



FINAL EVALUATION

Bosnia and Herzegovina

Thematic window
Environment & Climate Change

Programme Title:

Mainstreaming Environmental Governance -
Linking local and national action

Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.

DIETMAR AIGNER

FINAL EVALUATION OF THE MILLENNIUM DEVELOPMENT GOAL ACHIEVEMENT FUND

**Programme title: Mainstreaming
Environmental Governance - Linking local
and national action**

Thematic window: Environment and Climate Change

**MDG Achievement Fund for Environment and Climate Change
A Governments of Bosnia and Herzegovina programme implemented by
the United Nations and financed by the Government of Spain**

FINAL EVALUATION REPORT

May 2013

The views expressed are those of the author and do not necessarily reflect those of the UNDP Programme. This report has been prepared as a result of an independent assessment by the consultant being contracted under the UNDP Programme.

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GLOSSARY OF ACRONYMS

BAM	Bosnia and Herzegovina Convertible Marka
BiH	Bosnia and Herzegovina
C&A	Communication and Advocacy [campaign]
CDM	Clean Development Mechanism
DNA	Designated National Authority (Kyoto Protocol)
DPSIR	Driving forces, Pressures, States, Impacts and Responses [Framework]
EE	Energy Efficiency
EIS	Environmental Information System
EMIS	Energy Management Information System
ENV JP	Environmental Governance Joint Programme
EU	European Union
FAO	Food and Agriculture Organisation
FBiH	Federation of Bosnia and Herzegovina
IG	Innovative Grants
JP	Joint Programme
LEAP	Local Environmental Action Plan
MDG	Millennium Development Goal
MDG-F	Millennium Development Goal Achievement Fund
MTDS	Medium Term Development Strategy
M&E	Monitoring and Evaluation
MEA	Multi-lateral Environmental Agreements
MCG	Micro-Capital Grant
MoFTER	Ministry of Foreign Trade and Economic Relations
NGO	Non-Governmental Organisation
NSC	National Steering Committee
PMC	Programme Management Committee
RS	Republika Srpska
SEAP	Sustainable Energy Action Plan
SoER	State of the Environment Report
SWOT	Strengths, Weaknesses Opportunities and Threats [technique]
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNV	United Nations Volunteers
USAID	United States Agency for International Development

PREFACE

This final evaluation covers assistance to Bosnia and Herzegovina's environment and climate change measures financed under the joint programme *Mainstreaming Environmental Governance: linking local and national action*, a Governments of Bosnia and Herzegovina programme implemented by the United Nations and financed by the Government of Spain under the Millennium Development Goals Achievement Fund for Environment and Climate.

This Evaluation Report has been prepared by Dietmar Aigner during the period February to March 2013 and reflects the situation at 29 March 2013, the cut-off date for the Report. The factual basis was provided by formal programme documentation, regular programme progress reports, other relevant sectoral and regional documents and materials, and interviews with the main parties.

EXECUTIVE SUMMARY

FINAL EVALUATION OF THE MILLENNIUM DEVELOPMENT GOAL ACHIEVEMENT FUND

Mainstreaming Environmental Governance: linking local and national action

This Final Evaluation Report¹ covers assistance Bosnia and Herzegovina's environment and climate change measures financed under the joint programme *Mainstreaming Environmental Governance: linking local and national action* a Government of Bosnia and Herzegovina programme implemented by the United Nations and financed by the Government of Spain under the Millennium Development Goals Achievement Fund. This Joint Programme (value US\$5.5 million) commenced in December 2009 and, after an agreed extension, will finish in May 2013. In March 2013 the programme was 83% disbursed. The UNDP is the leading implementation agency and administrative agent, and the main partner is the Ministry of Foreign Trade and Economic Relations, with other partners in Entities, cantons and, especially, municipalities.

The Joint Programme

The planned outcome is to address and overcome barriers to delivering environmental services and management at the local level through:

- Improved local level environmental planning by developing effective participatory environmental methods;
- Enhanced management of environmental resources and delivery of environmental services by improving environmental service delivery mechanisms, and
- Increased national environmental awareness and action, localizing and achieving Millennium Development Goals by assisting public institutions to assess the existing legal institutional framework in order to produce a new 'road map'.

Support has been provided for Local Environmental Action Plans, leading to 37 new Action Plans to underpin the development of local environmental governance capacity and introduce planning methodologies in municipalities. The focus has been on local ownership of problems and solutions, with meaningful public participation.

Municipalities have demonstrated their effective resource management as partners in the micro-capital grants scheme, distributing 19 grants (up to 50% of the project cost) in support of actions identified in the Plans to solve the most pressing problems. This has involved project identification, planning and acquiring co-funding. The success of the scheme is that some 54% co-funding has been obtained, mainly from municipalities themselves. Grants have been carefully allocated, encouraging innovation, and the results measured. In practice there has been a focus on energy efficiency projects which give rapid payback.

Local level developments, lessons and best practice have been used to influence policy development and mobilise awareness on environmental issues. Nationally, the complex legal and institutional background for environmental governance has been reviewed and a 'road map' prepared; a Designated National Authority for the Kyoto Protocol established, and a gap analysis for an Environmental Information System prepared for BiH's future environmental administration. A project website has ensured that project details, lessons learned, and best practices are shared, and sources of environmental advice are made widely available.

¹ This Evaluation Report has been prepared by Dietmar Aigner during the period February to March 2013 and reflects the situation at 29 March 2013, the cut-off date for the Report.

Final Evaluation – Findings, Conclusions, Lessons Learned and Recommendations

The main purpose of this evaluation is to provide an independent assessment of the achievements of the programme results and outcomes against the planned results and implementation modalities of the joint programme, using the OECD/DAC evaluation criteria: programme design and relevance, effectiveness (results), efficiency, impact and sustainability. The factual basis was provided by formal programme documentation, regular programme progress reports, other relevant sectoral and regional documents and materials, and interviews with the main parties.

The key evaluation findings are:

- The programme design was highly relevant to supporting efforts to develop environmental protection and climate change strategies, and to achieve MDGs. Local level activities were sound but the present strategic framework is weak. Synergies, particularly for linking local and national actions – as suggested by the programme title – have not been systematically explored and targeted.
- Local and national ownership has been very good, especially in the cost-effective energy efficiency projects.
- Despite the complexity of dealing with a range of agencies and administrations, programme efficiency and the delivery of outputs and results has been good. Local impact has been good and has encouraged local ownership.
- Sustainability of local actions is likely to be very good, especially in municipalities who have real stake in the actions to stem environmental degradation. However, assimilation and use of data and key reports, such as the State of the Environment Report, at the State and Entity level is vague.

A number of conclusions and lessons learned have been identified:

- The programme addressed real needs but the design was poor leading to delays in interpretation and implementation. Pragmatic solutions were eventually found.
- Programme components have been implemented in parallel without much interaction between agencies. Added value in terms of a joint approach and synergies were not specified in the programme documentation. Within components the quality of inputs was good or excellent but the positive results have been under-recorded in programme reporting and generally understated. The UN Volunteers have proved inspiration and served as a catalyst for community participation.
- The planned results have been achieved but the national and local linkage has not been consistently made. Municipalities remain the preferred target for achieving development goals, with a special focus on energy efficiency actions.
- The programme has been a successful agent for change with excellent data collection and analysis, and good prospects for replication, but the immediate impacts are mainly at the local level in terms of improved environmental planning and governance, and energy efficiency. Local actions are very likely to be sustainable but national context has yet to be resolved.

A number of recommendations have been made:

- The Local Environmental Action Plan methodology should be accepted at Entity level to maximise the impact on environmental planning.
- The status of all Plans should be reviewed to ensure that implementation is progressing.
- The State of the Environment Report should be endorsed by the Council of Ministers to give it a framework reference document status.
- Coordinating capacities of the State Ministry dealing with environment should be strengthened.
- Future joint programming documents should spell out the planned complementarity, synergy and additionality of agencies' involvement, and provide stronger management and coordination mechanisms.

MAIN REPORT

1. INTRODUCTION

1.1. Background

The Millennium Development Goals Achievement Fund (MDG-F) is an international cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a generous contribution of €528 million (US\$710 million) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality.

The Environment and Climate Change Window comprises 17 joint programmes with a value of almost US\$89.5 million. These efforts contribute to achieving MDG 7 on environmental sustainability, particularly the target of integrating the principles of sustainable development into country policies and programmes and reversing the loss of environmental resources. The Joint Programme (JP) work embraces the recent discourse on climate change emphasizing its impact on poor people thereby ensuring that MDG-F initiatives remain firmly linked to issues of poverty and inequality.

Since December 2009 the United Nations Development Programme (UNDP) as the leading agency and administrative agent, together with the Food and Agriculture Organization (FAO), the United Nations Environment Programme (UNEP), the United Nations Educational, Scientific and Cultural Organisation (UNESCO) and the United Nations Volunteers (UNV) have been providing technical assistance to Bosnia-Herzegovina (BiH) through the UN Joint Programme “*Mainstreaming Environmental Governance: Linking local and national action*” (ENV JP). The ENV JP aims to address and overcome barriers to delivering environmental services and management at the local level in BiH. The programme provides capacity and support for developing Local Environmental Action Plans (LEAPs) for 30 municipalities, seed funding/co-financing for implementing local environmental management and service delivery priorities, raises the awareness and national level support for environmental action through an environmental innovation fund, and develops effective systems for capturing environmental data.

The ENV JP, financed by the Government of Spain through the MDG-F with a contribution of US\$5.5 million, is being implemented in partnership with the Ministry of Foreign Trade and Economic Relations (MoFTER). However, numerous partners at Entity, cantonal and municipal levels are also deeply involved in the programme since the implementation of policies and legislation is mostly attributed to these governmental and administrative levels. The programme will end in May 2013.

1.2. Purpose of the evaluation

The main purpose of the final evaluation is to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the MDG-F ENV JP. The final evaluation is a systematic

exercise, through analysis of the OECD/DAC² evaluation criteria: programme design and relevance, effectiveness, efficiency, impact and sustainability, based on the scope and criteria as defined in the Terms of Reference (ToR) (see Annex 1).

Objectives of the final evaluation are:

- Assessment of the programme's quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the United Nations Development Assistance Framework (UNDAF), national development strategies and priorities, the Millennium Development Goals at the local and country level, the level of contribution to the objectives of the MDG-F Environment and Climate Change Thematic Window and to establish the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;
- Assessment of how the JP operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms. This analysis seeks to uncover the factors for success and limitations in inter-agency tasks, collaboration and synergies and will evaluate the effectiveness and efficiency of the JP modality and make recommendations to guide future joint programming among UN agencies in BiH;
- Assessment of design and relevance, effectiveness, efficiency, impact and sustainability of the programme and the level of achievement of envisaged programme results and outcomes (thorough assessment of all programme components is required);
- Assessment of quality, results and impact of local programme interventions (municipal and NGO)/ grant projects) financed through the programme, including the assessment of the co-financing modality and implementation capacities at a local level;
- Assessment of programme's different internal and external Monitoring and Evaluation (M&E) systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc. and an assessment of programme's communication and outreach activities and impact;
- Identification of key recommendations and lessons learned through the evaluation process of the JP;
- Generate substantive evidence based knowledge, on one of more of the MDG-F thematic windows as well as the overall MDG fund objectives at local and national level (MDGs, Paris Declaration and Accra Principles and UN Reform) by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by these evaluations will be part of the thematic window Meta-evaluation; the MDG-F Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

1.3. Goals and methodology

This final evaluation focuses on the actual performance of the ENV JP, mainly on the outputs being produced. It assesses the efficacy and sustainability of these outputs. It also assesses the relevance and efficiency of the intervention taking into account United Nations Evaluation Group, international and EU standards as benchmarks where relevant.

² Organisation for Economic Co-operation and Development/ Development Assistance Committee

Evaluation Questions, divided into guiding sub-questions were established in the ToR for the evaluation. Evaluation questions defined by the ToR are summarised below:

1. **Programme Relevance and Design:** The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.

Guiding questions:

Relevance: a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, MDGs, MDG-F Development Window, and Accra Agenda for Action? b) Does the programme respond to the needs of identified target groups? c) To what extent are the objectives of the programme still valid? d) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? e) Was the programme timely and well identified given the developmental and sectoral context of the country? f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme? g) How much and in what ways did the joint programme contribute to solving the (socio-economical) needs and problems identified in the design phase?

Design: a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme's implementation framework, are results and outcomes defined in the programme clear and logical? c) What is the quality of programmes' results and M&E matrices; are indicators well defined and SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention? h) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? j) To what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results? l) To what extent did the joint programme have a useful and reliable C&A strategy?

2. **Programme Efficiency (processes):** Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.

Guiding questions: a) To what extent has the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes' financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's outcomes and produce results and impacts? j) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

3. **Programme Effectiveness (results):** Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing

in mind their relative importance. How well have the programme's results contributed to the achievement of programme's objectives?

Guiding questions: a) What was the quality of the programme's key outputs and/or products (per component)? b) To what extent were the key programme results achieved (per component)? c) To what extent and in what ways the joint programme contributed to the Millennium Development Goals on a local level and the country level, as well as the goals of the Paris Declaration (in particular national ownership), and the goals of delivering as one at country level? d) To what extent and in what ways the joint programme contributed to the objectives set by the MDG-F thematic window on Environment and Climate Change? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good practices or successful experiences or transferable examples have been identified? h) Did all planned target groups have access/used programme results? i) What is the quality of local interventions and results achieved on a local level? j) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

4. **Programme Impact:** The effect of the programme on its environment - the positive and negative changes produced by the joint programme (directly or indirectly, intended or unintended).

Guiding questions: a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, capacity development? d) What impact has been made through the programme on partner institutions, municipal administrations, local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contribute to the promotion of Human Rights? h) To what extent joint programme helped to influence the country's public policy framework? i) What factors favourably or adversely affected the spirit of Joint Programme delivery and approach?

5. **Programme Sustainability:** Probability of the benefits of the programme continuing in the long term.

Guiding questions: a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways have the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the joint programme?

The methodology for preparing this evaluation report comprised initial data collection, document research and literature survey, and interviews (see Annex 5 and Annex 6). Following an initial desk analysis undertaken by the Evaluator, primary data has been gathered through structured and in-depth interviews with all the relevant stakeholders in BiH. The field visit to BiH enabled direct contact with implementing bodies, programme partners, stakeholders, beneficiaries and end-users and constitutes an important source of information.

Pre-defined indicators of achievement/ monitoring indicators have been followed up where possible. Moreover, further detailed evaluation indicators in line with the evaluation criteria have been applied for judgement. Annex 2 provides a detailed evaluation matrix, linking evaluation issues and questions to evaluation criteria, indicators, sources of information and methods of data collection

In preparing this final evaluation, an inception report, along with the detailed methodology, was prepared and approved in February 2013.

This final evaluation strictly adheres to the transparency norms and ethical principles set by the United Nations Evaluation Group.

1.4. Constraints and limitations of the evaluation

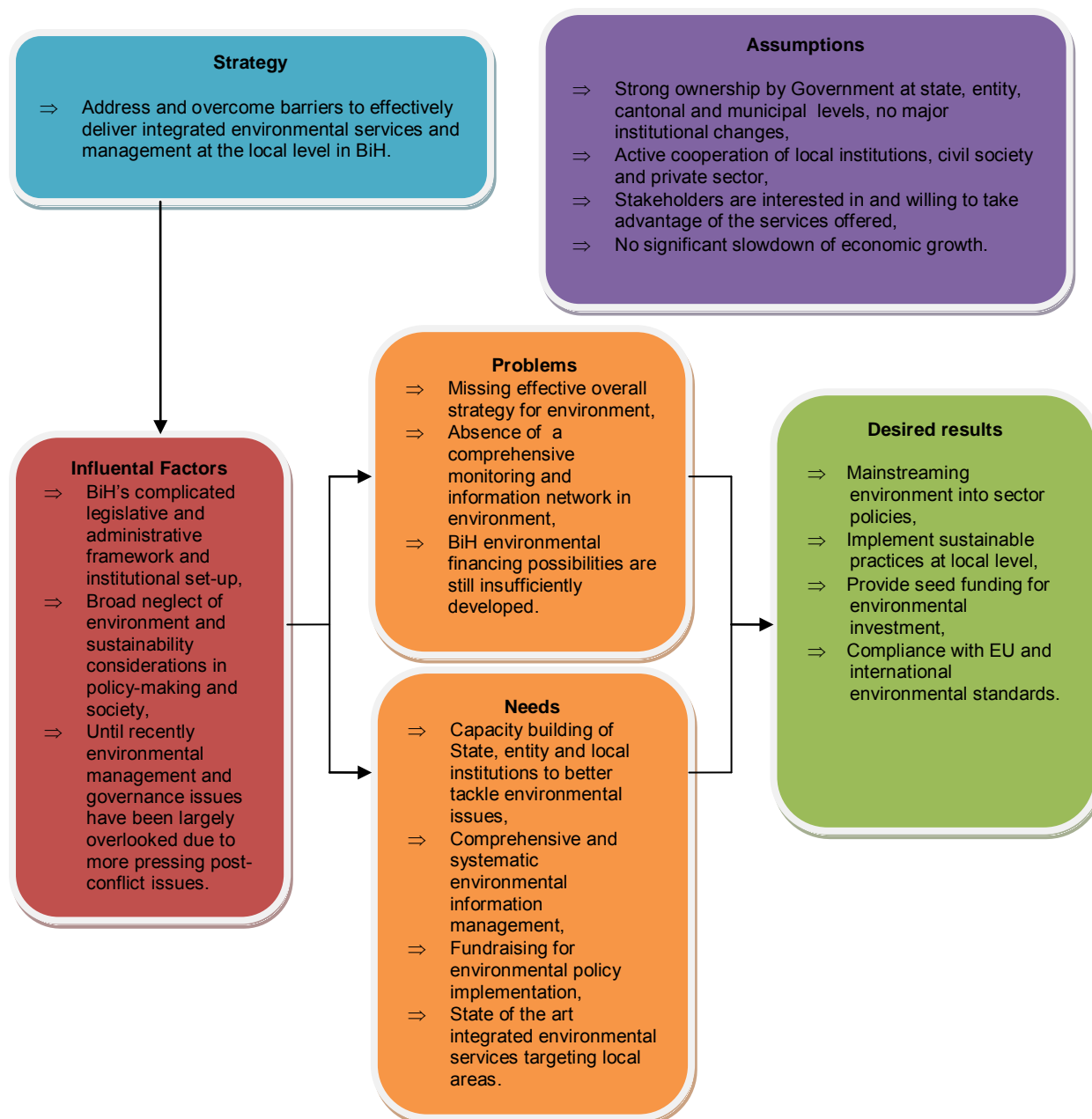
The level of analysis that has been achieved by this final evaluation was restricted by constraints in the field, namely the limited availability of in-country data, limited availability of persons familiar with the key outputs and also by the limited number and quality of interview responses, as well as by the resources allocated to the evaluation in terms of staff and time.

2. DESCRIPTION OF INTERVENTION CARRIED OUT

2.1. Initial concept

This evaluation report includes a draft of the Theory of Change of the programme under review as a benchmark for comparison during the evaluation and as common start point of agreement between the consultant and the managers of the evaluation. Overall, a Theory of Change is the product of a series of critical-thinking exercises that provides a comprehensive picture of the early- and intermediate-term changes in a given intervention that are needed to reach a long-term goal articulated by the intervention.

A Theory of Change model for the evaluated ENV JP, based on a simplified re-construction of the underlying intervention logic, is presented below:



The long term goal of the ENV JP is to contribute to the fulfilment of key strategic goals of BiH, as set out in the Medium-Term Development Strategy, and the framework for EU integration. The ENV JP is aligned to BiH UNDAF 2010-2014, Outcome 3: *“By the end of 2014, Government meets requirements of EU accession process and Multilateral Environment Agreements, adopts environment as a crosscutting issue for participatory development planning in all sectors and at all levels, strengthens environmental management to protect natural and cultural resources and mitigate environmental threats”*. The UNDAF attributes the poor environmental protection in BiH to the lack of environmental policy, legislation and its implementation, poor public participation in environmental protection and sustainable development, and unsustainable rural and urban development.

The ENV JP also builds on past and current activities implemented by all partner organisations in BiH and other countries dealing with the same structural deficiencies. In drawing up the programme, lessons learned from previous programme experience have been built into the design. Annex 1 presents the hierarchy of outcomes for the ENV JP.

Furthermore, the ENV JP aims to contribute to the achievement of the targets set for the Millennium Development Goals (MDG 1, 7 and 8) in BiH. These targets envisage poverty reduction, improving mental health, ensuring environmental sustainability, and strengthening of global partnerships for development.

The ENV JP's implementation approach is based on a set of coordinated interventions that draw on the mandate, expertise and added value of the national and local partners, as well as of the five participating agencies – UNDP, FAO, UNEP, UNV and UNESCO.

The specific ENV JP objectives are to contribute to:

- Improved local level environmental planning by developing effective participatory environmental methods;
- Enhanced management of environmental resources and delivery of environmental services by improving environmental service delivery mechanisms, and
- Increased national environmental awareness and action, localizing and achieving the MDGs, by assisting the public institutions to assess the existing legal institutional framework in order to produce the new “road map”.

2.2. Detailed description of its development: description of the hypothesis of change of the programme

The ENV JP started in December 2009 with a planned duration of 36 months. By March 2013, out of the total approved JP budget (US\$ 5,499,863), 83% was disbursed overall. A six-month no-cost extension was granted in order to allow for the smooth completion of all programme activities. Programme termination is now planned for the end of May 2013.

Based on the documentation provided, the main activities and outputs produced so far by the ENV JP are briefly summarised below. The structure of presentation follows the desired programme objectives and outcomes in line with programme scope revised during the inception period:

Outcome of ENV JP: 1. Improved local level environmental planning.

Overall, the support provided for the design and development of Local Environmental Action Plans (LEAPs) has resulted in 37 new LEAPs. LEAPs are a legal requirement in the RS, and overall underpin the development of local environmental governance capacity. Capacity building in the target municipalities provided voluminous support and guidance and the assisted municipalities are now more advanced in their environmental planning and service delivery.

- ***Output 1.1 (UNDP/UNV) Effective local level participatory environmental planning mechanism strengthened.***

All participating municipalities have signed Memoranda of Understanding. There were two workshops held for LEAP Coordinators and altogether 37 local coordinators were directly trained during the LEAP development process itself.

- ***Output 1.2 (UNEP, UNDP/UNV, FAO) Cross-cutting environmental governance methodology integrated into local participatory planning process.***

Training needs assessment for the participating municipalities was completed and training modules developed. Furthermore, an assessment for Natural Resources Management and the LEAP Manual were prepared. There were four cycles of training conducted for civil servants, including themes on budgetary formulation and environmental planning. 108 civil servants benefited from the capacity building activities. The LEAP methodology manual has been updated to integrate ENV JP experience.

- ***Output 1.3 (UNDP, UNV) Strengthened capacity of 30 Municipalities for environmental planning and programming.***

527 members from Local Action Groups were trained in the LEAP process, in DPSIR³ methodology, environmental planning concepts, public participation approach, problem analysis, assessment of measures/priorities, budget integration, and implementation of monitoring plans.

- ***Output 1.4 30 (UNDP/ UNV) LEAPs defined and agreed by Municipal stakeholders.***

There have been, up to now, 98 LEAPs, including 37 new ones that were initiated by the ENV JP. Moreover, five Sustainable Energy Action Plans (SEAPs) have been developed. SEAPs were not planned in the original programme design but were later added to complement the ENV JP. With regards to SEAPs the objective is to create a network of communities and Climate Change Champions as the drivers of change towards energy efficiency. The LEAP development process has essentially been completed in all 37 municipalities – only a few Municipal Assemblies have yet to adopt their LEAPs and LEAP-Monitoring teams - and already most have begun implementation of LEAP measures and have included LEAP projects in their annual municipal budgets. According to available data, local budgeting for environmental issues will have increased by 53% in 2013, as compared to the situation before the ENV JP (before 2010). Altogether 12,418 people (LEAP Coordinators, Local Action Groups, consultants, NGOs, public/private companies, citizens, etc.) have been participating in the various LEAP activities through public meetings and questionnaire surveys.

³ DPSIR- Driving force, Pressure, State, Impact, Response.

Outcome of ENV JP: 2. Enhanced management of environmental resources and delivery of environmental services.

Overall, the aim of delivering effective environmental resource management through capacity building and technical assistance across municipalities has been mostly progressing well.

- ***Output 2.1 (UNDP/UNV, FAO) Improved management of environmental resources in 30 Municipalities.***

19 micro capital grants have been distributed in order to support the implementation of LEAP priority projects, targeted at activities which will solve the most pressing problems at the local level which have been identified during LEAP preparation. 32 stakeholders from four municipalities participated in workshops in order to develop a framework strategy for tackling the use and categorisation of Abandoned Land.

- ***Output 2.2 (UNDP) Priority actions identified and addressed in 30 LEAP Municipalities.***

Local communities and municipalities interested in benefiting from the micro capital grants have to provide a minimum co-financing of 50% of the total project value, demonstrating both the importance of the project, and the necessary commitment to ensure sustainability. Through this activity 54 % of grant matching funds provided by municipalities /other donors have been secured.

- ***Output 2.3 (UNDP/UNV, UNESCO) Improved environmental, energy, water and sanitation services in 30 Municipalities for the poor.***

19 micro capital grants have been provided. 17 grant projects have already finished, while two are still on-going.

Outcome of ENV JP: 3. Increased national environmental awareness and action, localizing and achieving the MDGs.

Under this outcome, local level developments, lessons and best-practices are identified and used to inform and influence policy development and mobilise awareness of environmental issues, thereby encouraging a more pro-active approach. Additionally, incentives in testing and implementing innovative approaches in environmental resource management and service delivery are being achieved, to be supported through the innovative national level funding mechanism set up by the ENV JP.

- ***Output 3.1 (UNEP) Documentation of the legal and institutional background for environmental governance and State and Entity level.***

The desk review of the existing legal-institutional framework has been completed and published. This review should significantly contribute to the harmonisation of policies and regulations in BiH. MoFTER's organisational structure has been examined, and production of "road map" recommendations for MoFTER's position and advocacy activities has been on-going.

- ***Output 3.2 (UNDP) Reliable environmental indicators to inform State and Entity policy development.***

The ENV JP has assisted with the establishment of the Designated National Authority (DNA) for implementation of the Kyoto Protocol. In 2010, the Council of Ministers approved the establishment of an authorised body for implementation of the Clean Development Mechanism (CDM) under the Kyoto Protocol. The DNA is fully operational with an Executive and Technical Board as well as Panel of Experts comprising members from both Entities and the District Brcko. The DNA has already assessed potential CDM projects which are awaiting the approval of the CDM Executive Board.

- ***Output 3.3 (UNEP) Increased public access to environmental information.***

A gap analysis for a comprehensive Environmental Information System (EIS) has been conducted. A report on the EIS was prepared, providing an analysis of gaps and constraints related to institutional, legal, financial, technical, human resource and data capacities in BiH that affect the implementation of environmental policies. Examination of these gaps was based on analysis of two stakeholders' surveys and incorporates findings from recent environmental assessments. The document identifies a number of limitations and obstacles in environmental administration of BiH and provides a set of recommendations for improving national capacities taking into account existing financial constraints. Stakeholder workshops on content and priorities for the pilot State of the Environment Report (SoER) were organised. The SoER has been produced in three local languages and English. The Report was ready for publishing in early 2013.

- ***Output 3.4 (UNDP) Expanded access to environmental finance.***

The second ENV JP funding window, at national level, provides grants for projects that go beyond the municipal level and which adopt and promote innovative approaches. Out of 18 innovative grants, seven have finished and the others are still on-going. Grants are being jointly funded by the ENV JP and the United States Agency for International Development (USAID). The grants achieved 62% co-financing from other partners and the benefiting municipalities.

- ***Output 3.5 (UNEP) Greater implementation of environmental governance actions demonstrating innovation, poverty reduction and social inclusion approaches and addressing the achievement of MDGs 6, 7 and 8 through improved service delivery.***

An assessment of the needs in capacities has been conducted for MoFTER, the Inter-entity Environmental Committee and Entity environmental ministries. A capacity building strategy on priority areas (such as environmental monitoring and reporting, MEA⁴ obligations, mainstreaming) has been prepared. All activities are being carried out in close cooperation with government institutions, helping them to develop their capacity. Additionally, regional exposure visits/study tours for key national stakeholders, as well as targeted workshops are taking place to further strengthen capacities.

- ***Output 3.6 (UNEP) Lessons and best practices from effective delivery documented and used to inform policy development.***

A project website has been established and electronic networking, linking municipalities and national authorities has been facilitated. A database and network of national and international experts, who are able to answer to all requests from local stakeholders on priority issues, has been uploaded and is online. Lessons learned notes, capturing experiences and challenges from innovation projects, are being prepared.

⁴ Multi-lateral Environmental Agreements.

2.3. Main findings of the mid-term evaluation

In line with MDG-F procedures a mid-term evaluation of the ENV JP was conducted in 2011. The main conclusions were:

- Overall, the ENV JP addressed a very relevant and critical challenge in BiH which contributes significantly to the realisation of the country's goal of EU accession.
- The JP results have a huge potential to contribute towards overall UN goal for sustainable development and human security. Sustainable environment is a cross-cutting issue that impacts several MDGs directly and indirectly.
- The interventions addressed in the various programme components, particularly energy efficiency, have a huge potential to free up significant resources towards other development sectors such as poverty reduction and improving access to and quality of basic services.
- The approach adopted by the JP which addressed simultaneously sustainable environment practices at the local level and creating an enabling policy and legal framework also enhanced its potential for sustainability over the long term. In particular, capacity development and engagement of the broader civil society and national institutions in the programme implementation provided a venue for sustainability.
- While more could be done in terms of strengthening a more integrated and collaborative work environment among partner UN agencies, the JP provided them a solid foundation for more inter-agency collaboration and 'delivering as one' through the lessons that it generates for both the UN and government.
- The JP had already significant potential to have positive impact, particularly with regards to: (a) raising awareness for sustainable environment, (b) unlocking resources towards other development priorities, and (c) contributing to the realization of the country's objective of EU accession. The ENV JP had laid fundamental foundations for sustainability through engagement of national institutions and civil society and had addressed well some policy dimensions for sustainable environment management. However, a major risk to sustainability remained due to the absence of a national regulatory framework.

3. PROGRAMME ANALYSIS: EVALUATION CRITERIA AND EVALUATION QUESTIONS

This chapter examines the performance of the ENV JP, based on considerations of needs assessment and design, inputs, outputs, ownership, results and sustainability, set against the Evaluation Questions detailed in Annex 2.

3.1 Programme Relevance and Design

Overall, environmental protection presents a major challenge for BiH. The level of social and economic environmental pressures in BiH in the last two decades has been predetermined by the country's development, characterized by war-time aftermaths, the transition process and the introduction of European standards necessary for accession of BiH to the European Union (EU). As a transition country, BiH faces a significant number of social, economic and other issues in the post-war period, among which environmental protection presents a major challenge. Being the centre of heavy industry, resource and energy base of the former Yugoslavia, BiH was exposed to serious pollution of its natural resources in the pre-war period. During the conflict 1992–1996, BiH faced a decrease in economic activities, and the country emerged with an utterly ruined infrastructure and industry, and a devastated economy.

Even though the post-war period, directed towards revival of economic activities, was not prioritised by environmental protection, the BiH accession process to EU has contributed to development of environmental protection policies. Bearing in mind the significance of the environment for economic development, human health and social balance, BiH has undertaken a series of activities in order to address key environmental issues during the previous decade. Within the National Environmental Action Plan for BiH (NEAP BiH) of 2003, the main goals of the environmental protection policy have been defined and a series of measures for achieving the goals set has been developed. The achievement of these goals differs between the various sectors.

The ENV JP is highly relevant for BiH to support its efforts in developing its environmental protection and climate change strategies and actions. It responds well to the development objectives of BiH and to those of UN Agencies in BiH. The design of the joint programme is well rooted in the country priorities and the ownership of the programme by stakeholders has been excellent. It is a high-quality response mechanism to support BiH in addressing climate change priorities. The programme logic is clear and based on integrating three essential components, and appropriately designed to respond directly to the main constraints identified to sustainable environment management.

ENV JP is linked to national environmental strategic documents but the present strategic basis is weak. There is still no current and specific policy document on environment in BiH. The main policy document on environmental issues is the NEAP prepared with support of the World Bank and adopted in 2003 in both Entities. Furthermore, the Medium Term Development Strategy (MTDS, 2004-2007) defines relevant key goals, such as: (1) *creating conditions for sustainable and balanced economic development*, (2) *reducing poverty* and (3) *acceleration of the EU integration process*. The MTDS identified 12 priority sectors, out of which five are directly linked to environment – Agriculture, Forestry, Water Management, Environment and Energy. The

three key environment related priorities identified in the MTDS are: (a) *strengthening the legal and institutional framework*; (b) *improvement of the system of funding and capacity in this sector* (through the establishment of environmental funds) and encouraging local level implementation; and (c) *strengthening environmental statistics*.

ENV JP is directly relevant for achieving the MDGs. The ENV JP is also aligned to MDG 7: *Achieve environmental sustainability*; and MDG 8: *Develop a global partnership for development*. Due to the close linkages and reliance of the poor on the environment for their livelihoods, the JP also contributes indirectly to MDGs 1 on *eradicating extreme poverty and hunger*; and to MDG 6 on combating diseases, due to the close association of environmental degradation to the spread of diseases through air and water pollution.

The previous UNDAF had little discussion specific to climate change, owing to a limited understanding about the matter at the time that it was made. Thus, the link of the programme to the previous UNDAF in BiH was only of indirect nature in the Programme Document (UNDAF Outcome 1: *“Strengthened accountability and responsiveness of government to pro-active citizens”*). However, the ENV JP is now aligned to the current BiH UNDAF 2010-2014, Outcome 3: *“By the end of 2014, Government meets requirements of EU accession process and Multilateral Environment Agreements, adopts environment as a crosscutting issue for participatory development planning in all sectors and at all levels, strengthens environmental management to protect natural and cultural resources and mitigate environmental threats”*. Thus, the programme is now much better linked to the overarching effort associated with the environmental theme, increasing the programme’s relevance.

The main text of the ENV JP Programme Document did not provide details as to how the JP concept was to be applied in the programme, and this lack of detailed information has resulted, at times, in different views and expectations. Furthermore, the United Nations Development Group’s Guidance Note on Joint Programming did not set out how the JP concept should be *operationally* implemented. Whilst the programme appears to be compliant with prescribed guidelines, such as the adoption of a common results framework and work plan, differences in perceptions and expectations over the JP concept were brought into the actual implementation phase and made joint implementation challenging.

Criticism has been raised by all agencies about the original version of the ENV JP Programme Document. There is widespread agreement among agencies that the first version of the approved ENV JP Programme Document was a rather vague and superficial document. The intention of key stakeholders at the formulation stage was not always obvious and much time was needed to make it a real workable document. Also, the programme implementation strategy had to be changed in some Components in order to make it more operational or to identify and choose realistic and relevant activities. The review of the revised ENV JP document however indicates a good rationale for the programme. There is some good coherence among the design elements of the programme (internal logic: components, partners, structure, delivery mechanisms, scope and budget) and its expected results. The original indicators were often poorly defined, lacking baselines and SMART quality.

Nonetheless, by design, the ENV JP joint programme was also to focus on strategic and highly cost effective sectors. The programme was to serve as a catalyst for structural changes and as a base for further mobilisation of co-financing from the international community as well as from the governments of BiH; particularly for the implementation of new technologies such as in energy efficiency and their effective integration at the policy levels.

The ENV JP took a pragmatic approach to problem-solving taking into account the very specific country situation. Environment governance in BiH is characterised by the prevailing absence of State-level environment policy and national regulatory framework, other than the NEAP. Environmental governance comprises a fragmented series of environmental institutions at four administrative levels: State, Entity, cantonal and municipal. According to the Constitution, environmental policies and natural resource use are the responsibility of Entity and Brcko District governments, which regulate environmental matters through laws, regulations and standards. However, when the Law on Ministries and Other Bodies of Administration of BiH was adopted in March 2003, the Ministry of Foreign Trade and Economic Relations (MoFTER) was given the power to define policies and basic principles, coordinate activities and harmonise plans of Entity bodies, government and institutions in accordance with international obligations in the areas of agriculture, energy, environmental protection, development and use of natural resources and tourism.

Such a complex administrative structure suffers from a lack of vertical (Entity/canton/municipality) and horizontal (inter-entity/inter-ministerial/inter-municipality) cooperation. The programme tried to build its intervention strategy as a direct response to the prevailing governmental fragmentation.

ENV JP design addresses important but missing issues in BiH environmental governance. For instance, project activities were planned to establish for the first time a comprehensive overview of environmental legislation at all administrative levels in BiH. So far the institutional setting, while being severely fragmented and complicated, has not received a proper listing of legal mandates and responsibilities. Likewise, the programme intended to conduct a gap analysis for a comprehensive Environmental Information System (EIS) and aimed to provide the first ever integrated overview of the State of Environment in the country. All these activities have been designed with the aim to significantly improve BiH environmental policy-making.

Risks identification and the management of risk mitigation measures have been ensured. The programme risks were analysed during the design and inception phase and described in the programme document. During implementation, ENV JP risks, particularly stemming from the given political and socio-cultural context, have been regularly reviewed and, where needed, corrective actions have been taken.

Ownership of the target population and programme participants in programme design has been positive. There is in general a good degree of ownership demonstrated by State and Entity stakeholders due to a strong participatory process applied in defining the programme design. In particular the local regional authorities take a strong interest in the programme activities and regional ownership is only limited by the lack of funds and resources.

Energy efficiency and renewable energy sources appears as a key thematic in ENV JP. While regional/global initiatives and trends in the field of environmental protection and climate change are more and more focused on energy efficiency and renewable energy opportunities, in this regard, BiH is still not improving sufficiently, and there remains very little progress on these issues in general, nor adequate efforts from local authorities and other stakeholders to mainstream these issues in a comprehensive manner which factors in longer-term perspectives. The latest studies and analyses show that energy consumption within the building sector (residential, public and commercial) in BiH comprises 57% of the country's total energy consumption, while in the EU this rate for buildings is as low as 40%. Clearly, there are standards in place in the EU that result in much lower energy consumption in buildings when compared to those in BiH.

The ENV JP provides a concrete demonstration on how to apply the Paris Declaration commitments such as:

- *Ownership*: Programme partners exercise effective leadership over their development policies and strategies and co-ordinate development actions; this has been particularly apparent for the ENV JP actions taking place at State and local levels.
- *Alignment*: The programme has based its overall support provision on the various BiH programme partners' development strategies, organisations and procedures; particular account was taken of the prevailing administrative and policy-making structures, characteristic for BiH.
- *Harmonization*: Throughout the ENV JP, donors actions have been harmonised, transparent and effectively combined; for instance joint actions with USAID and GIZ have been implemented in a harmonised manner, leading also to synergies in approach and funding.
- *Managing For Results*: The programme took a strong approach in managing resources and improving decision-making for results; throughout the implementation the achievement of durable results has been the main focus of work, both of agencies and programme partners.
- *Mutual Accountability*: MDG-F, other donors and programme partners are accountable for achieving the desired development results. This has been particularly obvious for the individual actions taking place at local levels. The benefiting municipalities demonstrate a high degree of accountability as concerns programme outputs and results.

3.2 Programme Efficiency (processes)

Considering the complexity of the programme due to the numerous institutions involved and the horizontal breadth of the programme, the efficiency of the management and coordination functions has been mostly satisfactory. The programme management team uses an adaptive management approach to secure programme outcomes while maintaining adherence to the overall programme design; including the commitment of resources when needed and not just to meet a disbursement schedule. The review indicates that the implementation of the programme is well aligned with the ENV JP Programme Document and its anticipated set of results. It reflects well the structure of the programme, its activities and its management. The results framework is used to guide the implementation of the programme.

Setting up efficient inter-agency coordination was difficult at the beginning but has since then improved. Over time, the ENV JP has developed steadily and inter-agency coordination at the time of this evaluation has been largely well established. The Programme Coordinator has ensured good coordination between participating agencies. Moreover, the Programme Coordinator has been able to ensure cooperation of the most important BiH government partners. Still, there were cases where differences in perceptions and expectations over the JP concept were brought into the actual implementation phase and this has made joint implementation challenging at times. Collaboration between individual agencies varied with examples where agencies demonstrated a very close coordination and others which preferred to keep a certain degree of distance when it came to coordinating daily tasks, including the coordination with their main government partners.

Close working relations with governments, agencies, the private sector and individuals has ensured that the activities carried out reflect current political and socio-cultural realities and sensitivities. The programme demonstrates a high degree of appropriate measures able to respond to the political and socio-cultural context. It has managed to develop and maintain constructive working relations with all governmental levels, putting a particular emphasis on the work with local governments. Civil society and private sector organisations are closely involved in implementing certain activities and they are coordinating well with their respective UN agency.

The PMC, as the programme's coordination platform, suffered from initial uncertainties but has stabilised and closely guides the implementation process. In the main, programme implementation is followed up adequately by the PMC. The PMC meets regularly. Based on the progress reports submitted the status of implementation is presented and jointly discussed and this helps to support mutual accountability. Regular attendance of the BiH government counterparts is helpful. However, the level of representation in the PMC has not been always sufficient to provide close guidance in policy matters. A lack of seniority and effective decision-making power has reduced to some extent the PMC's purpose, making it rather a compliance exercise than a steering and guidance body bringing in added-value to the programme implementation.

Nevertheless, a real JP concept has not been really applied in the ENV JP. In practice, individual agencies implement ENV JP activities separately which from a technical point is understandable. It seems that there has been some lack of understanding as what it means to apply a true JP concept and the willingness of certain agencies to follow such true JP approach has not been always obvious. The evaluation also raises wider questions about joint programming, including the need for criteria to determine when joint programming is the most appropriate approach and indicators for

measuring the efficiency and effectiveness of joint programme processes and outcomes. Government and NGO partners are positive about their engagement with JP UN agencies and the technical support they receive.

A second issue is about the synergy effects expected from a joint programme. It does not appear that the programme has elaborated much on this matter because of more pressing concern on the operational issues. One of the few examples has been the cooperation between UNDP and UNESCO in doing energy efficiency investments for culturally and naturally-significant sites, as envisaged by the programme document. Still, at a later point in the JP, it was acknowledged that there would be a need to give more thought and detail to the aspect of programme synergy. In theory, nonetheless, one view is that synergy can be created by combining the effects of the different activities at local levels so that these will feed into the State and Entity level results. Some thoughts on developing synergies were given but more on an *ad-hoc* base. This includes, for instance, actions such as, in the FBiH, to agree on harmonised environmental action plans in one canton, or to improve access of information between municipalities and Entity ministries in the RS when it comes to public energy efficiency funds. Nevertheless, the opportunity to build synergies, particularly for linking local and national actions – as suggested by the programme title – has not been systematically explored and targeted. Consequently, whilst individual components largely followed efficient implementation patterns, the possibility that overall programme efficiency might have benefited from a strong synergetic approach has been largely missed.

Overall the evaluation found a highly motivated staff, dedicated to the programme, often going beyond the call of duty. A high quality team of professionals from UN agencies and national partners implements the programme. The programme is also implemented with the participation of national and a few international consultants, when needed, for specific work assignments such as studies and surveys. Additionally, the involvement of key stakeholders allows activities to be well supported by key institutions, ensuring a better long-term sustainability.

Good quality outputs are being delivered through the ENV JP. For instance, participants of the training and capacity building activities which were conducted through the programme reported the courses to be very useful and of good quality. End-users of the various studies and analytical documents, which are being used for improving environment and climate change policies and which were acquired through the programme, also noted these outputs to be of good quality. Particular satisfaction has been expressed with the various small-scale investments that the programme has ensured at local levels.

In utilising MDG-F funds ENV JP should ensure largely complete absorption until the programme's termination. Using the disbursement rate as a proxy indicator for the accomplishment of activities (and consequently, the achievement of results), the programme performance has significantly increased since the time of the mid-term evaluation. With high percentages of disbursements, the review of the overall financial picture indicates that the ENV JP has been making efficient use of funds. The overall utilisation of funds by UN agency and other sources is set out in the Table 1 below.

Table 1: Financial performance of the ENV JP

UN Agency	Total allocation	Total Disbursed	Total Commitment	Non allocated	Remark
UNDP (incl. UNESCO, UNV and RCO)	4,279,212.00	3,588,576.00	690,636.00	0.00	
UNEP	907,738.00	835,947.62	71,790.38	0.00	

FAO	312,913.00	139,713.00	28,730.00	144,470.00	Non allocated fund expected to be allocated upon conclusions of grant agreements on abandoned land project
Total	5,499,863.00	4,564,236.62	791,156.38	144,470.00	

Status March 2013; all figures in USD

Inputs have been available on time and when needed and enabled efficient implementation. Input utilisation was in accordance with work plans and their pre-defined schedules. Environment and climate change is a highly technical field; thus, the programme has worked with several scientists and technical institutions with related expertise within this field. In general, respondents positively noted the professional inputs from these experts which they have applied to their work.

The PMC function had room for improvement. The Programme Management Committee (PMC) is made up by the key staff from each of the executing and implementing agencies and programme partner representatives. These mechanisms and structures which are guiding the programme are in agreement with the guidelines set by the MDG-F. There is common belief among the respondents that these mechanisms have functioned well in terms of accountability and steering. Less successful for the PMC has been decision-making and strategic guidance. The minutes of meetings show that the PMC is in place and functional. However, very little is known about the actual discussions held during these meetings since very little reporting has been produced from these meetings.

The programme monitoring and evaluation framework has been uneven. The ENV JP has not always had adequate follow-up mechanisms to verify the quality of the products, punctuality of delivery, and progress of the JP towards achieving the envisaged results. The monitoring framework presented in the original programme document was of poor quality, providing often vague indicators for programme achievements. The indicators have been revised as recommended by the mid-term evaluation and are, in the main, better measurable since clear indicators, baselines and targets are given for many activities. Quantified outputs have been defined wherever possible by the programme management. Still not all of them fulfil SMART criteria. There are, however, some outputs that clearly over-achieved their initial definition. Where possible, programme indicators have been followed up and the results are summarised in Annex 3.

Project reporting has been less good. The ENV JP is monitored and progress is reported according to the monitoring framework that was identified during the formulation of the programme. Progress reporting is done through management briefs, narrative JP progress reports and financial progress reports that are based on the monitoring framework. The monitoring framework includes defined indicators with their related baseline, methods of data collection and responsibility centres. However, the current monitoring process is not fulfilling its intent. This evaluation indicates that information contained in the progress reports does not provide a good “picture” of the reality on the ground. The review indicates that this information gap is partly due to the way information is reported.

In particular, it is sometimes difficult to appreciate the achievements of the ENV JP. This is a pity since the programme has achieved much up to now, and can be considered a highly successful intervention in terms of outputs and outcomes. However, the reporting has often fallen short when it came to adequately describing the ENV JP’s merits.

The country ownership of the implementation of the ENV JP is excellent. The programme was developed through a strong participatory approach. Using the various partnerships existing between UN agencies and country partners, this joint programme was formulated in 2008 as a direct response to several country priorities identified through a good participatory process. The objective of developing a good country ownership was also reinforced by some explicit participative strategies considered from the outset of this JP. As a result, the ENV JP “*is owned*” by key stakeholders. It is their response to the need to develop a better policy framework, to mitigate and adapt to the impacts of climate change; and many of them will be the custodians of ENV JP achievements in the long-term. This is particularly true of the programme partners at the local level. At state level the ownership demonstrated by the MoFTER has only been limited by the lack of competencies as regards policy preparation and implementation.

The MDG-F Secretariat has provided the ENV JP with substantial and quality support. It has included management support, particularly at the earlier stages of the programme, and guidelines in the form of templates for the monitoring framework. Monitoring reports submitted have been acknowledged and advised. There have been also opportunities for learning and sharing lessons and experiences between the other programmes in the Thematic Window of Environment and Climate Change in different countries in various regions of the world.

The mid-term evaluation made a number of recommendations aimed at improving the effectiveness and sustainability of certain parts of the ENV JP. The improvement plan confirms that most recommendations were found to be relevant and actions have been taken to implement them. The recommendation to undertake a financial audit of the JP in order to establish whether or not financial procedures and regulations are properly followed was found inappropriate and not accepted.

3.3 Programme Effectiveness (results)

Overall, the programme clearly contributes to the achievement of global MDG-F objectives which are specific to its Environment and Climate Change theme. The ENV JP is directly aligned with the UNDAF and the programme tackles essential issues in respect to the socio-economic problems of BiH. Particular reference can be made to MDG 1 (*poverty reduction*), and 7 (*environmental sustainability*); and 8: (*global partnership for development*). In the course of the ENV JP the BiH policy makers and administrators at all governmental levels have been provided with a large number of innovative tools and models to develop environmental sustainability (MDG 7) and to contribute to global development partnerships (MDG 8) by developing evidence-based policies and measures. The extent to which the ENV JP has effectively contributed to achieving these MDGs is however difficult to assess in the absence of specific indicators defined for verifying the ENV JPs contribution.

The effectiveness of the delivery of the individual outcomes and outputs can be assessed as follows:

Outcome of ENV JP: 1. Improved local level environmental planning.

Overall, the support provided for the design and development of Local Environmental Action Plans (LEAPs) has resulted in 37 new LEAPs. LEAPs are a legal requirement in both Entities, and underpin the development of local environmental governance capacity. Capacity building in the target municipalities provided voluminous support and guidance and the assisted municipalities are now more advanced in their environmental planning and service delivery.

- ***Output 1.1 (UNDP/UNV) Effective local level participatory environmental planning mechanism strengthened.***

Output 1.1 has been effectively achieved. Local staff from municipalities across BiH is now able to effectively lead environmental planning initiatives in their own communities using common participatory approaches. Environmental planning methodologies such as LEAP and SEAP⁵ have been improved to provide comprehensive guidelines, updated and harmonized approaches (DPSIR⁶) and relevant examples, facilitating future progress in environmental planning in BiH. The assessment conducted on LEAPs and locally-focused legal and institutional structures provide recommendations for a municipality-based strengthening of environmental planning.

- ***Output 1.2 (UNEP, UNDP/UNV, FAO) Cross-cutting environmental governance methodology integrated into local participatory planning process.***

Output 1.2 will be effectively achieved. Natural resource management has been broadly assessed at local level and is ready for integration into local planning processes.

⁵ With regard to SEAPs, the objective is to create a network of communities and Climate Change Champions as the drivers of change towards energy efficiency. Five municipalities signed MoUs for SEAP development. These municipalities are committed to developing their SEAP goals in accordance with the methodology and guidelines adopted by the Covenant of Mayors of European Union cities.

⁶ driving forces, pressures, states, impacts and responses

Local authorities are now knowledgeable about how to link environmental planning with cross-cutting issues such as budget, energy, water, waste, governance, etc. The activity offered essentially the first plans in BiH to systematically claim local-level ownership (including significantly improved budgetary aspects) of environment/climate issues, instead of waiting for top-down measures since this sector is traditionally in the jurisdiction of Entity authorities.

- **Output 1.3 (UNDP, UNV) Strengthened capacity of 30 Municipalities for environmental planning and programming.**

Output 1.3 has been well addressed. Local stakeholders from a variety of sectors (government, civil society, private business, media, academia, healthcare, tourism, etc.) have had first-hand experience and direct training in environmental and energy planning mechanisms. These groups now understand that achieving ownership of local problems and their solutions requires meaningful public participation, especially the full engagement of marginalised groups and those most directly affected, in all environmental policy-making efforts.

- **Output 1.4 30 (UNDP/ UNV) LEAPs defined and agreed by Municipal stakeholders.**

Output 1.4 has been fully achieved. In total 37 LEAPs developed and adopted by local governments. LEAPs have shown to be a replicable mechanism for applying democratic governance principles to encourage widespread public participation through a variety of activities (open forums, public questionnaires, media events, etc.). Beneficiaries have experienced an ideal example of how environmental planning should be conducted, applicable to other municipalities in other contexts (see also Table 2).

Table 2: Example of a realised LEAP investment

Energy Efficiency of the Cultural Centre Complex in Bihać

Project key actions:

- Energy audit of the Cultural Centre building and identification of measures for energy efficiency improvements
- Installation of the heating insulation on the façade and the roof of the Cultural Centre
- Replacement of doors and windows on the building of the Cultural Centre
- Installation of the biomass heating equipment, including repairs on a part of the heating system, and laying of a pipeline connection between the three adjacent public buildings to the shared heating installations (1. Cultural Centre, 2. Museum, 3. Art School and the Institute)
- Introducing new energy-management practices by means of the EMIS software.

Results:

- Up to 70% reduction in the annual heating costs
- 38% improvement in the energy characteristics of both the Cultural Centre building and the shared heating system (using biomass as a fuel)
- CO2 emissions reduced by 114 t/year
- Citizens' awareness and knowledge about the opportunities and benefits of the energy efficiency measures increased.

Outcome of ENV JP: 2. Enhanced management of environmental resources and delivery of environmental services.

Overall, the aim to deliver effective environmental resource management through capacity building and technical assistance across municipalities has been progressing well towards full achievement of the desired Outcome.

- **Output 2.1 (UNDP/UNV, UNEP, FAO) Improved management of environmental resources in 30 Municipalities.**

Output 2.1 should be achieved. A significant gap discovered while assessing natural resource management was a lack of sufficient strategies for identifying and managing abandoned land in municipalities. Consequently, stakeholders from local government, civil society and businesses have been made knowledgeable about abandoned land issues, and are now able to develop appropriate strategies in the future. Moreover, following a request by the State government, an assessment of “green economy” investments in BiH will help to guide potential policy-making measures that might best stimulate sustainable investment. The Micro-Capital Grants (MCGs) programme stimulates the actual implementation of LEAP-defined measures across BiH.

- **Output 2.2 (UNDP) Priority actions identified and addressed in 30 LEAP Municipalities.**

Output 2.2 will be achieved. Upon completion, cultural and naturally significant sites will not only be better protected, but also be renovated to reflect modern environmental/energy standards. To further stimulate local ownership, all MCGs designed by local NGOs and local governments, required co-financing which was most often met by the municipalities themselves, though occasionally, through synergy achieved with other donor initiatives.

- **Output 2.3 (UNDP/UNV, UNESCO) Improved environmental, energy, water and sanitation services in 30 Municipalities for the poor.**

Output 2.3 will be effectively achieved. The MCGs support replicable pilot projects in diverse municipalities across BiH, thus also promoting the feasibility of implementing LEAP measures. Besides significant environmental improvement, substantial budgetary savings have been gained from these projects to help municipal budgets, with very reasonable payback periods (see Table 3). The MCG projects also highlight concrete ways in which local levels can contribute to climate change mitigation, as well as ties to poverty reduction, especially in the case of the on-going initiative “Solar energy packages”, inspired by a gap discovered during consultations between JP staff and local stakeholders.

Table 3: ENV JP Micro-Capital Grants

Municipality	Project type	Total USD	Decrease of t CO ₂ / annual	Cost savings USD/ annual	Simple payback period
Tuzla	EE in Sports Hall	64,286.00	40.00	7,870.00	8.17
Drinic	EE in Primary school	71,571.71	0.78	19,172.00	3.73
Bratunac/ Zivinice	EE street light	109.133	159.00	39,589.00	2.76
Prijedor	EE in business centre	46,143.00	0.62	6,900.00	6.69
Gradiska	EE in kindergarten	64,286.00	22.00	10,862.00	5.92

Municipality	Project type	Total USD	Decrease of t CO ₂ / annual	Cost savings USD/ annual	Simple payback period
Foca-Ustikolina	Eco School+EE in School	53,560.00	19.00	4,071.00	13.16
Derventa	EE Municipal Adm. Building	53,571.00	26.50	7,857.00	6.82
Odzak	EE in public lighting	53,571.00	38.03	7,861.00	6.81
Žepče	EE in public lighting	53,571.00	41.23	6,976.00	7.68
Teslić	EE in public lighting	46,428.60	54.95	9,980.00	4.65
Bosanska Krupa	EE in Health centre	60,093.00		11,643.00	5.16
Bihać	EE in Public building	62,871.42	224.24	32,328.00	1.94
Petrovo	EE in public lighting	53,571.00	1.02	4,286.00	N/A
Berkovići	Water quality improvement	14,217.50	N/A	N/A	N/A
Cazin	EE in Municipality building	50,201.61	76.50	16,989.00	2.95
Ljubinje	Water protection	51,567.70	N/A	N/A	N/A
Kupres	EE in Primary School, Secondary School and Hospital	70,964.28	7.40	20,357.00	3.49
Bosanski Petrovac	EE in Secondary School	60,046.78	2.14	24,391.00	2.46
Srebrenica	EE in Street lighting	70,000.00	12.00	5,350.00	13.08

Outcome of ENV JP: 3. Increased national environmental awareness and action, localizing and achieving the MDGs.

Under this Outcome, local level developments, lessons learned and best-practice are identified and used to inform and influence policy development and mobilise awareness of environmental issues, thereby encouraging a more pro-active approach. Additionally, incentives for testing and implementing innovative approaches in environmental resource management and service delivery are being achieved, to be supported through the innovative national level funding mechanism set up by the ENV JP. Again, there is good likelihood that the Outcome will be achieved by the end of the programme.

- ***Output 3.1 (UNEP) Documentation of the legal and institutional background for environmental governance and State and Entity level.***

Output 3.1 should be achieved. The comprehensive overview of the existing national legal and institutional framework has been completed and published, finally providing a sense of structure for BiH's fragmented and complicated environmental legislation/institutions, including Multi-lateral Environmental Agreements (MEA). The organisational structure of the BiH Ministry of Foreign Trade and Economic Relations (MoFTER) is under final review in order to create "road map" recommendations for outlining improvements of its role in the national legal-institutional framework.

- ***Output 3.2 (UNDP) Reliable environmental indicators to inform State and Entity policy development.***

Output 3.2 has been effectively achieved. The Designated National Authority (DNA), after years of stagnation, has finally been established and is now fully operational, including oversight and expert committees, and representatives of the national-level, both Entities' and Brčko authorities. Currently the DNA is active in fulfilling Kyoto Protocol obligations to assess potential Clean Development Mechanism (CDM) projects. Directly inspired by activities conceived of as part of the ENV JP, the Renewable Energy Challenge responds to a widespread lack of access to modern energy solutions by societies' most vulnerable groups, stimulating also a breakthrough in how electricity can be provided affordably to remote BiH villages from innovative energy solutions.

- **Output 3.3 (UNEP) Increased public access to environmental information.**

Output 3.3 has been effectively achieved. The completed gap analyses of environmental data management in BiH determined constraints related to financial, human resource, institutional, legal and technical capacities, done in consultation with governmental authorities. This data has been integrated into an Environmental Information System (EIS), making use of concrete environmental indicators in several priority areas, to help facilitate stakeholders' access to data. Moreover, BiH's first National State of the Environment Report (see Figure 2), streamlined during several participatory meetings with numerous national and Entity stakeholders, provides concrete environmental indicators from the national-level on down, and offers "road map" recommendations for potential environmental policy-making measures, particularly from the national/Entity perspective.

Figure 2: State of Environment Report

- 255 pages, 4 languages
- Over 100 experts and stakeholders involved
- Showcase in participatory environmental planning and reporting
- Main content:
 - General Information
 - Socio-economic drivers and pressures
 - State and trends in the environment
 - Environmental safety and human health
 - Policy responses
 - Conclusions and the way forward

- **Output 3.4 (UNDP) Expanded access to environmental finance.**

Output 3.4 should be well addressed. Innovative Grants (IG) have been devised to support breakthrough projects across BiH, especially on "energy efficiency" projects, designed in collaboration with local authorities to best respond to local needs. Significant co-financing has been secured, with the majority of funds coming from the municipalities themselves along with funding synergy with other agencies, as a sign of the potential for sustainable follow-up of further "green energy" grants within BiH (see also Table 4).

Table 4: ENV JP Innovative Grants

Municipality	Project type	Total USD	Decrease of t CO ₂ / annual	Cost savings USD/ annual	Simple payback period
Sarajevo	EE in University (Mechanical Engineering Faculty)	401,000.00	40.00	72,200.00	5.55
Gradiska	EE in Kindergarten	166,000.00	39.00	40,862.00	4.06
Mostar	EE in Gymnasium	295,000.00	33.00	13,000.00	22.69
Travnik	EE in Municipal administration building	172,000.00	137.00	31,594.00	5.44
Tuzla	EE in Traffic lighting (LED)	128,500.00	165.00	36,000.00	3.57
Mostar	UNESCO- Heritage	19,809.00	TBD	TBD	TBD
Stolac	DEG- improved water quality	14,285.00	N/A	N/A	N/A
Livno	EE in Sport hall	310,000.00	130.00	37,000.00	8.38
Bihac	EE in Cultural Centre& biomass heating	414,000.00	114.00	94,642.86	4.37
Doboj	EE in Municipal administration building	214,000.00	248.00	21,443.00	9.98
Bijeljina	EE in Street lighting	100,000.00	17.00	7,650.00	13.07
Trebinje	EE in Street lighting	100,000.00	30.00	12,500.00	8.00
Banja Luka	EE in Dormitory	115,000.00	83.00	35,000.00	3.29
Mostar	EE in Street lighting	70,000.00	15.00	4,600.00	15.22
Tuzla	EE in Primary School	106,000.00	50.00	15,000.00	7.07
Solar Tree	Solar Tree	3,660.00	N/A	N/A	N/A
Herzegovina region	Solar kits for 5 returnee families	60,000.00	N/A	N/A	N/A
Krajina region	Solar kits for 5 returnee families	60,000.00	N/A	N/A	N/A

EE= energy efficiency

Despite very successful projects, the innovative character of so called innovative grant projects was not always fully explored. As noted in the mid-term evaluation, there were concerns that the absence of a fund coordinating mechanism – as originally proposed by the programme document⁷ – would remain a point of concern among JP partners, with some feeling that the approved projects are not priorities in the current situation in BiH, and that the grants should include a wider coverage of environment issues, such as biodiversity and recycling. The JP however notes the decision to focus exclusively on energy efficiency was made in line with government priorities. Almost all LEAP grants projects targeted energy efficiency, and the Innovative Grants followed the same path, giving the impression that the Innovative Grants were primarily an extended version of the LEAP grants.

- **Output 3.5 (UNEP) Greater implementation of environmental governance actions demonstrating innovation, poverty reduction and social inclusion**

⁷ It was decided not establish a new and parallel structure for the Innovation Grants because there already existed two Environmental Funds, one in each Entity.

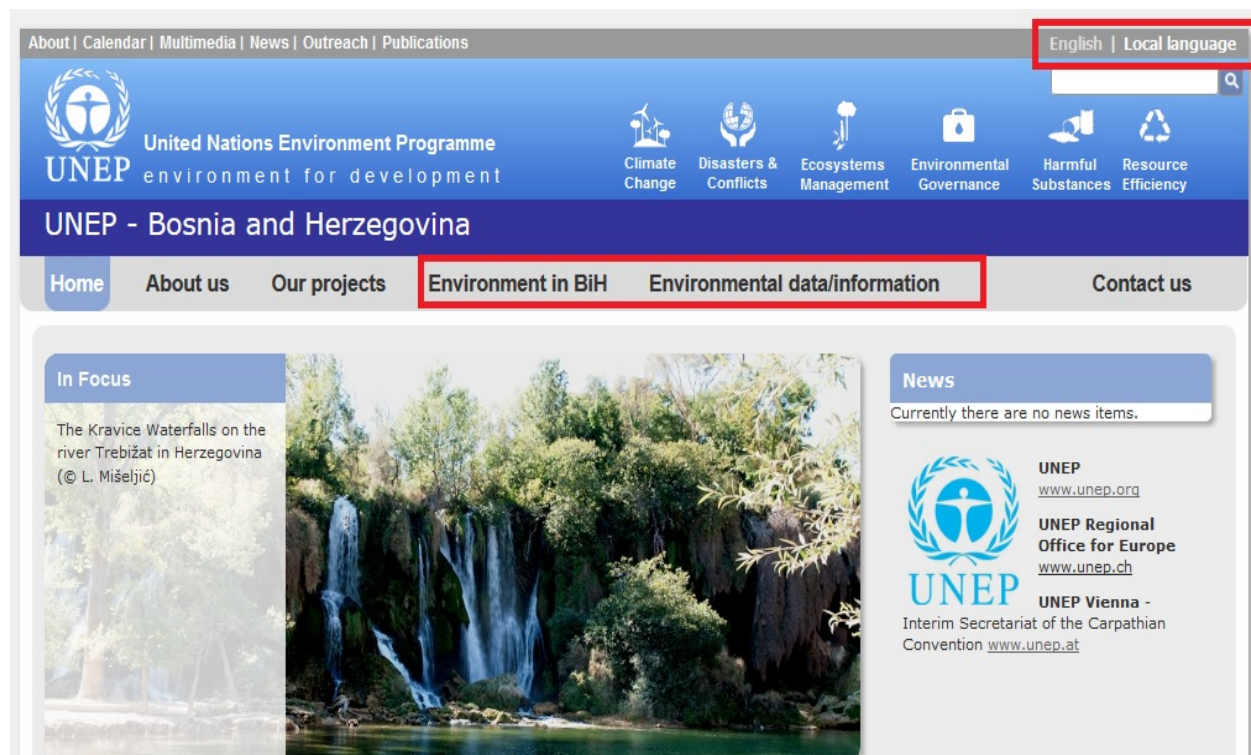
approaches and addressing the achievement of MDGs 6, 7 and 8 through improved service delivery.

Output 3.5 should be well addressed. The needs assessment of MoFTER, Entity ministries and the Inter-entity Environmental Committee provides guidelines to help shaping future policies emanating from these bodies and strengthens their capacities. A capacity-building strategy prepared in cooperation with national and Entity stakeholders, covers monitoring and reporting procedures, maintaining MEA obligations and mainstreaming environmental issues into other kinds of national/Entity policies, provides detailed guidance for institutional and human resources development.

- ***Output 3.6 (UNEP) Lessons and best practices from effective delivery documented and used to inform policy development.***

Output 3.5 should be fully achieved. An online database of environmental experts is publicly available, facilitating stakeholders from the national to local levels to be able to take advantage of knowledgeable experts (including locals) for environmental policies and other measures. Maintenance of the ENV JP's internet presence (UN.ba, Facebook, etc.) provides central hubs useful for general visibility of the JP and the promotion of best practices, as well as informative portals for the media or any other interested stakeholders. An example is presented in Figure 3. Global outreach of JP activities has been achieved through cooperation with an organization engaged in promoting the Renewable Energy Challenge.

Figure 3: Lessons and best practice example



The capacity of the programme to leverage funds to co-finance some programme activities has been good. The programme has been also effective in mobilising additional funds for environmental (in particular energy efficiency) investments. This does not only relate to external donors support. Significant co-financing has been achieved,

with the majority coming from the municipalities themselves (an important indication of them claiming ownership), along with funding-synergy with other donor agencies. The programme has highlighted that funds for local investments not only exist and but can be mobilised to a considerable extent from government sources at all levels. Based on realistic planning, notably stemming from the LEAP process, it has been confirmed that municipalities can solve local problems despite tight budgets.

The effort to mainstream gender in the ENV JP has been weak. As a crosscutting theme it was briefly mentioned in the programme document. This short section states that the ENV JP will make special efforts to mainstream gender into its planning. However, the review of progress reports indicates that gender has not been tracked; no gender-disaggregated information exists in the quarterly and annual progress reports. Furthermore, the monitoring framework of the ENV JP does not include any gender-based indicators among the list of indicators. Specific provisions to mainstream gender issues for instance could have been requested from the various sub-suppliers and contractors.

The lack of gender focus of the ENV JP does not mean that the implementation of the programme does not consider women. On the contrary, they are part of the programme's stakeholders; however, women are not targeted as a special group of stakeholders to mitigate and/or adapt to climate change and since no gender-disaggregated monitoring information is produced, no gender-based information is produced by the ENV JP.

The communication and advocacy (C&A) campaign for the ENV JP has greatly supported effective achievement of outcomes. The C&A strategy, originally designed as a standardised document roughly similar for all JPs in BiH, has been implemented well. Disseminating information publicly concerning ENV JP activities has been important as they tell the public about government actions and solicit the involvement of non-government partnerships. Appropriate communication tools and convincing messages have been confirmed in particular by the high rates of outreach in respect to the target groups (see also Figure 4).

Figure 4: Main features of ENV JP communication

- Focus: Communicate in a simple way, using mainstream media and social networking, build awareness, create energy efficiency "buzz"
- Presenting both the issue we are addressing and results of the JP
- 734 announcements/links via JP Facebook profile since August 2011
- 510+ media appearances / 0 negative
- Highest media attention of all UNDP projects in 2012 (147 media appearances)
- Special in-depth multimedia content produced (two video stories, fact sheets, infographics, blogs...)
- Renewable Energy Challenge via AlJazeera and Associated Press TV-regional success
- Cooperating with partners in content creation / training in communications provided to all partner organisations

3.4 Programme Impact

There is a good potential for the programme to achieve its strategies and outcomes over the long-term. As designed, the programme supports State/ Entity level policies needed to achieve climate change mitigation and adaptation goals in BiH and promotes the dissemination of innovative pilot projects and technologies at the local level. Through its three Components the ENV JP is mainstreaming climate change mitigation and adaptation into State and sub-national policies, planning, and investment frameworks; establishing innovative partnerships and disseminating technologies to mitigate climate change and increase local access to sustainable energy; and to accelerate action by BiH in assessing vulnerability to climate change and developing adaptation plans and mechanisms. Moreover, the fact that the ENV JP is a direct response to country priorities and that the country ownership of the programme is good will contribute to long-term impacts on the climate change agenda in BiH.

Programme outreach has been achieved as planned or even exceeded original expectations. Based on the reports and the discussions with informants, programme outreach is being covered in terms of the target government institutions, exceeding the number of municipalities that are supposed to be covered by the programme, and the number of investments that were indicated in the programme document. The programme has also reached both rural and urban areas, and is consequently expected to create some identifiable effects along these dimensions.

Moreover, considering that the ENV JP was designed to serve as a catalyst for structural changes and as a base for further mobilisation of co-financing, the impacts in the long run could be exponential. Overall, ENV JP has brought innovative approaches, methodologies and technologies, and has taken risks to venture in new areas of climate change mitigation and adaptation in BiH. Its investments could be compared to the “seed money” concept in venture capital operations. It has invested in new climate change initiatives with the full participation of key stakeholders. A certain level of risks has been attached to these initiatives, however, most initiatives should lead to greater results in the long run and this success should add to the positive impacts of the programme in the future.

Direct impact from ENV JP efforts targeting the policy framework and the development of capacities and adaptation actions need still to materialise. Wider and direct impacts from the ENV JP in terms of policy making relate to an improved and state of the art information and research base which would benefit environmental planning and decision-making for the higher levels of government (particularly Entities and State). Whilst certain tools and instruments exist and are used, the need to produce policy-related information which directly stimulates political decisions is not fully developed yet, and institutional credibility has still to build up, for instance, the case of the MoFTER. The same is true for support provided to the Inter-Entity Steering Committee, in the form of policy briefs and analytical and policy papers. This means that the potential impact of ENV JP in terms of contributing to good governance and to progressive orientation of political decisions still remains to be explored. Since MoFTER/ Department for Environmental Protection, as the State body for coordinating environmental policies, is highly dependant on the political will of the Entity governments, immediate improvements of capacities and structures of this Department are uncertain.

The same is true for the completed State of Environment Report. Whilst it has been appreciated to have, for the first time, an established status of the environment at national

level, its immediate policy consequences remain vague, also in the absence of specific recommendations identified by the Report. The document itself might serve as a working paper for providing guidance for the Entities' environmental policy development but the extent to which this is going to happen is not clear since the Report cannot yet be considered to have a clear framework reference character. This cannot be attributed to a principal failure in the joint advocacy work conducted at the overall policy level but largely reflects the prevailing scattered approach for environmental policy-making in the country. An immediate impact can be identified once the Entity governments provide their feedback on the gaps and issues of concern, raised by the Report.

The environmental indicators provided both by the Report and the EIS are very useful tools for quantification of physical indicators of the state of the environment, as well as for monitoring the status and changes in the environment. Policy makers are being informed about key development trends and can use the indicators to monitor and implement environmental policies and strategies. This in turn can help with the formal adoption of adequate solutions and decisions for evidence-based management as well as for the needs of research and the wider public. Also, more transparent and participatory processes in environmental policy-making have been adequately supported.

On the other hand assistance provided to the DNA could result in a strong impact.

The DNA is fully operational with an Executive and Technical Board as well as Panel of Experts, comprising members from both Entities and the District Brčko. Currently the DNA is active in fulfilling Kyoto Protocol obligations to assess potential CDM projects. Some already-approved projects are projected to generate significant annual savings of air pollutants, the stimulation of local employment and substantial improvement of the local population's health. The targeted projects such as upgrades of a cement factory and several small hydro-power plants could amount to a total investment of €400 million. These first projects will provide high quality, state-of the art environmentally friendly industrial facilities and clean energy to the Bosnian electricity grid. It will also increase temporary and permanent employment opportunities for local residents during the construction and operation period of the projects, which is helpful for the local socio-economic development.

The ENV JP is having positive impacts on the local environment and the welfare of local communities where the programme intervenes. A demonstrably-effective approach for stimulating sustainable local ownership, including through environmental budgeting has been promoted with the LEAP activities. Upon adoption of LEAPs, in 25 municipalities the budget for environment and climate change has increased in total by BAM 12 million. Also, completion of the Abandoned Land pilot projects might produce some local socio-economic impacts on those immediately affected by the pilot. However, the very moderate investment in Abandoned Land issues does not allow predictions of a major impact from these activities.

The completed micro grant and innovative projects are expected to lead to a reduction of CO₂ of altogether more than 1,800 t/ year and can provide local budget savings amounting to more than US\$650,000 annually.

The completed MDG-F investment projects serve as pilot projects to all municipalities of the tremendous potential that local energy leadership can have: annual budget savings, relatively short payback periods, growth of a local "green economy", reduced pollution and improved public health.

Implementation of the energy efficiency/ renewable energy resources activities initiated the process of mainstreaming energy efficiency in a meaningful way. Whereas before the ENV JP, few in BiH dealt with the issues in any kind of a systematic way, now the most important actors at all levels are finally playing a role and taking

responsibility for the sector. Significant steps forward have been made by the programme in mobilising BiH governments and other stakeholders to ultimately claim ownership both of the consequences from and solutions for the energy sector.

The completed projects clearly demonstrate the added value of investing in energy efficiency. With environmental and financial results being carefully recorded and compared with baseline data, this kind of systematic approach enables clarity in measurements and calculated benefits for each of the individual projects. They provide critical examples to show other municipalities that similar solutions can be replicated. To a large degree, this is due to a diligent selection process at the beginning, focusing on building types found in any municipality requiring realistic, cost-effective technical solutions that are affordable and easily replicable.

Analysis of the JP's LEAPs shows that 78% of the ENV JP-supported municipalities deem energy to be a priority issue and have together budgeted over €34 million (or 14% of the total from all 37 LEAPs' budgets) to implement energy efficiency/ renewable energy resources, climate change and air quality measures. Such statistics should be compared to the previous state of affairs, mentioned above, where LEAPs very rarely had any energy-related content at all. This situation shows that many have already taken the lesson that it is important to strategically plan energy solutions in a methodical manner, rather than simply implementing a few projects haphazardly, without any sort of a longer-term perspective, as has largely been the case in the past.

Boosting the impact of energy efficiency projects directly contributes to socio-economic development. International experience shows that energy efficiency improvements for buildings can save up to 30% of their energy usage in a typical case, and it is safe to assume that in BiH the energy saving potential is even greater considering the low-efficiency baseline currently found. Based on the scarce data available, the estimation is that BiH suffers significant economic and environmental losses because of the low energy efficiency standards found in both private residential buildings and in publically-managed buildings and facilities, which typically have very high expenditure on heating, water, air conditioning, lighting, etc. At the same time, citizens and decision-makers are not even sufficiently aware of the situation, nor equipped to properly control or manage these costs more efficiently. Taking into consideration the low GDP of BiH, such inefficient use of energy runs directly counter to the country's poverty reduction efforts.

The replication and scaling-up of ENV JP achievements in energy efficiency has been happening and the overall potential is excellent. In this intervention area, the concept of replicability was built into the ENV JP from the beginning. As an example, an important criterion in selecting the grant projects to be implemented was the extent to which a proposed facility could serve as an appropriate example either for other buildings in the same municipality or for similar buildings in other municipalities. Also the methodology for creating strategic documents (SEAPs, LEAPs, etc.) has been formulated in a way that the approach could be applicable to any other location with the willingness to act in a progressive manner towards environmental and energy issues.

Experience in the ENV JP has already begun to show that this strategy for replication should prove quite successful. In several cases, municipalities and CSOs that were not included in the programme have come forward seeking advice in developing their own SEAPs and/or LEAPs, wishing to incorporate their own public buildings within the EMIS system and/or implementing similar measures as the JP's grant projects in their own towns. This shows the adoptability of such endeavours all across BiH.

Renewable Energy Challenge responds to a widespread lack of access to modern energy solutions by societies' most vulnerable groups. Thus as an unplanned positive impact, ENV JP has also stimulated a breakthrough in how electricity can be provided affordably to remote BiH villages from innovative energy solutions. Though first designed for BiH, this concept can be easily replicated for an extended impact in developing regions around the world. Inquiries and submissions made so far show that there is potential to link up technological opportunities with the poorest groups in society who can benefit most from such innovations. In this respect UNDP has issued a challenge to find a renewable energy solution capable of providing off-grid power to cover the needs of an average war-returnee family in rural BiH⁸, an unplanned effect, deriving from the ENV JP.

In particular, Component 1 and 3 can positively impact in terms of good governance whilst impacts from other cross-cutting issues still remain to be explored. Whilst women's participation in ENV JP has been significant and positive not much can be reported in terms of achieved effects. The same is true for minority considerations, reflected in the programme. The completed ENV JP however contributes directly to UNDAF Outcome 1 - *Strengthened accountability and responsiveness of government authorities to pro-active citizens*, thus impacting positively in terms of good governance and human rights considerations. This is apparent for the participatory and democratic planning process ensured at local levels by LEAPs and the various capacity building and information activities conducted at the State level.

⁸ An initiative currently being launched with the UK charity organisation Nesta.

3.5 Programme Sustainability

Overall, the full involvement of country stakeholders in implementation fosters sustainability. The engagement of national institutions and civil society organisations in the implementation arrangements has been a key factor for ensuring sustainability. In addition, the ENV JP outputs that address different policy dimensions of environment management also provide essentials for building up programme sustainability. The most significant risk to sustainability relates to the complexity of the country's environmental administration and governance systems, as well as the absence of a national level environmental regulatory framework.

The sustainability of Component 1 (improved local level environmental planning) is promising. The use of the DPSIR methodology for preparing LEAPs fosters sustainability since this methodology appears as good practice recommended by the European Environmental Agency⁹. There has been broad acceptance of the LEAP process in the field and dissemination of the concept is progressing well. The LEAP process can be considered as good practice and is worth further dissemination and promotion. Environmental aspects have been well integrated into local planning processes confirming its sustainability.

Sustainability of implementing the individual LEAPs differs from municipality to municipality. There have been examples of clear commitment to continue with realising the identified mitigation measures but there also remain cases in the LEAP portfolio where encouragement and operational support is still needed in order to make LEAPs more sustainable.

Sustainability of Component 2 (enhanced management of environmental resources and delivery of environmental services) is good. In the main all small scale investment projects, following their completion have good prospects for sustainability since the investments are characterized by cost-effectiveness and short pay-back periods. There appears strong ownership and commitment by the benefiting municipalities since the economic and environmental benefits are usually self-explanatory and fully in line with local priorities. Sustainability of the activities dealing with Abandoned Land issues depends very much on a further expansion of the concept. This would require financial means for dissemination and promotion which currently will be difficult to mobilise.

Sustainability of Component 3 (Increased national environmental awareness and action, localizing and achieving the MDGs) is mixed. Sustainability of the State of Environment Report remains challenging. On one hand its effective use as a policy reference framework document has not materialised and it remains unclear in which way environmental policies and strategies can proceed in their implementation. On the other hand, such a Report is only helpful if it is done on a regular basis (usually every three to four years). However, the very limited capacities and funding possibilities of the overall coordinating ministry (MoFTER) do not suggest that a follow-up Report could be easily produced without external donor support. Still ad-hoc solutions for a re-production can be considered, depending on the availability of external funds.

Also, the sustainable use of the EIS depends much on the way its information is being transferred into use by practical policy making. However, the support given to the DNA

⁹ The same is true for the State of Environment Report, produced under Component 3. Also this Report follows the DPSIR methodology.

should be largely sustainable since the Authority is now fully operating in line with its mandate. Sustainability of the ENV JP activities to expand access to environmental finance is currently positive due to policy improvements being taken by BiH decision-makers. The completed innovative grants should be mostly sustainable based on demonstrated local ownership.

Sustainability is being supported by some policy improvements at Entity levels. An important improvement has been made in supporting new legislation in the RS. A new law will be adopted by the RS Government establishing the Fund for Environment and Energy Efficiency that will take over a part of the funding necessary to implement improvements. The Law for the first time fully implements the “polluter pays” principle and creates conditions for increased and effective allocation of national resources in the environment sector. Moreover, a new law for the Federal Fund for Environment and Energy Efficiency has been drafted and already accepted by Working Group within the Federal Ministry of Environment and Tourism. Adoption by the Federal Government is expected soon. The same is true for a new law for Brcko District, intended also to establish the Fund for Environment and Energy Efficiency. The total estimated annual budget for the three Funds sums up to nearly BAM 100 million

Dissemination and acceptance of local energy efficiency projects is promising. Upon completion of the first pilot projects and verification of results, local governments have started investments in the field of energy and environment on their own which shows significant improvement in this sector, especially in terms of sustainability. Another example is the Fund for Environment of FBiH supporting the Una – Sana Canton in its own Energy Management Action Plan

Use of EMIS contributes to local sustainability. The EMIS further builds upon IG and SEAP successes, offering a central database with real-time statistics about energy consumption and savings across BiH, but, most importantly, it forms the basis for sound decision making. EMIS is open to other municipalities wishing to integrate their buildings into the system – already including numerous new buildings beyond IGs and new towns beyond SEAPs – requiring only municipal staff being trained in how to keep the relevant technical and financial data current so that others might utilize it

4 CONCLUSIONS AND LESSONS LEARNED

This chapter sets out the Evaluator's conclusions on the strategy and performance of the ENV JP. Lessons learned from the strengths and weaknesses of the way the programme was programmed and implemented can help optimise the approach to current and future support.

4.1 Conclusions

Conclusion 1: ENV JP addressed real needs but programme design should have been better defined; weak design made implementation challenging.

Whilst the ENV JP has targeted relevant priorities for improving environmental governance in BiH the original quality of the programme document was insufficient and did not allow immediate operationalization. Differences in the interpretation of programme provisions made co-operation amongst agencies difficult at times. Pragmatic solutions to overcome design shortcomings were found but this took time.

Conclusion 2: Programme components have been implemented largely in parallel without much interaction between agencies; time extension was helpful to ensure that all activities would be properly implemented and received.

The character of the ENV JP reveals that the added value from implementing JPs does not automatically appear but needs to be built in systematically from the design stage onwards. Whilst the professional work being undertaken by UN staff is appreciated by government counterparts and stakeholders, programme components and activities are largely implemented by individual agencies. JPs do have their advantages and benefits but the programme under evaluation has not revealed major added value in terms of synergies. The programme, however, is clearly of key importance for BiH and its Millennium Development Goals and should deliver all its expected outcomes within the agreed extended timeline.

Involvement of the UNV has been instrumental in combining social volunteerism with local development and environment expertise. They provided particular inspiration through their actions and served well as a catalyst for community participation. Their enthusiastic spirit and dedication to work has been expressively appreciated by all interviewed programme stakeholders.

Project reporting remained an issue throughout implementation in a sense that the actual and very positive programme achievements have been poorly documented and presented in the various monitoring and progress reports.

Conclusion 3: In the main, ENV JP outputs have been well achieved and specific outcomes will be effectively delivered; good or even excellent results at national and local levels but, effective linking – as envisaged by the programme title - has been uneven.

Throughout the intended Outputs and Components, the programme has been delivering well and will achieve its planned effects. Variations in effective delivery can be attributed to external programme factors, notably the given political and administrative constraints. In

particular, the LEAP process and the related small scale investments provide a model for effective sustainable local development by targeting energy efficiency. The programme however, has been less successful when it came to effectively linking national and local actions – as suggested by the programme title. The fragmentation in environmental governance in BiH has been largely accepted and reflected by the pragmatic approach chosen by the ENV JP.

Conclusion 4: ENV JP support has been a successful agent for change with good prospects for replication, but immediate impact has not yet gone far beyond the local beneficiaries.

The completed programme has good potential for producing the expected impacts at local level but also to achieve some positive national-wide outreach. The new knowledge gained from ENV JP enables the various policy-makers and administrations to improve their decision-making processes and to continue with similar activities. The improved systems, structures and resources can be applied in future work, for activities that are in line with the various governments' mandates. This knowledge is valuable as it is up-to-date and valid, for instance, in the EU member states.

Provided the development of BiH remains focused on EU accession, the knowledge acquired within the ENV JP will be applied. ENV JP has helped the BiH environmental administrations to define the direction of development of their work and equipped them with some skills to make it happen. Such direct impacts are however currently difficult to trace at State and Entity levels.

There appear to be strong and positive socio-economic, environmental but also administrative impacts at local levels, resulting from the delivered capacity building, LEAP and SEAP development and completed small investments. The potential to boost the impact by further focusing on energy efficiency is apparent. The completed energy efficiency projects confirm that both environmental and socio-economic impacts can be produced at relatively little costs and by maximising the use of financial resources already existing in the budgets of the various governmental levels.

Conclusion 5: Good sustainability for local interventions but clear limitations at State and Entity levels.

At State levels the prospects for sustainability are mixed due to missing government funding, legislation, and the prevailing determination and fragmentation of policies and administrations. Much depends on a pro-active take up and use of the proposed tools, structures and systems by the Entities and Brcko District since these are the key drivers for environmental and climate change policies in BiH.

Sustainability of local interventions is usually much stronger due to the direct responsibility and consequently ownership of local governments. In particular, local governments exposed to the programme have changed their minds and attitudes when it comes to environmental protection. Keeping this momentum represents a major success factor for local sustainability.

4.4 Lessons learned

Lesson 1: BiH municipalities remain the preferred target for achieving effective development goals.

Recognising the governmental and administrative fragmentation of BiH and due to clear limitations and constraints at State and Entity levels, local governments remain the preferred target group for delivering effective sustainable development measures.

Lesson 2: Across beneficiaries and throughout the country the energy efficiency issue has now received remarkable recognition; this can be partly attributed to the effective capacity building, investment, advocacy and communication campaigns carried out by the ENV JP.

BiH stakeholders are now extensively aware of the fact that progress in the public building sector in particular is crucial to better protect the environment, reach climate change goals, improve public health and achieve poverty reduction through budget savings for governments, businesses and individuals. Still, tackling environment problems by means of investment requires a wider coverage of environment areas such as bio-diversity, water and recycling. However, energy efficiency provides an economically attractive means to solve environmental problems and to stimulate local sustainable development.

Lesson 3: The quality of implementation and results depends on the quality of the design/formulation of the programme.

A strong design phase, including efforts invested in data collection, analysis and benchmark definition, supports result-based management and long-term sustainability. The programme has now provided remarkable data and analytical input which would also benefit the preparation and design quality of follow-up actions.

5 RECOMMENDATIONS

This Report recommends two sets of actions. One set of recommendations concerns the need to strengthen effectiveness and sustainability of the ENV JP during its lifetime and beyond. Where possible the related recommendations also try to strengthen the linkage between the various levels of government in BiH as concerns certain ENV JP outputs. The second set of recommendations focus on the design and planning and implementation of similar (joint) programmes in the future.

5.1 Effectiveness and sustainability of ENV JP

Recommendation 1: Consider formal adoption of LEAP methodology by Entity level.

Responsible: UNDP, Entity Governments

Timeline: by the end of ENV JP implementation

The LEAP should be regarded as a widely accepted and supported initiative, above daily BiH local politics. In order to further promote the concept and its sustainable dissemination Entity levels should consider its formal adoption. This would support fulfilling the obligation in RS to prepare LEAPs. In the FBiH, formal adoption would provide direct guidance and good practice in case municipalities want to develop their own LEAPs. This would also help to strengthen the linkage between local and Entity levels.

Recommendation 2: Follow-up the status of LEAP implementation in the benefiting municipalities.

Responsible: UNDP, UN agencies

Timeline: until the end of ENV JP implementation

Whilst most municipalities that benefited from the LEAP process have been implementing their actions, not all beneficiary municipalities are progressing in the same way. It is recommended that the status of all LEAPs should be followed up and further guidance and counselling should be provided in order to speed up project decisions and their implementation.

Recommendation 3: Consider formal endorsement of the State of Environment Report by the BiH Council of Ministers.

Responsible: MoFTER, Governments of RS, FBiH, Brcko District

Timeline: until the end of ENV JP implementation

In order to further strengthen effectiveness and impact of the State of Environment Report it is proposed that the Report by the Council of Ministers be formally endorsed. This should help to make it a true framework reference document for designing future environmental policies and strategies. This would also help strengthen the linkage between State and Entity levels.

Recommendation 4: MoFTER and Entity Ministries should agree on strengthening coordination capacities of the current MoFTER/ Department for Environmental Protection.

Responsible: MoFTER, Governments of RS, FBiH, Brcko District

Timeline: until the end of ENV JP implementation

In order to make the capacity building and human resources efforts undertaken by the ENV JP fully effective and sustainable, an immediate strengthening of the coordination capacities of the MoFTER/ Department for Environmental Protection is needed. Such increase in man power and structures is also urgently needed taking into account the challenges in BiH environmental policies ahead. The Entity Governments should agree with MoFTER on staff increases and organisational adjustments in line with proposals made by the ENV JP. This would also help to strengthen the linkage between State and Entity levels.

Recommendation 5: Improve the quality of final programme reporting by applying appropriate indicators; extract success stories and programme-relevant lessons learned for further dissemination.

Responsible: UNDP, UN agencies

Timeline: until the end of ENV JP implementation

There is a need to significantly improve project reporting. Indicators should be re-visited and information provided, allowing the verification of the real extent of programme achievements. It is also important to produce and disseminate more success stories and lessons learned information. A key topic in this respect is the promotion of the programme's success in energy efficiency and the use of renewable energy sources. The ENV JP should consider increasing its reporting on relevant cross-cutting/ horizontal issues such as gender and minorities.

5.2 Future (joint) programmes

Recommendation 6: Future energy efficiency (EE) projects need to ensure matching of funds, including the need to develop Public-private Partnerships.

Responsible: UNDP

Timeline: Programming of future (joint) programmes

Further strengthen the use of EE financing mechanisms involving the banking sector; implement pilot investment projects, even small ones, in order to establish and maintain practical, operationally focused dialogue between the banking community and EE practitioners. UNDP could develop tailor-made pilot systems to effectively strengthen and link the energy efficiency community, including also capacity building for the new Environment and Energy Efficiency Funds in BiH.

Recommendation 7: Further expand the LEAP capacity building process, particularly to less developed municipalities.

Responsible: UNDP

Timeline: Programming of future (joint) programmes

The LEAP concept needs to be further adapted and replicated in order to support the sustainable process of environmental planning and for reinforcing the role of the environment and climate change in socio-economic development. Possibilities should be explored to cascade training for the LEAP methodology from top to bottom. UNDP should consider gradually increasing the involvement of the BiH Associations of Cities and Municipalities into LEAP promotion.

Recommendation 8: Where relevant, municipalities should be encouraged to team up with other municipalities, in order to initiate a more substantial project size in ENV/EE.

Responsible: UNDP

Timeline: Programming of future (joint) programmes

Future programming should request an increased and fully integrated partnership approach by stimulating projects that include, besides municipalities and CSOs, other relevant local public organisations. Where relevant, municipalities should also be encouraged to team up with other municipalities, in order to initiate a more substantial project size. This was initially intended through the innovative grant instrument but later did not materialise in implementation. Project partnerships would also help to ensure an increased impact from local interventions.

Recommendation 9: Integrate environment protection/EE/renewable energy into education (e.g. “Eco-school”) and school curricula.

Responsible: UNEP, UNDP

Timeline: Programming of future (joint) programmes

Future programming should also consider strengthening environment protection, energy efficiency and the renewable energy agenda in education by developing improved school curricula. Stronger networking on these issues amongst academic institutions in BiH is also needed. In particular energy efficiency investments in public schools should be utilised as practical examples to inform pupils about the needs and benefits of environmental protection.

Recommendation 10: Programming documents of future JPs should clearly justify complementarity, synergy and additionality of agencies’ involvement.

Responsible: RCO, UN agencies

Timeline: Programming of future (joint) programmes

The expectations from a joint programme should be clarified at the onset, as to how much of the guidelines and other additional standards can be realistically achieved given the constraints. The knowledge management system should be upgraded to ensure the continuity of learning in the application of the joint programme concept over time. Design of future JPs should also actively promote the identification of synergy effects.

Recommendation 11: Management and coordination mechanisms for JPs need to be better explored and agreed by the UN agencies involved prior to implementation.

Responsible: RCO, UN agencies

Timeline: Programming of future (joint) programmes

Design of future JPs should put clear emphasis on exploring coordination and management mechanisms in order to strengthen efficiency. Whilst all UN agencies can potentially provide very valuable technical input, not all of them are equally resourced and organised to fully act as lead agency. Criteria, such as residence status in the country, preferred implementation mechanisms, should be considered and agreed prior to nominating the lead agency. UN agencies and government counterparts involved in JPs should agree detailed implementation mechanisms, for instance by making agreements in the form of a Memorandum of Understanding. One approach for effective JP management would envisage giving a superior mandate to the agency leading the JP.

ANNEXES

Annex 1 – Terms of Reference

Title:	External Evaluation Consultant (International/National) – Final evaluation of the MDG-F Programme Mainstreaming environmental governance: linking local and national action in Bosnia and Herzegovina (MDG-F Environment and Climate Change)
Cluster:	Office of the Resident Coordinator
Reporting to:	Office of the Resident Coordinator / Development, Research and M&E Specialist
Duty Station:	Sarajevo
Contract Type:	Individual Contract
Duration:	30 expert days (in the period 15 January 2013 – 29 March 2013)

Background

Global Context: The MDG Achievement Fund (MDG-F) and Environment and Climate Change Window

The MDG Achievement Fund is an international cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a generous contribution of €528 million Euros (\$US710M) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality.

An additional €90M were contributed by Spain in 2008 mainly towards child nutrition and food security, conflict prevention and private sector and development. Overall, 85% of resources go to financing 128 joint programmes in eight programmatic areas/windows linked to the MDGs. Programmes are implemented in 49 countries from five regions around the world.

Programmes are formulated at the country level to address national MDG and related development priorities, that form part of the United Nations Development Assistance Framework (UNDAF), the common strategic framework that guides operational activities of the United Nations system at the country level. Over 20 UN Agencies are involved in the formulation and implementation of the MDG-F's joint programmes, with an average of 6 Agencies participating in each programme. This methodology stimulates a more effective and comprehensive approach that builds on the value added of each specialized Agency. All Agencies are responsible for ensuring that programmes are developed in consultation with country Governments and civil societies, since one of key aims is national ownership and the adoption of positive policy frameworks that stem from evidence created throughout implementation.

The Environment and Climate Change Window comprises 17 joint programmes with a value of almost US\$89.5 million. These efforts contribute to achieving MDG 7 on environmental sustainability particularly the target of integrating the principles of sustainable development into country policies and programmes and reversing the loss of environmental resources. JP work embraces the recent discourse on climate change emphasizing its impact on poor people thereby ensuring that MDG-F initiatives remain inextricably linked to issues of poverty and inequality.

Country Context: MDG-F Programme Mainstreaming environmental governance: linking local and national action in Bosnia and Herzegovina (MDG-F Environment and Climate Change)

The Programme is jointly implemented by United Nations Development Programme/United Nations Volunteers (UNDP/UNV), United Nations Environment Programme (UNEP), Food and Agriculture Organization of the United Nations (FAO) and United Nations Educational, Scientific and Cultural Organization (UNESCO) in partnership with the BiH Ministry of Foreign Trade and Economic Relations, the BiH Ministry of Civil Affairs, the RS Ministry of Civil Engineering and Ecology, the RS Ministry of Agriculture, Forestry and Water-Management, the FBiH Ministry of Ecology and Tourism, the FBiH Ministry of Agriculture, Water-Management and Forestry, the

participating municipalities and civil society organizations. Total value of the programme amounts to 5.5 million USD.

The specific Programme objectives are to contribute to:

- Improved local level environmental planning by developing effective participatory environmental methods;
- Enhanced management of environmental resources and delivery of environmental services by improving environmental service delivery mechanism, and
- Increased national environmental awareness and action, localizing and achieving the MDGs, by assisting the public institutions to assess the existing legal institutional framework in order to produce the new “road map”.

The proposed joint programme is designed to address and overcome the significant barriers faced in effectively delivering environmental services and management: weak economic management, poor environmental protection. Interventions center on provision of capacity and support for developing Local Environmental Action Plans in partner municipalities providing conditions for implementing local environmental management and service delivery priorities, raising the awareness and national level support for environmental action through an environmental financing, and developing effective systems for capturing environmental data.

Programme will end on 31st May 2013.

The evaluation scope, purpose and objectives:

Under the direct guidance and supervision of the UN RCO Development, Research and M&E Specialist and MDG-F Environment and Climate Change management team consisted of representatives of UNDP, UNEP, UNV, FAO and UNE SCO, the Evaluation Consultant is going to provide evaluation services ensuring high quality, accuracy and consistency of work. The Evaluation Consultant will demonstrate a client-oriented approach and should meet the standards outlined in the Standards for Evaluation in the United Nations System. The evaluation will also be based on a stakeholder approach, where all groups and individuals, who affect and/or are affected by the achievement of the programme results and outcomes, are involved in the analysis. Moreover, the evaluation will take into consideration the institutional, political and economic context, which affected the programme during its implementation. Evaluation Consultant will work in close collaboration with the MDG-F Environment and Climate Change Programme Manager, participating agencies, programme staff and key programme stakeholders, partners and beneficiaries.

The unit of analysis or object of study for this final evaluation is the MDG-F Environment and Climate Change Joint Programme, understood to be the set of components, outcomes, outputs, activities that were detailed in the JP documents and in associated modifications made during implementation. The approach of the evaluation shall be participatory, that is, be flexible in design and implementation, ensuring stakeholder participation and ownership, and facilitating learning and feedback.

The final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in this ToR, the availability of resources and the priorities of stakeholders. In all cases, consultant is expected to use all available information sources that will provide evidence on which to base evaluation conclusions and recommendations. Anticipated approaches to be used for data collection and analysis by the evaluator are desk review, interviews with key stakeholders, field visits, questionnaires and participatory techniques.

The main purpose of the evaluation is to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the MDG-F Environment and Climate Change Joint Programme. The final evaluation will be a systematic exercise, thorough analysis of the OECD/DAC evaluation criteria: programme design and relevance, effectiveness, efficiency, impact and sustainability, based on the scope and criteria as defined in this ToR. The entire evaluation process including reporting and preparation of conclusions and recommendations for the Joint Programme is to be completed within a period of maximum 2.5 months / 30 expert days.

Objectives of the final evaluation are:

- Assessment of the programme's quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the UNDAF, national development strategies and priorities, the Millennium Development Goals at the local and country level, the level of contribution to the objectives of the MDG-F Democratic Economic Governance Thematic Window and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;
- Assessment on how the joint programme operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks, collaboration and synergies and will evaluate the effectiveness and efficiency of the JP modality and make recommendations to guide future joint programming among UN agencies in BiH;
- Assessment of design and relevance, effectiveness, efficiency, impact and sustainability of the programme and the level of achievement of envisaged programme results and outcomes (thorough assessment of all four programme components is required);
- Assessment of quality, results and impact of local programme interventions (municipal and NGO)/grant projects financed through the programme, including the assessment of co-financing modality and implementation capacities on a local level;
- Assessment of programme's different internal and external M&E systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc. and assessment of programme's communication and outreach activities and impact
- Identification of key recommendations and lessons learned through the evaluation process of the Joint Programme
- Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows as well as the overall MDG fund objectives at local and national level (MDGs, Paris Declaration and Accra Principles and UN Reform) by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, **conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation**, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

Evaluation questions

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them.

Programme Relevance and Design: The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.

Guiding questions:

Relevance: a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, MDGs, MDG-F Development Window, Accra Agenda for Action? b) Does the programme respond to the needs of identified target groups? c) To what extent are the objectives of the programme still valid? d) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? e) Was the programme timely and well identified given the developmental and sectoral context of the country? f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme? g) How much and in what ways did the joint programme contribute to solve the (socio-economical) needs and problems identified in the design phase?

Design: a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme's implementation framework, are results and outcomes defined in the programme clear and logical? c) What is the quality of programmes' results and M & E matrices, are indicators well defined and

SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention? h) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.) j) To what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results? l) To what extent did the joint programme have a useful and reliable C&A strategy?

Programme Efficiency (processes): Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.

Guiding questions: a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes' financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's outcomes and produce results and impacts? j) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

Programme Effectiveness (results): Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well programme's results contribute to the achievement of programme's objectives?

Guiding questions: a) What was the quality of the programme's key outputs and/or products (per component)? b) To what extent were the key programme results achieved (per component)? c) To what extent and in what ways the joint programme contributed to the Millennium Development Goals on a local level and the country level, as well as the goals of the Paris Declaration (in particular national ownership), and the goals of delivering as one at country level? d) To what extent and in what ways the joint programme contributed to the objectives set by the MDG-F thematic window on Environment and Climate Change? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good practices or successful experiences or transferable examples have been identified? h) Did all planned target groups have access/used programme results? i) What is the quality of local interventions and results achieved on a local level? j) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

Programme Impact: The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).

Guiding questions: a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, capacity development? d) What impact has been made through the programme on partner institutions, municipal administrations, local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contributed to the promotion of Human Rights? h) To what extent joint programme helped to influence the country's public policy framework? i) What factors favourably or adversely affected the spirit of Joint Programme delivery and approach?

Programme Sustainability: Probability of the benefits of the programme continuing in the long term.

Guiding questions: a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways are the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the Joint Programme?

Support of the Joint Programme to the evaluation process

The MDG-F Environment and Climate Change Programme Manager and Coordinator will support the Evaluation Consultant with the following:

- Local evaluation assistant to support the evaluator with translation and meetings organization services
- Appointment of a focal person in the programme that will support the consultant for the duration of the evaluation process
- Securing relevant background documentation required for a comprehensive desk review
- Provision of list of contacts in advance and additional upon request
- Provision of vehicle and driver for field visits
- Organisation of group consultative meetings, briefing and debriefing sessions
- Provision of office/working space during the assignment. The consultant will however have to use his/her own computer/laptop

Deliverables and timeline

Evaluation Process

The Evaluation consultant will be responsible for conducting the evaluation. This entails among other responsibilities designing the evaluation according to this terms of reference; gathering data from different sources of information; analyzing, organizing and triangulating the information; identifying patterns and causal linkages that explain programme performance and impact; drafting evaluation reports at different stages (inception, draft, final); responding to comments and factual corrections from stakeholders and incorporating them, as appropriate, in subsequent versions; and making briefs and presentations ensuring the evaluation findings, conclusions and recommendations are communicated in a coherent, clear and understandable manner once the report is completed.

The evaluation process is expected to contain three phases: inception, data collection and field visit; and analysis and reporting.

- **Inception Phase (7 days)** - the Evaluation Consultant will review documentation, agree on the meetings and field visit locations with the Programme Coordinator, and produce Evaluation Inception Report (which includes a clear evaluation work plan and tools).
- **Data Collection and Field Visit (10 days)** – the Evaluation Consultant will gather data through group and individual interviews and field visit to at least six municipal locations outside Sarajevo; at the end of the mission, presentation with preliminary findings and recommendations will be presented to the programme team/Evaluation Reference Group
- **Analysis and Reporting (10 days for draft report and additional 3 days for final report/incorporation of comments)** – the Evaluation Consultant will prepare the draft evaluation report based on the analysis of findings, and will submit the report to the Evaluation Reference Group for factual review and comments. Opportunity to comment on the draft report will be open to Reference group for a maximum of 10 working days. After this process ends, the Evaluation Consultant will proceed with

production of the final evaluation report.

Evaluation Deliverables

The Evaluation Consultant will be accountable for producing the following products/deliverables:

- Inception Report
- Presentation of initial findings and provisional recommendations
- Draft Evaluation Report
- Final Report

The inception report should detail the evaluator's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables.

Presentation of initial findings and provisional recommendations- at the end of the field work, the Evaluation Consultant will present his/her draft findings and provisional recommendations through a PowerPoint presentation summarizing the main findings recommendations and lessons learned and conclusions.

Draft report for comments by stakeholders should incorporate (as a minimum):

- Cover Page (including JP title, thematic window, report data, name of the evaluator)
- Table of Contents
- List of acronyms and abbreviations
- An Executive Summary (no more than 2 pages. Summarize substantive elements of the report, including a brief description of the JP, purpose and objectives of the evaluation, methodological approach, key findings and conclusions and recommendations)
- Introduction (Background, Purpose, Scope, Goals and Methodology of the Evaluation, Description of the development intervention)
- Programme Analysis (per component)
- Conclusions
- Lessons Learned
- Recommendations
- Additional background data-Annexes (including interview list, data collection instruments, key documents consulted, ToR)

A draft report should be at least 40-50 pages of length containing unique narrative analysis.

A final evaluation report, will encompass all key sections required in the draft report and will include additional stakeholder feedback. The final report needs to be clear, understandable to the intended audience and logically organized based on the comments received from stakeholders. The final evaluation report should be presented in a solid, concise and readable form and be structured around the issues in the Terms of Reference (ToR). The consultant should refer to annex 7 of the UNDP Planning, Monitoring and Evaluation handbook for details on reporting template.

The Evaluation Consultant is responsible for editing and quality control and the final report that should be presented in a way that directly enables publication.

Timeframe

Action/Deliverable	No of Expert Days	Time period
Inception Phase/Inception Report 2013	7 days	2nd half January

Data Collection, field visit /

Presentation with key findings	10 days	February 2013
Analysis and Reporting / Draft Evaluation Report 2013	10 days	1 st half of March
Analysis and Reporting / Final Evaluation Report 2013	3 days	2 nd half of March

Evaluation Ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. Critical issues that evaluator must safeguard include the rights and confidentiality of information providers in the design and implementation of the evaluation. At every stage of the evaluation process, the following principles should be observed:

- Independence - the evaluation team should be independent from the operational management and decision-making functions of the JP
- Impartiality – the evaluation information should be free of political or other bias and deliberate distortions
- Timeliness - evaluations must be designed and completed in a timely fashion
- Purpose - the scope, design and plan of the evaluation should generate relevant products that meet the needs of intended users
- Transparency - meaningful consultation with stakeholders should be undertaken to ensure the credibility and utility of the evaluation
- Competencies - evaluations should be conducted by well-qualified experts/teams. The teams should, wherever feasible, be gender balanced, geographically diverse and include professionals from the countries or regions concerned
- Ethics - evaluators must have professional integrity and respect the rights of institutions and individuals to provide information in confidence and to verify statements attributed to them. Evaluations must be sensitive to the beliefs and customs of local social and cultural environments and must be conducted legally and with due regard to the welfare of those involved in the evaluation, as well as those affected by its findings.
- Quality - All evaluations should meet the standards outlined in the Standards for Evaluation in the United Nations System. The key questions and areas for review should be clear, coherent and realistic. The evaluation plan should be practical and cost effective. To ensure that the information generated is accurate and reliable, evaluation design, data collection and analysis should reflect professional standards, with due regard for any special circumstances or limitations reflecting the context of the evaluation. Evaluation findings and recommendations should be presented in a manner that will be readily understood by target audiences and have regard for cost-effectiveness in implementing the recommendations proposed.

Annex 2 – Evaluation matrix

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
Programme Relevance and Design: The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.	Compliance of programme objectives with strategic objectives	Programme documents referring comprehensively to strategic papers and objectives; Part of programme with project goals corresponding to strategic papers and objectives without explicit references; Partners confirm high relevance for achievement of overall strategies.	Programme documentation; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Implication of beneficiary representatives in programming (design ownership)	Part of project for which active coordination mechanisms were applied with Government and/or concerned institutional or civil society stakeholders during project preparation; Project for which stakeholders confirm that at least part of their suggestions were reflected in the final project design.	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Quality of project design	Clarity, logic and coherence of programme objectives, outcomes and outputs; Measurability of monitoring indicators.	Programme documentation	Desk study	Qualitative analysis of data
	Extent of joint programming	Type and quality of prevailing collaboration. UN Partners confirm effective collaboration at all levels.	Programme documentation; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
Programme Efficiency	Quality incl. accessibility of financial	Project using economic tools to	Programme	Desk study;	Qualitative analysis

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
(processes): Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.	monitoring of programme costs and benefits	follow-up cost efficiency; Financial reporting tools.	documentation; Progress/ monitoring reports; Stakeholder opinion	Semi-structured interviews	of data; Interpretation of interviews and observations
	Programme preparation procedures	Number of project activities with delay in contracting due to maturity status; Unused resources due to project preparation problems.	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Contracting and payment procedures	Number of project activities with delays in contracting or payment due to procedures bottlenecks; Unused resources due to project implementation problems.	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Coordination set up and operations	Time and resources allocated to coordination; Quality and timeliness of response to coordination issues.	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Efficiency of management	Time and resources allocated to management; Quality and timeliness of response to management issues.	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Ownership in implementation	Quality of ownership in implementation approach; Number, type and quality of identifiable actions demonstrating ownership.	Programme documentation; Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Joint coordination and management structure	Quality and timeliness of response to management issues;	Programme documentation; Progress/	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
		Participating agencies coordinate with each other and with the government and stakeholders.	monitoring reports Stakeholder opinion		interviews and observations
Programme Effectiveness (results): Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well programme's results contribute to the achievement of programme's objectives?	Progress towards achieving the stipulated results	Contribution to the Millennium Development Goals at the local and national levels; Contribution to the goals set by the thematic window.	Programme documentation; Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Quality of programme results	Results achieved meet the required high quality.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Innovative measures for effective problem-solving	Identification of innovative measures and concepts.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	National, local capacities and institutional structures available	Policy/ organisational guidelines exist for effective fund utilisation; Number and quality of regional capacities available; Confirmed scope of future work.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Utilisation of monitoring and evaluation system	Qualitative/ quantitative production of monitoring and evaluation information and corrective actions; Timeliness of M&E reporting; Type, quality/ quantity of M&E corrective actions applied.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Actual extent of performance of the	Quantitative/qualitative	Progress/	Desk study;	Qualitative analysis

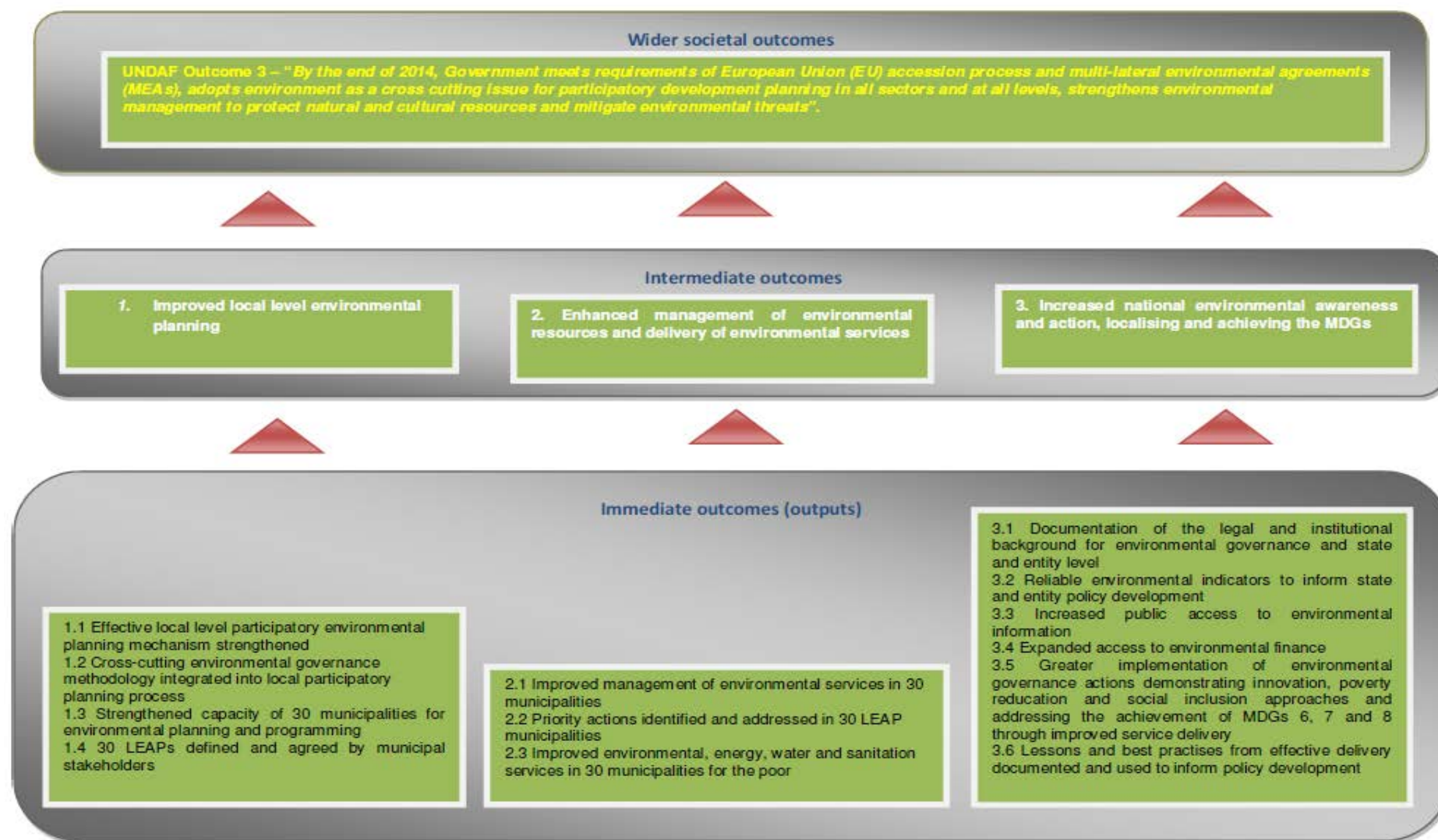
Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
	Programme	measurement of outputs and results in line with logframe provisions.	monitoring reports Stakeholder opinion	Semi-structured interviews	of data; Interpretation of interviews and observations
	Factors contributing to effectiveness/ ineffectiveness	Type, quality/ quantity of improvements directly attributable to the project; Type, quality/ quantity of effects directly attributable to other factors.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Prevailing capacities in the programme components	Number, type and quality of identifiable capacity building effects attributable to the project; Capability of trained staffs to cope with given/ future workloads.	Programme documentation; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Existence of identifiable synergy measures attributable to the programme	Number, type and quality of identifiable synergy measures.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
Programme Impact: The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).	Extent of impacts on institutional level	Type, quality/ quantity of intended and unintended impacts on institutional level (partners, NGOs etc.).	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Extent of impacts on social and economic level	Type, quality/ quantity of intended and unintended impacts on direct beneficiaries' level.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Extent of other identifiable impacts	Type, quality/ quantity of	Progress/	Desk study;	Qualitative analysis

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
		intended and un intended other impacts.	monitoring reports Stakeholder opinion	Semi-structured interviews	of data; Interpretation of interviews and observations
	Extent of intervention outreach	Number and quality of beneficiary coverage; Level of project satisfaction expressed by beneficiaries.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative/ quantitative analysis of data; Interpretation of interviews and observations
Programme Sustainability: Probability of the benefits of the programme continuing in the long term.	Availability of clearly defined/ implemented phase-out strategy	Programme with defined or implemented phase-out strategy.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Extent of initiatives having been transferred to partner institutions for independent management	Programme, which has proofs of independently managed initiatives having been transferred to beneficiaries; Institutional memory and continuity of relevant competence is of satisfactory quality; Type and quality of existing/ planned networks.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Confirmed funding mechanisms for each programme component	Policy/ organisational/ administrative/ guidelines and procedures for the programme in respect to future tasks; Quality and quantity of confirmed funding provisions for each component.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations

Annex 2

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
	Confirmed institutional setting and coordination mechanisms for each programme component	Quality and type of policy/ organisational/ administrative/ coordinative guidelines and procedures for programme components in respect to future tasks.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations

Annex 3 – BiH Environmental Governance – Hierarchy of outcomes



Annex 4 – Indicators of Achievement

Outcome of Joint Programme: 1. *Improved local level environmental planning*

Output	SMART Indicators	Responsibility	Observation/ Remarks
1.1. Effective local level participatory environmental planning mechanism strengthened	No. of local coordinators trained in facilitation of local environmental planning and programming process and LEAP formulation	UNDP/ UNV	30 Municipalities signed MoUs 2 Workshops held for LEAP Coordinators (17 male and 13 female) LEAP development on-going in 29 Municipalities; One completed and approved by Municipal Assembly
1.2. Cross-cutting environmental governance methodology integrated into local participatory planning process	No. of civil servants trained in planning for including LEAP into budgetary formulation process	UNEP, UNDP/UNV, FAO	Training needs assessment completed Training modules developed Assessment for Natural Resources Management completed LEAP manual completed 174 civil servants (98 male and 76 female) trained in LEAP
1.3. Strengthened capacity of 30 municipalities for environmental planning and programming	No. of members of Local Action Group trained in LEAP planning, implementation and/ or Environment and Climate Change	UNDP, UNV	559 (418 male and 141 female) Local Action Group members trained
1.4. 30 LEAPs defined and agreed by municipal stakeholders	No. of LEAPs developed No. of SEAPs developed No of participants actively participated in LEAP development process	UNDP/ UNV	LEAP process started in November 2010 SEAP process started in January 2011 1547 participants (813 men, 394 women, 160 boys and 180 girls) participated in 424 LEAP workshops 8,102 citizens (4132 male and 3970 female) participated

			-51 experts (34 male and 17 female) participated in SEAP development.
Outcome of Joint Programme: 2. <i>Enhanced management of environmental resources and delivery of environmental services</i>			
Output	SMART Indicators	Responsibility	Observation/ Remarks
2.1. Improved management of environmental services in 30 municipalities	Number of grants distributed for LEAP priority projects	UNDP/UNV, FAO	19 micro grants distributed Strategy for Abandoned Land use and categorisation
2.2. Priority actions identified and addressed in 30 LEAP municipalities	Number of grant matching funds provided by municipalities and other donors	UNDP	19 LEAP projects secured 50% matching funds Total value of all ENV JP micro grants USD 1,109,654
2.3. Improved environmental, energy, water and sanitation services in 30 municipalities for the poor	Number of projects implemented	UNDP/UNV, UNESCO	19 LEAP projects implemented 18 innovation grants awarded, including energy efficiency in cultural heritage buildings Total value of all ENV JP grants USD 3,858,908
Outcome of Joint Programme: 3. <i>Increased national environmental awareness and action, localising and achieving the MDGs</i>			

Output	SMART Indicators	Responsibility	Observation/ Remarks
3.1. Documentation of the legal and institutional background for environmental governance and State and Entity level	Use of Operational Environment Information System.	UNEP	Desk review of existing legal institutional framework completed MoFTER organisational structure reviewed and recommendations proposed
3.2. Reliable environmental indicators to inform State and Entity policy development	DNA established and number of CDM projects	UNDP	DNA established 2 CDM projects positively evaluated Indicators for climate change and spatial planning and urban development at draft stage
3.3. Increased public access to environmental information	State of Environment Report	UNEP	Gap analysis in first draft Environment database listed SoER completed
3.4. Expanded access to environmental finance	Number of innovative grants funded and implemented	UNDP	18 innovative grants awarded with total value of USD 2,749,254 (MDG-F/ USAID)
3.5. Greater implementation of environmental governance actions demonstrating innovation, poverty reduction and social inclusion approaches and addressing the achievement of MDGs 6, 7 and 8 through improved service delivery	No indicators specified	UNEP	Capacity building of MoFTER and Inter-Entity Environmental Committee completed
3.6. Lessons and best practises from effective delivery documented and used to inform policy development	No indicators specified	UNEP	Support to the idea of a joint visibility for JPs in BiH

Annex 5 List of Interviews

Institution	Interviewee	Date
Office of the UN Resident Coordinator	Aris Seferovic, Coordination Analyst	11/03/2013
Office of the UN Resident Coordinator	Envesa Hodzic-Kovac, Monitoring and Evaluation Analyst	11/03/2013 20/03/2013
Office of the UN Resident Coordinator	Pavle Banjac, Communications Officer	14/03/2013 20/03/2013
Embassy of Spain	Azra Dzgal, Monitoring and Evaluation Analyst	11/03/2013
MDG-F Secretariat	Paula Pelaez, Programme Advisor	08/04/2013
UNDP	Zahira Virani, Deputy Resident Representative	28/03/2013
UNDP	Sinisa Rodic, Programme Coordinator	14/03/2013 19/03/2013 20/03/2013 28/03/2013
UNDP	Sladjana Bundalo, Programme Officer	18/03/2013
UNDP	Alisa Grabus, Grants Officer	18/03/2013
UNESCO	Sinisa Sesum, Programme Officer	20/03/2013 21/03/2013
FAO	Zoran Kiza, Programme officer	20/03/2013
UNEP	Pier Carlo Sandei, Programme Officer	20/03/2013
UNEP	Amina Omicevic, National Technical Officer	20/03/2013
UNV	George Stiff, Programme Officer	20/03/2013
Umweltbundesamt Austria	Florian Wolf-Ott, Officer	18/04/2013
MoFTER	Senad Oprasic, Head of Department	27/03/2013
Ministry of Environment of RS	Milena Markovic, Officer	18/03/2013
Ministry of Environment of RS	Radmila Kostic, Officer	18/03/2013
Federal Ministry of Environment and Tourism of FBiH	Mehmed Cero, Assistant Minister	26/03/2013

Institution	Interviewee	Date
Federal Hydrometeorological Institute Sarajevo	Zeljko Majstorovic, Assistant of Director	26/03/2013
USAID – 3E	Mak Kamenica, Deputy Chief of Party	26/03/2013
GIZ	Brian Schjertzer, Team Leader Energy Efficiency BiH	28/03/2013
University of Sarajevo, Mechanical Engineering Faculty	Ejub Dzaferovic, Dean	27/03/2013
University of Banja Luka, Mechanical Engineering Faculty	Various students	18/03/2013
Hydro-Engineering Institute Sarajevo	Sanda Midzic Kurtagic, Executive Director	26/03/2013
Hydro-Engineering Institute Sarajevo	Irem Silajdzic, Environmental Engineer	26/03/2013
Municipality of Teslic	Dragan Misic, LEAP Coordinator	18/03/2013
Municipality of Bihac	Smail Toromanovic, Advisor of Mayor	14/03/2013
Una-Sana Canton	Mersija Talic, Manager	14/03/2013
Development Agency of Una-Sana Canton	Ada Lipovaca, Manager	14/03/2013
City of Mostar	Radmila Komadina, Main City Advisor	22/03/2013
Municipality of Tuzla	Jasmin, Imamovic, Mayor	19/03/2013
Municipality of Tuzla	Kemal Kurevic, Associate	19/03/2013
CRP	Darko Tisma, Project Manager	19/03/2013
CRP	Edin Zahirovic, Project Coordinator	19/03/2013
Nesto Vise NGO	Aleksandar Bundalo, Executive Director	21/03/2013
ENOVA	Fethi Silajdzic, Director	29/03/2013
ENOVA	Maja Maretic-Tiro,	29/03/2013
ENOVA	Azra Velagic,	29/03/2013

Annex 6 List of documents

Name of Originator	Date	Title of Document
UNCT	2009	UNDAF 2010-2014
UNDP	2013	Communications and Advocacy Project Services to UNDP BiH Programmes in 2012
MDG-F/ Republic of Bosnia-Herzegovina	2009	Joint Programme Document "Mainstreaming Environmental Governance"
MDG-F	2010	Inception Report and Work Plan
MDG-F	2010/ 2011/ 2012	ENV Joint Programme Monitoring Reports
MDG-F	-	Municipal assessments and selection criteria
MDG-F	-	LEAP pre-selection assessments
MDG-F	-	Training Module Curricula
UNDP	2011	Training Needs Assessment "Mainstreaming Environmental Governance"
MDG-F	2010	LEAP Preparation Manual
MDG-F	-	Communications Strategy in support of Environment and Climate Change in BiH
MoFTER	2013	State of Environment Report 2012
UNV	2011	2011 UNV Year in Review Report
European Commission	2010/2011/2012	BiH Progress Report
Richard Chiwara	2012	ENV JP Mid-Term Evaluation