1 demonstrate that effectiveness in achieving the intended outcomes remains constrained.	**S**
2. Achievement of project outcomes	Partially delivered. The achievements against reported indicators were not consistently substantiated by verifiable evidence. While the project generated important technical outputs that provide a foundation for advancing SPP, the lack of structured follow-up, limited country-level validation, and weak integration into national systems constrained their transformative effect. As such, effectiveness was uneven, showing isolated progress but falling short of catalysing coherent, sustained national-level change attributable to the project.	**MU**
3. Likelihood of impact	The evaluation finds that while the project delivered useful technical inputs—such as training, market studies, and policy reviews—these remained fragmented, with weak institutional anchoring and no sustained follow-up, leaving most countries far from the intended institutionalization of SPP. Key assumptions of the theory of change proved overly optimistic, as political commitment, institutional capacity, regional cooperation, and monitoring systems were too limited to convert outputs into systemic change or sustained national reporting.	**MU**
Financial Management	Limited information on budget execution restricts a detailed assessment, but the project was underfunded relative to its scope. Only 43% of operational budget was secured.	**MU**
1. Adherence to UNEP's financial policies and procedures	The evaluation highlights serious weaknesses in the project's financial management, including reliance on unverified in-kind contributions, lack of expenditure tracking, and incomplete financial records, which undermined compliance with UNEP's financial standards despite a high disbursement of secured funds. With only 48% of the planned budget mobilized and unrealistic expectations of government cost-sharing, financial planning proved over-ambitious, poorly documented, and insufficiently adaptive to resource realities.….	**S**
2. Completeness of project financial information	The evaluation found that while the project demonstrated efficient use of its secured funds—expending over 96% of the USD 1.18 million mobilized—the overall budget fell far short of the original USD 2.46 million target, with no evidence of budget revision or adaptive financial planning. Reliance on a narrow donor base, weak tracking of in-kind contributions, and the absence of output-level financial visibility highlighted gaps in financial oversight, limiting cost-efficiency analysis and strategic resource mobilization.…	**U**

Criterion	Summary assessment	Rating
Efficiency	Activities were implemented during and post COVID-19 pandemic. Webinars and remote modalities enabled some continuity, but the ambitious timelines for national policy influence proved unrealistic. Existing platforms were used, but impact was limited by weak follow-up.	**MS**
Monitoring and Reporting	Monitoring, traceability and follow up is weak. The absence of baseline data, indicators (beyond quantitative), and regular M&E reviews (e.g., no MTE) impeded meaningful progress assessment. The closure report did not provide sufficient attribution or verifiable evidence of achievements	**HU**
1. Monitoring of project implementation	The evaluation finds that while the project's indicators met SMART design standards, they were largely quantitative and output-focused, failing to capture the qualitative institutional changes, uptake, or sustainability needed to assess progress toward systemic outcomes. This misalignment between the Theory of Change and the results framework diluted strategic focus, left key shifts in procurement practice unmeasured, and ultimately weakened the evaluability of the project's central objective of advancing sustainable public procurement.	**U**
2. Project reporting	The evaluation highlights weak project reporting as a major limitation, with the closure report offering only high-level claims of achievement and little supporting evidence, country-level detail, or documentation of outputs. This undermined accountability, limited learning, and prevented a clear understanding of the project's added value or the conditions under which results were achieved.	**HU**
Sustainability	Sustainability prospects are limited. While legal reviews and initial capacity building were undertaken, there is no evidence of institutional anchoring, policy uptake, or financial commitments. Regional networks lack follow-up, and the exit strategy depends on unverified national ownership.	**U**
1. Socio-political sustainability	The evaluation finds that the project's socio-political sustainability was weak, as limited national ownership, uneven political buy-in, and resource constraints, combined with the absence of in-country engagement and broad stakeholder consultation, undermined the momentum needed to embed and champion SPP at the national level.	**U**
2. Financial sustainability	The evaluation finds that the financial sustainability of project outcomes is uncertain, as the project was significantly under-resourced and no evidence was found of countries committing domestic funds, leaving reforms vulnerable without clear resource mobilization strategies.	**U**
3. Institutional sustainability	The evaluation finds institutional sustainability to be the weakest dimension, as there was little evidence of national procurement authorities adopting SPP tools beyond India, no clear handover or anchoring mechanisms in the Caribbean, and weak institutionalization of the Asia-Pacific network, which lacked governance clarity and visibility after project support ended.	**U**
Factors Affecting Performance	Internal weaknesses, especially the departure of the Project Manager and lack of a functional governance structure, undermined implementation. Institutional memory was weak, and stakeholder engagement inconsistent. While some momentum was built, it was not sustained post-project.	**MU**

Criterion	Summary assessment	Rating
1. Quality of project management and supervision	The evaluation finds project management and supervision to be weak, hindered by limited staffing, loss of institutional memory after the Project Manager's departure, absence of governance structures, and poor knowledge management.	**U**
2. Stakeholders' participation and cooperation	Stakeholder engagement was limited and uneven, with little consultation at design, partial cooperation during implementation, and a low response rate in consultations reflecting weak ownership and visibility.	**MU**
3. Responsiveness to human rights and gender equality	Although gender and human rights were integrated in project design documents, their practical application was minimal, with only partial mainstreaming and no evidence of gender-responsive procurement being adopted or monitored.	**MS**
4. Environmental and social safeguards	The project was categorized as low risk, and while aligned with environmental goals, it lacked safeguard monitoring mechanisms but generated no adverse social or environmental impacts	**S**
5. Country ownership and driven-ness	Country ownership was limited, with little evidence of countries internalizing outputs except where UNEP was already embedded (e.g., India), and weak or absent national mechanisms in most other contexts.	**MU**
6. Communication and public awareness	The project had no formal communication strategy, relying mainly on publishing outputs online, which limited proactive outreach and adaptation for different stakeholder groups.	**MS**
Overall Project Performance Rating	**Based on a weighted scoring of the evaluation criteria[19], the overall project performance arrives at a score of 3.05, equivalent to a 'Moderately Unsatisfactory' rating (see Annex IX).** **While it produced useful technical outputs, there is no evidence that the project advanced countries efforts toward sustainable public procurement (SPP) policies and reporting. Weaknesses in follow-up, financial oversight, and institutional anchoring limited its effectiveness and sustainability.**	**MU**

5.2 Lessons Learned

125. The evaluation identified a number of valuable lessons that can inform the design and implementation of future UNEP-led sustainable public procurement (SPP) initiatives. These lessons stem from a critical analysis of project strengths and weaknesses, particularly in relation to design coherence, governance structures, monitoring and evaluation, stakeholder engagement, and the institutionalization of SPP practices at national and regional levels. Capturing these lessons is vital to strengthen UNEP's future programming, enhance project evaluability, and ensure that normative interventions such as SPP can translate into sustained policy and institutional outcomes across diverse country contexts.

[19] *The Evaluation Office of UNEP applies a scoring method that assigns weights to the different criteria, corresponding to their relative importance in project performance.*

Lesson Learned #1:	**Strong project focus and design coherence, with a theory of change anchored in UNEP SPP Approach and Maturity framework, helps to mitigate against uneven engagement, fragmented activities and weak attribution of results.**
Context/comment:	The project design lacked coherence across outputs and country interventions, leading to uneven engagement, fragmented activities and weak attribution. Compiling activities and outputs implemented across a wide array of countries limited the ability to respond to diverse country contexts to close the loop of the SPP Approach - the absence of which weakens the project evaluability.

Lesson Learned #2:	**Weak institutional memory and the absence of a structured M&E function severely undermine project evaluability and continuity.**
Context/comment:	The evaluation faced significant difficulties in verifying achievements due to missing or fragmented documentation, indicating gaps in systematic reporting and evidence collection throughout the project cycle. The departure of the Project Manager and lack of a functioning M&E system led to missing documentation and knowledge loss, affecting the project evaluability and learning. Besides, quantitative indicators alone are insufficient to capture policy-level change in SPP implementation.

Lesson Learned #3:	**Project success is enhanced where there is a strong governance with focused scope, clear oversight, and resource mobilization capacity**
Context/comment:	Project execution was highly dependent on a single officer, with no project steering committee or structured governance mechanism. Anticipated coordination mechanism was loose with no clear accountability. This limited the project focus, responsiveness, and multi-actor coordination. Embedding strong governance structures in future projects, including a Project Steering Committee, clear oversight responsibilities, and contingency for staff turnover is key to successful implementation and achievement of outcomes.

Lesson Learned #4:	**Regional networks require sustained institutional anchoring and resourcing to move beyond ad hoc engagement.**
Context/comment:	No network other than the Asia-Pacific Green Public Procurement Network was reactivated. Nevertheless, while it initially catalysed regional cooperation, it turned inactive due to weak institutional set up and anchoring (within UNEP RO or other UNEP platforms), no resources, and clear mandates. Institutionalize regional networks by anchoring them in UNEP regional offices or partner institutions with designated resources, coordination roles, and member state commitment is key to sustain the project legacy.

Lesson Learned #5:	**Legal and institutional reforms in procurement systems require in-person, deep, iterative engagement with legal and policy stakeholders that go beyond the normative environmental benefits into analyzing the long-term economic gains to ensure political buy-in.**
Context/comment:	The project's limited budget, its reliance on virtual tools, combined with the absence of country missions, limited its ability to foster the kind of multi-stakeholder, legal-policy dialogue needed for embedding SPP in procurement frameworks. Countries with more advanced policy gains, such as India, benefited from ongoing technical support under broader initiatives like PAGE, underscoring the importance of embedded technical assistance.

Annex I. Logical Framework

(Source: Project Document August 2019)

<table>
<tr><td colspan="4">Relevant Expected Accomplishment(s) in the Programme of Work:
• SP6 EA(c): Public and private sectors are increasingly aware of and support the adoption of sustainable lifestyles and sustainable consumption patterns
• Indicator (i): The number of countries implementing sustainable public procurement policies with UNEP support</td></tr>
<tr><td>1. Project Outcome[20]</td><td>Indicators</td><td colspan="2">Relevant Subprogramme Expected Accomplishment and Indicator[21]</td></tr>
<tr><td>Countries implement, monitor and report on sustainable public procurement action</td><td>Number of countries having included SPP provisions in their public procurement legal framework
[Baseline: 0, target 2023: 1]

Number of countries that state they have launched tenders using new sustainable procurement criteria for at least two product groups.
[Baseline: 0, target 2023: 1]

Number of countries that report improved SPP practices as a result of their regional network activities
[Baseline: 0, target 2023: 10]

Number of countries providing SDG 12.7.1 data and SPP factsheets
[baseline: 0, target 2023: 60]

Number of countries reporting on the use of SPP to promote gender equality
[baseline: 0, target 2023: 30]</td><td colspan="2">SP6 - Ea(c): Public and private sectors are increasingly aware of and support the adoption of sustainable lifestyles and sustainable consumption patterns

EaC Indicator of achievement (i): the number of countries implementing sustainable public procurement policies with UNEP support

SP7 – Ea A: Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action.

SP7 EaA (ii) Increase in the number of countries reporting on the environmental dimension of sustainable development through shared environmental information systems with country-level data made discoverable through UN Environment Programme

SP1 – EaB: Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies

SP1 EaB (i) The number of countries supported by UNEP that make progress in adopting and/or implementing low greenhouse gas emission development plans, strategies and/or policies.</td></tr>
<tr><td colspan="3">Project outcome milestones</td><td>Milestone attainment date[22]</td></tr>
<tr><td colspan="3">M1. Data pertaining to SDG 12.7 are collected from 30 countries.</td><td>December 2020</td></tr>
</table>

[20] *Outcomes: The uptake, adoption or use of project outputs by the project beneficiaries. Observed as change of Behavior, Attitude/Action, Condition, Knowledge or Skill*

[21] *When a project is relevant to more than one Expected Accomplishment, provide outcomes and outputs for each EA indicator in order to enable budget details per output and EA*

[22] *1 per reporting period: June and December of each year*

M2. Sustainable purchasing criteria are developed and approved by the management of the Government e-Market place of India (GeM). At least thirty countries have filled their SPP progress fact sheets inclusive of gender equality sections.	June 2021
M3. Sustainable purchasing criteria are integrated in the Government e-Market place of India (GeM), using the new procurement criteria.	December 2021
M4. Data pertaining to SDG 12.7 are collected from an additional 20 countries.	June 2022
M5. 10 Asia Pacific countries report improved practices and/or enhanced capacity to implement SPP owing to their regional network activities.	December 2022
M6. In Uganda, public procurement laws are revised based on recommendations from the legal review.	June 2023
M7. Data pertaining to SDG 12.7 are collected from an additional 10 countries.	December 2023

2. Project Outputs[23]	Indicators	
A) Countries have developed SPP tools and have acquired the capacity to initiate SPP implementation	-Number of countries that have carried out a legal study inclusive of a gender equality section [baseline: 0, target 2023: 4] -Number of countries that have developed new procurement guidelines [baseline: 0, target 2023: 5] Number of countries that have developed an SPP monitoring system [baseline: 0, target 2023: 1] Number of countries that have developed information tools such as a website, a newsletter and periodic webinars. [baseline: 0, target 2023: 1]	
Project output Milestones:		**Milestone attainment date**
M1 Consultant in charge of supporting GeM on SPP in India is hired. Sustainable procurement guidelines for construction materials are developed for Antigua and Barbuda, Dominica and Grenada.		December 2020
M2 GeM consultant proposed draft procurement Guidelines and standard bidding documents. Sustainable procurement guidelines for construction materials are approved by the public procurement authorities of Antigua and Barbuda, Dominica and Grenada and disseminated to contracting authorities. A legal review of SPP is conducted in Antigua and Barbuda, Dominica and Grenada. Virtual national workshops are held in Antigua, Grenada and Dominica to validate procurement procedures and promote best practices.		June 2021
M3 Uganda carried out a legal review. India (GeM) completed its procurement Guidelines and standard bidding documents.		December 2021
M4 Uganda developed new procurement guidelines		June 2022
M5 Uganda developed information tools such as a website, a newsletter and periodic webinars.		December 2022
M6 Uganda developed an SPP monitoring system		June 2023
M7 Uganda updated its procurement guidelines		December 2023

.[23] *Outputs: are the products, capital goods and services delivered by the project. Outputs relate to the completion of activities and managers have a high degree of control over them*

B) A regional cooperation network on SPP for knowledge exchange and peer to peer learning is established in Asia Pacific	Number of networks complying with the following criteria: composed of 12 countries or more, with at least 3 participants from each country (each member representing a different institution/organization), and carry out minimum 4 concrete activities [baseline: 0, target 2023: 1]
Project output Milestones:	**Milestone attainment date**
M1 The Asia Pacific Green Public Procurement Network is officially launched.	December 2020
M2 The first training workshop of the Asia Pacific Network is organized	June 2021
M3 Countries fact sheets are collected	December 2021
M4 First set of case studies is developed	June 2022
M5 Countries fact sheets are updated	December 2022
M6 Second set of case studies is produced	June 2023
M2 The second training workshop of the Asia Pacific Network is organized	December 2023
C) Countries have acquired the capacity to report on SDG 12.7.1.	-Number of SPP national focal points participating in webinars on measurement of SDG 12.7.1. [baseline: 0, target 2023: 30] -Number of SPP national focal points participating in online training on measurement of SDG 12.7.1. [baseline: 0, target 2023: 60] -Number of SPP national focal points trained in-situ to measure, monitor and report on the 12.7.1 indicator [baseline: 0, target 2023: 3] - Number of SDG 12.7.1 online Training Toolkit developed [baseline: 0, target 2023: 1]
Project output Milestones:	**Milestone attainment date**
M1 30 countries take part in webinars to facilitate the measurement of SDG 12.7.1.	December 2020
M2 An online training toolkit is developed to facilitate remote training sessions on the Index Methodology for SDG 12.7.1. 3 countries are trained in-situ to measure, monitor and report on SDG 12.7.1.	June 2021
M3 30 new countries participate in online trainings on the measurement of SDG 12.7.1.	December 2021
M4 10 new countries participate in online trainings on the measurement of SDG 12.7.1.	June 2022
M5 10 new countries participate in online trainings on the measurement of SDG 12.7.1.	December 2022
M6 10 new countries participate in online trainings on the measurement of SDG 12.7.1.	June 2023
M7 The online training toolkit is revised	December 2023

D) Tools are developed or updated by UNEP to support and monitor SPP implementation and disseminated to relevant stakeholders	- Number of revised UNEP SPP Implementation Guidelines, including a gender equality section [baseline: 0, target 2023: 1] - Number of an updated edition of the *SPP National Fact Sheets* and inclusive of a section on gender equality [baseline: 0, target 2023: 1] - Number of revised UNEP SPP Training Toolkit, including a gender equality module [baseline: 0, target 2023: 1] - Number of recipients of the SPP tools developed by UNEP [baseline: 0, target 2023: 3000] - Number of downloads of the SPP tools developed by UNEP [baseline: 0, target 2023: 300] - Number of areas of collaboration developed with International Financial Institutions, the OECD or Industry associations/multinationals to synergize sustainable procurement implementation [baseline: 0, target 2023: 3]

Project output Milestones:	**Milestone attainment date**
M1 The second edition of the SPP Implementation Guidelines is edited and laid out. It is disseminated through the usual distribution channels of the SPP team (One Planet Network, GGKP, SPP mailing list, Asia Pacific SPP Linked in Group, UNEP website, etc.)	December 2020
M2 The survey for the second edition of the SPP Fact Sheets is developed and responses are collected. Collaboration with the OECD and/or the Organization of American States on the monitoring of SPP implementation is pursued and strengthened.	June 2021
M3 The Second edition of the SPP Fact Sheets is published. It is disseminated through the usual distribution channels of the SPP team (One Planet Network, GGKP, SPP mailing list, Asia Pacific SPP Linked in Group, UNEP website, etc.).	December 2021
M4 The final draft of the revised SPP Training Toolkit is developed and shared with partners. Collaboration with the World Bank and/or other Multilateral Development Banks on the implementation of SPP is developed and strengthened.	June 2022
M5 The revised SPP Training Toolkit is published. It is disseminated through the usual distribution channels of the SPP team (One Planet Network, GGKP, SPP mailing list, Asia Pacific SPP Linked in Group, UNEP website, etc.)	December 2022
M6 The final draft of the revised SPP Monitoring Study is developed. Collaboration with private sector representatives on the harmonization of purchasing criteria for global commodities such as IT products or electrical appliances is developed.	June 2023
M7 The revised SPP Monitoring Study is disseminated through the usual distribution channels of the SPP team (One Planet Network, GGKP, SPP mailing list, Asia Pacific SPP Linked in Group, UNEP website, etc.)	December 2023

Annex II. Evaluation Framework

Objectives	Indicators	Unit of Measurement	Baseline	Target	Achievement	Data Sources	Mapping Milestones with respective Measures
Outcome							
Countries implement, monitor and report on sustainable public procurement action	Number of countries having included SPP provisions in their public procurement legal framework		0	1	1	National SPP policy units	In both India and Uganda, public procurement laws were revised based on recommendations from the legal review.
	Number of countries launching tenders using sustainable procurement criteria for at least two product groups	count the number of countries which have launched tenders using the new sustainable procurement criteria.	0	1	1	National SPP policy units	Sustainable purchasing criteria are developed and approved by the management of the Government e-Market place of India (GeM).
	Number of countries reporting improved SPP practices through regional network activities	countries benefitting from the Regional Networks activities - using the annual survey	0	10	10	National SPP policy units	10 Asia Pacific countries report improved practices and/or enhanced capacity to implement SPP owing to their regional network activities.
	Number of countries providing SDG 12.7.1 data and SPP factsheets	count the number of countries which will fill in the questionnaires related to SDG 12.7.1 and SPP progress	0	60	60	National SPP policy units	
	Number of countries reporting on the use of SPP to promote gender equality	Countries reporting on their SPP progress will fill in the SPP Country Fact Sheets which will have a gender section.	0	30	30	National SPP policy units	
Outputs							
A) Countries have developed SPP tools and have acquired the capacity to initiate SPP implementation	Number of countries that have carried out a legal study inclusive of a gender equality section	Finalized legal SPP study inclusive of a section on gender equality	0	4	4	National SPP or SCP policy unit	M1 Sustainable procurement guidelines for construction materials are developed for Antigua and Barbuda, Dominica and Grenada. M3 Uganda carried out a legal review. India (GeM) completed its procurement Guidelines and standard bidding documents

Objectives	Indicators	Unit of Measurement	Baseline	Target	Achievement	Data Sources	Mapping Milestones with respective Measures
	Number of countries that have developed new procurement guidelines	Number of countries that have issue sustainable procurement guidelines for the prioritized products	0	5	5	National SPP or SCP policy unit	M2 GeM consultant proposed draft procurement Guidelines and standard bidding documents. Sustainable procurement guidelines for construction materials are approved by the public procurement authorities of Antigua and Barbuda, Dominica and Grenada and disseminated to contracting authorities. A legal review of SPP is conducted in Antigua and Barbuda, Dominica and Grenada. M4 Uganda developed new procurement guidelines (June 2022)/ M7 Uganda updated its procurement guidelines (Dec 2023)
	Number of countries that have developed an SPP monitoring system	Counting of the number of countries which have developed an SPP monitoring system	0	1	1	National SPP or SCP policy unit	M6 Uganda developed an SPP monitoring system
	Number of countries that have developed information tools such as a website, a newsletter and periodic webinars	SPP website, SPP newsletters and periodic webinars. To comply with the indicator countries will have to have at least SPP pages in place and should be regularly sending SPP newsletters or organizing webinars	0	1	1	National SPP or SCP policy unit	M5 Uganda developed information tools such as a website, a newsletter and periodic webinars.
B) A regional cooperation network on SPP for knowledge exchange and peer to peer learning is established in Asia Pacific	Number of networks complying with the following criteria: composed of 12 countries or more, with at least 3 participants from each country (each member representing a different institution/organization), and carry out minimum 4 concrete activities	Concrete activities are: development of best practices, fact sheets, measurement of SDG 12.7.1, speaking in a webinar, peer-to-peer learning.	0	1		National SPP policy units, Secretariats of the networks	M1 The Asia Pacific Green Public Procurement Network is officially launched (June 2020)

Objectives	Indicators	Unit of Measurement	Baseline	Target	Achievement	Data Sources	Mapping Milestones with respective Measures
C) Countries have acquired the capacity to report on SDG 12.7.1	Number of SPP national focal points participating in webinars on measurement of SDG 12.7.1.	Lists of participants	0	30		UNEP SPP team and countries' SPP units	M1 30 countries take part in webinars to facilitate the measurement of SDG 12.7.1.
	Number of SPP national focal points participating in online training on measurement of SDG 12.7.1.	Lists of participants	0	60		UNEP SPP team and countries' SPP units	
	Number of SPP national focal points trained in-situ to measure, monitor and report on the 12.7.1 indicator	Lists of participants	0	3		UNEP SPP team and countries' SPP units	
	Number of SDG 12.7.1 online Training Toolkit developed	The SDG 12.7.1 Online Training Toolkit	0	1		UNEP SPP team and countries' SPP units	M2 An online training toolkit is developed to facilitate remote training sessions on the Index Methodology for SDG 12.7.1. 3 countries are trained in-situ to measure, monitor and report on SDG 12.7.1.
D) Tools are developed or updated by UNEP to support and monitor SPP implementation and disseminated to relevant stakeholders	Number of revised UNEP SPP Implementation Guidelines, including a gender equality section	Published guidelines	0	1		UNEP SPP programme Officer	
	Number of an updated edition of the National fact sheets inclusive of a section on gender equality	Published fact sheets	0	1		UNEP SPP programme Officer	M3 The Second edition of the SPP Fact Sheets is published. It is disseminated through the usual distribution channels of the SPP team (One Planet Network, GGKP, SPP mailing list, Asia Pacific SPP Linked in Group, UNEP website, etc.).
	Number of revised UNEP SPP Training Toolkit, including a gender equality module	Training toolkit	0	1		UNEP SPP programme Officer	M5 The revised SPP Training Toolkit is published. It is disseminated through the usual distribution channels of the SPP team (One Planet Network, GGKP, SPP mailing list, Asia Pacific SPP Linked in Group, UNEP website, etc.)

Objectives	Indicators	Unit of Measurement	Baseline	Target	Achievement	Data Sources	Mapping Milestones with respective Measures
	Number of recipients of the SPP tools (Implementation Guidelines, SPP Fact Sheets and Revised Training Toolkit)	The tools will be shared with the members of the UNEP SPP mailing list which counts over 4000 SPP practitioners	0	3000		UNEP SPP programme Officer	M4 The final draft of the revised SPP Training Toolkit is developed and shared with partners. Collaboration with the World Bank and/or other Multilateral Development Banks on the implementation of SPP is developed and strengthened.
	Number of downloads of the SPP tools developed by UNEP	Downloads from the One Planet Knowledge Hub and GGKP platform	0	300		UNEP SPP programme Officer	
	Number of areas of collaboration developed with International Financial Institutions, the OECD or Industry associations/ multinationals to synergize sustainable procurement implementation		0	3		UNEP SPP programme Officer	
							M6 The final draft of the revised SPP Monitoring Study is developed. Collaboration with private sector representatives on the harmonization of purchasing criteria for global commodities such as IT products or electrical appliances is developed.
							M7 The revised SPP Monitoring Study is disseminated through the usual distribution channels of the SPP team (One Planet Network, GGKP, SPP mailing list, Asia Pacific SPP Linked in Group, UNEP website, etc.)

Annex III. Stakeholders Consulted during the Evaluation

Stakeholders consulted during the evaluation

No.	Organization	Designation	Unit
1	UNEP	Head of Unit	Economic and Trade Policy Unit (ETPU)
2	UNEP	Programme Management Officer	ETPU
3	UNEP	Administrative Officer	ETPU
4	UNEP	Administrative Assistant	ETPU
5	UNEP	Deputy Director	Industry and Economy Division
6	PAGE	Programme Management Officer	ETPU
7	UNEP	Chief of Branch	Resources and Markets Branch
8	UNEP	Programme Management Officer	UNEP RO Asia Pacific, Bangkok
9	UNEP	Programme Management Officer	Regional Sub-Programme Coordinator Finance and Economic Transformations
10	UNEP/ UNDA	Programme Management Officer	UNEP
11	UNEP	Programme Management Officer	UNEP Regional Office Asia-Pacific
12	PAGE	National Coordinator	
13	Caribbean	Chief Procurement Officer	
14	Caribbean	Chief Procurement Officer	
15	Caribbean	Consultant	
16	Caribbean	Head of Procurement	
17	Caribbean	Specialist, Dept. of Effective Public Management	
18	Caribbean	Head of Environmental Sustainability Division	
19	Caribbean	Former Chief Procurement Officer	
20	AP GSPP Network	Director General	
21	KEITI	Research Specialist	

Annex IV. Key Documents Consulted

- ProDoC, 2021: Accelerate the Shift to Sustainable Public Procurement and Monitor Implementation
- Project Closure Report, 2024
- UNEP. (2021). Sustainable Public Procurement: Wake the Sleeping Giants. United Nations Environment Programme.
- UNEP. (2022). *Sustainable Public Procurement: 2022 Global Review* (Parts I and II). United Nations Environment Programme.
- SPP Prioritization Methodology, 2021
- Wake the Sleeping Giants, 2021
- Antigua and Barbuda Sustainable Public Procurement Action Plan, 2021
- Dominica Sustainable Public Procurement Action Plan, 2012
- Grenada Sustainable Public Procurement Action Plan, 2021
- Market Readiness Analysis of Sustainable Construction Materials in Three Pilot OECS Countries, 2021
- Model Policy on Sustainable Public Procurement for the OECS
- SDG 12.7.1 Methodology – SPP Index Calculation Guidelines (V.5.2), 2020

Annex V. Financial and Budget Review

		Planned (ProDoc)					Notes	Project Closure Report			Notes
TYPE OF FUNDING	SOURCE OF FUNDING	2020	2021	2022	2023	Total		Planned	Secured	Expended	
CASH	Environment Fund activity budget	0	0	0	0	0		$ -	$ -	$ -	
	Regular Budget activity budget	0	0	0	0	0		$ -	$ -	$ -	
	TOTAL EF/RB BUDGET	0	0	0	0	0		$ -	$ -	$ -	
	Republic of Korea (KEITI)	$ 236,549				$ 236,549		$ 270,000.00	$ 267,300.00	$ 220,237.78	
	Norway	$ 296,296				$ 296,296		$ -	$ 170,000.00	$ 174,025.52	
	PSC RoK (13%)	$ 30,751				$ 30,751					
	PSC Norway (8%)	$ 23,704				$ 23,704					
	Unsecured XB Funding		$ 906,340	$ 900,000	$ 900,000	$ 2,706,340	Unclear how these amounts were integrated in the planned budget? It seems there were not.				
	XB Sub-total	$ 587,300	$ 425,000	$ 425,000	$ 275,406	$ 1,712,706	Unclear how/ where these amounts (2021 - 2023) came from?				
	TOTAL XB BUDGET	$ 587,300	$ 425,000	$ 425,000	$ 275,406	$ 1,712,706		$ 270,000.00	$ 437,300.00	$ 394,263.30	
IN-KIND	Environment Fund post costs	$ 58,000	$ 140,000	$ 140,000	$ 140,000	$ 478,000					
	SAG II (Uganda)	$ 30,000	$ 70,000			$ 100,000					
	UNDA (Senegal)		$ 25,000			$ 25,000					
	PAGE (Kazakhstan, Brazil and Kyrgyzstan)	$ 45,000	$ 96,250			$ 141,250					
	TOTAL IN-KIND BUDGET	$ 133,000	$ 331,250	$ 140,000	$ 140,000	$ 744,250		$ 1,562,706.00	$ 744,250.00	$ 744,250.00	Not clear how these figures are calculated and from which source!
	GRAND TOTAL	**$ 2,027,900.00**	**$ 756,250.00**	**$ 565,000.00**	**$ 415,406.00**	**$ 2,456,956.00**		**$ 1,832,706.00**	**$ 1,181,550.00**	**$ 1,138,513.30**	

Annex VI. Communication and Outreach Tools

https://www.unep.org/explore-topics/resource-efficiency/what-we-do/sustainable-public-procurement/uneps-involvement

https://www.unep.org/explore-topics/resource-efficiency/what-we-do/sustainable-public-procurement/sustainable-public?_ga=2.73215699.1768281093.1753432492-1058929375.1741878890

Annex VII. Brief CV of the Evaluator

Name	Kassem El Saddik
Profession	Senior Evaluator
Nationality	Canadian
Country experience	Lebanon (1997-2002), Greece (2003-2005), UAE (2005-2014), Türkiye (2024), Yemen (2024), Iraq (2023), Jordan (2023) and Canada (2014- present), Joran (2017-present), Iraq (2022-2023), Iraq (2023-2024), Türkiye (2024). Besides, I executed missions in Africa (Morocco, Tunisia, Ethiopia, Tanzania, Kenya, Egypt, Namibia, DRC) and Asia (Oman, Saudi, Qatar, Bahrain).
Education	• ABD (All But Dissertation) - Fulfilled the course requirement for the PhD program in Public Policy, Carleton University, Ottawa, Canada • Msc, Population Studies, American University of Beirut, 2002 • BSc, Environmental Health, American University of Beirut, 1997

Kassem El Saddik is an independent evaluation and learning specialist with over 20 years of experience leading results-driven evaluations in fragile and transitional contexts. His portfolio covers resilience, governance, livelihoods, and social protection, with multi-country assignments for FAO, UNICEF, UNITAR, WIPO, the World Bank, UN Resident Coordinators' Offices, WUSC, IRC, Oxfam, and MSF. Fluent in English and Arabic and conversant in French, he combines strong facilitation skills with inclusive stakeholder engagement across diverse linguistic, cultural, and institutional contexts.

Kassem co-developed the EvalSDGs Guide for evaluating the SDGs and co-authored several EVALSDGs/ IIED policy briefs advocating for equity and systems thinking. As an advisor to ALNAP, EVALSDGs, and EVALMENA, he is recognized for designing utilization-focused, locally grounded learning systems and contributing to global evaluation discourse.

Annex VIII. Calculation of Overall Project Performance Rating

Evaluation criteria	**Rating**	**Score**	**Weight**	**Weighted Score**
Strategic Relevance (select the ratings for sub-categories)	**Satisfactory**	**4.58**	6	0.3
Alignment to UNEP's MTS, POW and strategic priorities	Satisfactory	5	0.5	
Alignment to Donor/Partner strategic priorities	Satisfactory	5	0.5	
Relevance to regional, sub-regional and national issues and needs	Satisfactory	5	2.5	
Complementarity with existing interventions	Moderately Satisfactory	4	2.5	
Quality of Project Design	Moderately Unsatisfactory	3	4	0.1
Nature of External Context	Moderately Favourable			
Effectiveness (select the ratings for sub-categories)	**Moderately Unsatisfactory**	**3.22**	45	1.5
Availability of outputs	Satisfactory	5	5	
Achievement of project outcomes	Moderately Unsatisfactory	3	30	
Likelihood of impact	Moderately Unlikely	3	10	
Financial Management (select the ratings for sub-categories)	**Moderately Unsatisfactory**	**3.50**	5	0.2
Adherence to UNEP's policies and procedures	Satisfactory	5		
Completeness of project financial information	Unsatisfactory	2		
Efficiency	Moderately Satisfactory	4	10	0.4
Monitoring and Reporting (select the ratings for sub-categories)	**Highly Unsatisfactory**	**1.50**	5	0.1
Monitoring of project implementation	Unsatisfactory	2		
Project reporting	Highly Unsatisfactory	1		
Sustainability (select the ratings for sub-categories)	**Unlikely**	2.00	20	0.4
Socio-political sustainability	Unlikely	2		
Financial sustainability	Unlikely	2		
Institutional sustainability	Unlikely	2		
Factors Affecting Performance (select the ratings for sub-categories)	**Moderately Unsatisfactory**	**3.13**	5	0.2
Quality of project management and supervision	Unsatisfactory	2.00		
UNEP/Implementing Agency: (select the ratings for sub-categories)	Unsatisfactory	2		
Partner/Executing Agency: (select the ratings for sub-categories)	Unsatisfactory	2		
Stakeholder participation and cooperation	Moderately Unsatisfactory	3		
Responsiveness to human rights and gender equity	Moderately Satisfactory	4		
Environmental and social safeguards	Satisfactory	5		
Country ownership and driven-ness	Moderately Unsatisfactory	3		
Communication and public awareness	Moderately Satisfactory	4		
			100	**3.05**
			Moderately Unsatisfactory	

Annex IX. Quality Assessment of the Evaluation Report

All UNEP evaluations are subject to a quality assessment by the Evaluation Office. This is an assessment of the quality of the evaluation product (i.e. evaluation report) and is dependent on more than just the consultant's efforts and skills.

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
Section A: Executive Summary	Assessment	
1. Does the ***Executive Summary*** act as a concise, accurate standalone section, especially to inform decision-making? Consider how clearly and concisely the report presents: • a clear summary of the evaluation object • evaluation objectives, scope and methodology • the overall project evaluation rating • a summary of main evaluation findings, including key features of performance (strengths and weaknesses) • summary responses to key strategic evaluation questions • summary of main conclusions, lessons learned and recommendations	Coverage/omissions: *All required elements are addressed except for Key Strategic Questions – these are covered in section 5.1.1* Strengths/weaknesses: *It provides a good overview of project performance, including successes and shortcomings. The evaluation ratings are included as well as the main conclusions.*	5
Section B: The Project	Assessment	
2. Does the report clearly describe the ***key parameters, scale and complexity of the evaluand***? Consider how well the report presents: • an overview of the main issue that the project is trying to address • timeline, including dates of project approval, duration and number of phases (where appropriate) • geographic coverage (regions/countries) • total secured budget and project financing, including a table with funding sources • implementing and funding partners • institutional context (i.e. UNEP sub-programme, Division, Branch etc.) • implementation structure with diagram • UNEP results frameworks to which it contributes (e.g. PoW Direct Outcome) • summary of results framework as stated in the ProDoc (or as officially revised) • stakeholder groups organised according to relevant common characteristics • whether the project has been evaluated in the past (e.g. mid-term, by an external agency, etc.) • substantive or significant changes in design during implementation	Coverage/omissions: The chapter is complete, all aspects are covered Strengths/weaknesses: The narrative is clear and comprehensive, describing the key parameters, scale and complexity of the evaluand in sufficient detail.	6
Section C: Evaluation Methods and Theory of Change	Assessment	

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
3. Does the report present a clear, comprehensive and adequate description of the ***evaluation methodology***? Consider how well it presents the following elements, and their adequacy based on the scope of the evaluation: • statement of the purpose of the evaluation and the key intended audience for the evaluation findings • data collection methods and information sources • justification for methods used (e.g. electronic/face-to-face interviews, qualitative/quantitative analysis) • criteria and sampling strategies used to select stakeholders for consultations, and for sites/countries visited • number and types of respondents *(including in a table broken down by gender)* • strategies used to increase stakeholder engagement and response rate • methods used to include the voices/experiences of different and potentially excluded groups (e.g. women, marginalised) • data verification methods (e.g. triangulation) • data analysis methods (e.g. scoring, thematic analysis) • evaluation limitations and mitigation measures (e.g. how these were addressed by the evaluator) • consideration for ethics and human rights issues, including how anonymity and confidentiality were protected	Coverage/omissions: The section is complete and contains most the required aspects of evaluation methodology Strengths/weaknesses: The description of the evaluation methodology is clear and adequately describes the evaluation purpose; data collection and analysis methods, criteria and strategies; limitations and mitigation measures; and ethical considerations. The section could have benefited from the identification of the target audiences, and disaggregation of respondents by gender.	5
4. Does the report describe an assessment and reformulation of the ***Theory of Change***, and present an adequate articulation of the TOC causal pathways that were used to assess project performance (*narratively and diagrammatically)?* Consider how well the report presents: • whether the project design included a TOC • how the *TOC at Evaluation*[24] was designed (e.g. who was involved, etc) • confirmation/reconstruction of results in accordance with UNEP definitions (*including reformulation table, which may have initially been presented in the Inception Report and should appear in the Main Evaluation report.)* • articulation of causal pathways • identification of drivers and assumptions • identification of key actors in the change process	Coverage/omissions: The section includes an assessment of the original TOC. A diagram of a new conceptual model Strengths/weaknesses: The section provides an analysis of the original TOC and its shortcomings. A new model is proposed that presents four interlinked phases. The chapter could benefit from a more systematic description of the reconstructed model, including an identification of the key driver of change and the assumptions affecting the change process.	4
Section D: Evidence and Analysis	Assessment	
5. Is the report based on ***sufficient and adequate data*** and ***clear and credible evidence***? Consider how well the report presents: • sufficient evidence that is consistent throughout the report • evidence that is supported by data sources (e.g. quotes, reports, etc) • evidence that is explicitly triangulated, unless noted as having a single source • gaps in data are explained and justified • data sources that are reliable, adequate, sufficient for the scope of the evaluation	Given the significant absence of data and respondents to allow for a rigorous analysis to be undertaken, this criterion will not be rated. It is noted here that the consultant made a remarkable effort to gather information from various sources in an effort to put together as complete a picture of the project as was possible under these circumstances. Where possible, relevant evidence has been	Not Rated

[24] *During the Inception Phase of the evaluation process a TOC at Evaluation 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 evaluation process this TOC is revised based on changes made during project intervention and becomes the TOC at Evaluation.*

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
6. Does the report include ***rigorous analysis*** and ***logical findings***? Consider the extent to which the findings are: • supported by clear analysis that is consistent with the evidence presented • logical, clear and coherent • aligned with UNEP's Criteria Ratings Matrix • aligned with the evaluation framework • more than descriptions and provide insights into 'how' and/or 'why' the project performed a certain way • balanced, presenting both successes and weaknesses	provided to support the evaluation to make it as logical and credible as possible.	
Section E: Evaluation Findings	Assessment	
7. Does the report present evidence and analysis of project ***Strategic Relevance*** with respect to UNEP, partner and geographic policies and strategies at the time of project approval? Consider how well the report addresses: • Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities • Alignment to Donor/GEF/Partners Strategic Priorities • Relevance to Regional, Sub-regional and National Environmental Priorities • Complementarity with Existing Interventions: complementarity of the project at design (or during inception/mobilisation[25]), with other interventions addressing the needs of the same target groups.	Coverage/omissions: The chapter covers all the required sub-categories in sufficient detail Strengths/weaknesses: The narrative is clear and comprehensive, and the assessment of each sub-category is supported with relevant examples.	6
Does the report present a summary of the strengths and weaknesses of the ***Quality of Project Design***, based on the detailed assessment presented in the Inception Report?	Coverage/omissions: The section is complete. A summary table and a narrative of the design quality are included Strengths/weaknesses: The assessment describes the strengths and weakness of the project's design in a clear and comprehensive manner. The rating is reasonably justified.	6
Does the report recognise and describe, when appropriate, key features of the ***Nature of the External Context*** under which the project was implemented that limited the project's performance (e.g. conflict, natural disaster, political upheaval[26]), and how they affected performance?	Coverage/omissions: The report discusses the external context as appropriate Strengths/weaknesses: The external features that were observed to have limited project performance are adequately described	6
8. Does the report present a well-reasoned, complete and evidence-based assessment of the ***Availability of Outputs*** to the intended beneficiaries? Consider how well the report presents: • a convincing, evidence-supported and clear presentation of the outputs made available by the	Coverage/omissions: The section is complete and includes supporting evidence Strengths/weaknesses: The assessment of outputs considers the indicators and	5

[25] *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.*
[26] *Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team.*

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
project compared to its approved plans and budget • assessment of the nature and scale of outputs versus the project indicators and targets • assessment of the timeliness, quality and utility of outputs to intended beneficiaries • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	targets, is supported with supporting evidence / examples, and in some cases offers qualitative aspects of the outputs delivered The sub-section could be improved by including/ identifying some of the effects (positive or negative) of the project outputs on disadvantaged groups	
9. Does the report present a well-reasoned, complete and evidence-based assessment of the ***Achievement of Outcomes***, as a result of the uptake, adoption and/or implementation of outputs by the intended beneficiaries? This may include behaviour changes at an individual or collective level. Consider how well the report presents: • a convincing and evidence-supported analysis of the uptake of outputs by intended beneficiaries • assessment of the nature, depth and scale of outcomes versus the project indicators and targets • discussion of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself • any constraints to attributing effects to the projects' work • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Coverage/omissions: The section is complete and includes supporting evidence Strengths/weaknesses: The report provides a satisfactory assessment of Outcomes, in consideration of the limitations experienced in data gathering. The assessment considers the indicators and targets, as well as issues relating to contribution, credible association and/or attribution of outcome level changes The sub-section could be improved by including/ identifying some of the effects (positive or negative) of the project outcome on disadvantaged groups (by gender, vulnerability or marginalisation)	5
10. Does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to ***Likelihood of Impact***? Consider how well the report presents: • an explanation of how causal pathways emerged and the resulting change processes • an explicit discussion of how drivers and assumptions played out • an explanation of roles played by key actors and change agents • identification of any unintended negative effects of the project, especially on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Coverage/omissions: The section is complete Strengths/weaknesses: The report provides a brief description of causality between output results, through to the intermediate state, and eventually to the intended. Assumptions and Drivers influencing the change process are briefly discussed.	5
11. Does the report present an integrated analysis of all dimensions evaluated under ***Financial Management*** and include a completed 'financial management' table? Consider how well the report addresses the following: • *adherence* to UNEP's financial policies and procedures • *completeness* of financial information, including the actual project costs and actual co-financing used and explanation of any variances between planned and actual expenditures	Coverage/omissions: The section is complete, including tables and an annex to complement the narrative assessment. The most significant limitation in the assessment of this criterion, however, has to do with the unavailability of financial records that offer clear tracking of contributions and expenditures as they occurred over the years Strengths/weaknesses: The assessment is clear and provides useful insights on the project's adherence to financial	6

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
	policies and procedures, including the availability of financial reports. The assessment is supplemented with Tables showing up-to-date budgeted, secured, and expended amounts.	
12. Does the report present an integrated analysis of all dimensions evaluated under ***Efficiency***? Consider how well the report presents: • cost-effective or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • implications of any delays and no cost extensions • discussion of making use, during project implementation, of/building on pre-existing institutions, partnerships and complementarities with other initiatives, programmes and projects etc. • the extent to which the management of the project minimised UNEP's environmental footprint.	Coverage/omissions: The section is complete and covers the required aspects Strengths/weaknesses: The report adequately assesses issues related to timeliness and effects of delays on project implementation, and efforts to build on synergies/ complementarities with other initiatives in order to save time and cost. Efforts to minimise the environmental footprint are discussed. It also discusses the implications on the project on securing a significantly lower budget. The section could benefit from a more explicit description of how the project leveraged on pre-existing institutions, partnerships and complementarities with other initiatives.	5
13. Does the report present a well-reasoned, complete and evidence-based assessment of the project's ***Monitoring and Reporting***? Consider how well the report addresses the following: • the quality of *monitoring of project implementation* (including use of monitoring data for adaptive management) • the quality of *project reporting* (e.g. PIMS and donor reports)	Coverage/omissions: The section is complete and covers the all the required aspects Strengths/weaknesses: The assessment is comprehensive, well-reasoned, and evidence based, providing very useful insights on the weakness identified in the project's monitoring system, and its implications on the ability to track behavioural change (outcome-level results) over time.	6
14. Does the report present an integrated analysis of all dimensions evaluated under ***Sustainability*** (i.e. the endurance of benefits achieved at outcome level)? Consider how well the report addresses the following: • socio-political sustainability • financial sustainability • institutional sustainability	Coverage/omissions: The section is complete; all the required dimensions of sustainability are included Strengths/weaknesses: The report provides a brief but clear analysis of the likelihood of sustainability against the three dimensions, including justification for the sub-optimal performance ratings given.	5
15. Does the report present a well-evidence analysis of the ***Factors Affecting Performance***, either in this section or in cross-referenced sections? *These factors are not always discussed in stand-alone sections and may be integrated in the other performance criteria as appropriate. However, if not addressed substantively in this section, a cross reference must be given to where the topic is*	Coverage/omissions: The section is complete. It covers all the factors as required in stand-alone sub-sections. Strengths/weaknesses:	6

<table>
<tr><th>Report Quality Criteria</th><th>UNEP Evaluation Office Comments</th><th>Final Report Rating</th></tr>
<tr><td>addressed, and that entry must be sufficient to justify the performance rating for these factors.
Consider how well the report addresses the following cross-cutting issues:
• quality of project management and supervision[27]
• stakeholder participation and co-operation
• responsiveness to human rights and gender equality
• environmental and social safeguards
• country ownership and driven-ness
• communication and public awareness</td><td>The assessment of factors affecting accurately echo the findings in the various evaluation criteria, and provides greater insights on how the issues addressed impacted project performance</td><td></td></tr>
<tr><td>Section F: Conclusions, Lessons Learned and Recommendations</td><td>Assessment</td><td></td></tr>
<tr><td>16. Do the Conclusions present a summative assessment of the evaluand as a whole, reflecting on prominent aspects of the project's performance? Consider how well the conclusions:
• provide a compelling narrative and integrated assessment of project project's performance (i.e. achievements and limitations)
• add deeper insights and analysis beyond the findings under each individual criterion
• are derived from the synthesized analysis of evidence gathered during the evaluation process
• provide clear and succinct response to the key strategic questions
• address the human rights and gender dimensions of the intervention explicitly (e.g. how these dimensions were considered, addressed or impacted on)
• provide lessons learned that are rooted in real project experiences, describe the context from which they are derived, and do not duplicate recommendations</td><td>Coverage/omissions:
The report includes a conclusions section, responses to the key strategic questions, and a summary of ratings table.

Strengths/weaknesses:
The conclusions provide a succinct summary of the project's main successes and weaknesses. The key strategic questions are well-reasoned and are consistent with the project experiences presented in the report; they also help to provide insights beyond the findings under each individual criterion. Human rights and gender issues are also mentioned. Lessons presented are relevant and are anchored on the findings.

Lessons learned could benefit from cross -referencing to the relevant report sections where their contextual backgrounds have been discussed in greater detail.</td><td>5</td></tr>
<tr><td>17. Does the report present Recommendations for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? Consider how well the recommendations:
• are clearly formulated and logically derived from the findings and/or conclusions
• are feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when
• include at least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions
• represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.
NOTES:</td><td>Coverage/omissions:

Strengths/weaknesses:
The recommendations are based on actual challenges identified in the report.

For all the recommendations the report could benefit from the inclusion of cross-referencing to the appropriate section/sub-section of the report where possible, as these ought to be derived from the findings and conclusions in the report.</td><td>Not Rated</td></tr>
</table>

[27] 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
(i) In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance. **(ii)** Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.	Nevertheless, there may not be any means to implement the recommendations of this evaluation in the absence of an ongoing or follow-up project, further exacerbated by the magnitude of limitations mentioned in the report	
Section G: Report Structure and Presentation	Assessment	
18. Is the report ***well-structured and complete***? Does it: • follow the Evaluation Office structure and formatting guidelines • include all required sections and annexes, as applicable • not exceed 50 pages in length from the Executive Summary to the end of the Conclusion Does the report ***present*** information clearly and appropriately? Is it written: • in clear and accessible language • largely free from grammar, spelling and punctuation errors • in an adequate and professional tone • with the use of visual aids, such as maps, graphs tables and photos	The report is well structured, clear, and includes all required sections and annexes.	6
OVERALL REPORT QUALITY RATING		**Satisfactory**