Terminal Evaluation of the UNEP/GEF Project "Pacific POPs Release Reduction through Improved Management of Solid and Hazardous Wastes" (GEF ID: 4066)

Evaluation Office of United Nations Environment Programme

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For further information on this report, please contact:

Evaluation Office of UNEP
P.O. Box 30552-00100 GPO
Nairobi, Kenya
Tel: (254-20) 762 3389
Email: unep-evaluation-director@un.org
Website: https://www.unep.org/about-un-environment/evaluation

Project Title: Pacific POPs Release Reduction through Improved Management of Solid and Hazardous Wastes

Project Number: UNEP/GEF Project (GEF ID Number 4066)
Date: October 2021

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Evaluation team
Nee Sun Choong Kwet Yive - Principal Evaluator
Henri Li Kam Wah - Evaluation Specialist

Evaluation Office of UNEP
Janet Wildish - Evaluation Manager
Mela Shah - Evaluation Programme Assistant

ABOUT THE EVALUATION

Joint Evaluation: No

Report Language(s): English

Evaluation Type: Terminal Evaluation

Brief Description: This report is the terminal evaluation of a UNEP-GEF project whose implementation started in June 2013 and ended in February 2020. The objective of the project was to reduce priority unintentional Persistent Organic Pollutants (uPOPs) emissions arising from poor waste management practices, thus meeting Parties' Convention obligations to improve the management of chemicals in countries in the Pacific region, through assistance in the development and implementation of uPOPs strategies and guidelines, vocational training of waste workers, training of Pacific Island Country staff in improved chemicals management, and the development of national waste oil reuse systems and where relevant, a regional used oil export and reuse system.

The evaluation sought to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The two main purposes of the evaluation were: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and the main project partners, Agence Française de Développement (AFD) and the Food and Agriculture Organisation (FAO) of the United Nations.

Key words: awareness raising, chemical management, composting, inventory, NIP, Pacific, Stockholm Convention, uPOPs, used oil, used pesticide containers, Waigani Convention, waste management.

Primary data collection period: May-August 2021.

Field mission dates: None undertaken due to the COVID-19 travel restrictions

Acronyms and Abbreviations

AFD	French Development Agency (Agence Française de Développement)
BSP	Bali Strategic Plan
EPA	Environment Protection Authority
EPR	Extended Producer Responsibility
FAO	Food and Agriculture Organization (of the United Nations)
FNU	Fiji National University
FSM	Federated States of Micronesia
GEF-PAS	Global Environment Facility-Pacific Alliance for Sustainability
GMP	Global Monitoring Plan
HCWM	Healthcare Waste Management
JICA	Japan International Cooperation Agency
LoA	Letter of Agreement
M&E	Monitoring and Evaluation
MEA	Multilateral Environmental Agreement
MTR	Mid-Term Review
MTS	Medium Term Strategy
NFP	National Focal Point
NGO	Non~Governmental Organization
NIP	National Implementation Plan
PIC	Pacific Island Country
PIR	Project Implementation Review
PMU	Project Management Unit
PNG	Papua New Guinea
PoetCom	Pacific Organic and Ethical Trade Communities
PO	Project Officer
POPs	Persistent Organic Pollutants
PoW	Programme of Work
PPA	Pacific Power Association
ProDoc	Project Document
RMI	Republic of Marshall Islands
PSC	Project Steering Committee
SDG	Sustainable Development Goals
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
TE	Terminal Evaluation
TGA	Titikaveka Growers Association
TOC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNEP	United Nations Environment Programme
uPOPs	Unintentional Persistent Organic Pollutants
USP	University of South Pacific

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Project General Information

Table 1: Project Summary

GEF Project ID:	4066		
Implementing Agency:	UNEP Chemicals and Waste GEF Unit	**Executing Agency:**	Secretariat of Pacific Regional Environment Programme (SPREP)
Co-Implementing Agencies:	Agence Française de Développement/French Development Agency (AFD), Food and Agriculture Organisation of the UN (FAO)		
Relevant SDG(s) and indicator(s):	SDG 3 SDG 6 SDG 12		
GEF Core Indicator Targets (identify these for projects approved prior to GEF-7)	Number of countries with legislation and policy implemented to control emissions of POPs to air Number of emission control technologies/practices implemented		
Sub-programme:	Chemicals, Waste and Air Quality	**Expected Accomplishment(s):**	Increase in the number of countries that have used UNEP analysis or guidance, and where possible are applying a multi-sectoral approach, in developing or implementing legislation, policies or action plans that promote sound chemicals management and implementation of the relevant multilateral environmental agreements and SAICM
UNEP approval date:	4th June 2013	**Programme of Work Output(s):**	Countries increasingly have the necessary institutional capacity and policy instruments to manage chemicals and waste soundly including the implementation of related provisions of the multilateral environmental agreements. Countries, including major groups and stakeholders, make increasing use of the scientific and technical knowledge and tools needed to implement sound chemicals and waste management and

			the related multilateral environmental agreements.
GEF approval date:	24th July 2012	**Project type:**	FSP
GEF Operational Programme:	CHEM-3	**Focal Area(s):**	Persistent Organic Pollutants
		GEF Strategic Priority:	Strengthen capacities for NIP implementation
***Expected* start date:**	1st Sept 2012	**Actual start date:**	18th June 2013
***Planned* completion date:**	31st August 2017	**Actual operational completion date:**	28th February 2020
***Planned* project budget at approval:**	**USD 9,327,290** GEF: 3,275,000 Cash: 3,972,756 In Kind: 2,079,534	**Actual total expenditures reported as of 30 June 2020:**	USD 2,748,268.72
GEF grant allocation:	USD 2,796,000 (excluding component 6)	**GEF grant expenditures reported as of 30 June 2020:**	USD 2,692,385.49
Project Preparation Grant - GEF financing:	USD 225,000	**Project Preparation Grant - co-financing:**	-
***Expected* Medium-Size Project/Full-Size Project co-financing:**	Cash: USD 3,972,756 In-kind: USD 2,079,534	**Secured Medium-Size Project/Full-Size Project co-financing:**	6,531,290 (Cash and in-kind)
Date of first disbursement:	1st June 2013	**Planned date of financial closure:**	31 August 2019
No. of formal project revisions:	3	**Date of last approved project revision:**	13 Sep 2017
No. of Steering Committee meetings:	5	**Date of last Steering Committee meeting:**	25-26 Feb 2019
Mid-term Review/ Evaluation *(planned date):*	June 2016	**Mid-term Review/ Evaluation (actual date):**	Nov 2016-June 2017
Terminal Evaluation *(planned date):*	June 2019	**Terminal Evaluation (actual date):**	Aug 2021
Coverage - Country(ies):	Cook Islands, FSM, Marshall Islands, PNG, Samoa, Tuvalu, Palau, Tonga, Kiribati, Niue, Nauru, Solomon Islands, Vanuatu, Fiji	**Coverage - Region(s):**	Asia Pacific
Dates of previous project phases:	N/A	**Status of future project phases:**	GEF 10185: Implementing Sustainable Low and Non-Chemical Development in SIDS (ISLANDS). FSP

Executive Summary

A. Introduction

[1] This report presents the results of the Terminal Evaluation (TE) of the United Nations Environment Programme (UNEP) project entitled "Pacific Persistent Organic Pollutants (POPs) Release Reduction through Improved Management of Solid and Hazardous Wastes", with Global Environment Facility (GEF) Project ID 4066. The overall budget for the project at approval was USD 9,327,290 and included a GEF grant allocation of USD 3,275,000. The project, consisting of seven components, was implemented by the GEF Chemicals and Waste Unit, Chemicals and Health Branch (UNEP, Economy Division), except component 5 by the Agence Française de Développement (AFD) and component 6 by the Food and Agriculture Organisation (FAO), from June 2013 to February 2020, with two no-cost extensions. The project was executed by the Secretariat of the Pacific Regional Environment Programme (SPREP) and involved fourteen Pacific Island Countries (PICs). It was co-funded by AFD, FAO and cash and in-kind contributions from countries and other organisations such as Pacific Power Association, Fiji National University, SPREP, Titikaveka Growers Association and Fletchers Steel.

[2] The objective of the project was to reduce priority uPOPs emissions arising from poor waste management practices, thus meeting Parties' Convention obligations to improve the management of chemicals in countries in the Pacific region, through assistance in the development and implementation of uPOPs strategies and guidelines, vocational training of waste workers, training of PIC staff in improved chemicals management, and the development of national waste oil reuse systems and where relevant, a regional used oil export and reuse system.

[3] The expected outcome of the project was to strengthen and build the national capacity of the participating countries to institutionalize the implementation of their Stockholm Convention NIPs in a sustainable, effective and comprehensive manner, while building upon, and contributing to, strengthening country foundational capacity for the sound management of chemicals.

B. Evaluation Findings and Conclusions

[4] The TE had two primary purposes: (i) provide evidence of results to meet accountability requirements, and (ii) promote operational improvement, learning, and knowledge sharing through results and lessons learned among UNEP and its project

partners. The TE was based on a combination of: (i) in-depth desk review of documents related to the project; (ii) interviews of stakeholders via Skype or Zoom; and (iii) information gathered through survey questionnaires and e-mails. In order to assess the likelihood of impact of the project, a Theory of Change (TOC) was developed based on the information contained in the project document. Given the covid-19 pandemic, no field visits were carried out.

[5] Based on the findings of the evaluation, the overall rating for the project is '**Moderately Satisfactory**'.

[6] Strategic Relevance. The project was aligned with the UNEP Medium Term Strategy, the Programme of Work accomplishments, the Bali Strategic Plan, the UNEP Strategy for South-South Cooperation, GEF-4 strategic priorities of the POPs focal area, AFD priorities, FAO strategic objective and contributed particularly to the Sustainable Development Goals 3, 6 and 12. The project complemented well with the other interventions or initiatives in the region in the field of chemicals and waste management.

[7] Quality of Project Design. The project was moderately satisfactorily designed with several strengths and some weaknesses. Comprehensive problem and situation analysis, clear and adequate stakeholder analysis, high relevance, proper description of the roles and responsibilities of the key partners were the main strengths. Weaknesses included an over-ambitious logical framework and outcomes with respect to the scale of intervention and time frame with the proposed budget, lack of specific impact drivers and overlooking of the risk of human capacity and support at the Executing Agency (EA).

[8] Nature of External Context. External factors such as conflict and natural disaster did not impact significantly on the project implementation.

[9] Effectiveness. The project contributed moderately satisfactorily to the outputs. There was little evidence of uptake of model regulations/legislation on uPOPs, waste oil and used pesticide containers by the PICs. Train-the-trainers was not carried out in most PICs. An effective waste management database had not been set up and there was no replication or dissemination of the pilot projects in the other PICs. Only two newsletters and one consignment of used oil were published and exported respectively. The achievement of outcomes was also moderately satisfactory as not all the indicators proposed for the outcomes were met. However, there are indications that the project is satisfactorily contributing to the occurrence of the intermediate states and, although too early to predict, there are good chances for achievement of the intended impacts. Assumptions and drivers mostly hold.

[10] Financial Management. Information on proposed budget and expenditures for the project provided in the ToR and the budget and expenditures for the financial years from 2017 to 2019 as well as the final co-financing report were made available. Some inconsistencies in expenditure coding and non-timely submission of financial reports were reported.

[11] Efficiency. The project incurred two no-cost extensions, with completion of the project in Feb 2020. Most of the proposed activities were not implemented as per the initial plan and experienced delays.

[12] Monitoring and Reporting. The ProDoc contained a concise and costed M&E plan and the Project Results Framework provided SMART indicators for each expected outcome. Some progress and financial reports were not timely submitted. Inadequate human resources at SPREP did not allow proper monitoring of progress against indicators. The annual PIR reports lacked sometimes critical analysis of the progress of the project. The monitoring of project implementation by UNEP was satisfactory.

[13] Sustainability. Sustainability of the project results will depend on the availability of funding and commitment of the governments to implement the waste management strategies including the NIP Updates. Financial support is needed to implement the waste management strategies, enhance capacity building, and for the export of used oil and this would be highly dependent on funds made available by governments, GEF and other donors. It is noteworthy that the PICs are currently involved in the new UNEP-funded Child regional project.

[14] Factors Affecting Project Performance and Cross-Cutting Issues. The main factors that contributed to the delivery of the outputs were the UNEP's cooperation with experienced project partners (AFD and FAO), assistance and guidance from UNEP and highly experienced regional consultants, and the strategy of the PICs to partner with the private sector, NGOs and community groups. Some of the challenges mentioned by interviewees and respondents were the time constraints for implementing certain activities, the non-alignment in time between the GEF-PAS uPOPs and the AFD projects, lack of adequate manpower and staff turnover at the EA and the absence of a formal MoU with the PICs.

Summary of Performance Rating

Criterion	Rating
A. Strategic Relevance	HS
B. Quality of Project Design	MS
C. Nature of External Context	MF
D. Effectiveness	MS
E. Financial Management	MS
F. Efficiency	MS
G. Monitoring and Reporting	MS
H. Sustainability	MU
I. Factors Affecting Project Performance and Cross-Cutting Issues	S
Overall Project Rating	**MS**

C. Lessons learnt

Lesson 1: For regional projects involving several countries, legal instruments such as MoU or LoA are essential to ensure good in-country commitment and support and to avoid delays in project implementation.

Lesson 2: The project design should include a time contingency for activities and outputs which depend on tenders, contracts and policy development.

Lesson 3: For regional projects, each country should have in place a dedicated national officer to coordinate and facilitate country level activities.

Lesson 4: Remote consultation with country focal points proved (with some notable exceptions) to be largely ineffective, while in-country missions/visits have provided valuable information and timely response to information required. Countries were observed to prioritize the project during the visits/missions.

Lesson 5: Cost effectiveness was ensured by scheduling and conducting PSC meetings back-to-back with other project meetings such as Waigani Convention, GMP2, Minamata Initial Assessment and NIPs Update.

D. Recommendations

Compliance against these recommendations will be assessed against the design of, and revisions to, the UNEP/GEF-funded project Implementing Sustainable Low and Non-Chemical Development in SIDS (ISLANDS). GEF ID: 10185.

Recommendation 1: Design for future regional projects should ensure that each PIC has in place a dedicated national officer to coordinate and facilitate country level activities. Funding for this position should be secured either through government or donor funding.

Recommendation 2: Project design should include the risk of human capacity and support at the Executing Agency.

Recommendation 3: The project proposal should include adequate funding for Project Steering Committee meetings and should explore the possibility of cost-effective measures such as back-to-back meetings and use of teleconference facilities.

Recommendation 4: For future regional projects, all legal agreements with PIC governments should be finalized at latest six months after approval of project funding.

Recommendation 5: The project should ensure an adequate time frame and budget for the activities.

Recommendation 6: For activities and outputs requiring submission of reports after their implementation, a report template should be included in future funding agreements, and that 5-10% of the requested grant be retained and released only on submission of final report.

Recommendation 7: For any train-the-trainer programme, before nominating any trainee, there should be a signed agreement between the trainees and their employers that after following the sponsored training, they will impart their new skills/knowledge to other national counterparts through presentations or workshops.

Recommendation 8: For subsequent training that is built on a previous one, the same participants should be selected for both to ensure continuity in the trainings.

Recommendation 9: To ensure that human rights and gender equity dimensions are considered during project implementation, it is recommended that these dimensions are included not only in the project design, but also in all work planning and that appropriate indicators are developed in the project results framework to track their implementation.

1. Introduction

1. The project, *Pacific POPs Release Reduction through Improved Management of Solid and Hazardous Wastes (GEF-PAS uPOPs project)* sought to "*reduce priority unintentionally Persistent Organic Pollutants (uPOPs) emissions arising from poor waste management practices, thus meeting parties' Convention obligations to improve the management of chemicals in countries in the Pacific region, through assistance in the development and implementation of uPOPs strategies and guidelines, vocational training of waste workers, training of Pacific Island Countries (PICs) staff in improved chemicals management, and the development of a regional waste oil export and reuse system*". It was expected that improvements in the solid and hazardous waste management practices through increased human capacity and adoption of cleaner approaches to waste management would reduce uPOPs generation, thus decreasing its negative impacts on human health and the environment.

2. The project received GEF funding under the Pacific Alliance of Sustainability (GEF-PAS) initiative. Implemented by the GEF Chemicals and Waste Unit, Economy Division, Chemicals and Health Branch of the United Nations Environment Programme (UNEP) and executed by the Secretariat of Pacific Regional Environment Programme (SPREP), the project contributes to the UNEP Expected Accomplishment of *'Increase in the number of countries that have used UNEP analysis or guidance, and where possible are applying a multi-sectoral approach, in developing or implementing legislation, policies or action plans that promote sound chemicals management and implementation of the relevant multilateral environmental agreements and SAICM'* and Programme of Work outputs, namely *'Countries increasingly have the necessary institutional capacity and policy instruments to manage chemicals and waste soundly including the implementation of related provisions of the multilateral environmental agreements'* and *'Countries, including major groups and stakeholders, make increasing use of the scientific and technical knowledge and tools needed to implement sound chemicals and waste management and the related multilateral environmental agreements'*. The project was co-implemented by Agence Française de Développement/French Development Agency (AFD) and the Food and Agriculture Organisation of the UN (FAO), which both managed specific components before the completion of UNEP's work in February 2020.

3. The project was approved by the GEF in July 2012 and by UNEP in June 2013. Implementation also began in June 2013 and the project reached operational completion in February 2020, 31 months after its planned end (August 2017), following two no-cost extensions. A Mid-Term Review (MTR) was undertaken between November 2016 and June 2017. In addition, AFD conducted a terminal evaluation of its component and activities in

other components in January 2017 and FAO provided a terminal report of its component in 2018.

4. With a total secured budget of USD 9,327,290 (GEF grant USD 2,796,000; Co-finance USD 6,531,290 cash and in-kind), the project was implemented in fourteen[1] (14) Pacific Island Countries (PICs). The project was co-funded by Agence Française de Développement (AFD), Food and Agriculture Organisation (FAO) of the United Nations and cash and in-kind contributions were provided by countries and other organisations such as Pacific Power Association, Fiji National University (FNU), SPREP, Titikaveka Growers Association (TGA) and Fletchers Steel.

5. In line with the UNEP Evaluation Policy[2] and the UNEP Programme Manual[3] and according to the Terms of Reference (ToR) for the Terminal Evaluation (TE), attached in Annex A, the TE was undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The two main purposes of the evaluation were: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and the main project partners, AFD and FAO.

2. Evaluation Methods

6. Due to COVID-19 travel restrictions, field visits were not undertaken, and the TE was organized as a two-step exercise: the inception phase and the evaluation phase. Two separate sub-contracts were signed: 1 February 2021 to 31 March 2021 for the inception phase and 1 May 2021 to 31 August 2021 for the evaluation.

7. *Inception Phase*. An initial online meeting was organized by the UNEP Evaluation Office to introduce the evaluation team to the UNEP project team that included the Task Manager. During that meeting, discussions were held about the scope and logistics of the evaluation including the required documentation and the key stakeholders to interview. A review of the project design documents and Project Implementation Review (PIR) reports was done to develop the exact evaluation questions that were organized in an evaluation framework (Annex A of the Inception Report). Also, as no Theory of Change (TOC) was

[1] Cook Islands, Fiji, FSM, Kiribati, Marshall Islands, Nauru, Niue, Palau, PNG, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.
[2] https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies
[3] https://wecollaborate.unep.org

included in the project document (ProDoc), a TOC was devised based on the project documentation and PIR reports. The resulting reconstructed TOC that implicitly underlaid the project was shared with UNEP Evaluation Office. Finally, the inception report was developed and submitted.

8. *Evaluation Phase*. A combination of methods and tools were applied during the evaluation to collect the qualitative and quantitative data necessary to answer the evaluation questions in an evidence-based and objective manner. The evaluation included five stages: document review, stakeholder interviews and surveys, information processing and analysis, elaboration of findings, conclusions and recommendations, and report elaboration. The UNEP Evaluation Office tools and guidance materials were applied throughout this process, including: detailed descriptions of the scope of each evaluation criterion; matrix to support the awarding of a rating[4] for each criterion; weighted ratings table; tool for determining the likelihood of impact and guidance on areas such as Human Rights and Gender and Recommendations.

9. *Document Review*. The evaluation team undertook a thorough review of all project-related documents, provided by the Implementing Agency (IA) and Executing Agency (EA). The team complemented these with relevant documents produced by other agencies including AFD and FAO, third-party agencies such as consultants and with publicly available documents (from the internet). The various types of documents provided information for aspects of the project context, preparation of evaluation questions, the different evaluation criteria and for assessing the outputs and outcomes. The evaluation framework (Annex B) shows what type of documentation was used to explore which specific evaluation question. The list of documents, information and data sources that was consulted during the course of preparation of this TE is given in Annex C.

10. *Stakeholder Interviews/Responses*. As there were no field missions due to the COVID-19 pandemic, information was gathered through online interviews using communication means such as Skype or Zoom during the period June-July 2021. A participatory approach whereby key stakeholders associated with the project were consulted throughout the evaluation process was adopted. The methodology included interviews with UNEP staff including the Task Manager, staff at the EA, the former SPREP Hazardous Waste Adviser, consultants and Project Steering Committee (PSC) members/ country focal points. The interviews were in the form of open discussions based on the

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

questions in the ToR, complemented by additional questions developed by the evaluation team. Specific questions were asked to the different categories of stakeholders for crosschecking and validation purposes. The interviews sought to gather inputs from the stakeholders on the institutional arrangements for implementation, achievement of results, strengths and limitations, difficulties encountered and lessons learnt. For some of the interviewees, the interview questions were sent to them at least one week before the scheduled interview. Information was also gathered through questionnaires developed by the evaluation team. The survey questionnaires were sent by e-mail to the fourteen designated country focal points and/or members of Project Steering Committee (PSC) in May/June 2021, with soft reminders in July/August 2021. At end of August 2021, only 5 filled questionnaires from Niue, Samoa, Tonga, Tuvalu and Vanuatu were received whereas the representative from the Federated States of Micronesia (FSM) opted for an online interview by Zoom. The response rate to our request for interviews or filling of questionnaires by the country representatives was moderately satisfactory (43%). Four of the six respondents were women. The purpose of the interviews and questionnaires was to corroborate the written evidence and to test initial conclusions on the project performance. The list of interviewees and country focal points who submitted the filled questionnaires is given in Annex D. The questions asked during the interviews and in the questionnaires overlapped a great deal whereas some were specific to the relevant stakeholder(s). A copy of the questionnaire sent to the country focal points is included at Annex E. Views via e-mails were also sought from trainees who have followed the two main capacity building training courses carried out during the project. Only five responses from previous trainees for each of the training courses were obtained. Data were collected with respect for ethics and human rights issues and in accordance to the UN Standards of Conduct.

11. *Processing and Validation of Data.* Once the gathering of the data from document review, stakeholder interviews and surveys was completed, the data were organized according to the criteria and evaluation questions. Information that supported the indicators was compared with the project reporting on these indicators to validate the reported information. As far as possible, information was validated through a process of clarification and confirmation (with the IA and EA) or triangulation. Triangulation was used to ensure as far as possible that empirical evidence was verified from different sources.

12. *Elaboration of Findings, Conclusions and Recommendations*. Based on the analysis of data and information gathered, the evaluation team identified preliminary findings and recommendations that were presented on 26 August 2021 during an online meeting organized by the UNEP evaluation team. The comments and suggestions made during that presentation were considered in this report.

13. *Report Development and Revision.* In line with the ToR for this TE, the evaluation team submitted a draft report to the evaluation manager, who reviewed it and shared the cleared draft report with the IA and the EA, for them to identify any factual errors or substantive omissions. Comments were shared with the evaluation team for their response.

14. *Limitations to the evaluation*. No field mission was undertaken due to COVID-19 travel restriction. Availability of information was satisfactory and there was no major barrier or limitation that affected the evaluation process. The IA and EA have been collaborative and transparent in terms of providing the evaluation team with most of the required information and documents. Related documentation on the project such as the ProDoc, PIRs, PSC meeting reports, consultant reports, MTR report, AFD terminal evaluation and FAO terminal report, and financial reports were provided to the evaluation team via a database. Upon request, additional documents were made available from the consultants, country focal points, UNEP and SPREP. In addition, all the stakeholders who responded to the interviews and surveys generally provided most of the requested information. However, it was observed that the formal minutes of the last PSC meeting could not be made available. In addition, the evaluation team met with some challenges contacting stakeholders and noted that many did not respond to e-mails, with the latter bouncing back as being no longer functional (out of date contact details). Due to the extended length of time of the project, many also replied having left the governmental institution and moved to new employment positions. Those who had replaced the initial country focal points or who were tasked to fill up the questionnaires were not aware of all the details of project implementation since the start of the project and could only comment on the latest activities and outputs. The final financial report for project expenditures was only available as per UNEP budget lines, and not as per project component as well. It was also not possible to interview some stakeholders mentioned in the Stakeholder analysis section (Table 3), such as Fiji National University, due to non-responses from requests or out of date contact information. The evaluation team however considers that these limitations did not affect the reliability and usefulness of the evaluation; the gathered information was sufficient to develop the findings and recommendations for this TE.

3. The Project

3.1 Context

15. Wastes, if not soundly managed, can have significant adverse effects on the environment and human health. Poor waste management practices, in particular uncontrolled burning of wastes, are considered to be the main contributor of uPOPs emissions in the PICs. Improvements in the solid and hazardous waste management practices through increased human capacity and adoption of cleaner approaches to waste management are expected to reduce uPOPs generation, thus decreasing its negative impacts on human health and the environment.

16. This Pacific POPs Release Reduction project was GEF-funded under the Pacific Alliance of Sustainability (PAS), with components co-financed by the AFD and the FAO. The project was co-implemented by UNEP, AFD and the FAO. The project started in June 2013, for a five-year term, to assist 14 PICs in addressing uPOPs. The project was extended till 28 Feb 2020.

17. All of the 14 implementing PICs have ratified the Stockholm Convention on POPs. Most PICs were not able to transit from planning to implementation of their National Implementation Plans (NIPs). Difficulties of PICs to meet the Convention's obligations were ascribed to lack of financial, human, technical capacity, and lack of mainstreaming work on implementing the Convention into the core work of the national governments.

3.2 Objectives and Components

18. The project's logical framework and work plan in the ProDoc had initially seven components, ten outcomes, twenty-three outputs and ninety-four activities. These were subsequently revised in 2013 and 2016 following PSC meetings and the MTR to six components, eight outcomes, twenty outputs, each associated with indicators, and seventy-four activities.

Table 2 provides an overview of the project goal, project objective, outcomes and outputs, as presented in the last PIR 2020 report. This overview was used as the basis for this TE.

Table 2: Results Framework (as revised 2016)

Project goal:	Reduce POPs release through the improved management of solid and hazardous wastes

Project objective:	Reduce priority uPOPs emissions arising from poor waste management practices, thus meeting parties' Convention obligations to improve the management of chemicals in countries in the Pacific region, through assistance in the development and implementation of uPOPs strategies and guidelines, vocational training of waste workers, training of PIC staff in improved chemicals management, and the development of a regional waste oil export and reuse system
Component 1:	**Development of national strategy and regional uPOPs prevention and management strategy**
Outcome:	1.1: Decreased uPOPs emissions of participating countries minimized through avoidance of incineration, and/or through the application of cleaner production techniques where incineration remains necessary
Outputs:	1.1: Identification of key players in the waste stream to be targeted for outreach and incorporation of sustainable approaches in waste management 1.2: uPOPs baseline collation under the Global Monitoring Plan (GMP) 1.3: National solid waste strategic guidance developed on organic waste management 1.4: Required elements for attendant regulation and legislation identified for independent uptake by respective government
Component 2:	**Training and awareness raising in solid and hazardous waste management**
Outcomes:	2.1: Training culture institutionalized in each participating PIC in solid and hazardous waste management 2.2: Increased capacities and uptake of best practices by stakeholders to minimize uPOPs creation in the course of solid and hazardous waste management
Outputs:	2.1: Vocational training modules and manuals designed and developed 2.2: Training stakeholders using train-the-trainer method in waste management techniques that will reduce the use of open and incomplete burning as a tool of organic waste disposal, landfill management, and hazardous waste management 2.3: Cadre of certified trained PIC professionals undertaking national training in each PIC, with the support of regional consultation on the first round 2.4: Pilot projects in selected countries 2.5: Broader awareness campaigns for the public and SMEs on best practices in waste separation, composting, etc. Lessons learnt in mentoring promoted
Component 3:	**Enhanced, post-NIP inventory, stockpile management and safe disposal strategy for unwanted pesticides (including POPs) and school laboratory chemicals**
Outcomes:	3.1: PIC environment departments capable of developing and maintaining inventories; managing school chemicals and ordering chemicals that can be safely disposed of in-country; managing and safeguarding disused

	chemicals (including POPs); and therefore improving the sound management of chemicals 3.2: PIC Customs officers capable of enforcing national regulations, and actively preventing the import of banned substances
Outputs:	3.1: Enhanced inventory exercise and training in inventory development and sound chemicals management, and training in the local disposal of laboratory chemicals 3.2: Training of Customs officers 3.3: Development and implementation of a regional best practice manual to reduce chemical use and subsequent build up
Component 4:	**Waste oil collection, storage, and export systems established and used oil, reused in Fiji, preventing unintentional POPs generation through burning**
Outcome:	4.1: Production of uPOPs through the low temperature combustion of waste oil prevented and waste oil collection, storage, and export system functioning across the Pacific region
Outputs:	4.1: Development of a strategy on the implementation of extended producer responsibility (EPR) systems for waste oil produced and distributed 4.2: Waste oil collection, storage and export system developed and operational for eligible PICs 4.3: A product stewardship and collection system developed with PNG, Fiji, Samoa 4.4: Drafting instructions for extended producer responsibility legislation developed for PICs 4.5: Public education program on waste oil and its collection implemented in nine PICs 4.6: Environmental audit undertaken of the collection and reuse facility
Component 6: (FAO delivered)	**Improved pesticide container management**
Outcome:	6.1: Used pesticide container management, recovery and recycling strategy formulated
Outputs:	6.1: Development of strategy and guidance for sustainable recovery and recycling of waste pesticide containers and recycling of waste container plastics
Component 7:	**Project management**
Outcome:	7.1: Effective project management results in the project completed in a timely and cost-effective manner
Outputs:	7.1: Effective project management, with activities implemented in a timely and cost-effective manner

3.3 Stakeholders and Target Groups

19. The main stakeholders and beneficiaries of the project were the staff working in national governments and the staff at SPREP, the Executing Agency. These were mapped

in the ProDoc and their roles and responsibilities were outlined. The ProDoc also recognized that civil society and the private sector are relevant stakeholders in the sound management of chemicals and waste at the national level. AFD, FAO, Fiji National University (FNU) and the University of South Pacific (USP) were identified as key stakeholders with whom the project would work in close collaboration. The influence, role and responsibilities of these stakeholders as a result of their involvement in the project were analysed during the inception phase of the evaluation and are indicated in Table 3. The final beneficiaries are the population of the recipient countries as the health of people was expected to be enhanced by the sound management of chemicals and waste.

Table 3: Stakeholder analysis

Stakeholders	Power over the project results/implementation and the level of interest	Participation in the project design, and how·	Potential roles and responsibilities in project implementation	Changes in their behaviour expected through implementation of the project
Type A: *High power / high interest = Key player*				
Secretariat of the Pacific Regional Environment Programme (SPREP)	Executing agency and co-financier of the project	Participated actively. Was consulted during the project preparation grant phase.	Oversee execution of project and responsible for the day-to-day management of the project. Participation in PSC. Regular communication with the POPs NFPs. Hiring of staff and consultants to manage and implement the activities.	Increased capacity to execute and manage future projects through lessons learnt
Agence Française de Développement (AFD)	Co-financier of the project.	Participated actively. Findings from a feasibility study carried out by AFD served as input for the project.	Directly involved in or financing the proposed activities in the project components 1, 2, 4, 5 and 7. Participation in PSC.	Increased knowledge of the needs and capacities of the PICs
Food and Agricultural Organization (FAO)	Implementing agency for project component 6 and co-financier of the project.	Participated actively. Was consulted during the project preparation grant phase.	Responsible for the supervision and management of component 6 and for preparation of report. Participation in PSC.	Increased knowledge of the needs and capacities of the PICs
Fiji National University (FNU)	Hosting and running of the vocational training programme. Co-financier of the project.	Participated actively. Was consulted during the project preparation grant phase.	Collaboration with consultants in the development of the syllabus, attending and running of the training programme. Participation in PSC.	Independently running the modules of the training programme
University of the South Pacific (USP)	Hosting and delivering training programmes	Was consulted during the project preparation grant phase.	Provision of staff to act as regional consultants to deliver training in inventory management and disposal of laboratory chemicals.	Increased capacity to act as consultants in the region.

National Focal Points (NFPs)	Contact person at country level for the project and responsible for coordination of activities at the country level and communication with the executing agency.	Were consulted during the project preparation grant phase.	Responsible for convening meetings of national project teams, consulting government, private sector and civil society on planned project activities and nominating trainees.	Capacity strengthened for planning, implementing and evaluating POPs activities and designing future activities and projects.
NIP National Coordinating Committees	Interest in chemicals and waste management	Some members were consulted.	Executing and monitoring activities at the national level.	Capacity strengthened for planning, implementing and evaluating POPs activities and designing future activities and projects.
Type B: *High power/ low interest over the project =Meet their needs*				
Staff in Governmental Ministries, Municipalities and Local Authorities involved in waste and related issues	Responsible for waste management, pesticides, storage, use and disposal of chemicals, chemical import approvals		Participation in the projected training programmes. Implementation of the awareness campaigns. Participation in trade and waste oil disposal issues.	Increased and improved knowledge of waste management issues and enhanced capacity to manage chemicals and waste at all levels resulting in reduction of risk to chemical exposure. Act as trainers after following the training programmes. Customs officers capable of enforcing national regulations and preventing the import of banned substances.

Private sector employees, agricultural workers and farmers, community groups and NGOs addressing waste issues and organic waste management	Involvement in waste issues and organic waste management	Some members were consulted.	Participation in training programmes, awareness and dissemination activities and pilot project activities.	Increased and improved knowledge of waste management issues and enhanced capacity to manage chemicals and waste. Advocates for promoting project results among local communities.
Fletcher Steel Ltd (now BlueScope Steel Ltd)	User of waste oil and collector of waste oil within Fiji. Co-financier of project.	Was consulted during the project preparation grant phase.	Will receive and reuse waste oil from PICs. Participation in PSC.	Collection of waste oil from PICs other than Fiji
Engine oil users, distributors and importers	Generators of waste oil	Some members were consulted.	Collecting, storing and disposal/export of waste oil. Participation in workshops and discussion on product stewardship	Increased and improved knowledge on management of waste oil.
Type C: *Low power/ high interest over the project= Show consideration*				
Pacific Power Association (PPA)	Agency representing power companies and electricity distributors throughout the Pacific. Major producers of waste oil. Co-financier of project.	Was consulted during the project preparation grant phase.	Assistance in coordination on aspects of waste oil. Participation in PSC. Provision of technical input to the drafting of the Oil Management Handbook for power stations.	Contact point for waste oil issue

3.4 Implementation Structure and Partners

20. The project was implemented by UNEP (except for project component 6 which was implemented by FAO) through its Chemicals and Health Branch, Economy Division, and executed by SPREP.

21. The role of UNEP was clearly defined and focussed on the supervision of use of the provided GEF resources in line with the approved and revised project budget and work plan,

providing assistance to the EA to develop annual work plans and implement activities, disbursing funds and monitoring the progress of the project implementation.

22. The proposed organigram in the ProDoc to manage the project is given in Figure 1. The project structure included a PSC, comprising of representatives from PICs, SPREP, UNEP, FAO, Fletcher Steel (now BlueScope Steel Ltd), PPA and FNU, which provided guidance to the EA. The PSC was part of the project management process that was structured to increase stakeholder engagement and commitment to the project. The key responsibilities of the PSC included: ensuring the project's outputs would meet the programme objectives; monitoring and reviewing the project's performance; ensuring that the scope of work aligned with the agreed portfolio requirements; fostering positive communication outside of the focal points regarding the project's progress and outcomes; advocating for programme objectives and approaches; advocating for exchanges of good practices between countries and reporting on project progress. At the inception meeting, the PSC reviewed and finalized the project logframe. A total of 5 PSC meetings were held during the life of the project.

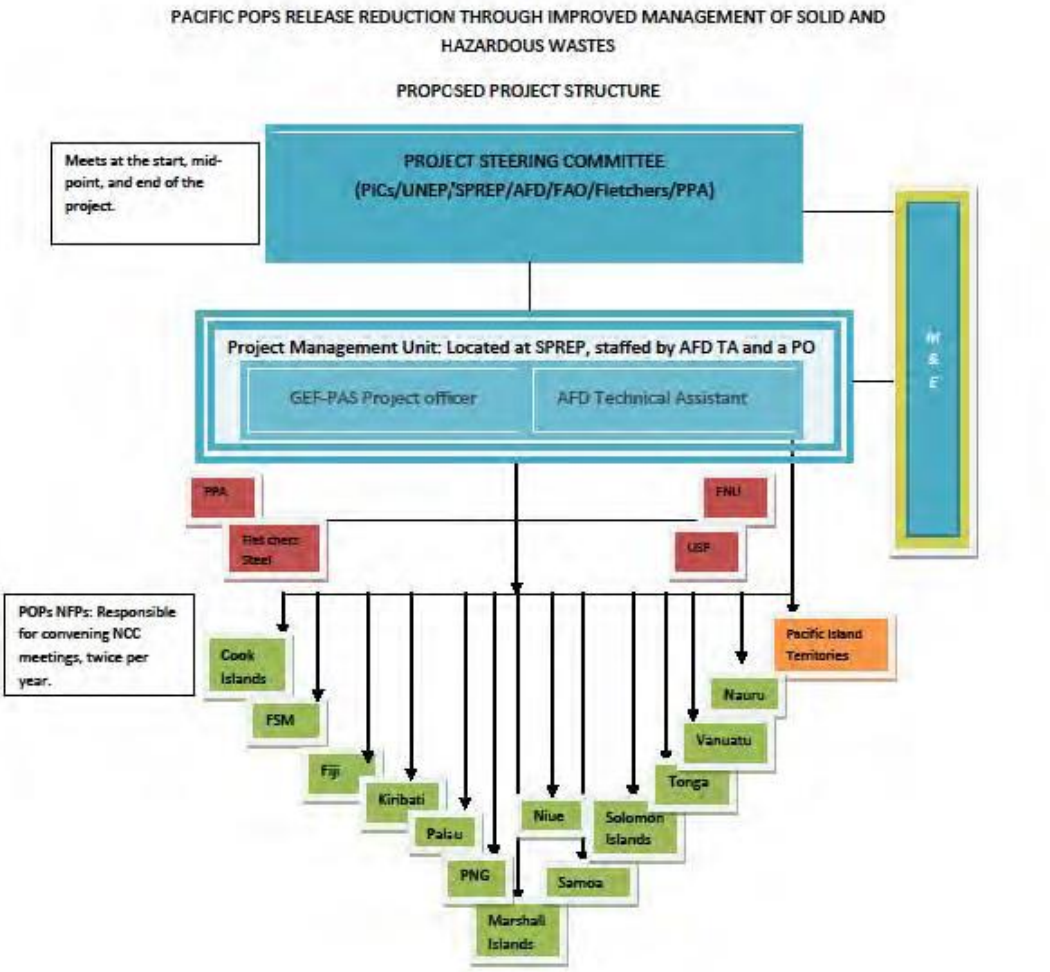

Figure 1: Organizational Chart

23. The Project Management Unit (PMU), based at SPREP, was responsible for project execution. At project inception, the PMU was designed to comprise the GEF-PAS Project Officer (PO), employed by SPREP, and who would be responsible for the day-to-day management of the project. The GEF-PAS PO would work closely with the AFD/SPREP Technical Assistant (TA), funded under the AFD co-financing. The AFD/SPREP TA's key responsibilities were technical, and the GEF-PAS PO managerial. The PMU was also expected to work closely with the SPREP waste management group, to ensure execution activities were both coordinated and synergized with activities being undertaken by SPREP to assist countries in waste management. The PMU was intended to lead communication with project partners including FNU, in the development and execution of a vocational

training programme, and the project's private sector partner Fletcher Steel. The PMU was also responsible for day-to-day communication with PIC National Focal Points (NFPs).

24. At the level of each PIC, a national project team, coordinated by the POPs NFP, was responsible for executing activities at the country level. National project teams comprised relevant stakeholders as confirmed by responses received from NFPs. The NFPs were the point of contact with SPREP, coordinating all activities executed at country level, and provided quarterly or six-monthly reports on activities carried out. In addition, they reported at the PSC meetings on the progress of in-country activities.

3.5 Changes in Design during Implementation

25. From the ProDoc, the project initially consisted of seven components, ten outcomes, twenty-three outputs and ninety-four activities. These were subsequently revised, following the first PSC meeting in November 2013, after the third PSC meeting in April 2016 and the MTR in June 2016, to six components, eight outcomes, twenty outputs, each associated with indicators, and seventy-four activities. Component 5, namely National technical assistance for post-NIP, was implemented and financed completely by AFD under its Regional Solid Waste Management Initiative, which ended in November 2014. Component 6, Pesticide container management, stockpile disposal and contaminated site management, was implemented by FAO and was reformulated at the inception workshop to 'Used pesticide container management, recovery and recycling strategy' with new outputs. This component was completed on 30 April, 2017.

26. Thus, the project performance within UNEP components 1-4 and 7 were assessed as part of this TE. A comprehensive assessment of the performance of component 6 was not part of the evaluation ToR as it has reached completion some years earlier. However, consideration of the performance of this component was included after the inception report, insofar as it impacted on the reconstructed TOC and based on the terminal report provided by FAO. As component 7 refers to project management, the performance in this area will be assessed under Factors Affecting Performance, including the quality of project supervision and management.

27. It was noted that there were no substantive changes in the formulation of components/outcome statements between the 2014 and 2020 PIR reports.

28. The implementation of the project activities encountered delays due to a variety of reasons, the main ones being insufficient human resources to execute the project and delay in signature of Letter of Agreement (LoA) and Memorandum of Understanding (MoU)

with the PICs. All stakeholders, especially the NFPs, unanimously expressed the view that the project was under-resourced in terms of project execution staff. The project was approved with an August 2017 operational completion date and operated under a no cost extension to Feb 2020 following two extension requests.

3.6 Project Financing

29. Funding for the project was provided through GEF financing (USD 2,796,000) and co-financing (cash and in-kind) from partners and PICs (USD 6,531,290), amounting to an overall total of USD 9,327,290[5]. GEF financing therefore accounted for 30% of the project costs. However, some inconsistencies were noted in the documentation made available to the evaluation team. In some documentation including the GEF-PAS final report[6] and the reconciliation report[7] submitted by EA, mention was made instead of a contribution of USD 3,275,000 from the GEF Trust Fund whereas in the PIR reports the GEF allocation was USD 2,796,000. However the UNEP Fund Management Officer confirmed that the GEF grant to UNEP was USD 2,796,000 for components 1-4 and 7, with the difference (USD 479,000) being funded by FAO through a GEF grant.

30. The co-financing obtained, in cash or in kind, is shown in Table 4. The cash contributions from co-financiers were USD 4,451,756, amounting to 68.1% of the total co-finance. The evaluation team noted that the reconciliation report signed on 9 July 2020 did not tally exactly with the GEF-PAS final report of 25 Feb 2020 as regards to the total co-finance obtained, with a small difference of USD 105,840 observed in the co-finance provided by the PICs (USD 1,882,531 compared to USD 1,988,371). There was no remaining unspent cash balance on the GEF grant. Table 5 provides the project expenditures, broken down into personnel, sub-contracts, training, equipment and miscellaneous and by component. No breakdown of expenditure could be provided by outcome or output, so further analysis on cost-effectiveness was not possible.

[5] PIR report 2020
[6] GEF-PAS final report – 25 Feb 2020
[7] Reconciliation between GEF activity based budget and UNEP budget by expenditure code – 9 July 2020

Table 4: Co-financing obtained for the GEF-PAS uPOPs project

Name of co-financier	Amount (USD)	% contribution to project
Agence Française de Développement (AFD)	1,400,000 (cash)	15.0
Food and Agriculture Organization (FAO)	1,000,000 + 479,000 (cash)	15.9
SPREP	383,000 (cash)	4.1
BlueScope Steel Ltd (formerly Fletchers Steel)	397,000 (cash)	4.3
Pacific Power Association (PPA)	5,000 (cash) 55,000 (in kind)	0.6
Titikaveka Growers Association (TGA)	20,000 (cash) 40,000 (in kind)	0.6
UNEP	687,419 (cash)	7.4
Fiji National University (FNU)	76,500 (in kind)	0.8
National (PIC Governments)	80,337 (cash) 1,908,034 (in kind)	21.3
Total co-financing	**6,531,290**	**70.0**

Table 5: Project expenditures

Component description	GEF (USD)
Personnel (e.g. project personnel, consultants, travels)	1,398,825
Sub-contracts (e.g. sample analysis, oil shipment, waste oil storage facilities)	949,000
Training (e.g. workshops, trainings)	251,690
Equipment (e.g. PCB test kits, waste bins, PPE)	86,474
Miscellaneous (reporting costs, communications and evaluation)	110,011
Total	**2,796,000**
Component 1 (Development of national strategy and regional uPOPs prevention and management strategy)	107,500
Component 2 (Training and awareness raising in solid and hazardous waste management)	842,774
Component 3 (Enhanced, post-NIP inventory, stockpile management and safe disposal strategy for unwanted pesticides (including POPs) and school laboratory chemicals)	592,576
Component 4 (Waste oil collection, storage, and export systems established and used oil, reused in Fiji, preventing unintentional POPs generation through burning)	649,900
Component 7 (Project management)	310,311
Monitoring & Evaluation	292,939

Total	**2,796,000**

31. AFD contributed mainly to the salary costs of the recruited Technical Assistant, as well as co-financing the vocational training (component 2) and waste oil activities (component 4). On the other hand, FAO provided co-finance for activities in component 6. BlueScope Steel (formerly Fletchers Steel) contributed to the waste oil component whereas funding support from FNU and TGA were used to implement activities of component 2.

32. The co-finance provided by SPREP included, amongst other items, the costs associated with hosting the PMU, staff time devoted to the project, assistance to legal interns, hosting of regional workshops and involvement with the development of the regional strategy Cleaner Pacific 2025.

4. Theory of Change at Evaluation

Reconstructed Theory of Change at Evaluation

33. No explicit TOC was developed for this project at the time of its design, as this was not then a requirement for GEF-4 projects. A similar observation was highlighted by the MTR consultant. However, the ProDoc and the Project Logical Framework provided enough information to enable the reconstruction of a TOC indicating how the project interventions were expected to contribute to bring about favorable conditions to achieve impact.

34. The evaluation team proposed a reconstructed TOC at Evaluation Inception, which was discussed with the project team and adopted for the assessment of the project's performance. The project results as revised after the MTR in 2016 (see Table 2) were found adequate to form the logic of the reconstructed TOC. It is to be noted that the evaluation team has not included in the TOC the outcome for component 7, which was on project management.

35. It was anticipated that the project would bring a reduction in POPs release through the improved management of solid and hazardous wastes. Six intermediate states from the five components were incorporated in the reconstructed TOC:

- **Intermediate State 1** – PICs implementing and enforcing national regulations addressing uPOPs;
- **Intermediate State 2** – Institutionalization of waste management training programmes in the participating PICs;
- **Intermediate State 3** – Pilot projects replicated in other PICs;

- **Intermediate State 4** – Chemicals correctly inventoried and obsolete/expired chemicals safely disposed by PICs;
- **Intermediate State 5** – Regulations/Measures in force on waste oil collection, storage and export in PICs;
- **Intermediate State 6** – Management of pesticide containers improved.

In the long term, these were expected to contribute to reductions in the exposure to uPOPs of the human population, especially women and vulnerable groups, in PICs and in enhanced capacity of staff to deal with waste management issues and NIP implementation, which was the impact statement identified in the TOC (Figure 2).

36. Assumptions are external conditions necessary for project results to lead to next-level results, over which the project has no control and very little influence. Key assumptions for each of the five components were adapted from the assumptions and risks mentioned in the ProDoc and in PIR reports:

- **Component 1:** Commitment of the PIC governments to develop national strategies and regulations/legislation to address uPOPs;
- **Component 2:** Capability of FNU of managing the vocational training programme after year 3; Sufficient capacity of selected countries to execute the pilot projects; Willingness of PICs to lead uPOPs awareness programmes; Release of staff of suitable leadership and technical positions to follow the trainings[8];
- **Component 3:** Release of staff to follow the trainings; Correct labelling of chemicals and known location of chemical stores;
- **Component 4:** Agreement of relevant stakeholders including private sector to voluntary or regulatory approaches to address waste oil collection and management;
- **Component 6:** Cost Benefit Analysis for pesticide container collection and recovery undertaken.

37. Drivers are external conditions over which the project has a certain level of control, and can influence the achievement of the next level results. Drivers identified by the evaluation team related to technical support and guidance from consultants and adequate trainings undertaken during the project. It is to be noted that the project design document lacked specific drivers.

[8] It is noted that for training to lead to a) capacity development and b) the application of strengthened capacity, those trained need to be the same people over repeated training activities and need to be of the appropriate seniority/ technical role, etc to be able to play the change role expected of them within the institution or office that they represent.

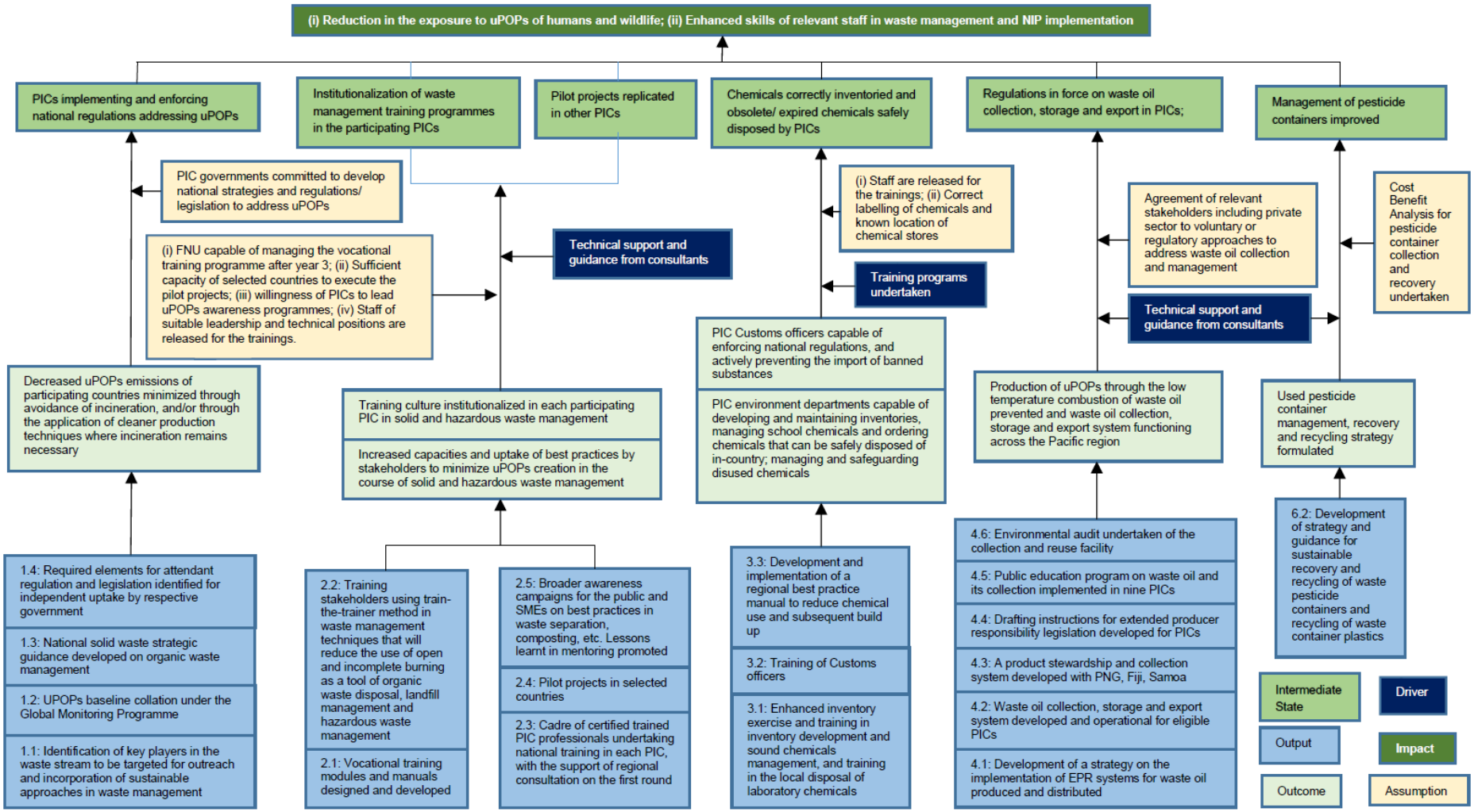

Figure 2: Proposed Theory of Change for the GEF-PAS project

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5. Evaluation Findings

5.1 Strategic Relevance

Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (PoW) and Strategic Priorities

38. The project was in line with the UNEP MTS, the PoW and Strategic Priorities.

39. ***MTS (2010-2013, 2014-2017 and 2018-2021)*:** The project was relevant to the MTS that were operational during the design and implementation of the project. The project was aligned with the MTS (2010-2013) cross-cutting thematic priorities of '*Environmental Governance*' and '*Harmful Substances and Hazardous Waste*', with the MTS (2014-2017) sub-programmes '*Environmental Governance*' and '*Chemicals and Waste*', and MTS (2018-2021) areas of focus '*Environmental Governance*', and '*Chemicals, Waste and Air Quality*'. The objectives of the above thematic priorities, sub-programmes and areas of focus were to assist the countries in increasing their capacities for sound management of chemicals and waste, and improving and enforcing their regulatory and institutional framework with a view to minimizing impacts on the environment and human health. In addition, other objectives included implementing the obligations and provisions of the Multilateral Environmental Agreements (MEAs) such as the Stockholm Convention. The activities proposed in the project tallied with the above objectives.

40. ***PoW (2014-2015, 2016-2017 and 2018-2019)*:** The project was aligned with the PoW for the biennial years 2014-2015, 2016-2017 and 2018-2019, namely the following expected accomplishments:

- Countries increasingly have the necessary institutional capacity and policy instruments to manage chemicals and waste soundly including the implementation of related provisions of the MEAs.
- Countries, including major groups and stakeholders, make increasing use of the scientific and technical knowledge and tools needed to implement sound chemicals and waste management and the related MEAs.
- Capacity of countries to develop and enforce laws and strengthen institutions to achieve internationally agreed environmental objectives and goals, and comply with related obligations is enhanced.
- Countries increasingly mainstream environmental sustainability in national and regional development policies and plans.

- Institutional capacities and policy and/or legal frameworks enhanced to achieve internationally agreed environmental goals, including the 2030 Agenda for Sustainable Development and the Sustainable Development Goals.

- Policies and legal and institutional and fiscal strategies and mechanisms for waste prevention and sound chemicals and waste management developed or implemented in countries within the framework of relevant MEAs.

41. ***UNEP Strategic Priorities*:** The project laid a strong emphasis on capacity building, with specific activities and outputs to build and strengthen the capacity of the PICs to institutionalize the implementation of their Stockholm Convention NIPs and better manage solid and hazardous waste. Thus, the project's objectives were aligned strongly to the Bali Strategic Plan (BSP) for Technological Support and Capacity Building within its thematic areas of Chemicals, Waste Management, Health and Environment, Access to Scientific and Technological Information, Facilitating Access to and Support for Environmentally Sound Technologies and Education and Awareness Raising. The BSP aims, among other intentions, to increase the capacity of governments to comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies; and provide a more coherent, coordinated and effective delivery of capacity building and technical support in response to country priorities and needs. The project was also relevant to the UNEP Strategy for South-South Cooperation. The project involved 14 PICs with regional/national trainings and workshops carried out by regional experts and resulted in a significant amount of networking and exchange of technology and knowledge. The trainings and workshops strengthened South-South cooperation and allowed for sharing of experiences. The majority of the participants, through reports, interviews and questionnaires, expressed appreciation for this South-South exchange. In addition, relevant information about the project was made available to the participating PICs via a dedicated webpage, *https://www.sprep.org/gefpaspops*.

Alignment to Donor/GEF/Partner Strategic Priorities

42. ***GEF Strategic Priorities*:** The project adhered to the following GEF-4 strategic priorities of the POPs focal area: strengthening capacity for NIP implementation; partnering in investments for NIP implementation; and partnering in the demonstration of feasible, innovative technologies and best practices for POPs reduction. The GEF's goal was to protect human health and the environment by assisting countries to reduce and eliminate production, use, and releases of POPs, and consequently contribute generally to capacity development for the sound management of chemicals. The project aimed to implement key elements of PIC NIPs through focusing on reducing emissions of uPOPs.

43. ***AFD Priorities*:** The project was in line with the AFD priorities, as articulated in their strategy for regional cooperation and with the AFD's approach, which focusses on capacity building and supporting local and regional institutions to achieve specific outcomes. The project reflected AFD priorities in that it had regional significance (improvement of solid waste management through regional trainings and issue of waste oil), it involved private sector (collection and use of waste oil) and it supported some specific small country projects (waste oil and composting).

44. ***FAO Strategic Objectives*:** The project was also relevant to the FAO strategic objective: '*Producers and natural resource managers adopt practices that increase and improve agricultural sector production in a sustainable manner*'. The FAO component of the project aimed to reduce the risks posed to the environment and public health by pesticide wastes, in particular empty used pesticide containers.

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

45. The project, through its activities and outputs, contributed to the following global Sustainable Development Goals (SDGs) and Targets:

- SDG 3 (Ensure healthy lives and promote well-being for all at all ages). Target 3.9 (*By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination*);
- SDG 6 (Ensure access to water and sanitation for all). Target 6.3 (*By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater, and substantially increasing recycling and safe reuse globally*);
- SDG 12 (Ensure sustainable consumption and production patterns). Target 12.4 (*By 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment*). Target 12.5 (*By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse*).

46. However, given that chemicals and waste affect almost all aspects of development, the sound management of chemicals and waste is relevant for, and supports the implementation of, many of the SDGs, if not all. The project executed activities contributing to the above goals and targets.

47. The project was in line with the Pacific Regional Solid Waste Management Strategy (2010-2015) and provided input to the Cleaner Pacific 2025: Pacific Regional Waste and Pollution Management Strategy (2016-2025), which had uPOPs Reduction Strategy integrated into the relevant sections. The Pacific Regional Waste and Pollution Management Strategy 2016–2025 is a comprehensive blueprint to help improve the management of waste and pollution over the next ten years, and was developed in full consultation with 21 member countries, including the 14 participating PICs. It has four strategic goals, namely: prevention of generation of wastes and pollution; recovery of resources from wastes and pollutants; improved management of residuals; and improved monitoring of the receiving environment.

48. Several reports and situation analyses, including the ProDoc, confirmed the serious issue of, and challenges in, waste management in all the participating PICs. Poor waste management practices, in particular uncontrolled burning of wastes, were considered to be the main contributor of uPOPs emissions in the PICs. The stated goal of the project was to 'reduce POPs release through the improved management of solid and hazardous wastes'. All the fourteen project participating PICs have ratified the Stockholm Convention on POPs. Difficulties of the PICs to meet the Convention's obligations were ascribed to lack of financial, human, technical capacity, and lack of mainstreaming work on implementing the Convention into the work of the national governments. Interviews and responses from the questionnaires confirmed the high relevance of the project to all the PICs and the region.

Complementarity with Existing Interventions/Coherence

49. The project complemented well with the other interventions or initiatives in the region in the field of chemicals and waste management.

50. The *JICA/SPREP Japan Technical Cooperation Project for Promotion of Regional Initiative on Solid Waste Management (J-PRISM)* was a 5-year project (2011-2016) whose purpose was to strengthen the human and institutional capacity base in the Pacific region. It involved the participating PICS, except Cook Islands, Nauru and Niue, and included activities on solid waste management, awareness raising, capacity building and policy development. Capacity building was one of the main components of the J-PRISM project, which trained a substantial number of islanders in several aspects of solid waste management through national, sub-regional, regional and extra-regional training workshops, as well as through attachment programmes. Synergy was created with the GEF-PAS uPOPs project with the involvement of JICA in the Working Group to review the

training manuals for the solid and hazardous waste management as JICA provided extensive training in solid waste management in the region in the past decade. Further JICA project training would be country-specific, thus ensuring no overlap with the GEF-PAS uPOPs project regional vocational training approach.

51. The *Pacific Hazardous Waste Management (PacWaste)* project was funded by the European Union during the period 2013-2017 and all the 14 PICs were beneficiaries. Improvement of healthcare waste was one of its priorities. It provided complementarity with the GEF-PAS uPOPs project on the Kiribati healthcare waste management pilot project whereby the PacWaste project was responsible for the technical aspects (installation of a healthcare waste incinerator in a hospital and training of healthcare workers) whereas the GEF-PAS uPOPs project contributed to the salaries of the recruited incinerator operator.

52. The objective of the *GEF-PAS Global Monitoring Plan (GMP2) project (2015-2019)* was to strengthen the capacity of nine PICs (Fiji, Kiribati, RMI, Niue, Palau, Samoa, Solomon Islands, Tuvalu and Vanuatu) to implement the updated POPs GMP and to create the conditions for sustainable monitoring of POPs in the Pacific Islands region. As five PICs (Cook Islands, FSM, Nauru, PNG and Tonga) did not form part of the GMP2 project, the GEF-PAS uPOPs project provided financial support to them and thus samples of eggs, water and fish were collected and analysed.

53. The *AFD Regional Solid Waste Initiative was a four-year project (2011-2015)* whose goal was to improve the management of solid waste in the Pacific region by enhancing the technical capacity of the PICs to manage waste. This project co-financed the GEF-PAS uPOPs project to the tune of USD 1,400,000 and contributed mainly to the salary costs of the recruited Technical Assistant, as well as activities associated to vocational training and waste oil activities. The AFD project was instrumental in developing and delivering the regional waste management training-of-trainers programme to about 50 Pacific Islanders and in starting the implementation of the used oil component of the GEF-PAS uPOPs project.

54. The *Global project on the updating of National Implementation Plan for POPs (2015-2017)* assisted countries to update and/or develop their NIPs. Several PICs were beneficiaries and Kiribati, Samoa, Solomon Islands and Tuvalu have submitted successfully their NIP update as at August 2021.

55. As shown by the above number of funded projects in the fields of POPs and waste management, the project was well designed to avoid a duplication of efforts, create synergies and be complementary with the existing interventions.

56. Based on the above, the rating for Strategic Relevance for all the four elements is **'Highly Satisfactory'**.

5.2 Quality of Project Design

57. The quality of the project design was based mainly on the completed assessment[9] done for the inception report. This assessment was carried out using the project design assessment tool of the UNEP Evaluation Office and was restricted to information given in the ProDoc. No further information gathered during the evaluation data collection process changed this assessment.

58. After reviewing the ProDoc and the associated annexes, the evaluation team noted the following ***strengths*** in the design:

- Comprehensive problem and situation analysis regarding difficulties of PICs to meet the Stockholm Convention obligations due to lack of financial, human and technical capacity.
- A clear and adequate stakeholder analysis. An intensive consultative process involving key stakeholders of all the PICs took place during project preparation.
- Highly relevant project aiming to reduce POPs release through the improved management of solid and hazardous wastes.
- The roles and responsibilities of the implementing and executing agencies, the PSC, project team, key stakeholders as well as the national coordination group were adequately described in the ProDoc.
- Adequate assessment of project partners.
- The gender issue was adequately considered. In particular, the project aimed to ensure equal and active participation of women in project activities.

59. The evaluation team noted however some ***weaknesses*** in the design:

- The project logical framework was over-ambitious to achieve the project objectives, intended outcomes, outputs and activities.
- The project lacked specific impact drivers and a clear description to demonstrate impacts at both the individual PICs and regional level.
- The outcomes were not completely realistic with respect to the scale of intervention and timeframe with the proposed budget due to involvement of

[9] Annex C of the Inception report for this terminal evaluation

14 countries encompassing a huge geographical area and coordination of all the proposed activities by one Project Coordinator with limited assistance and support.

- Too many activities were planned and were thinly spread within the 14 countries in a relatively short timeframe.
- The budget allocation was not appropriate for some components/outputs such as project management.
- Two risks, namely timeframe and human capacity at EA, were overlooked.

60. The rating for Quality of Design is **'Moderately Satisfactory'**.

5.3 Nature of External Context

61. From interviews and responses of survey questionnaires, there was no mention of any external factors such as conflict or natural disasters that had a significant impact on the project implementation. It was however reported that floods in the Solomon Islands in 2014, cyclone in Vanuatu in March 2015, cyclone in Fiji in Feb 2016 and drought in Palau in 2016 caused some disruption in the project implementation. Furthermore, the political context was stable and safe in all the PICs. As project implementation was not seriously impeded by external factors and as it was mentioned in the Project Inception Workshop report that natural disasters such as cyclones would be mitigated via more implementation works to be carried out in the 2nd, 3rd and 4th quarters of every year[10] (most training programmes were conducted during the periods April-November), the rating for this criterion is **'Moderately Favourable'**.

5.4 Effectiveness

5.4.1 Availability of Outputs

62. The achievements of outputs were based on those presented in the reconstructed TOC (Figure 2).

63. **Component 1 (Development of national strategy and regional uPOPs prevention and management strategy).** Four outputs were proposed instead of three initially in the ProDoc. The first output pertained to the identification of key players in the waste stream to be targeted for outreach and incorporation of sustainable approaches in waste management. The second output was concerned with uPOPs baseline collation under the

[10] Project inception report, 2013, p20 (Table 6: Risks/Mitigations Summary)

Global Monitoring Plan. Finally, the third and fourth outputs were related to national solid waste strategic guidance developed on organic waste management and required elements for attendant regulation and legislation identified for independent uptake by respective government.

64. For the four outputs, three indicators, namely (i) revised national solid waste management plans, (ii) revised regional waste management strategy, and (iii) national uPOPs regulations and/or legislation; and three targets, viz. (i) development of a regional model legislation and/or regulations on uPOPs for integration into PIC legislative frameworks, (ii) incorporation of regional strategic guidance to address uPOPs emissions into national solid waste management plans, and (iii) incorporation of uPOPs strategy in regional waste management strategies, were proposed.

65. **Output 1.1:** During 2015/2016, based on a review of project documentation and confirmation by EA and PSC interviewees and responses, the key players in the waste stream within the chemicals and hazardous waste sections of national governments and private sector to be targeted for outreach and incorporation of sustainable approaches in waste management were identified in the 14 PICs as well as the national strategic developments and priority needs of the individual PICs. The proposed uPOPs activities were discussed in several regional meetings/consultations such as Waigani Convention and the Steering Committee of the Pacific Regional Centre and during in-country visits of representatives of the EA as well as with the participants of the vocational training. The performance rating for this output is **'Satisfactory'**.

66. **Output 1.2:** The second output *'uPOPs baseline collation under the Global Monitoring Plan'* was not stated in the original ProDoc but was incorporated after the 3rd PSC meeting in April 2016. It was observed that 5 PICs (Cook Islands, FSM, Nauru, PNG and Tonga) were not involved in the Global Monitoring Plan Implementation Phase 2 (GMP2) project funded by GEF. Thus, it was decided to provide assistance for the 5 PICs to align the POPs sampling and analysis with the other GMP Project PICs. After signature of the MoUs, training on sampling and collection of POPs samples by a consultant were effected in the 5 PICs, and samples of fish, chicken eggs and water were sent to Australia for analysis. It was noted that some PICs (Nauru and PNG) stated that they had not received appropriate training on sampling whereas two others (Cook Islands and Tonga) claimed having received it and even being heavily involved. From interviews and questionnaire responses, results of analyses of POPs samples have been obtained but they were not made available to the evaluation team. The rating for this output is **'Satisfactory'**.

67. **Output 1.3:** During the implementation of the project, the PICs developed or revised their waste management strategy, incorporating uPOPs. The GEF-PAS uPOPs project provided synergistic input in collaboration with other donors and stakeholders:

- Cook Islands – Solid Waste Management Policy (2016-2026);
- Fiji – National Solid Waste Management Strategy (2018-2028);
- FSM – National Solid Waste Management Strategy (2018/19-2027/28);
- Kiribati – Waste Management and Resource Management Strategy (2020-2030);
- Marshall Islands – Kwajalein Atoll Solid Waste Management Plan (2019-2028);
- Nauru – National Solid Waste Management Strategy (2017-2026);
- Niue – National Integrated Waste Management Strategy (in the process of updating its 2010-2015 strategy)
- Palau – National Solid Waste Management Strategy (2017-2026);
- Papua New Guinea – National Capital District Waste Management Plan (2016-2025) and Kokopo Waste Management Strategy and Action Plan (2019-2024);
- Samoa - National Waste Management Strategy (2018-2023);
- Solomon Islands – National Waste Management and Pollution Control Strategy (2017-2026);
- Tonga – Combined Utilities Business Plan (2018-2022);
- Tuvalu – Integrated Waste Policy and Action Plan (2017-2026); and
- Vanuatu – National Waste Management and Pollution Control Strategy (2016-2020).

68. Chemical trainees from Nauru and Palau stated that the chemical training was timely and helped with the revision of their National Solid Waste Management Strategy (2017-2026). In addition, the Waste Management Act 2017 was endorsed by Tuvalu and addressed among others the issue of uPOPs and waste oil.

69. A five-year Pacific Regional Action Plan to reduce uPOPs was submitted in end 2015 as part of a consultancy work to provide the strategic basis for the 14 PICs to reduce national emissions of uPOPs. The Action Plan focussed primarily on interventions to reduce releases of uPOPs from the waste management sector, which accounted for approximately 90% of uPOPs emissions from the PICs. The Action Plan and the PICs provided input to the Cleaner Pacific 2025: *Pacific Regional Waste and Pollution Management Strategy 2016–2025*, which superseded the *Pacific Regional Solid Waste Strategy 2010-2015*. The endorsed Cleaner Pacific 2025 provided a strategic management framework to address waste, chemicals and pollutants that would reduce associated

threats to sustainable development of the region. It included several high-level strategies, which explicitly addressed uPOPs among other waste, chemicals, and pollutants.

70. uPOPs Action Plans were developed for two PICs (Tuvalu and Vanuatu), following national consultations, for incorporation into their respective national waste management strategies and were shared with other PICs in 2018. The evaluation team observed that they were aligned with the goals, objectives and actions of the Cleaner Pacific 2025 and the Pacific Regional Action Plan on uPOPs. All the 14 PICs are Parties to the Stockholm Convention and some PICs participated in the GEF Global project on the updating of National Implementation Plan for POPs (2015-2017). As at August 2021, four PICs (Kiribati, Samoa, Solomon Islands and Tuvalu) have successfully submitted their NIP update. It is noteworthy that the NIP update for Tuvalu benefited tremendously from the GEF-PAS uPOPs project. Other PICs (Cook Islands, Fiji, Nauru and Vanuatu) have also submitted their NIP updates, which are in the process of approval.

71. The GEF-PAS uPOPs project also provided assistance to PICs on their Special Programme Trust Fund applications through the Capacity Building consultant remotely and during in-country missions. It is noteworthy that as a result of the assistance provided, five PICs (FSM, Nauru, Palau, Samoa, and Vanuatu) were able to finalise and submit applications for the third round to the Special Programme Secretariat. Four of these projects (FSM, Nauru, Palau and Vanuatu) were subsequently approved for funding.

72. The rating for the third output is **'Satisfactory'**.

73. **Output 1.4:** Prior to developing a model legislation and/or regulations on uPOPs for integration into PIC legislative frameworks, a legislative review of uPOPs was conducted in 2015 by the Munro Leys law firm as part of a consultancy for the GEF-PAS uPOPs project. The scope of the legislative review was to document, review and analyse uPOPs policies and legislation for the 14 PICs; identify gaps in the policy and legislative framework with respect to best practice uPOPs management; and make recommendations for future uPOPs policy development in each PIC. A central recommendation of the legislative review was for each country to prioritize the updating of the Stockholm Convention NIPs to incorporate measures that promote uPOPs reduction.

74. The legislative review provided input to the development of a model legislation/regulation on uPOPs for Tuvalu and Vanuatu, which other PICs can integrate into their existing legislative frameworks. A draft model law for application in PICs to regulate uPOPs was first developed by the Capacity Building consultant in 2018 and thereafter revised/refined by a legal consultant after comments by the project

management team. It is noteworthy that two PICs (Tonga and Marshall Islands) had already legislation/regulations concerning POPs. The rating for this output is **'Moderately Satisfactory'**.

75. Based on the above, the rating for outputs achieved under component 1 is **'Satisfactory'**.

76. **Component 2 (Training and awareness raising in solid and hazardous waste management).** It comprised five outputs, namely:

- Vocational training modules and manuals designed and developed;
- Training stakeholders using train-the-trainer method in waste management techniques that will reduce the use of open and incomplete burning as a tool of organic waste disposal, landfill management, and hazardous waste management;
- Cadre of certified trained PIC professionals undertaking national training in each PIC, with the support of regional consultation on the first round;
- Pilot projects in selected countries;
- Broader awareness campaigns for the public and SMEs on best practices in waste separation, composting, etc. Lessons learnt in mentoring promoted.

77. A key objective of the project was to enhance the capacity of waste workers in the PICs through the development and delivery of a regional vocational training programme on solid and hazardous waste management. Capacity building was considered as one of the most important strategies to enhance solid and hazardous waste management, as the PICs were short of skilled and trained people to effectively manage the waste issues as identified in the ProDoc. Developing a waste training programme in conjunction with regional institutions for professional and vocational levels was a welcomed initiative by the PICs as confirmed from interviews and questionnaire responses.

78. **Output 2.1:** The vocational training, designed to be a train-the-trainer course and consisting of two modules (Waste Management Techniques and Landfill Management) was initially developed by Griffith University using co-financing contributed by the AFD Regional Solid Waste Initiative project. The training was delivered to 54 participants from 13 PICs during two years (2013-2014) at the FNU over a two-week period. One country (Niue) did not have the opportunity to participate in the training due to the set stringent qualifications requirements (holding of a degree) and its representative expressed its dissatisfaction from its filled questionnaire. From an interview with a UNEP representative, it was mentioned that the qualification requirement was not there initially but was added

afterwards. UNEP also added that the training was intended for semi-skilled workers and the requirement of a degree was not really essential.

79. After completion of the AFD project, the GEF-PAS uPOPs project took over the vocational training component in November 2014. Prior to the handover, FNU conducted a critical analysis of the training. The salient observations were that the two modules had limited application or practicality in the PICs and that the train-the-trainer output (Cadre of certified trained PIC professionals undertaking national training in each PIC, with the support of regional consultation on the first round) was difficult to assess due to limited follow-up. The consultant for the terminal AFD report corroborated the analysis by stating that the course was more appropriate for generalist environment professionals rather than those involved with waste management operations. A contract was then assigned to FNU to manage a revised course under GEF-PAS uPOPs funding. Subsequently, a working group comprising of representatives of Japan International Cooperation Agency (JICA), UNEP, AFD, Griffith University, FNU and SPREP was set up to review the vocational training course based on trainees and stakeholders' feedback, the critical analysis report and also taking into account the project's focus on POPs and hazardous wastes. Representatives of JICA were included in the working group, due to their involvement in previous solid waste management trainings under the J-PRISM project. As a result of their involvement, some case studies embedded in their trainings were incorporated in the revised vocational training course. The course developer for the revised course was again Griffith University. The course underwent an external review in 2015. The revised course incorporating the suggestions from the external review comprised three modules: Waste Management Technique; Landfill Management; and Hazardous Waste Management. Griffith University was sub-contracted by the FNU to assist with delivery of the training in the FNU premises. Work on this output is complete and rated as **'Satisfactory'**.

80. **Output 2.2**: The revised course was delivered three times in 2015 and 2016 to about 40 participants drawn from PICs environment ministries, environmental protection authorities, local government, and some private sector waste operators. Table 6 shows the number of trainees per PIC for the vocational training course during the years 2013-2016.

Table 6: Number of trainees per PIC for the vocational training course

PIC	Number of trainees
Cook Islands	6
FSM	8
Fiji	22
Kiribati	8

RMI	5
Nauru	5
Niue	-
Palau	2
PNG	7
Samoa	6
Solomon Islands	10
Tonga	7
Tuvalu	5
Vanuatu	5
Total	**96**

81. The views from 63 trainees were sought on the vocational training course through e-mails but unfortunately only five responses were received by the evaluation team. The Capacity Building consultant encountered similar non-responses from the FNU trainees for consultation invitations during her in-country missions[11]. Thus only 18 trainees out of a total of 96 were consulted by her. The low response rate from the former trainees could be ascribed to trainees changing employers and outdated contact details (many e-mail addresses were found to be no longer applicable), emigration to other countries, study abroad and even demise among several trainees. Strengths highlighted by the trainees were that the communications, awareness-raising and the train-the-trainer aspects have proved to be useful in their day-to-day work. Also, the expertise of the delivery team and the practical-based sessions were well appreciated. Too few practical, hands-on demonstrations and activities and no-follow up of country project proposal in terms of technical or financial support were the main reported weaknesses of the training. As evident from the participant surveys, most of the trainees found the training applicable to their work tasks and contributed to enhancing their knowledge on chemicals and hazardous waste management.

82. The evaluation team noted from interviews, questionnaire responses, reports and e-mails that the revised vocational training course was targeted more towards the interests, needs and issues of the PICs compared to related waste management workshops attended previously by the trainees. It comprised many case studies of the region, which were reportedly appreciated by various stakeholders.

83. The design of the vocational training course assumed external input would be required for development and initial delivery followed by a transition to local delivery. The expected transfer of course delivery from Griffith University to FNU had not occurred during

[11] Report of assistance provided to FNU trainees - Oct 2018

the implementation of the project. After the end of AFD co-financing in Dec 2014, the revised training course continued to be delivered by Griffith University, with limited technical contributions from FNU and SPREP staff, impacting on funding requirements and sustainability. However, by the end of the project, the course was institutionalized into the FNU academic programs. Two modules in the Bachelor of Environmental Health, namely EVH607 (Solid Waste Management offered in year 2) and EVH612 (Solid Waste Management offered in year 3) benefited from the project input. In addition, the vocational training course led FNU to offer a Postgraduate Diploma in Waste Management[12]. The latter comprised a total of 5 modules and the requirement for a country project. However, the evaluation team observed that the Postgraduate Diploma was not in the list of offerings in 2020 and 2021 by FNU. Interviewees were also uncertain whether the programme had ever been successfully delivered.

84. The rating for the above output is **'Satisfactory'**.

85. The trainees were required to develop and present a country project proposal with a focus on locally appropriate, small-scale activities at the end of the vocational training course. The project proposal was to be developed during the delivery of the training as one of the activities. The linking of the vocational training to in-country projects was a useful initiative as it enabled the trainees to reflect on a country project, which could be implemented on their return. For the first vocational training carried out in 2013-2014 under AFD co-financing, participants were assisted in developing their conceptual projects into a full project application for funding support under component 5 of the project. In 2013, out of thirteen projects proposed by the 2013 trainees seven were approved for funding to the value of USD 5,000 each, namely:

- ECO Bag - Alternative to plastic bags (Solomon Islands);
- To remove and reduce E-waste materials waste stream to landfill (Samoa);
- Sustainable SWM through Public Private Partnership (PPP) (Fiji);
- Temporary used oil storage. To Store or not to Store Waste Oil (FSM);
- Composting Pilot Project: Government Primary School of Ngele'ia (Tonga);
- Temporary storage of collected E-waste in shipping container (Cook Islands); and
- Promotion of a central recycling bank facility for Suva City (Fiji).

[12] STOCKTAKE REPORT: Available Tertiary & Vocational Waste Management Courses in the Pacific Region January 2021. https://www.sprep.org › documents › publications

86. At the time of termination of the AFD project in Dec 2014, five of the seven projects were stated to be completed. However, the terminal evaluation of the AFD project[13] reported that the remaining two projects were also completed in 2016/2017. It was noted however that the amount initially earmarked for this component under AFD co-financing was underspent (USD 26,350 instead of USD 42,273). This was ascribed to the poor quality of project proposals and limited human and infrastructural resources in the PICs. Although selection criteria were developed to ensure sustainability of the projects, the complexity of project proposal for funding may have contributed to the low number of project applications compared to the number of trainees. The evaluation team also noted that less than 50% of the funded projects had reported on the project outcomes, which was one of the requirements, showing a lack of close monitoring from the EA. Limited monitoring of projects (including lack of reporting by some funded projects) hindered the proper evaluation of the output and also the sustainability of the individual projects.

87. A further ten projects were identified with the 2014 training participants for potential funding from the GEF-PAS uPOPs project. Project funding for these small projects was an important aspect of the sustainability of the outcomes (under component 5) from the vocational training course. However, the PSC, at its second meeting, decided not to allot any funding to component 5 due to limited funding and competing priorities and also in the project design this component was to be funded solely from AFD and governments co-financing.

88. **Output 2.3:** The third output of this component was related to the train-the-trainers concept. One emphasis of the vocational training was to train the participants as trainers, and enable them to impart their knowledge gained by training others in their own countries, thus ensuring the sustainability of the learning outcomes. It was expected that the skills and abilities gained during the trainings would escalate into national trainings by the returning trainees and that the trainees would deliver training programmes in their own country after their training and provide training implementation outcomes/reports.

89. However, despite trainings reported to having been effected in the PICs, formal reports and implementation outcomes were not available. Prior to 2018, there was no follow-up with the trainees to verify the application of knowledge gained on the training course or delivery of solid waste management training to others. One of the tasks entrusted to the Capacity Building consultant by the EA in 2018 was to consult with former trainees of the FNU training programme on their action plans and national trainings, to document any training that occurred and to provide assistance where required to conduct additional

[13] ex Post Evaluation of the Solid Waste Management Initiative in the Pacific – Jan 2017

national training. The trainees were contacted by e-mail and out of 27 who responded, 14 from seven PICs (Cook Islands, FSM, Fiji, Kiribati, Palau, Solomon Island and Tonga) confirmed having conducted national trainings[14] during 2014-2017 in fields such as waste segregation, 3Rs/composting, landfill maintenance, waste audit, solid waste management, recycling and healthcare waste management. The number of persons trained by the respondent trainees ranged from 9 in Tonga to more than 1000 in Fiji. Several PICs expressed their interest in holding additional training during the in-country missions of the consultant.

90. Unfortunately, most of the proposed trainings were cancelled and only one workshop hosting 40 participants from ministries and NGOs was carried out in the presence of the consultant in Kiribati on 11-12 Sep 2018 on Waste and Landfill Management. Interviewees during the present evaluation process, in addition to questionnaire and e-mail responses, all confirmed the holding of workshops, trainings and public awareness sessions by some former trainees on selected topics. It is to be pointed out that the former trainees were not provided with the required assistance, either post-training support or financial, as most of the trainings were scheduled after the AFD co-financing ended and follow-up on the trainings was only undertaken near the end of the project by the Capacity Building consultant. Other challenges to achieving a critical mass of trained personnel included high staff turnover within the government agencies (many trainees have moved onto other jobs) and limited numbers of staff working on chemicals and waste issues. The evaluation team, in the absence of formal reports, could not verify whether the forty PIC trainees, after following the vocational training course, were executing national action plans, although there is sufficient indication that trainings were carried out in several PICs as mentioned above. In addition, at the last PSC meeting of Feb 2019, the representative of Tuvalu reported that as result of FNU training, a composting project was implemented.

91. A key benefit of the vocational training course was the opportunity for waste personnel of the different PICs to meet, gain a common understanding of key waste management issues and establish a network of contacts. It was thus proposed under this output to establish an alumni network of trainees for networking purposes, information exchange and to increase the effectiveness of future training activities. During the whole project implementation period, various attempts were made to develop an effective waste management database. At the start of the project, the trainee participants were included in a waste management database (PIDOC) developed by SPREP and JICA. Afterwards, as part of her assignments, the Capacity Building consultant put in place a temporary network

[14] Capacity Building consultant report on assistance provided to FNU trainees

(google discussion group, Cleaner Pasifika) in 2018 to follow up and assist FNU trainees and put them in contact with appropriate specialists. The USP trainees were afterwards also included in the discussion group whereby the Cleaner Pasifika was considered as a help desk and forum for exchanging information on waste and chemical management. In spite that there were more than 500 former FNU and USP trainees, at Feb 2019 there were only 124 members[15] and most of them were not active contributors. It was observed from reports and interviews that some information exchange and discussions occurred among the trainees on areas such as recycling of scrap metal and waste tyres, management of plastic waste, waste chemicals and waste diapers, and used oil. However, the discussion group was no longer functional according to the interviewees.

92. Due to concerns expressed that the Cleaner Pasifika help desk would not be sustainable after the project arising from limited human resource capacity at SPREP, the concept of a community of practice for chemicals and waste management was put forward as a plausible replacement for the help desk. A draft costed-proposal for the establishment of a Pacific community of practice at USP was submitted by the Capacity Building consultant in 2018 as it was thought that a funded community of practice would provide the human resources required to drive ongoing engagement with trainees on chemical/waste issues and be sustainable. The community of practice would provide a regional mechanism to bring together waste practitioners, researchers and other specialists in chemicals and hazardous waste management. At the time of this evaluation, no progress has been made in the establishment of the community of practice.

93. Based on the above, the rating for the Output 2.3 is **'Moderately Satisfactory'**.

94. **Output 2.4:** The fourth output was concerned with pilot projects in selected countries. Pilot projects were included during the design of the project to decrease open burning and also to implement or introduce new or updated technology to decrease emissions of uPOPs. Initially five pilot projects were identified in the ProDoc, namely PNG composting, Cook Islands composting, Niue composting/waste separation, Marshall Islands PCB testing and Kiribati healthcare waste management (HCWM). After the inception meeting, the number of pilot projects was reduced to four; the two composting pilots at PNG and Cook Islands were no longer considered as a priority due to recent advances in composting operations in these countries. On the other hand, a new pilot project was proposed during the project inception meeting, namely the Samoa used oil extender in which the used oil would be used for electrical power generation rather than recycling it offshore.

[15] Figure obtained from 5th PSC meeting

95. The Niue composting and recyclable waste separation pilot project involved the Pacific Organic and Ethical Trade Community (POETCom)[16] and the NGO Niue Island Organic Farming Association (NIOFA) in addition to the Departments of Agriculture and Environment. POETCom is a broad based and multi-sectoral organization whose membership comprises organic farmers, farmer organizations, traders, governments, academic and research institutions, private sector businesses and regional technical support agencies such as FAO and the Secretariat of the Pacific Community (SPC). The objective of the pilot project was to reduce the emissions of uPOPs through the introduction of best practice separation and collection practices, recycling and green waste composting. The pilot project effectively started in August 2015 after three visits by the project team to gauge the level of commitment, to finalise the project outline and to look into other related issues. The delay in starting the pilot project was many-fold: reassessment of project outline in terms of scope and coverage, late signature of contract with POETCom and delay in the recruitment of a local consultant (two rounds of tender and call of quotes). Following the signing of the LoA between the Government of Niue and SPREP in Sep 2014, the activities carried out during the three years of the project (2015-2018) included:

- Composting, soil improvement techniques and recycling best practices training by POETCom in partnership with SPREP and Cook-Islands based Titikaveka Growers Association on 14-18 Sep 2015 comprising of presentations and practical field demonstrations to several stakeholders, especially the farmers;
- Purchase of recycling bins and reusable waste bags; and
- National education and awareness-raising programmes on uPOPs and waste management.

96. The pilot project targeted around 200 families in seven villages. It was complementary to a project funded by the Australian Department of Foreign Affairs and Trade on the development of a facility to help sort and divert recyclable materials away from landfill. The pilot project achieved its output by promoting composting, thus reducing open burning of green waste and emissions of uPOPs.

97. The Kiribati Healthcare Waste Management pilot project was undertaken jointly through the GEF-PAS uPOPs and the EU funded PacWaste projects, thus avoiding duplication. The project consisted of installing a healthcare waste incinerator at Tungaru hospital, recruitment of a healthcare waste officer and providing a two-day training to the

[16] http://www.organicpasifika.com/

relevant staff. The GEF-PAS uPOPs project contributed to the salary component of the recruited incinerator operator while the PACWaste project handled all the technical aspects including training and the purchase of the incinerator. The project started only in 2015 due to a delay in signing the agreement from Kiribati and awaiting the submission of the healthcare waste audit report from the PacWaste project. In 2017, the pilot project was handed over to the PacWaste project, whose main area was medical waste management in the Pacific. The project met its objective of improving the medical waste system by using a cleaner production technology, thus decreasing emissions of uPOPs.

98. The third pilot project concerned the RMI PCB testing as the PIC advised that it may still have oil transformers potentially containing PCBs buried on some islands. RMI thus requested assistance from the project in the development and delivery of a training and management system for PCB-contaminated equipment. The task was entrusted to a company in Australia (GHD Pty Ltd) which carried out the training during three half-days in May 2016. It is noteworthy that this capacity building exercise, supported by in-the-field demonstrations, was attended not only by RMI Environmental Protection Authority (EPA) officers but also by various other private sector stakeholders involved in the areas of oil, waste and energy. The outputs of the pilot project were achieved and comprised the development of a national PCB Management and Reconnaissance Plan, and building capacity of the EPA officers on best practice methods on testing, handling, collection, labelling, storage and safe disposal of PCB-contaminated equipment. Twenty PCB field test kits (Chlor-N-Oil) were also provided to the RMI EPA to enable it to safely undertake testing of potentially PCB-contaminated oil in electrical equipment.

99. The Samoa used oil extender project was approved for funding as it was considered a plausible option to reduce used oil stockpiles. A consultant from the University of Queensland, Australia was hired and his work consisted in carrying out a literature review and bench emission trials to investigate exhaust emissions produced through combustion of diesel, coconut and used oil mixtures. The results of the laboratory trials indicated that using waste oil as a diesel extender for electricity generation would comply with the Stockholm Convention and the Samoan *Waste Management Act 2010*, and could be considered to be an environmentally sound disposal option. However, the Samoa Electric Power Corporation and companies contacted in other PICs did not agree to real-world testing using their generators. Thus, the remaining activities scheduled for the pilot project were cancelled, and the remaining funds reallocated. The evaluation team considered that only 50% of the envisaged output in this pilot project was achieved.

100. All the pilot projects were successfully completed except the one on the used oil extender. However, from interviews and submissions from returned questionnaires, not

one of the above pilot projects was successfully replicated in the other PICs and there was only scanty information shared via the SPREP webpage. Nevertheless, the pilot projects showed good complementarity between the GEF-PAS uPOPs project and other projects in the region, various stakeholders were involved and there was enhanced capacity building among the stakeholders through the trainings and workshops. The rating for this output is **'Moderately Satisfactory'**.

101. **Output 2.5:** The fifth output pertained to broader awareness campaigns for the public and SMEs on best practices in waste separation, composting, etc. and the lessons learnt in mentoring promoted. The evaluation team noted that SPREP circulated a proforma template to the 14 PICs for their submissions for funding assistance. Afterwards it conducted a half-day training on Education and Awareness on uPOPs in April 2015 to assist 12 PICs (Cook Islands, Fiji, FSM, Kiribati, RMI, Nauru, Niue, PNG, Samoa, Solomon Islands, Tonga and Tuvalu) in developing their action plans for their awareness-raising campaigns. Most of the PICs submitted their proposals and a first set of funds were disbursed to the PICs in 2017. It was noted that some PICs did not receive the totality of the funds. It was then observed that fund transfers had been effected under defective LoAs resulting in incomplete programs and delays due to lack of funds for the next phases. This had occurred especially for Nauru, which commenced their programme but then had to stop due to lack of funds resulting from a defective LoA. Overarching MoUs were then designed to remediate the above shortcomings.

102. In 2018, the Capacity Building consultant developed a handbook on uPOPs Prevention and Chemical Awareness: Considerations for Awareness-Raising Campaigns, which identified approaches that could be used to promote best waste management practices by the public, SMEs, government institutions, schools and other stakeholders to reduce uPOPs and increase chemical awareness. In addition, the consultant assisted successfully four PICs (Kiribati, Nauru, Samoa and Solomon Islands) to submit their awareness campaign Action Plans for a second uPOPs grant and she also helped countries to prepare reports on the use of their previously obtained uPOPs grants for their awareness campaigns. Some reallocation of funds in the second tranche grant occurred due to non-submission of a valid proposal from Tonga and withdrawal of the earmarked grant to Niue as same had already been provided under its pilot composting and recycling waste separation project. The evaluation team noted that of the 13 PICs that were provided with a first uPOPs grant, only 8 PICs submitted draft or final reports. Table 7 summarizes the awareness raising activities undertaken by the PICs except Fiji which was not allocated any grant due to non-signature of LoA/MoU. Based on the above, the evaluation team noted that the awareness raising campaigns had produced the expected outputs, namely increased awareness on uPOPs and the dangers of open burning of wastes, and

alternatives to open burning, despite lack of submission of some reports. However, some PICs stated that the allotted funds were insufficient to meet all the proposed activities and that in order to have more impact it would be preferable to focus on one component rather than numerous activities spread over several components. It should also be pointed out that some PICs did not provide any information on the use of the grant, which showed a lack of regular monitoring from the EA.

Table 7: uPOPs awareness raising activities in PICs

PIC	Grant (USD)	Main Activities	Beneficiaries	Outcomes
Cook Islands	5,000	*Composting in schools and Improving the storage of chemicals and hazardous waste at the landfill* • Radio and television advertisements • Composting and recycling demonstrations to 2 schools and 2 youth groups	• Students and teachers from 2 schools and 2 youth groups	• Reduced risk from hazardous wastes • Less open burning of organic wastes
FSM	6,048	*Green Bag Promotional Activity in support of 3Rs and Ban of Disposable Plastic Grocery Bags in Yap State* • Purchase of 2,250 reusable shopping bags • Radio announcements on campaign • Green bag promo to customers by the retailers	• Retailers • General public • Public officers	• Increased use of reusable shopping bags by the public
Kiribati	1st: 7,500 2nd: 11,230	*No burning campaign* • Distribution of awareness materials (posters, leaflets, pamphlets, t-shirts, banner) • Radio campaign and press releases • Presentations on uPOPs and composting in schools • Promotion of composting and reduction of open burning activities within communities • Road show and fun run	• > 100 students and teachers • > 5 communities • General public	• Increasing number of households and schools practicing composting • Reduction in number of households practicing open burning of wastes and for cooking
RMI	5,000	No information available as the person who implemented the activities has left and the remaining staff had limited knowledge of the activities carried out.		
Nauru	1st: 7,500 2nd: 7,500	*uPOPs education awareness* • Awareness promotional materials (pamphlets, billboards, T-shirts, tote bags, pens, mugs)	• Students and teachers • Relevant stakeholders • General public	• Increased involvement of the public in uPOPs activities

PIC	Grant (USD)	Main Activities	Beneficiaries	Outcomes
		• Radio campaign, video clip and text messages • Poster competition • Clean-up activities with NGOs • Workshop with relevant stakeholders • Awareness raising in schools/colleges		
Niue	7,500	*Composting and recyclable waste separation* • Promotional materials (caps, T-shirts, etc.) • Radio program • School education and awareness programmes • Segregation of recyclable waste • Support to associations and NGOs to expand waste composting operations	• Farmers and households • Students and teachers • Landfill staff • General public	• Increasing number of households practicing composting • Increased waste composting operations and waste recycling
Palau	5,000	*Used oil management* • Community wide collection of used oil • Earth Day and Community Outreach activities	• State Governments • Communities • School students	• 62 drums of collected used oil • Best management practices for collection and storage of used oil
PNG	10,000	*uPOPs awareness* • Promotional materials (posters, pamphlet, T-shirts) • Clean Schools Program	• School students • General public	• Cleanliness in schools • Increased awareness of uPOPs in the country
Samoa	1st: 12,500 2nd: 2,500	*Open burning and composting of green wastes* • Promotional materials (posters, stickers, billboards) • Documentary on dangers of open burning and benefits of composting • Community consultation programme	• Pu'apu'a Women's Committee • General public	• Increased awareness of public, especially women, on the dangers of open burning of waste, and on alternatives to open burning
Solomon Islands	1st: 5,000 2nd: 10,000	*uPOPs and Chemicals Management* • Awareness workshops and sessions for communities and schools	• NGOs • Communities	• Reduction of open burning practices in

PIC	Grant (USD)	Main Activities	Beneficiaries	Outcomes
		• Awareness raising materials (posters, powerpoints, banners, LED screen adverts) • 2-day training on chemical handling and safe disposal and storage for relevant stakeholders (government and private sector) • Documentary awareness video on chemicals and uPOPs • Radio programs	• Students • General public	schools and communities • Increased composting practice and waste separation in communities • Increased awareness of public, especially women, on the dangers of open burning of waste, and on alternatives to open burning
Tonga	5,000	No information available despite several reminders.		
Tuvalu	5,000	*Used lubricant oil* No report available.		
Vanuatu	12,500	The Department of Environmental Protection and Conservation indicated they have not received any grant from SPREP.		

103. To increase awareness on uPOPs and disseminate information about the project in the PICs, the SPREP Communications Team envisaged publishing a communication bi-annual awareness newsletter that would be sent to all the PICs and posted on the SPREP website and also producing an animation video on uPOPs that the PICs could adopt for airing in their countries. From the interviews and various reports, it was noted that only two awareness newsletters (VoxPOPs) were developed in 2015/2016. The publishing of the newsletter was discontinued due primarily to the unavailability of project-related stories and information from the PICs, and to the communications staff turnover at SPREP. It was decided instead that updates would be made via press releases and the SPREP GEF-PAS webpage[17]. Thus, a number of press releases on different elements of the project were made and the latest consultancy reports, used oil audits of the 14 PICs and the animation video were available on the webpage. However, it was observed that under the sub-section latest news, the last item added dated 13 July 2016, indicating that the webpage was not updated regularly. A decrease in the budget allocated to the regional campaign of uPOPs was also agreed in the 2nd PSC meeting whereby the funds were transferred to legislation related work.

[17] https://www.sprep.org/gefpaspops

104. The output pertaining to awareness campaigns is rated as **'Moderately Satisfactory'** as not all awareness raising reports were submitted by the PICs, theVoxPOPs newsletter was published only twice and there was no regular updating of the webpage during project implementation. Most of the content on the webpage were added towards the end of the project.

105. The rating for outputs achieved under component 2 is **'Moderately Satisfactory'**.

106. **Component 3 (Enhanced, post-NIP inventory, stockpile management and safe disposal strategy for unwanted pesticides (including POPs) and school laboratory chemicals).** This component comprised three outputs, namely:

- Enhanced inventory exercise and training in inventory development and sound chemicals management, and training in the local disposal of laboratory chemicals;
- Training of Customs officers;
- Development and implementation of a regional best practice manual to reduce chemical use and subsequent build up.

All the activities pertaining to the fourth output initially proposed in the ProDoc, namely '*Drafting of a design and estimated cost of a regional repackaging, collection, shipping and disposal activity*' were cancelled due to lack of time (nearing project completion) and identification of new priorities. The cancellation was approved in the 5th PSC meeting, 2019.

107. **Output 3.1:** By the end of 2016/2017, all the PICs had submitted the filled template on inventory and list of laboratories. At project design, as part of the chemical management training programme, SPREP staff were supposed to develop several manuals, namely: (i) inventory development and management; (ii) safe management of chemicals; (iii) chemicals and border control; and (iv) laboratory chemical management. However, due to intense engagements of the assigned SPREP staff, delays were encountered regarding the development of the manuals. Subsequently, a call for tender for design and development of training manuals and to deliver the regional chemical management training programme was circulated in February 2015. The contract was awarded to the University of the South Pacific (USP) in July 2015, whereby a 260-page Chemical Management Training Manual was developed covering areas such as inventory development and management, laboratory chemical management, and enforcement of national chemical regulations in the context of chemicals and waste MEAs. A best practice technical guidance toolkit was also designed and developed by USP. The manual and the technical guidance toolkit were made available to the PICs. The Chemical Management Training programme was delivered in all

the 14 PICs to a total of 421 people during May-Oct 2016 (Table 8). Participants were drawn from a wide spectrum of stakeholders including government, revenue and customs agencies, hospitals, educational institutions, and the private sector. During this evaluation a response was received from a former employee of SPREP who expressed dissatisfaction that the design and development of the Chemical Management Training manual was taken back from SPREP. He claimed that the manual writing was at an advanced stage when the new tender was launched and evidence of same was provided.

Table 8: Number of trainees per PIC for the Chemical Management Training programme

PIC	Number of trainees
Cook Islands	19
FSM	34
Fiji	53
Kiribati	39
RMI	31
Nauru	19
Niue	12
Palau	47
PNG	46
Samoa	21
Solomon Islands	30
Tonga	36
Tuvalu	15
Vanuatu	19
Total	**421**

108. Views from 104 trainees were sought on the 4-day USP training through e-mails by the evaluation team but unfortunately only five responses were received. The Capacity Building consultant encountered also a large number of non-responses from the USP trainees during her in-country missions. Thus only 74 trainees out of a total of 421 were consulted by her. The low response rate was attributable to the same reasons put forward in the case of the former FNU trainees. Strengths highlighted by the trainees were that the USP training programme was logically structured and that the course instructors were very competent. They were also very satisfied with the field trips, the comprehensive course materials and the multi-stakeholder participation. On the other hand, some stated that: (i) the training programme was too theoretical/academic, with a lot of content delivered over a short time period; (ii) some content was irrelevant to the local context; (iii) absence of

technical support and follow-up after the training; (iv) non-issuance of certificate to participants; and (v) too few Pacific case studies during the training.

109. The evaluation team noted from interviews, questionnaire submissions, reports and e-mails that though both FNU and USP training had enhanced capacity building among governmental staff and other stakeholders, the FNU vocational training was found in general to be more appropriate and useful compared to the USP training. There were less practical or hands-on sessions in the case of the USP training. No information was also made available to the evaluation team to verify whether the trainees have used the knowledge gained to train other persons in their respective country although post-training follow up with the USP trainees was conducted in several PICs (Nauru, Palau, Samoa, Tuvalu and Vanuatu) by USP staff.

110. The USP was also entrusted as part of their consultancy contract to avail the opportunity for chemical in-country trainings to develop national action plans for the PICs outlining specific chemical issues to be addressed and the entities responsible for addressing them. Draft action plans for the management of chemical and hazardous wastes for the 14 PICs were submitted in 2017 but they were not deemed to be satisfactory by UNEP. The contract was thus terminated, leading to the cancellation of the activity and payment of a reduced fee to USP. Another activity which was not successfully completed by USP was the listing of PIC chemical storage sites on FAO GIS database. According to PIR reports, only 15% of the expected output was achieved before the contract with USP was terminated and the activity cancelled.

111. Based on the above, the rating for the above output is **'Moderately Satisfactory'**.

112. **Output 3.2:** The second output in this component concerned the training of customs officers. This was achieved in 2016-2017 with 79 customs officers trained in the 14 PICs as part of the in-country chemical trainings by USP. No adverse comment was noted by the evaluation team on the training from reports, returned questionnaires or interviews. One country stated that the training had improved the relationship between the Conservation and Environment Protection Authority with the customs and has also enabled the Authority to conduct further training for the Customs Officers. The rating for this output is **'Satisfactory'**.

113. **Output 3.3:** The third output related to the development of a concise regional best practice manual to reduce chemical use and subsequent stockpile build up. This was initially planned at project design to be developed by SPREP. Due to the high staff overload, the contract for this activity was then awarded to USP, which started to develop it using

feedback from trainees before being revised and completed by the Capacity Building consultant when the contract with USP was ended. A 24-page Best Practice Manual for Chemical Management in Pacific Island Countries was developed to help Pacific Islanders to safely manage hazardous chemicals and waste chemicals over their lifecycle. The rating for this output is **'Satisfactory'**.

114. Outputs for the component 3 are rated as **'Moderately Satisfactory'** as out of the four proposed targets in the logframe (chemical store locations on geographical information system for all 14 PICs; design and cost-estimate of disposal activity complete for residual chemicals in all 14 PICs; all four training modules completed in 14 PICs; and local disposal training completed in 14 PICs), only the last two were satisfactorily achieved.

115. **Component 4 (Waste oil collection, storage, and export systems established and used oil, reused in Fiji, preventing unintentional POPs generation through burning**). The component comprised six outputs:

- Development of a strategy on the implementation of extended producer responsibility (EPR) systems for waste oil produced and distributed;
- Waste oil collection, storage and export system developed and operational for eligible PICs;
- A product stewardship and collection system developed with PNG, Fiji, Samoa;
- Drafting instructions for extended producer responsibility legislation developed for PICs;
- Public education program on waste oil and its collection implemented in nine PICs;
- Environmental audit undertaken of the collection and reuse facility.

116. **Output 4.1:** Waste oil disposal is a significant issue in all PICs. Activities for the first output started in 2011 under AFD co-financing, whose focus was to put in place a regulatory framework for the recovery and use of waste oil across the Pacific. The project was designed in such a way that AFD would fund activities in 3 pilot countries (Fiji, Samoa and Vanuatu) with the GEF-PAS uPOPs project extending the activities to the other 11 PICs. Thus, a waste oil audit in the three pilot countries including quantities generated and identifying potential solutions, followed by cost-benefit analysis and developing model draft regulations, was carried out successfully by consultants. Simultaneously a stakeholder engagement process took place in order to set up a used oil steering group committee in the three pilot countries. It was noted that there were delays in securing formal agreements from the three pilot countries and then in working through the regulatory change process. Due to these, by the end of the AFD co-financing in 2014, there

was no agreed mechanism for funding used oil collection among the stakeholder groups for the three PICs although an Oil Management Plan was developed for all three PICs, which could be adapted by other PICs as a generic guide. It was noted from the AFD final evaluation report[18] that once the AFD funding was no longer available, all the activities in the three PICs effectively ceased. The Used Oil Management Plan identified the National Regulatory Framework on which the stewardship system would be based, the structure and functioning of the proposed managing agency and the necessary implementation stages for collection, storage, disposal and re-use of used oil and the related monitoring and evaluation measures. Subsequently under GEF-PAS uPOPs funding, used oil audits and cost benefit analyses were carried out for the remaining 11 PICs, except for PNG.

117. The setting up of a Pacific Power Association (PPA) Technical Working Group on used oil did not materialise despite several attempts by AFD and SPREP to present to the members of the association the concept of the used oil stewardship program. An environment working group, where used oil would be one of the priority areas, was proposed as an alternative but this did not occur either. Due to these unfruitful attempts, the decision was taken to cancel the above activity in 2018. It was also observed that only a few PICs (PNG and Tuvalu) had established used oil steering committees and developed national oil management plans. In addition, the used oil steering committees previously established in Fiji, Samoa and Vanuatu were no longer active. The above activities were thus cancelled with a new focus on improving used oil management in the PICs.

118. A consultancy was thus contracted in 2018 to assist SPREP and the Governments of PICs in improving regional used oil management. The tasks involved:

- Undertaking a desktop review of all regional project reports related to used oil management;
- Completing a remote national consultation with PIC project focal points on local used oil management issues and priorities;
- Identification and travel to 3 priority PICs (FSM, RMI and Fiji), including BlueScope Steel (Fiji) based on the findings arising from the oil management related consultation and desktop review; and documentation and summarization of findings from these three missions;
- Provision of recommendations on priority activities and associated work plan to address regional used oil management within the remaining time and budget of the GEF-PAS uPOPs project.

[18]ex Post Evaluation of the Solid Waste Management Initiative in the Pacific

The above consultancy reports were satisfactory and proved very useful in helping to prioritize the expenditure of the remaining funds for improved used oil management under the GEF-PAS uPOPs project. It is noteworthy that only four national focal points of the PICs provided responses to the requests sent by the used oil consultants despite follow-ups. Three more submitted their responses during the in-country missions by the consultants.

119. The rating for the first output is **'Moderately Satisfactory'** as most of the used oil committees were non-functional and only a few PICs had developed their used oil management plans. In addition, there was only 50% response from the national focal points to the requests and consultations by the used oil consultants.

120. **Output 4.2:** The second output related to 'waste oil collection, storage and export system developed and operational for eligible PICs'. The activity on training on waste oil audits in several PICs was cancelled in favour of the above consultancy (under output 4.1). The interim storage needs and the most appropriate export options in FSM and RMI were assessed through the used oil audits carried out and the associated consultancy reports. The used oil consultants recommended that export of stockpiled used oil for recycling be prioritized for Pohnpei (FSM) and RMI due to the large volumes stockpiled at these locations and the lack of available future storage space at these locations. The project funded the construction of a small-scale infrastructure (T14 ISO Tanktainer) in Pohnpei (FSM) and the purchase of 100 intermediate bulk containers (IBC) for Samoa to collect used oil. Socadis was engaged to undertake the activities for the removal and export of used oil stockpiled in Pohnpei, FSM. Only one oil shipment of 62,100 kg was successfully exported to New Zealand, corresponding to about one-third of the stockpile according to the interview of the representative of FSM. Due to lack of funds, no additional export of used oil was effected even though the disposal of stockpile at RMI was considered a priority by the consultants. A key barrier to export was the insurance costs.

121. BlueScope Pacific Steel (formerly Fletcher Steel) indicated their support to accept shipments from other PICs but advised that contaminants such as PCB need to be determined and clearance obtained before shipment could be arranged. However, the used oil consultants, after interviewing the Director of BlueScope Pacific Steel, concluded that Fiji could not be considered as a bulk used oil importer in the future but could only accept the import of small quantities of used oil for use in their steel processing as they already collect large quantities of used oil from within Fiji itself. It is noteworthy that no shipment to Fiji was carried out using GEF-PAS uPOPs project funding despite the fact that a few PICs (Cook Islands, Kiribati and Tuvalu) exported waste oil in the past to Fiji and other PICs (Kiribati, Tonga and Vanuatu) to India. Questionnaire response from the NFP from Tuvalu

indicated that waste oil collection, storage and collection improved considerably during the implementation and post-implementation of the GEF-PAS uPOPs project. Half of all waste oil generated is presently collected, stored and exported compared to 0% prior to start of the project. Waste oil storage containers were procured and distributed to all outer islands; a free collection service for waste oil is operational; a permit was secured from the Fiji government to export waste oil to Fiji; and the main importer of lubricant oil, Pacific Energy, offered a free shipment of waste oil to Fiji on a monthly basis.

122. The preparation of a handbook (Waigani Export Waste Assessment Guide) for oil exports under the Waigani Convention was successfully achieved whereas further national trainings/workshops on the Waigani Convention procedures were held only in Kiribati and Tuvalu. The training resulted in Tuvalu preparing and successfully submitting their Waigani Convention annual report. There was no request from other PICs for further national training after the Waigani regional training held in Fiji for the 14 PICs with representatives from both the environment department and customs authorities. On the other hand, the activity on the preparation of oil management handbooks for power stations, oil companies and other large oil users, and vehicle workshops was cancelled in 2019 due to insufficient time as the project was nearing completion and priority was given to the improved used oil management consultancy.

123. The rating for the second output of component 4 is **'Moderately Satisfactory'**.

124. **Output 4.3:** The third output concerned a product stewardship and collection system developed with PNG, Fiji and Samoa. The evaluation team noted that all the activities planned for this output were based in PNG through a pilot project and not in the other two countries as the activities for the latter had already been carried out under the AFD project. Fletcher Steel (now BlueScope Pacific Steel) had developed a satisfactory collection system across a wide range of waste oil producers in Fiji. Out of the nine activities proposed at PNG, only four were undertaken satisfactorily whereas two of them were cancelled and the other three were only partially carried out. The activities that were satisfactorily fulfilled in PNG were used oil audits and stakeholder consultations, establishment of used oil steering committee, recruitment of an oil officer, site visits and meetings with potential industrial users of waste oil, and assessment of the suitability of all identified facilities. Similar to Fiji and Samoa, following consultations and workshop, no agreement could be reached on the product stewardship concept with the stakeholders and industrial users at PNG. Thus, no regulations could be proposed. Following the slow progress observed in the product stewardship and as the project was nearing completion, the other activities on implementation and monitoring of oil management programme were

halted and the remaining funds were returned to SPREP. Thus, the rating for this output is considered as **'Moderately Satisfactory'**.

125. **Output 4.4:** The fourth output was linked to 'developing drafting instructions for extended producer responsibility legislation for PICs', i.e. putting in place a regulatory framework for the recovery and use of waste oil from across the Pacific. It was observed that a used oil model legislation was finalised through the AFD co-funding in 2014. The draft used oil legislation was updated and modified by the Capacity Building consultant and reviewed by the legal consultant in 2018/2019. Fiji, Tuvalu and Vanuatu expressed interest in the model legislation. However, to our knowledge no extender producer responsibility legislation on used oil in any PIC has yet been adopted. The rating for this output is **'Moderately Satisfactory'.**

126. **Output 4.5:** The fifth output concerned the implementation of public education programmes on waste oil and its collection. A regional awareness campaign program was implemented in the PICs. In addition, awareness-raising materials (posters, slogans and post cards) on the use, collection, storage and disposal of used oil and a short animated video were developed. It was also noted that some PICs like Palau and Tuvalu availed of their funding on awareness raising campaigns with a focus on the issue of used oil (c.f. Table 7). This output is rated as **'Satisfactory'**.

127. **Output 4.6:** The audit of the Fletcher Steel (now BlueScope Pacific Steel) used oil management activities was the only proposed activity of the last output, namely 'the environmental audit undertaken of the collection and reuse facility'. The audit was completed through the AFD Technical Assistant in 2012 prior to the implementation of the GEF-PAS uPOPs project. The combustion system in the steel mill was upgraded to ensure that any potential release of uPOPs from the burning of the waste oil was minimized. In 2018, the appointed used oil consultants again assessed the suitability of the company to collect and burn the used oil and found it to be appropriate and within the required standard as concerns the emissions to the air. However, as noted earlier, the consultants were of the view that BlueScope Pacific Steel would only be able to accept limited quantities of used oil from the other PICs as it already collects large quantities from waste oil generators within Fiji. The rating for this output is **'Satisfactory'**.

128. The outputs for component 4 are rated as **'Moderately Satisfactory'.** The two proposed targets in the logframe (implement a national used oil collection and storage system in each country and collation and regular reporting of data and information relating to used oil management activities including disposal) were only partially achieved. No

legislation for EPR for used oil management has been enacted in any PIC and not every PIC has a functioning used oil collection and export system.

129. **Component 6 (Development of a system for used pesticide container management).** This component was implemented by FAO and lasted from Feb 2015 to Sep 2017. Consideration of the performance of this component is included in this evaluation process insofar as it impacted on the reconstructed TOC and based on the terminal report provided by FAO.

The activities for this component aimed to reduce the risks posed to the environment and public health by pesticide wastes. In the ProDoc, three initial outputs were proposed, namely:

- Assessment of 3 high risk sites and pilot remediation of one contaminated site;
- Strategy for sustainable recovery and recycling of waste pesticide containers and recycling of waste containers plastics;
- Safeguarding and disposal of stocks.

130. The start of this component was delayed due to the late approval of the FAO project document. It was then observed that the first and third outputs on contaminated sites and disposal of obsolete pesticides had already been completed under an AFD/SPREP project and were no longer considered as priorities under this project. The PSC at its 1st meeting decided that the FAO component would focus on the management of used pesticide containers only as empty pesticide containers were a significant hazardous waste management problem. Five activities were proposed for the second output of this component:

- A baseline survey of the current situation in the 14 PICs relating to annual pesticide container generation rates;
- A feasibility study to determine the most practical, cost effective and sustainable container recycling option(s) for three pilot countries (Fiji, Samoa and Tonga);
- Completion of a review of required legislative, regulatory and/or policy amendments to ensure sustainable programme funding in the three pilot countries;
- Intensive in-country training and stakeholder workshops to complete practical pilot programme design and container triple-rinsing training and extension;

- Implementation of a 12-month recycling pilot programme in each of the intervention countries.

131. The last two activities were not included in the LoA between FAO and SPREP, signed in April 2015 and the intention was to extend to the last two activities, depending on the outcomes of the first three activities. However, due to significant delays in implementation arrangements (delays from EA to prepare a call for tender for consultants and subsequent no responses to tender) and following consultations with the government stakeholders, the last two activities were not pursued. The LoA between FAO and SPREP was initially due to expire on 30 November 2016 but benefited from a no-cost five-month extension bringing the revised termination date to 30 April 2017. For delivery on the output of this component, GHD Pty Ltd., a company with wide experience of environmental legislation and chemical management, was contracted through a waiver by SPREP (due to no response to the call for tender) and was able to deliver the output in a timely manner. Baseline surveys through questionnaires were carried out in all the 14 PICs to obtain data on annual pesticide importation rates, pesticide storage locations, amount of pesticide container waste, and approaches used to dispose pesticide containers. In all the PICs, there was an effective participation of the main key stakeholders in the survey questionnaires sent out by the consulting company. Fiji, Samoa and Tonga were the three selected PICs due to their relatively higher pesticide usage. Based on multi-stakeholder consultations in these three PICs followed by in-depth feasibility studies and cost-benefit analysis, GHD Pty Ltd recommended the option of a recycling pesticide container management programme, involving "triple rinse" training, a return to retailer collection system and a subsidized export to recycle option. Legislative reviews carried out for the three countries identified no major gaps for Tonga and Samoa and recommended only minor amendments to their respective Waste Management Act. On the other hand, a major legislative reform leading to a comprehensive Waste Management Act was recommended for Fiji as the current laws did not cater for any actions to be taken in relation to waste pesticide containers.

132. The rating for this output is **'Moderately Satisfactory'** as none of the two targets, development of a training and extension programme for container management and implementation of a pilot programme based on the best options for future management was attained. Despite this, the technical reports, which included baseline surveys in the 14 PICs, feasibility and cost-benefit analysis reports for recycling programmes in Fiji, Samoa and Tonga, as well as legislative reviews in the same three countries, could be considered as satisfactory outputs.

133. Table 9 provides the assessment and rating of outputs delivery. Using the following ratings for the nineteen outputs: Highly satisfactory (6), Satisfactory (5), Moderately

Satisfactory (4), Moderately Unsatisfactory (3), Unsatisfactory (2) and Highly Unsatisfactory (1), the average rating was 3.47, corresponding to '**Moderately Satisfactory**'.

Table 9: Assessment and rating of outputs delivery

Outputs	Comments	Rating
1.1: Identification of key players in the waste stream to be targeted for outreach and incorporation of sustainable approaches in waste management	• Key players targeted for outreach and incorporation of sustainable approaches in waste management were identified successfully in all the 14 PICs through country visits, regional meetings and vocational training course.	**Satisfactory**
1.2: UPOPs baseline collation under the Global Monitoring Plan (5 PICs)	• The five PICs signed MoUs confirming their commitments. • POPs samples (eggs, water and fish) were collected from Cook Islands, FSM, Nauru, PNG and Tonga and shipped to Brisbane for analysis. No results or report were made available to the evaluation.	**Satisfactory**
1.3: National solid waste strategic guidance developed on organic waste management	• Regional Action Plan for uPOPs was developed. • uPOPs Action Plans were developed for Tuvalu and Vanuatu. • uPOPs were mainstreamed into the Cleaner Pacific 2025: Regional Strategy for Waste Management and Pollution Control (2016-2025) where national strategies will be derived from. • Many PICs revised or updated their national waste management strategy. • As at August 2021, four PICs (Kiribati, Samoa, Solomon Islands and Tuvalu) have submitted successfully their NIP update. Other PICs (Cook Islands, Fiji, Nauru and Vanuatu) have also submitted their NIP updates, which are in the process of approval. • Tuvalu endorsed the Waste Management Act 2017.	**Satisfactory**
1.4: Required elements for attendant regulation and legislation identified for	• A model uPOPs legislation was developed to be used by PICs in developing or improving their legislation.	**Moderately Satisfactory**

Outputs	Comments	Rating
independent uptake by respective government		
2.1: Vocational training modules and manuals designed and developed	• The JICA team was engaged in the Working Group to review the training manuals. • Contract for vocational training course was finalised with FNU.	**Satisfactory**
2.2: Training stakeholders using train-the-trainer method in waste management techniques that will reduce the use of open and incomplete burning as a tool of organic waste disposal, landfill management and hazardous waste management	• Training manual was reviewed in 2015. Training using revised manual was carried out in July 2016, July 2017 and Dec 2017. • Training done by Griffith University, which was sub-contracted by FNU. • Capacity building of staff enhanced. Positive feedback on training. • No 12-month action plans of trainees were submitted. Lack of interest by trainees to conduct national training. • Capacity Building consultant visited 5 participating countries and held meetings with former trainees. • The course was institutionalized into the FNU academic program (Bachelor of Environmental Health, offered in module EVH612 – Solid Waste Management). A Postgraduate Diploma in Waste Management was offered.	**Satisfactory**
2.3: Cadre of specified trained PIC professionals undertaking national training in each PIC, with the support of regional consultation on the first round	• Train-the-trainers was not carried out in some PICs (no information available to the evaluation team from these PICs). • No training reports were submitted from the trainees who attended the vocational training in July 2016, July 2017, Dec 2017 and Dec 2018. • The Capacity Building consultant met with some trainees during country visits and collected evidence on the training which took place through various means and styles of dissemination. • Various attempts were made to develop a waste management database.	**Moderately Satisfactory**

Outputs	Comments	Rating
	• Trainee participants were included in a waste management database (PIDOC) developed by SPREP and JICA. • A temporary network (google discussion group, Cleaner Pasifika) was put in place by the Capacity Building consultant in 2018 and some information exchange and discussions occurred among the trainees but database no longer functional as per interviews. • A waste Community of Practice was proposed as a way forward by the consultant.	
2.4: Pilot projects in selected countries	*Niue pilot project* • Launched in Aug 2015. POETCom, SPREP and Niue local consultant were engaged in training of pilot communities in Sep 2015. • Waste bins, waste bags as well as a collection trailer with recycle separator were purchased to assist with the collection of the green waste that were to be used in the composting process. • Collection system was established with assistance of the Department of Agriculture and local farmers. *RMI PCB pilot project* • Successful skills training to technicians and officers on PCB testing imparted by PCB consultant (GHD PTY LTD) in May 2016. *Kiribati HCWM pilot project* • Healthcare Waste Officer recruited in July 2015 and training of healthcare workers in Oct 2015 by PacWaste team. Project handed over to PacWaste project which is involved in medical waste management in the Pacific in 2015. However, the GEF-PAS project contributed to the salaries component of the incinerator operator. • PacWaste completed the project and has installed a HCW incinerator. *Samoa used oil extender pilot project* • Studies were carried out but the company targeted to test the technology was reluctant to use their generators as well as companies in other PICs. They refused to make adjustments	**Moderately Satisfactory**

Outputs	Comments	Rating
	to their equipment. Activity cancelled as no further work planned. Remaining funds reallocated to work on legislation in Component 1. • No pilot review dissemination to PICs carried out. Only news releases on some of the pilot projects on SPREP website.	
2.5: Broader awareness campaigns for the public and SMEs on best practices in waste separation, composting, etc. Lessons learnt in mentoring promoted	• Initial response was slow but all awareness raising action plans submitted in 2016. • Awareness campaigns carried out in 13 PICs (except Tonga). • A regional 'Stop the POPs' campaign not launched due to lack of personnel within the project team. • Bi-annual awareness newsletter (VOXPOPs) published only twice. • No further newsletters were produced due to non-submission from PICs and departure of the Communication Officer in Aug 2016. SPREP no longer had the required capacity. • SPREP website with the GEF-PAS webpage was used instead to convey and disseminate information.	**Moderately Satisfactory**
3.1: Enhanced inventory exercise and training in inventory development and sound chemicals management, and training in the local disposal of laboratory chemicals	• Templates on inventory and laboratory count were circulated and all PICs submitted required info. • Delay from SPREP regarding development of manuals. • Training manual developed by USP in 2015/2016 following a tender exercise and not by SPREP as planned initially. • Technical guidance toolkit published. • Training in each PIC carried out by USP. A total of 426 people were trained, including 79 customs officers. • Some negative feedback obtained from trainees and interviewees. Less practical-based compared to FNU training. • USP as part of a consultancy developed the country National Action Plans for the	**Moderately Satisfactory**

Outputs	Comments	Rating
	management of chemical and hazardous wastes. However, the NAPs were not found to be satisfactory by UNEP. Reduced fee paid to USP. Contract terminated and activity cancelled.	
3.2: Training of Customs officers	• Manual initially planned to be developed by SPREP but developed by USP afterwards. • Training in all PICs carried out. 79 customs officers were trained.	**Satisfactory**
3.3: Development and implementation of a regional best practice manual to reduce chemical use and subsequent build up.	• Initially planned to be developed by SPREP but developed by USP afterwards. • Pacific Chemicals Management Handbook produced.	**Satisfactory**
4.1: Development of a strategy on the implementation of EPR systems for waste oil produced and distributed	• Initiated during AFD co-funding. • Some activities were refocused with the support of Used Oil Consultant on regional risk of used oil. • Used Oil Steering Committees set up only in some PICs. • Oil Management Plans developed only by PNG and Tuvalu.	**Moderately Satisfactory**
4.2: Waste oil collection, storage and export system developed and operational for eligible PICs	• No audit training on used oil carried out. Cancelled and activity refocused on regional risk of used oil. • Construction of a small scale infrastructure (T14 ISO Tanktainer) in Pohnpei to collect used oil. • 100 IBC containers were purchased by Samoa for collection of used oil. • No shipment to Fiji carried out during project implementation using project funding. • Only one oil shipment exported (62,100 kg of used oil stockpiled in Pohnpei, FSM) to New Zealand. • Waigani handbook successfully prepared. • Regional Waigani training completed in 2016 followed by national training in Tuvalu and Kiribati.	**Moderately Satisfactory**
4.3: A product stewardship and collection system	• Audits, stakeholder consultations and workshop, site visits carried out. Steering Committee	**Moderately Satisfactory**

Outputs	Comments	Rating
developed with PNG, Fiji, Samoa	established and management plan developed for PNG. • No product stewardship agreement reached with the industrial users at PNG.	
4.4: Drafting instructions for extended producer responsibility legislation developed for PICs	• Draft used oil regulations/legislation proposed for PICs (Capacity Building and legal consultants) • Tuvalu, Fiji and Vanuatu expressed interest in the model legislation. • To our knowledge no legislation in any PIC has yet been adopted.	**Moderately Satisfactory**
4.5: Public education programmes on waste oil and its collection implemented in nine PICs	• Regional awareness campaign program developed and implemented in 12 PICs. • Awareness raising materials (posters, slogans and post cards) on use, collection, storage and disposal of used oil developed. • A short animated video was produced to complement the posters.	**Satisfactory**
4.6: Environmental audit undertaken of the collection and reuse facility	• Activity was completed by the AFD project in 2012. • Was again assessed in 2018 and found to be appropriate and within the required standard as concerns the emissions to the air. However, BlueScope Pacific Steel would only be able to accept limited quantities of used oil from the other PICs as it already collects large quantities from waste oil generators in Fiji.	**Satisfactory**
6.2: Strategy for sustainable recovery and recycling of waste pesticide containers and recycling of waste containers plastics	• A survey of generation of used pesticide containers was completed by appointed consultant for the 14 PICs. • Feasibility and cost benefit analysis study were carried out for three PICs (Fiji, Samoa and Tonga). • Review of required legislative, regulatory and/or policy amendments was carried out for the above three PICs. • Two activities were cancelled due to delays in implementation. They were not included in the LoA between FAO and SPREP.	**Moderately Satisfactory**

5.4.2 Achievement of Project Outcomes

134. The project was designed to *'reduce priority uPOPs emissions arising from poor waste management practices, thus meeting parties' Convention obligations to improve the management of chemicals in countries in the Pacific region, through assistance in the development and implementation of uPOPs strategies and guidelines, vocational training of waste workers, training of PIC staff in improved chemicals management, and the development of a regional waste oil export and reuse system'*. The expected seven outcomes of the project in the components 1-4 and 6 were:

- 1: Decreased uPOPs emissions of participating countries minimized through avoidance of incineration, and/or through the application of cleaner production techniques where incineration remains necessary;
- 2.1: Training culture institutionalized in each participating PIC in solid and hazardous waste management;
- 2.2: Increased capacities and uptake of best practices by stakeholders to minimize uPOPs creation in the course of solid and hazardous waste management;
- 3.1: PIC environment departments capable of developing and maintaining inventories; managing school chemicals and ordering chemicals that can be safely disposed of in-country; managing and safeguarding disused chemicals (including POPs); and therefore improving the sound management of chemicals;
- 3.2: PIC Customs officers capable of enforcing national regulations, and actively preventing the import of banned substances;
- 4: Production of uPOPs through the low temperature combustion of waste oil prevented and waste oil collection, storage, and export system functioning across the Pacific region;
- 6: Used pesticide container management, recovery and recycling strategy formulated.

135. **Outcome 1:** Based on the PIR reports, minutes of PSC meetings, responses of the survey questionnaires and interviews, the evaluation team noted for the first outcome that several PICs revised their national waste management strategy (c.f. para 67) during the implementation of the GEF-PAS uPOPs project to enhance the sound management of chemicals and waste. One PIC (Tuvalu) endorsed the Waste Management Act 2017, addressing issues related to the project such as uPOPs and waste oil. Another PIC (Cook Islands) was actively involved in developing a new Solid and Hazardous Wastes Bill, which

came into effect in 2021. During the project implementation, the Cleaner Pacific 2025: *Pacific Regional Waste and Pollution Management Strategy 2016–2025* superseded the *Pacific Regional Solid Waste Strategy 2010-2015* and uPOPs was mainstreamed into the new strategy in a separate section.

136. The uPOPs Action Plans developed for two PICs (Tuvalu and Vanuatu), the successful submission of NIP updates by four PICs (Kiribati, Samoa, Solomon Islands and Tuvalu), the submission of NIP updates for consideration by four other PICs (Cook Islands, Fiji, Nauru and Vanuatu) and the draft model uPOPs legislation designed for application in PICs to regulate uPOPs emissions all provided ample evidence that the project is indeed contributing to changes to decrease uPOPs emissions, albeit with support from other complementary actions and projects. The main stakeholders for this outcome included all key players involved in waste management and the main beneficiaries of the national and regional waste strategy and the model uPOPs regulations were the national governments. In the development of the uPOPs National Action Plans for Tuvalu and Vanuatu, the awareness levels of 13 and 11 stakeholders present in the stakeholder consultation workshops were raised with respect to uPOPs formation, release and potential impacts. The rating for the achievement of this outcome is **'Moderately Satisfactory'** as decreased uPOPs emissions would only occur if the actions specified in the strategies and plans are effectively undertaken and data to substantiate lower uPOPs emissions are available.

137. **Outcome 2.1:** The vocational training delivered in the premises of FNU was designed as a train-the-trainer course with the view that after the training, the trainees would return back to their country and impart the knowledge gained to other trainees. A key output was that the trainees would submit annual training plans and that the implementation of these annual plans be reviewed. An interview with the Capacity Building consultant who was entrusted with the task to follow up on the trainees' annual plans indicated that most trainees did not submit the annual plans and there was no reported progress on implementation of action plans. A gap was thus observed in the follow-up of the trainees. Allocating some resources to the follow-up in the project design would have improved the capacity building sustainability. Of the twenty-seven FNU trainees who responded to her request (from a total number of 96 FNU trainees), only fourteen confirmed that they conducted national trainings. Brief details on the trainings carried out are given in Table 10.

Table 10: Trainings conducted by former participants of the FNU vocational training course

PIC	Years	Tile/Description of training	Total no of persons trained
Cook Islands	2014-2017	Refrigeration/Air Conditioning	85

		Hazardous and Solid Waste Management	
FSM	2016	Garbage Collection Landfill Maintenance	22
Fiji	2013-2017	Clean Schools Program Waste audit Recycling and Compost Training Solid Waste Management Landfill Management	676
Kiribati	2013-2017	Basic Waste and Landfill Management Healthcare Waste Management Household Waste Collection Organic Waste Composting Key Waste Issues	142
Palau	2016-2017	Waste Generation Collection of Hazardous Waste	32
Solomon Islands	2014-2017	3R Awareness Solid Waste Management	~ 400
Tonga	2017	Waste Utilization	9

138. It was observed that the trainings that were delivered got support from their ministries. However, the main barriers to the train-the-trainers concept as per feedback from the trainees were:

- Limited funding to deliver the training;
- Limited time due to many responsibilities and priorities;
- Lack of technical support and technical resources;
- Change of posts/employers;
- Lack of proper legislation.

139. It is recommended that at the outset before nominating any trainee, there should be a signed agreement between the trainees and their employers that after following the sponsored training, they will impart their new skills/knowledge to other national counterparts through presentations or workshops. This will ensure greater commitment from the trainees. Some stakeholders even stated that it should be mandatory for trained participants to train others when they return. Moreover, the requirement for trainees to develop a project proposal under the FNU vocational training course was a good initiative to implement the train-the-trainers concept. However only seven small projects were funded from proposals submitted by the first cohort of trainees and after completion of the AFD project, no further funds were made available. This was considered to be demotivating by some of the trainees as funding seemed to a limiting factor to impart

training. A small grant to support and encourage post-training activities of trainees could be considered. It is also recommended that to ensure continuity in trainings, especially if a future course is built on a previous one, the same participants should be selected for both. It was observed that only 12 trainees out of 96 followed all the modules of the FNU vocational training course. Detailed guidance on selection of nominees should be provided to the nominating institution for the training programmes. Some trainees mentioned that there was a lack of follow up from their senior management as training reports were typically filed away without any action. The evaluation team considered that the project has instilled relevant informed knowledge to the trainees in solid waste management, landfilling techniques and hazardous waste management and contributed to providing a moderately satisfactory platform for the trainees to conduct training activities upon return to their own countries using the train-the-trainers concept. The rating for achievement of this outcome is **'Moderately Unsatisfactory'**.

140. **Outcome 2.2:** The expected outcome was that there would be increased capacities and uptake of best practices by stakeholders to minimize uPOPs creation in the course of solid and hazardous waste management. All the responses from NFPs and interviewees as well as trainees' reports consistently highlighted that this project had enhanced the capacity of waste staff and also other stakeholders, including NGOs and the general public in solid and hazardous waste management through mainly the trainings and awareness-raising campaigns. Table 11 summarizes some specific examples of how some FNU trainees have applied their training for improving the solid and hazardous waste management at or outside their workplace. The examples were drawn from trainee responses during this evaluation process and triangulated with the project's capacity building report.

Table 11: Feedback of FNU trainees on their acquired skills and knowledge to improve solid and hazardous waste management

PIC	Details of application of training received
Cook Islands	• Delivered waste-related education and awareness programmes, namely the 4R's, to a large spectrum of participants including major supermarket companies
Nauru	• The training helped in the revision of the National Solid Waste Management Strategy.
Palau	• Chemical training was timely and helped with the revision of the Solid Waste Management Strategy.

PNG	• At the National Capital District Commission, the training proved useful in the management of a contract for disposal of asbestos from the University of PNG campus in 2016/17. • One trainee implemented several healthcare waste training workshops for healthcare facility workers, and the healthcare waste contractor. • Because of the training, the disposal of waste antibiotics at the Baruni landfill was ceased.
RMI	• The training was useful for the Clean Schools program, and recent work with the banning of plastic bags.
Solomon Islands	• One trainee has been able to incorporate more than half of the FNU training materials into his lectures. • Increased confidence in delivering community training.
Tonga	• The FNU training has been usefully applied to implement school and community awareness programs, which are delivered on an as-requested basis.

141. Uptake of best practices by stakeholders to minimize uPOPs creation in the course of solid and hazardous waste management involved a diverse range of stakeholders. For example, the trainings in composting and solid waste management in several PICs targeted small farmers, small communities, NGOs, schoolchildren, teachers and the general public, and there was a growing awareness of stakeholders, especially women, on the dangers of open burning of green waste and on alternatives to open burning such as composting and recycling. The Niue composting and the Kiribati healthcare waste management pilot projects demonstrated uptake of best practices as open burning of green waste was replaced by composting and a new incinerator using up-to-date technology was installed in a hospital in Kiribati, both contributing to a decrease in uPOPs emissions. In addition, as a result of the awareness-raising campaigns on composting, three households out of a total of about twenty having followed the training in a community in Kiribati shifted actively to composting[19]. In Niue, a composting operation has been initiated by one of the participants of the POETCom training workshop whereas in Solomon Islands, 10 households in a community commenced backyard composting using compost bins donated during the campaign and one school implemented a recycling program and composting program. The ProDoc stated that to ensure replication potential of the pilot projects, lessons learnt will be published and PIC to PIC mentoring will be encouraged and facilitated. However, neither replication of the pilot projects in other PICs nor any dissemination of lessons learnt occurred during the project implementation. The rating for achievement of this outcome is **'Moderately Satisfactory'**.

[19] Kiribati report on first uPOPs grant

142. **Outcomes 3.1 and 3.2:** The evaluation team noted that the outcome (PIC environment departments capable of developing and maintaining inventories, managing school chemicals and ordering chemicals that can be safely disposed of in-country, managing and safeguarding disused chemicals (including POPs), and therefore improving the sound management of chemicals) and the outcome (PIC Customs officers capable of enforcing national regulations, and actively preventing the import of banned substances) for component 3, were achieved satisfactorily following the Chemical Management Training by USP. However, it is to be emphasised that the outcome statement should be slightly modified to: '*Relevant PIC departments/organizations capable of developing and maintaining inventories,…. improving the sound management of chemicals*'. It is felt that it is not the PIC environment departments that develop and maintain inventories for other government departments and in the private sector. Neither are they responsible for managing school chemicals and ordering chemicals that can be safely disposed of in-country, nor managing and safeguarding disused chemicals. Table 12 provides evidence of satisfactory uptake by USP trainees, which was derived from the project's capacity building report.

Table 12: Evidence of uptake by USP trainees

PIC	Details of uptake
Cook Islands	• Separation and storage of chemicals in the Public Health Dept have been improved. • The Cook Islands Trading Corporation (the island's largest importer of chemicals) has ceased the importation of paraquat and is actively investigating the replacement of several hazardous chemicals with safer ones.
FSM	• The training has raised awareness of chemical issues and improved the rigour around inspections - more in-depth questions are now asked about chemicals imported, used and disposed.
Kiribati	• The training has been useful in development assessment procedures, in that officers are now requiring proponents to identify chemicals to be used in proposed developments and to provide safety data sheets and management plans. • The training provided the knowledge required to reduce MoH chemical stockpiles through neutralisation. • The Kiribati Coconut Development Ltd has improved chemical segregation and storage practices as a result of the training. Chemicals have been moved from a publicly accessible area to a restricted-access area.
Niue	• The Department of Health participants indicated that as a result of the training received, the Department has ceased the use of mercury for x-ray

	film development and switched to digital technology; and dental staff have better knowledge of mercury management techniques. • One participant from the Niue High School was able to share advice on managing and handling weed killers with his village through his role on the Village Council. • Participants indicated that chemical storage at Vaipapahi Farm has been improved by segregating non-compatible chemicals. • Another participant learnt about PPE through the training and now refuses to spray pesticides/herbicides using a mist blower unless appropriate PPE is provided. • The Department of Health has negotiated a contract with chemical suppliers to provide twice-yearly on-site training on how to safely handle chemicals and advice on PPE to be purchased.
PNG	• At the Conservation and Environment Protection Authority (CEPA), the training has helped with completing the notification/movement process & paperwork for the Basel Convention. The training material also provided the basis for CEPA to conduct training for PNG Customs on chemical management and the MEA projects currently being implemented by CEPA. • One participant trained his colleagues at the national Agriculture Research Institute on lab risk assessment and chemical storage, and assisted another lab (the insect lab) to complete a risk assessment with recommendations for improvement. • At Paradise Foods Ltd, because of the training, the labelling of chemicals has been improved (e.g. fading labels were replaced); chemical storage has also been improved by moving chemicals from an enclosed storeroom to a well-ventilated and secure area.
RMI	• At RMI-USP Joint Education program, chemical storage and disposal practices have improved by ensuring separate storage of incompatible chemicals, and by implementing neutralisation of acids using coral sand. • The RMI-USP Joint Education program hosts a 2-week Summer Science Camp for high schools. This year's focus included waste management and chemicals, including how to handle household and laboratory chemicals. • At the Tobolar Copra Processing Facility, the training has resulted in improvements to chemical inventory and storage practices.
Samoa	• The use of a lab chemical manual was reinforced with school science teachers. • Materials from the USP chemical training were proposed to be incorporated into a revised lab manual prepared by Japan Overseas Cooperation Volunteers under the Science and Mathematics Improvement Project for Basic Education. The improved manual is expected to be distributed to all schools.

	• The need for safe storage of waste chemicals was reinforced at Samoa Breweries.
Solomon Islands	• Stakeholders unanimously agreed that the training was pivotal in improving the relationships and networking between Environment and Conservation Division of the Ministry of Environment, Climate Change, Disaster Management and Meteorology (ECD-MECDM), other government departments and businesses involved in chemicals management. • Monitoring by ECD-MECDM has been improved and more businesses are seeking advice/approval for chemical disposal. • A participant from Solomon Breweries reported that health and safety training of staff has improved, and 'PPE Boards" have been established at chemical stations that make PPE readily available/accessible to relevant staff.

143. The rating for achievement of the outcomes 3.1 and 3.2 is **'Satisfactory'**.

144. **Outcome 4:** The outcome of the fourth component (Production of uPOPs through the low temperature combustion of waste oil prevented and waste oil collection, storage, and export system functioning across the Pacific region) was only partially achieved. Waste oil audits and cost benefit analyses for the 14 PICs were carried out between 2011 and 2017 as part of AFD and GEF-PAS uPOPs projects. However, in 2018, due to the slow progress in the targeted used oil activities, it was felt that there was a need to update the data and information on waste used oil to take into account changing circumstances such as reductions in national used oil generation rates by power utilities caused by increasing uptake of solar electricity generation. The appointed used oil consultants encountered difficulties obtaining data from the NFPs. Only four responses were received by e-mail and an additional three were obtained during in-country missions. In-country missions seemed to be a better option for obtaining data from the PICs. From these data, the used oil consultants recommended export of used oil stockpiled in Pohnpei, FSM to New Zealand. In the absence[20] of submitted information from half of the PICs from the consultancy reports, the evaluation team is unable to give an informed opinion about whether waste oil collection, storage, and export system are functioning across the Pacific region. However, questionnaire response from Tuvalu indicated that currently 50% of the waste oil generated is being collected, stored or exported compared to 0% pre-GEF-PAS uPOPs project implementation. Draft model used oil regulations/legislation incorporating extended producer responsibility (EPR) were proposed to the PICs for adoption. Some PICs expressed interest but at the time of the evaluation no PIC has availed of the draft used oil regulations. The project design did not clearly identify the risk of regulatory change taking

[20] This was followed up during this evaluation but partial information was received from only two PICs.

too long to achieve. In addition, there was no agreement reached with the relevant stakeholders concerning the EPR. The rating for achievement of this outcome is **'Moderately Satisfactory'**.

145. **Outcome 6:** The outcome of the sixth component, namely *'used pesticide container management, recovery and recycling strategy formulated'* was partially achieved. The technical reports produced, which included baseline surveys in 14 PICs, feasibility and cost-benefit analysis reports for recycling programmes in Fiji, Samoa and Tonga as well as legislative reviews in the same three countries, could provide the foundation to address more holistically the issue of used pesticide containers. The surveys carried out by the FAO consultant showed the quasi-absence of any used pesticide container take-back, recovery or recycling programme in the PICs. The most common practice to discard the waste pesticide plastics containers was dumping at landfill sites or open burning, leading to uPOPs emissions. The project managed to obtain data on volumes and types of pesticide containers from the network of national pesticides registrars, the Secretariat of the Pacific Community (SPC), the Customs and importers. Multi-stakeholder consultations were held during the country missions in Fiji, Samoa and Tonga, with active involvement of the relevant stakeholders, 18 in Fiji, 19 in Samoa and 15 in Tonga. However, the ultimate beneficiaries of the project, (i.e. the agricultural workers), were not reached as the intensive in-country training and awareness-raising on triple-rinsing as well as implementation of a recycling pilot programme were cancelled. In addition, at project design, the collection and recycling of used pesticide containers was proposed whereas in the three selected PICs there was no effective plastic recycling waste management programmes. The rating for this outcome is **'Moderately Unsatisfactory'**.

146. AFD fulfilled an important role by funding components that fit into the broader GEF-PAS uPOPs project. The project design assumed that the AFD project would take place in parallel with GEF-PAS funded activity with the two projects being highly complementary. The GEF-PAS uPOPs project was expected to start within several months after the time of the signature of the AFD project agreement in 2010. However, the delay in the signing of the GEF-PAS agreement which took place in 2013 brought a mis-alignment in the planned activities as the vocational training (component 1) and used oil (component 4) activities that would be co-financed by AFD were intended to be carried out in parallel with the other components of the GEF-PAS uPOPs project. The delay also impacted on the management of the GEF-PAS uPOPs project as the Technical Assistant recruited under AFD funding was expected as per the ProDoc to provide assistance to the Project Coordinator for activities covered by both funding sources, namely for components 1 and 4. Due to little overlap in time between the implementation of AFD and GEF-PAS uPOPs project, the expected

impact of additional capacity for project and programme management through the AFD Technical Assistant was less felt.

147. While the delay in the start of the GEF-PAS uPOPs project caused some issues, there were also benefits that could be associated with the late start of the project. Thus, the vocational training course and some used oil activities started before the implementation of the GEF-PAS uPOPs project. It was noted that the design of the AFD vocational training course by Griffith University and its delivery at FNU premises took longer than expected. Two trainings were carried out in 2013 and 2014 to about 54 participants. If both the AFD and GEF-PAS uPOPs projects were run concurrently during 2010-2014, only these 54 participants would have been trained. The late start of the GEF-PAS project allowed a further 42 nominees from 13 PICs to participate in the training in 2015-2016, thus enhancing the capacity building of more PIC personnel. Similarly, the waste oil component of the AFD project took longer time than expected. In the ProDoc, activities for three PICs (Fiji, Samoa and Vanuatu) were designed to be financed by AFD (under co-financing) and then the rolling out of the activities to the remaining 11 PICS would be funded by the GEF-PAS uPOPs project. Under AFD co-financing, most activities were only completed during the last years of the AFD project. Thus if the AFD and GEF-PAS projects were running in parallel, it would have been impossible to extend the oil audits and cost-benefit analyses to the remaining 11 PICs. Excerpts from the terminal evaluation report of the AFD project indicated that *'the GEF-PAS project would have struggled to deliver without the AFD technical support and groundwork laid in the Solid Waste Management Training and waste oil components. The impact of AFD funding was felt beyond the delivery of the AFD funded components*. *The AFD project could have operated in isolation but the GEF-PAS project could not have operated without the support of the AFD project (funding of the PMU, co-funding of the Waste Management Training, establishing the approach for the used oil programme with the pilot work)'*. The evaluation team is of the view that AFD co-financing was important and contributed a lot to provide a sound base for the completion of the GEF-PAS project. However, it is to be noted that since the AFD project started earlier, some of its initial findings needed to be updated, especially in the area of used oil.

148. The project included component 5 (National technical assistance for post-NIP activities) to be funded solely by AFD and the national governments, with no funding from GEF. The main objective of this component was to fund small in-country projects developed by the FNU trainees during their vocational training. Due to the late delivery of the vocational course under AFD funding towards the end of the project in 2013 and 2014, only the proposals of the trainees of the first cohort were considered for funding and seven out of 10 submissions were funded with an allocation of USD 5000 for each project. A number of small in-country projects submitted by the FNU trainees of the second cohort

could not be considered for funding under AFD project as the latter ended in 2014. It was observed that the amount earmarked for this component by AFD was underspent. At its second meeting, the PSC took the decision to cancel component 5 as no funding was available from GEF and there was no agreement to reallocate funds to this component. Several FNU trainees expressed their disappointment that the funding for these small projects was halted as the projects formed part of their training and the train-the-trainers concept would have been demonstrated during the implementation of these small-scale projects. The evaluation team felt that continued funding of these small-scale in-country projects would have increased the project visibility and enhanced the ability of the trainees to impart their knowledge gained during the training and it was a lost opportunity.

149. The component 6 of the project concerned the development of a system for used pesticide container management and was implemented by FAO. The latter was included into the project due to its interest in pesticides. Its inclusion in the project was beneficial as it enabled the project to carry out several activities such as obtaining data on the generation of empty pesticide containers and recycling capacity, cost benefit analysis and feasibility studies on recycling options for pesticide containers and review of legislation for management of container disposal and facilities in three PICs having higher usage of pesticides, namely Fiji, Samoa and Tonga. Without the substantial co-finance of FAO (USD 1 million), these activities would not have been carried out. However, the activities for this component were hampered due to insufficient human resources at the EA.

150. Table 13 summarises the assessment with respect to the proposed indicators related to the achievement of outcomes based on available documentation, questionnaire responses and interviews. Using the following ratings for the seven outcomes: Highly satisfactory (6), Satisfactory (5), Moderately Satisfactory (4), Moderately Unsatisfactory (3), Unsatisfactory (2) and Highly Unsatisfactory (1), the average rating was 4.0, corresponding to '**Moderately Satisfactory**'.

Table 13: Achievement of project outcomes

Outcome	Indicator	Achievements	Rating
1.: Decreased uPOPs emissions of participating countries minimized through avoidance of incineration, and/or through the application of cleaner production	• Revised national solid waste management plans • Revised regional waste management strategy • National unintentional POPs	• A model uPOPs legislation was developed that can be used by PICs in developing or improving their legislation.	**Moderately Satisfactory**

techniques where incineration remains necessary	regulations and/or legislation	• uPOPs Action Plans were developed for Vanuatu and Tuvalu • uPOPs has been mainstreamed into the Regional Strategy for Waste Management and Pollution Control (2016-2025) • Four PICs submitted their NIP Updates. • Tuvalu – Waste Management Act 2017 • Cook Islands - Solid and Hazardous Wastes Bill 2021	
2.1: Training culture institutionalized in each participating PIC in solid and hazardous waste management	• Waste management alumni activities • Student action plans and training reports	• National trainings conducted by only some trainees in PICs. • Most trainees did not submit annual training plans.	**Moderately Unsatisfactory**
2.2: Increased capacities and uptake of best practices by stakeholders to minimize uPOPs creation in the course of solid and hazardous waste management	• Lessons learnt from pilot sites published and shared with 14 PICs	• Three pilot projects out of four achieved their objectives. • Uptake of best practices in Niue composting and recyclable waste separation and Kiribati HCWM pilot projects. • No dissemination of lessons learnt from pilot projects. • Evidence of some trainees applying their training for improving solid waste management at or outside their workplace.	**Moderately Satisfactory**
3.1: PIC governments capable of	• In-country training reports	• Evidence of uptake by USP trainees (e.g. improved segregation	**Satisfactory**

developing and maintaining inventories, managing school and safeguarding disused chemicals 3.2: PIC Customs officers capable of enforcing national regulations, and actively preventing the import of banned substances	• Guidance document • GIS output • Best practice guideline document • Design and cost estimate of stockpile disposal	and storage of chemicals; reduction in chemical stockpiles; no import of paraquat; completion of paper work for Basel Convention; safe storage of waste chemicals).	
4.1: Production of uPOPs through the low temperature combustion of waste oil prevented and waste oil collection, storage and export system functioning across the Pacific region	• Used oil collection and export, or collection and reuse systems functioning for each participating PIC • Development of legislation for EPR for used oil management • Implementation of public education program on used oil and its collection	• National oil audits and cost benefit analyses carried out successfully for all PICs except PNG (cost benefit analyses) • Export of 62,100 kg of used oil stockpiled in FSM • The appointed used oil consultants encountered difficulties obtaining waste oil data from the NFPs. • Evaluation is unable to give an informed opinion about whether waste oil collection, storage, and export system are functioning across the Pacific region. • Draft model used oil regulations/legislation incorporating extended producer responsibility (EPR) were proposed to the PICs for adoption. Some PICs expressed interest but at the time of the evaluation no PIC	**Moderately Satisfactory**

		has availed of the draft used oil regulations.	
6.1: Used pesticide container management, recovery and recycling strategy formulated	• Baseline survey data • Cost benefit analysis • Legislative review • Extension programme • Pilot programme completed	• Baseline survey data on generation of empty pesticide containers and recycling capacity in all the 14 PICs completed. • Feasibility and cost benefit analysis reports on recycling options for pesticide containers in three PICs (Fiji, Samoa and Tonga) completed. • Legislative reviews for management of container disposal and facilities in the three above PICs completed. However, buy-in of governments to the reviews of their legislations was low. • Quasi-absence of any used pesticide container take-back, recovery or recycling programme in the PICs	**Moderately Unsatisfactory**

5.4.3 Likelihood of Impact

151. Assessment of impact can be associated with the extent to which project interventions have brought about changes in the human condition or in the environment. Changes, whether intended or unintended, can be positive or negative. The project design laid emphasis on solid waste management, which is one of the issues of concern by the PICs, thus ensuring the sustainability of the project outcomes. For the duration of the project, the evaluation team did not find any evidence of negative impacts on human health or on the environment as a result of project interventions in the recipient countries. The evaluation team assessed the likelihood of impact, using the guidance tool[21] provided by the UNEP Evaluation Office. This document, which is in fact an Excel sheet, requires to feed

[21] UNEP guide for the rating likelihood of impact

information regarding the level of achievement of project outcomes and intermediate states of the reconstructed TOC (Figure 2), along with an assessment of whether the necessary contributing conditions for change (i.e. assumptions and drivers) have been seen to hold.

This assessment has been done through the survey questionnaires, interviews and desk review of relevant documents and reports, based on the reconstructed TOC at evaluation. The main findings are summarized below under drivers, assumptions and the respective intermediate states.

152. **Drivers and assumptions:** All the drivers and the assumptions for the causal pathways from Outcomes to Intermediate States mostly held.

Drivers:

- Technical support and guidance from consultants;
- Training programs undertaken.

Assumptions:

- Component 1: PIC governments committed to develop national strategies and regulations/ legislation to address uPOPs.
- Component 2: (i) FNU capable of managing the vocational training programme after year 3; (ii) Sufficient capacity of selected countries to execute the pilot projects; (iii) willingness of PICs to lead uPOPs awareness programmes; (iv) Staff of suitable leadership and technical positions are released for the trainings.
- Component 3: (i) Staff are released for the trainings; (ii) Correct labelling of chemicals and known location of chemical stores.
- Component 4: Agreement of relevant stakeholders including private sector to voluntary or regulatory approaches to address waste oil collection and management.
- Component 6: Cost Benefit Analysis for pesticide container collection and recovery undertaken.

153. Regarding the **drivers**, it can be concluded that the different consultants contracted for the project provided active guidance and technical support to the stakeholders. The interviewees and questionnaire respondents overall valued the guidance and support provided by the consultants and the latter was essential in achieving most of the project outputs and outcomes. The reports prepared were shared with the relevant stakeholders, with some of them made available on the GEF-PAS webpage. Of all the trainings projected

at design, only two were not conducted due to time constraint, namely the training on waste oil collection and storage (component 4) and the pesticide container triple-rinsing training (component 6). It can be concluded that the drivers are in place.

154. Most of the **assumptions** held. PIC governments were committed to develop national strategies and regulations/legislations addressing uPOPs as evidenced by the number of updated/revised national strategies by the different PICs and by their active involvement in the Cleaner Pacific 2025: Regional Strategy for Waste Management and Pollution Control (2016-2025) during the GEF-PAS uPOPs project implementation. FNU was capable of managing the vocational training after the year 3 but still needed the support of the Griffith University for its delivery. Three out of the four pilot projects were executed satisfactorily and uPOPs awareness programmes were conducted in thirteen PICs. Staff of suitable leadership and technical positions were released for the FNU vocational trainings. From available data, the staff having followed the trainings held the following posts: Principal/Senior Environment Officer, Planning and Advisory Officer, Pollution Control Specialist, Manager, Senior Health Inspector, Project Officer/Coordinator, Managing Director, Principal Chemical and Hazardous Waste Officer. Staff were effectively released for the in-country Chemical Management and Customs Officers' training in the fourteen PICs. The inventory of chemicals and list of laboratories in the PICs were submitted to the EA but the PIC chemical storage sites had not been able to be listed on FAO GIS Database as anticipated at design. Consultations with relevant stakeholders including private sector were carried out to address waste oil collection and management but no EPR agreement could be reached with the waste oil generators. Cost benefit analysis for pesticide container collection and recovery were undertaken for three PICs (Fiji, Samoa and Tonga).

155. Intermediate state 1 – *PICs implementing and enforcing national regulations addressing uPOPs*:

- **Fiji**: National Solid Waste Management Strategy (2018-2028).
- **FSM**: National Solid Waste Management Strategy (2018/19-2027/2-28)
- **Kiribati**: (i) Endorsed Waste Management and Resource Management Strategy (2020-2030); (ii) Submitted successfully its NIP and NIP update.
- **Marshall Islands**: A national solid waste strategy and NIP update are being developed.
- **Nauru**: (i) National Solid Waste Management Strategy (2017-2026); (ii) A national waste advisory task force oversees waste.
- **Niue**: Requesting for support for updating waste management strategy.
- **Palau**: National Solid Waste Management Strategy (2017-2026).

- **Samoa**: (i) Endorsed National Waste and Management Strategy and Action Plan (2018-2023); (ii) Submitted successfully its NIP update; (iii) Planning legislation for uPOPs.
- **Solomon Islands**: (i) Reviewed and endorsed National Waste and Management Strategy (2017-2026); (ii) Submitted successfully its NIP update.
- **Tuvalu**: (i) Development of a uPOPs action plan; (ii) Endorsement of Waste Management Act and regulation including addressing uPOPs and waste oil; (iii) Submitted successfully its NIP update.
- **Tonga**: Requested assistance to revise or develop a new National Waste Management Strategy.
- **Vanuatu**: (i) Review of its National Waste Management and Pollution Control Strategy (2016-2020); (ii) NIP update submission (under consideration); (iii) Completion of national uPOPs strategy.

156. Intermediate state 2 – *Institutionalization of waste management training programmes in the participating PICs*:

- **Niue**: Policy updates on composting.
- **Tuvalu**: Upskilled trainees have assisted with national awareness programs.
- **Tonga**: One FNU trainee considered as the asbestos expert.
- **Vanuatu**: (i) Working with communities on separating rubbish; (ii) Establishment of a committee for national chemicals management.
- See also Tables 11 and 12 for examples of waste management training carried out.

157. Intermediate state 3 – *Pilot projects replicated in other PICs*. No pilot project was replicated in the other PICs.

158. Intermediate state 4 – *Chemicals correctly inventoried and obsolete/expired chemicals safely disposed by PICs*:

- **Tonga**: Chemicals management – mostly ok for school chemicals.
- See also examples from Table 12.

159. Intermediate state 5 – *Regulations/measures on waste oil collection, storage and export in PICs*:

- **FSM**: (i) Completion of construction of a small scale infrastructure (T14 ISO Tanktainer) in Pohnpei to collect used oil; (ii) export of 62,100 kg of used oil stockpiled in Pohnpei.

- **Marshall Islands**: 20 million project from African Development Bank looking at oil storage on Majuro.
- **Nauru**: (i) Utility is using a tank to store waste oil; (ii) Uses waste oil to fire phosphate kiln.
- **Samoa**: (i) Looking for ways to manage used oil in partnership with the private sector; (ii) Planning to review EIA guidelines for new development to monitor and manage used oil; (iii) Finalising used oil legislation.
- **Tuvalu**: (i) Procurement of 20 IBC from New Zealand for used oil storage; (ii) Development of an oil spill recovery plan.
- **Tonga**: Some recycling companies exported used oil to Asia.
- **Palau**: Collected a total of 49 drums of used oil from homes from a funded awareness-raising initiative.
- **Vanuatu**: Pacific Energy collects used oil from customers and exports to Santo for reuse (copra processing).

160. Intermediate state 6: *Management of pesticide containers improved*. There was a lack of evidence of improvement of management of pesticide containers in the PICs. Plans are in the pipeline by FAO to leverage additional funds from its FAO Technical Cooperation Program to continue the work post-project.

161. The above responses clearly indicate that, from the perspective of the respondents, the project is satisfactorily contributing to the occurrence of most of the intermediate states proposed in the TOC. NIPs and NIPs updates were developed by the PICs, approved and adopted. Although too early to predict with a high degree of certainty, there are good chances for achievement of the intended impacts – (i) *Reduction in the exposure to uPOPs of humans and wildlife* and (ii) *Enhanced skills of relevant staff in waste management and NIP implementation* – in the long term.

162. Capacity has been built and enhanced within both SPREP and the PICs. SPREP has now more capacity to deliver solid waste management projects more effectively. This was promoted by the assistance of the AFD funded Technical Assistant in the beginning of the project and by regular interactions with UNEP. SPREP is now executing several major waste projects including J-PRISM, PacWaste, AFD and the new Islands Pacific Child project. It is noteworthy that the GEF-PAS uPOPs was the first major GEF-funded project on solid waste management to be executed by the Waste Management and Pollution Control Division of SPREP. Based on the data collected throughout the evaluation, we find that the project has enhanced capacity building in PICs with a large number of participants in the different trainings and evidence of ongoing use and imparting of the knowledge

gained through the training. However, the evaluation team noted that a higher impact would have resulted if the project design had reduced the number of components and activities with the limited funds available. This view was also corroborated by the MTR consultant who stated '*The amount of resources provided over the number of countries and components over a five-year proposed implementation period can be considered as inadequate to provide the proposed impact. All stakeholders consider the project as being too thinly spread to provide significant impact at national and regional level*[22]'.

163. It is also important to acknowledge the difference between activities with easily measurable impact and activities that are harder to measure. For example, for the project it was relatively easy to measure the impact of Component 4 (used oil management) whereas Components 2 and 3 with training activities were harder to directly link to outcomes and impact. Although data were not provided to the evaluation team, it can be assumed that if PICs develop, approve and implement measures to comply with the Stockholm Convention (NIPs and NIPs updates), decrease in uPOPs emissions will result, which is the intended impact.

164. For the project under evaluation, as discussed in the previous sections, the project outcomes were achieved moderately satisfactorily and most of the intermediate states were achieved. Assumptions for progress from direct outcomes and drivers to support transition from direct Outcomes to Intermediate States, are considered mostly to hold. Most of the intermediate states have been achieved satisfactorily and are therefore already contributing to reduction in uPOPs emissions thus reducing risks to the population and resulting in increased protection of the environment. Feeding these information in the Evaluation Criteria Matrix gave a rating of '**Moderately Likely'** for likelihood of impact.

165. Given that the outputs have been moderately satisfactorily delivered, the direct outcomes moderately satisfactorily achieved and there is moderate likelihood of impact, the overall rating on effectiveness is '**Moderately Satisfactory**'.

5.5 Financial Management

5.5.1 Adherence to UNEP's Financial Policies and Procedures

166. SPREP applied the UNEP financial management systems and procedures in the management of this project. The finances were recorded in the UMOJA system, which came into operation during the implementation of the project. The Fund Management

[22] Mid-term review report

Officer in Nairobi was in contact with the Project Coordinator and finance officer/assistant at the Executing Agency and the Task Manager at the Implementing Agency. The project incurred three no-cost project amendments (in 2014, 2016 and 2018) and two no-cost extensions (in 2018 and 2019). Budget revision with the associated revised work changed the implementation of the project activities. The main reasons for the project amendments were to conduct extra activities and to cancel or reduce others in line with new priorities decided at PSC meetings.

167. The evaluation team noted that during the early years of the project implementation, SPREP did not adhere completely to UNEP's financial policies and procedures. UNEP did not receive quarterly financials on time according to the 2015 PIR report and incorrect coding of expenditure in the financial system resulted in inaccuracies and inconsistencies in the financial reports that were sent to UNEP. Reasons obtained from interviews were that there was no dedicated financial officer/assistant at SPREP to support the Project Coordinator who had to handle the financial aspect in addition to the administrative tasks associated to management and supervision of the project. The reporting schedules to UNEP were impacted quite badly after the resignation of the Project Coordinator and the problem was compounded by some files becoming corrupted whereby the information contained therein became inaccessible. However, satisfactory adherence was observed when the project was nearing completion. The rating for Adherence to UNEP's Financial Policies and Procedures is **'Moderately Satisfactory'**.

5.5.2 Completeness of Financial Information

168. The total approved budget was USD 9,327,290 *(See also* Table 4 and Table 5 in *Section 3.5 Project financing)* including USD 2,796,000 in cash from the GEF Trust Fund and USD 6,531,290 of in-kind and cash co-financing contributions from Project countries, international partners and other stakeholders such as AFD, FAO, SPREP, Fletcher Steel, Pacific Power Association, Titikaveka Growers Association and Fiji National University.

169. For this evaluation, the following were made available: proposed budget and expenditures for the project provided in the ToR and the budget and expenditures for the financial years from 2017 to 2019 as well as the final co-financing report. The expenditure reports for the early years of the project were not available. The Excel reports were not very clear and it was difficult for the evaluation to compute expenses per output or outcome. The final co-financing report gave the expenditures as per the budgeted items at design and not as per the revised items.

170. The cumulative yearly expenditures and disbursements by GEF for the project as provided to the evaluation by the EA are given in Table 14. The reported expenditure and

disbursement amounts differed slightly from those in the PIR reports. As at June 2020, the overall expenditure ratio was 1.00. Not all evaluation costs were included in the final reported cumulative expenditure as at June 2020. After settling of all costs and outstanding commitments, a new final financial report will need to be submitted.

Table 14: Cumulative yearly expenditures and disbursements for the GEF-PAS uPOPs project

Fiscal Year	Cumulative Expenditure (USD)	GEF Cumulative Disbursement (USD)
2014	378,354.57	850,000
2015	810,080.58	1,142,448.12
2016	1,544,100.16	1,426,273.09
2017	1,842,378.84	2,248,132.89
2018	2,244,294.56	2,459,385.49
2019	2,709,070.57	2,692,385.49
2020	2,709,070.57	2,709,063.07
Closure of project	2,709,070.57	2,709,063.07
Planned at design	**2,796,000**	**2,796,000**

171. The final available expenditure report was provided according to budget lines and not per component. A report with expenses per component was not made available. Using the final available expenditure report submitted by the UNEP Fund Management Officer and from data submitted by the EA, the evaluation attempted to compute the expenses incurred per budget line (Table 15). The variance between the actual expenditures in Table 15 and the cumulative expenditure in Table 14 related to the Mid-Term Evaluation costs borne by UNEP of USD 39,198.15.

Table 15: Expenditures per budget line

Item/Object of expenditure	Expenditures planned at design (USD)	Expenditures planned after last revision (USD)	Actual Expenditures (USD)	Expenditure ratio (Actual/Planned)
Project personnel	599,000	448,000	376,957	0.63
Consultants	369,800	962,651	742,490	2.01
Administrative support	10,000	18,495	45,000	4.50
Travel on official business	392,040	208,679	166,703	0.43
Sub-contracts	706,500	949,000	938,961	1.33
Group Training	513,000	123,951	158,491	0.31

Meetings/Conferences	144,800	127,739	229,654	1.59
Equipment and Premises	65,500	86,474	28,974	0.44
Reporting costs	23,660	31,311	-	0.00
Communications	5,700	3,700	791	0.14
Evaluation	70,000	75,000	60,248	0.86
Total	**2,900,000**	**3,035,000**	**2,748,269**	**0.95**

172. As can be seen in the Table 15, some planned budget lines at design such as "Project personnel", "Travel on official business", "Group Training", "Equipment and Premises", "Reporting costs", "Communications" and "Evaluation" were higher than the actual expenditures incurred whereas they were the reverse for the other items of expenditure, especially for "Consultants", "Sub-contracts" and "Meetings/Conferences". It was noted that when the project was at its final stages of implementation, more consultants than initially planned (capacity building and used oil consultants) were recruited to enable satisfactory completion of the project and as recommended by the MTR consultant. Furthermore, the budget for "Meetings/Conferences" was also higher due to five PSC meetings being conducted instead of only three as initially planned. Thus, the evaluation team noted that there were some deficiencies in the budget planning at design stage, with particularly limited funding for participation of the PICs to PSC meetings as only three meetings were initially planned. It proved difficult for the evaluation team to compute the expenses per component as, for example, the budget line for Coordination/Capacity Building consultants covered expenses incurred in components 1, 2, 3 and 4, with no breakdown.

173. No expenditures on a detailed level for the co-financing were provided to the evaluation team. Therefore it was difficult to assess expenditure and co-financing at a more detailed level and to assess cost-efficiency, although the amounts of co-financing from partner organizations and stakeholders, as well as the responses of interviewees, clearly indicate that the project activities were implemented in a cost-effective way. The total secured co-finance was USD 6,531,290 as planned at design.

174. As the financial documentation provided was somewhat limited and contained some inconsistencies, the rating for this criterion is **'Moderately Satisfactory'**.

5.5.3 Communication between Finance and Project Management Staff

175. According to information available, the relevant UN financial procedures were closely followed for the management of the project. A first disbursement of USD 250,000 was made at the start of the project in June 2013. Subsequent disbursements were done

after satisfactory submission of financial and progress reports on project implementation by the authorised officer of the Executing Agency.

176. Some delays in disbursement occurred when the new UNEP financial UMOJA system became operational. These have contributed to delays in implementation of education and awareness on uPOPs, and payments for other key activities such as the purchase of materials for Niue pilot project. An interview with the Fund Management Officer revealed that apart from some inconsistencies in expenditure coding and non-timely submission of financial reports, there were no fundamental issues in the financial reporting. High turnover of SPREP's financial officers contributed to delays in obtaining financial reporting by required times, resulting in overload for the Project Coordinator who had to attend to financial reporting to assist in the progression of the project. No evidence was provided to assess whether all the financial reports were vetted by the PMU prior to submission to UNEP. Rating for Communication between Finance and Project Management Staff is **'Satisfactory'**.

177. Based on the financial management assessment table (Table 16) developed by UNEP, the rating for this criterion is **'Moderately Satisfactory'**.

Table 16: Financial management assessment table

Financial management components:		**Rating**	**Evidence/ Comments**
1. Adherence to UNEP's/GEF's policies and procedures:		**MS**	
Any evidence that indicates shortcomings in the project's adherence[23] to UNEP or donor policies, procedures or rules		Yes	Standard procedures applied with some shortcomings noted during the early project implementation period
2. Completeness of project financial information[24]:		**MS**	
Provision of key documents to the evaluator (based on the responses to A-H below)			
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Available in project document
B.	Revisions to the budget	Yes	Revised budgets available
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	Documents available
D.	Proof of fund transfers	No	No documented proofs available
E.	Proof of co-financing (cash and in-kind)	Yes	Total amounts of co-financing

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

			wereprovided by the FMO and Executing Agency in the PIR reports and final report but some inconsistencies noted.
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Expenditures with respect to budget lines and components available up to 2018, Final expenditure report was only as per budget lines.
G.	Copies of any completed audits and management responses *(where applicable)*	Yes	Only one audit report (Jan 2019-Oct 2019) available.
H.	Any other financial information that was required for this project (list): Quarterly and final financial reports	Yes	A final clear and detailed financial report not available to evaluation. Not all quarterly financial reports available.
3. Communication between finance and project management staff		**S**	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		S	Adequate
Fund Management Officer's knowledge of project progress/status when disbursements are done.		S	The FMO was aware of the project progress and was in contact with EA and IA on a regular basis.
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		S	No fundamental issues were reported except inconsistencies in expenditure coding.
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		S	Adequate except sometimes delays in submitting financial reports
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process		S	Available documents submitted to evaluation upon request
Overall rating		**MS**	

5.6 Efficiency

178. Cost-effectiveness and timely implementation are key for assessing efficiency of any project implementation.

179. The project incurred two no-cost extensions, June 2018 to June 2019 and subsequently to Feb 2020. From 2013 to 2017, the activities were not implemented on a timely basis, mostly due to administrative delays, including the change to UMOJA, the need for formal LoA or MoU with the PICs, resignation of the Project Coordinator, vacancy in the post of Director of Waste Management and Pollution Control, other staff turnovers at SPREP, lack of dedicated officer at country level and absence of assignment of a Task Manager within UNEP during the early years of the project. At the completion of the project, most of the revised planned activities were satisfactorily achieved.

180. During the implementation of the project, the evaluation team noted that the PMU was actually based in the Division of Waste Management and Pollution Control at SPREP and was staffed by a full-time Project Coordinator assisted by the Hazardous Waste Management Advisor and under the overall supervision of the Director of Waste Management and Pollution Control. The project design assumed that the technical assistant funded from AFD co-financing would work synergistically with the Project Coordinator. However due to the delay in the start of the GEF-PAS uPOPs project in June 2013 (twenty-one months after the start of the AFD project) which was expected to run in parallel with the AFD project which lasted from 2011 to 2014, the expected synergistic relationship did not materialize, with the recruited AFD Technical Expert working collaboratively for only slightly more than one year with the Project Coordinator. Thus at the beginning of the project implementation, the PMU was already under-resourced in terms of staff. This was compounded by the resignation of the Project Coordinator in Dec 2016 and the non-filling of the vacant post of the Director of Waste Management and Pollution Control from Dec 2015 to mid-2017. The lack of resource staff at SPREP for project execution for the project lifetime was unanimously voiced out by SPREP staff, MTR consultant and from interviews and responses from questionnaires from the PIC NFPs. Some of the responses were: '*staff turnover at SPREP created a challenging period with limited communications*'; '*overall consistent project supervision from SPREP management was nearly non-existent at certain times*'; '*limited staff in the project coordination (SPREP)*'; '*they were not staffed adequately*'; '*some staff left during project implementation which created that knowledge gap within the project*'. In addition, there was a lack of support from SPREP staff at the finance level resulting in non-conforming financial reports. Scarcity of human resources at SPREP resulting in overload of the existing staff was also deemed to be responsible for the lack of communication with the PICs.

181. For the GEF-PAS uPOPs project, UNEP partnered with AFD and FAO, two experienced organizations and in addition availed of existing initiatives and projects (PacWaste, J-PRISM, GMP2, UNEP NIPs Update) in the region to implement the project activities. High amounts of co-finance from the two partner organizations, AFD (USD 1,400,000) and FAO (USD 1,479,000) were leveraged.

182. Given the number of proposed activities and outputs and the involvement of fourteen PICs encompassing a huge geographical area, the initial planned duration of five years for the project was a weakness of the project design as well as the inadequate human resources at the Executing Agency. It was unlikely that the project could have been implemented within five years although respondents of questionnaires and interviewees stated that if the project had benefited from adequate management resources at the Executing Agency, the activities could have been completed on time. Planning the implementation of the project involving 14 PICs in only five years with ten outcomes and twenty-three outputs was probably over-ambitious.

183. To minimize its environmental footprint, efficiency measures were implemented by combining only essential project travel for different activities to avoid excessive travel, planning PSC meetings "back-to-back" with other related meetings such as Waigani Convention, NIPs Update and Minamata Initial Assessment, having electronic versions of all reports and documents, posting documents on the dedicated webpage, and conducting virtual meetings and discussions. It is noteworthy that less funds were spent on travel compared to what were initially planned.

184. A lot of money had been spent on some project activities, particularly consultants' costs, and meetings/conferences, and there is the question over whether some of these were good value for money. The recourse to consultants for implementation of some of the activities was crucial to achieve the outputs of the project. The recourse to regional consultants can be seen as one area where the project achieved cost-effectiveness.

185. Although most of the outputs of the consultants were of a relatively high standard, two activities were not properly implemented by the USP consultants, namely '*PIC Action Plans developed, outlining specific chemical issues to be addressed and responsible entities*' and '*PIC chemical storage sites listed on FAO GIS database*'. Proper monitoring from the start by both the Executing Agency and the Implementing Agency could have resulted in a better output. Although face-to-face meetings had obvious advantages, the Executing Agency could have explored the opportunity to avail of conference call facilities to organize at least some of the PSC meetings as an online event to decrease costs and also

environmental footprint or increase the frequency of PSC meetings to have more oversight on the progress and implementation of the project.

186. There was a change in the project management structure after the resignation of Project Coordinator as a new one could not be recruited due to lack of funding given that 93% of the total project management budget had already been spent. Thus, the Hazardous Waste Management Advisor stepped into the project management position and a project assistant was employed to assist with the project implementation. Most of the activities which were stalled till the change in the project management experienced a boost with UNEP monitoring the implementation with weekly calls.

187. The evaluation team was not made aware of any specific concerns regarding cost effectiveness, and considers that although the project was delayed in the delivery of the expected outputs, these have been delivered at a reasonable cost.

188. The factors favoring efficiency were as follows:

- Good support and assistance from UNEP;
- Assistance and guidance from highly experienced regional consultants;
- Partnering with two experienced partners (AFD and FAO) and availing of existing initiatives and projects;
- Increased communication between SPREP and UNEP after the mid-term review.

189. The factors decreasing efficiency were:

- Delay in approval of the project. Was not synchronized with the AFD project which started two years before.
- Staff turnover at the Executing Agency (Project Coordinator, Communications Officer, Director of Waste Management and Pollution Control Division). It is noteworthy that the Project Coordinator and the Director were part of the core team of the Project Management Unit.
- Lack of adequate manpower at the Executing Agency to implement project activities resulting in high work overload on existing project management staff.
- Inadequate project management skills at the Executing Agency (Non-timely submission of project management and financial reports, incorrect coding of expenditure, erroneous financial reporting and lack of critical analysis of project execution issues)
- Change of financial management system in UNEP.
- Absence of a formal MoU with the PICs.

190. The rating for Efficiency is **'Moderately Satisfactory'**.

5.7 Monitoring and Reporting

5.7.1 Monitoring Design and Budgeting

191. The ProDoc contained a concise M&E plan and a costed M&E work plan describing the different M&E activities, the purpose of the activities, the responsibility, means of verification, time frame and budget. The Project Results Framework included SMART indicators for each expected outcome as well as mid-term and end-of-project targets and sources of verification. The M&E Plan also made provision for a mid-term and a terminal evaluation. The MTR took place between end 2016 and June 2017. The budget allocated was adequate. The rating for Monitoring Design and Budgeting is **'Satisfactory'**.

5.7.2 Monitoring of Project Implementation

192. Monitoring of project implementation was carried out in line with the M&E plan defined in the ProDoc, including the preparation of yearly PIR reports, project review by PSC, holding of Inception Workshop, preparation of an inception report and terminal report. Monitoring data were collected by the PMU, based at SPREP and presented in the PIR reports. Quarterly or six-monthly reports were submitted by the NFPs as substantiated by questionnaire responses from some NFPs. However delays were observed in the submission of some country reports and poor feedback from PICs were sometimes observed when requests for project information were made.

193. The evaluation team noted that inadequate human resources at SPREP did not allow for proper monitoring of progress against indicators during part of the project implementation, especially after the resignation of the Project Coordinator and the Director of Waste Management and Pollution Control. Interviews and questionnaire responses confirmed that due to limited staff in the PMU (SPREP) in the early to mid-stages of the project, many activities at national level were delayed and not achieved and implementation of some activities were unknown.

194. Monitoring of project implementation by SPREP involved also in-country visits, e-mails, conference calls and phone calls. Monitoring of project progress by the Executing Agency was considered to have been moderately satisfactory, given that most indicators were at output level and could have easily been tracked.

195. For GEF-funded projects, the percentage of budget that can be allocated to project management at the Executing Agency is fixed at 10% of the total project budget. From responses obtained from former and current SPREP staff, it was strongly felt that the 10% was an impediment for executing the project satisfactorily as this resulted in a lack of direct financial support to SPREP for adequate project staffing. The cost of the recruitment of the Project Coordinator even though she resigned earlier amounted already to 93% of the total project management budget. It was pointed out by one respondent that in some currently funded programmes (e.g. PacWaste Plus) executed by SPREP, some direct financial support were provided.

196. Due to the lack of funds for recruitment of a new Project Coordinator due to near exhaustion of project management funds, SPREP took on the project management role through the Hazardous Waste Management Advisor. In addition during 2017-2019, a project assistant was recruited to assist with the implementation of the project, providing more ground support in assisting in managing project activities such as project consultants, procurement and financial administration and logistical and administrative support to the Hazardous Waste Management Advisor.

197. The PSC carried out its tasks satisfactorily with the finalisation of the project logframe at its inception meeting, and revising and reviewing the project activities during the course of the project implementation. Initially PSC meetings were planned to be held at project inception, mid-way through the project and in the final stages of the project. The project took the opportunity of the holding of other regional meetings to enable PSC to meet more frequently and thus have more increased communication with the PICs. This inevitably resulted in increased funding for the budget line item 'Conferences/Meetings'. Thus during the project implementation, five PSC meetings were held back to back with other aligned project meetings such as Waigani, NIPs update and Minamata Initial Assessment, namely in Nov 2013 (Fiji), July 2015 (Fiji), April 2016 (Fiji), Feb 2017 (Tonga) and Feb 2019 (Fiji). The first PSC meeting coincided with the holding of the Project Inception Workshop. The PSC was envisaged as being able to invite any number of specialists and experts to contribute to its tasks or attend meetings, as agreed by members. Accordingly, in the 3rd PSC meeting, representatives of Japan International Cooperation Agency (JICA), University of the South Pacific (USP) and Pacific Organic and Ethical Trade Communities (PoetCom) were invited as well as the consultant David Haynes at the 5th PSC meeting. During the PSC meetings, implementation of activities and achievement of results were discussed in addition to review of project activities in the light of new priorities. Thus the work plan and budget were revised at its 1st, 3rd, 4th and 5th meetings. For example, at its 3rd and 4th meetings, the PSC increased the budget allocation for national education and awareness activities and legislation work at the national level,

provided funding assistance to the five PICs who were not part of the Global Monitoring Plan (GMP2) project, and proposed the transfer of activities of the pilot Kiribati healthcare waste management to the PacWaste project. However, there was no evidence of modification or review of the results at outcome level over the life of the project even though activities were modified in response to implementation challenges or opportunities.

198. In order to increase the efficiency of the PSC meetings, it was decided that all future PSC meetings after that of the 2nd one be held over a 2-day period and to include country presentations on project results. It was also decided that the PICs should commit as far as possible to ensure continuity of membership of their country representatives in the committee. As no formal minutes of the 5th PSC meeting were made available to the evaluation team, the latter noted that for the first four PSC meetings, only the membership of the representatives of FSM and Solomon Islands had remained the same whereas for three PICs (RMI, Nauru and Palau), a different representative attended each time the PSC meetings.

199. The project, launched in 2013, had no assigned Task Manager within UNEP until Sep 2014. From available documentation, this absence did not impact negatively during the relevant period on project implementation. UNEP reported its dissatisfaction about the slow progress of the project and the delay in the implementation of the activities during the years prior to the mid-term review. For example, in the PIR of 2015, mention was made of UNEP having serious concerns about the quality and timeliness of project reporting. As from mid-term of the project implementation, UNEP instituted a robust and consistent oversight methodology of weekly calls with SPREP staff which enabled the satisfactory completion of the project. However, UNEP should also consider monitoring progress at or towards outcome level in the PICs. This would allow better assessment of whether the expected project outcomes as well as intermediate states are likely to happen in the PICs, which would, in turn, allow more robust predictions of the likely impact in the long term.

200. The rating for Monitoring of Project Implementation is **'Moderately Satisfactory'**.

5.7.3 Project Reporting

201. Reporting requirements by the Executing Agency were fulfilled moderately satisfactorily during the early to mid-project implementation but were improved near the completion of the project. During some years, management and financial reports were submitted late, not being in accordance with the agreed schedule in the Project Cooperation Agreement and in addition there were inconsistent financial documentation and reporting such as incorrect coding of the expenses. The annual PIR reports provided

satisfactory reporting to track progress. They assessed the mid-term targets, end-of-project targets and the project implementation status, and also identified the possible risks for project implementation. In addition, they provided the changes made to the project and the reasons for the changes and gave progress ratings to the different activities and outputs. However, the PIR reports lacked sometimes adequate information such as critical analysis of the progress of the project. All the above could be traced back to a lack of human resources in terms of project execution staff at SPREP level. The Project Coordinator was looking at both the administrative and financial tasks. The rating for Project Reporting is **'Moderately Satisfactory'**.

202. Based on the above, the rating on Monitoring and Reporting is **'Moderately Satisfactory'**.

5.8 Sustainability

203. Sustainability is understood as the probability of project outcomes being maintained and developed after the close of the intervention. This criterion was assessed in terms of the risks confronting the project, the higher the risks the lower the likelihood of sustenance of project benefits. For this evaluation, all the three dimensions or aspects of risks to sustainability as mentioned in the ToR, namely socio-political, financial, and institutional risks were assessed.

5.8.1 Socio-political Sustainability

204. Respondents to the questionnaires and interviewees stated that socio-political factors influenced moderately the project implementation in some PICs. There were certain restrictions and internal processes that caused disruption in implementation of activities such as awaiting ministerial approval for release of an officer for attending capacity building workshops or attending to policy submissions or decisions. Some PICs required formal MoUs in order to provide to the national counterparts with a mandate to work on project issues, or wanted all externally funded projects to be approved by their internal systems, inevitably resulting in delays in the implementation of activities in PICs. It is recommended that these socio-political factors be considered in future projects.

205. On the other hand, a high degree of country ownership was observed for the NIP updates submitted successfully by several PICs. In the ProDoc, the risk assessment related to political factors mentioned the lack of commitment of governments to the sanctioning of new regulations. At the closure of the project, two model legislations, namely on uPOPs and used oil, were proposed to the PICs and up until now, no government from any PIC has

availed of them due to governments focusing on other priorities and their reluctance to having recourse to EPR and levies. The same can be said about the review of legislation on used pesticide containers. Whether the PICs are willing to endorse, adopt the model legislations or review their regulations can have the potential to limit the sustainability of the project outcomes. However, the evaluation team has found evidence of a strong socio-political commitment among the PICs to soundly manage chemicals and waste in order to protect the health of their populations and the environment by participating in the new Child project. The rating for Socio-political Sustainability is **'Likely'**.

5.8.2 Financial Sustainability

206. For most waste management strategies, including NIPs updates and capacity building through training of trainers, that were developed, there were no adequate financing schemes that would ensure continuity in implementation of the strategies. Financial sustainability was therefore limited and was dependent on government's commitment and funding from GEF and other donors. For example, for the PICs that have submitted their NIP updates, sustainability would depend on the commitment of the country to ensure that the necessary provisions for mainstreaming and implementation of the Convention were strongly supported.

207. A lack of funding further affected used oil exports and also the reluctance of the former FNU trainees to embark on the Postgraduate Diploma in Waste Management by FNU. Responses from the questionnaires and interviewees clearly indicated that the PICs would require financial assistance for continuation of project benefits. However, to decrease the dependence on international financial assistance and to ensure the sustainability of the project outcomes, the PICs are highly encouraged to establish cost recovery measures such as the 'polluter pays' principle or levies in the case of waste oil and used pesticide containers, and providing a budget line for the sound management of chemicals and waste. Risks are therefore considered moderate to high. Financial Sustainability is thus rated **'Moderately Unlikely'**, mainly due to a lack of adequate financing schemes to continue the implementation of the project outcomes, although the successful securing of the GEF funds for the new Child project would certainly alleviate partly the lack of funding. Furthermore, for the used pesticide containers component, there is the possibility of FAO planning to leverage additional funds from its FAO Technical Cooperation programme to continue the work post project.

5.8.3 Institutional Sustainability

208. Although many PICs showed active participation in the project outcomes, and their knowledge on waste issues has increased, many national/local institutions and governments still lack institutional sustainability due to regular changes and staff turnover, different priorities, and limited budget allocated to implement waste management strategies. In addition, the evaluation team noted that the PICs faced a lack of staff and were overstretched in terms of project/donor commitments. Many respondents to questionnaires and interviewees remarked that the PICs need further support, and more capacity needs to be built before they can implement satisfactorily the national waste management strategies. Some PICs mentioned that there are plans to increase the number of officers in waste management in the relevant ministries. It is thus essential that the institutions be supported in building and maintaining capacity.

209. The ProDoc mentioned that the project aimed to facilitate the institutionalization of a training culture within PIC governments. Although trainings have been conducted by former trainees, the evaluation team did not have enough satisfactory evidence to either support the above project outcome or the replication of the pilot projects to other PICs and their sustainability after project closure despite repeated observations in the PSC meetings. The PIR reports provided limited reporting on projected sustainability through the implementation and project completion activity. Many PICs also stated that sustainability could be enhanced if the chemical management course by USP could be accredited as this would bring value and recognition to the trainees. Similarly, if the FNU trainees could embark on the Postgraduate Diploma in Waste Management offered by FNU, this would provide a good avenue for continuation of the vocational training course and build on the investment brought by both AFD and GEF-PAS uPOPs projects. FNU has also internalized the curriculum of the vocational training course within their Bachelor programme on Environmental Health. Based on the assessment above, the evaluation team considers that institutional sustainability for the project is **'Moderately Unlikely'**.

5.9 Factors Affecting Project Performance and Cross-Cutting Issues

5.9.1 Preparation and Readiness

210. The ProDoc entailed clear and adequate problem and situation analyses, including the baseline situation. In particular, it highlighted the difficulties of PICs to meet the Stockholm Convention obligations due to lack of financial, human and technical capacity. It is noteworthy that an intensive consultative process involving key stakeholders of all the PICs took place during the project preparation where a grant of USD 225,000 was obtained.

The ProDoc also gave an overview of all the related projects/initiatives in the field of solid and waste management funded by other donors and organisations and the amount of co-finance pledged by the PICs, partners and other donors for the project. There was an adequate mapping of stakeholders and identification of key partners with proper description of their roles and responsibilities. The first PSC meeting and the inception workshop was held in Nov 2013, five months after the start of the project.

211. As mentioned previously, it was envisaged that both the AFD and the GEF-PAS uPOPs projects would run concurrently. The project design assumed that the project would be executed by SPREP combining existing resources with a Technical Assistance consultant from AFD providing additional support. However due to late start of the GEF-PAS uPOPs project, the synergy in project coordination between the Project Coordinator and the AFD Technical Assistant was less than initially expected and resulted also in a mis-alignment of timing for the activities of the two projects. The rating for Preparation and Readiness is **'Moderately Satisfactory'**.

5.9.2 Quality of Project Management and Supervision

5.9.2.1 Executing Agency

212. There was a relatively small number of full-time staff at SPREP who had to manage a number of projects funded from different donors, each having its own reporting format and schedule. Staff turnover at SPREP and limited human resources negatively impacted project management, mainly with respect to comprehensive monitoring and reporting. At project design, the Project Management Unit based at SPREP was planned to comprise a full-time Project Coordinator assisted by the Hazardous Waste Management Advisor and under the overall supervision of the Director of Waste Management and Pollution Control. During the implementation of the project, the resignation of the Project Coordinator occurred in December 2016 and the post of Director of Waste Management and Pollution Control was vacant from December 2015 to June 2017. The level of support from SPREP staff was thus limited during these years of project implementation. The risk of inadequate human capacity at SPREP to manage and supervise the project was overlooked and no mitigation measures or change management processes were proposed in the ProDoc. An important aspect of effective project management is early identification and management of risks, change and opportunities. The lack of adequate staff in executing the project affected the quality of the reporting information; the data were not always accurate or complete, reports were not submitted on a timely basis, and it was unclear how certain results were achieved as these were not always measured. The evaluation team noted that the management and supervision of the project improved during the later years of the

project implementation. Overall, the working relationship between SPREP and the main project partners (UNEP, AFD and FAO) was constructive and contributed to realizing the expected outputs. Adaptive management was demonstrated by adjusting the project where necessary (e.g. provision of assistance to 5 PICs for the GMP2 project, shift in focus of the used oil component, arrangement following resignation of the Project Coordinator, resources allocated on priority issues following review by countries). Considering the staff turnover and the weaknesses in project reporting and monitoring up to the mid-term review, the evaluation team considers the rating for Quality of Project Management and Supervision by Executing Agency to be **'Moderately Satisfactory'**.

5.9.2.2 UNEP

213. All interviewees from SPREP highly valued the support and inputs provided by UNEP and its project partners, AFD and FAO. The cooperation with UNEP, especially after the mid-term review, with weekly calls had a positive impact on achieving most outputs and a positive influence on the performance of the project. UNEP, AFD and FAO representatives were present in the PSC meetings and provided valuable input and insights on the project. The rating for Quality of Project Management and Supervision by UNEP is **'Satisfactory'**.

5.9.3 Stakeholder Participation and Cooperation

214. The ProDoc contained a clear and adequate stakeholder analysis. As mentioned earlier, an intensive consultative process involving key stakeholders of all the PICs took place during project preparation and design. The ProDoc clearly mentioned that *'securing the participation of key stakeholders is an important aspect of all project components'*. Active and broad cooperation of all involved stakeholders including partners resulted in most outputs being delivered. The strategy of countries to partner with the private sector, NGOs and community groups was also conducive to achieve the expected outputs. Responses from questionnaires and interviewees confirmed that the key stakeholders were supportive of the project. SPREP liaised regularly with project partners and stakeholder groups, at regional and national level, during implementation of activities. At country level, the appointed consultants and the country project team consulted and interacted with stakeholders on a number of activities such as used oil, used pesticide containers and awareness campaigns. Stakeholder engagement of the industry sector (oil importers, distributors and generators of used oil) was very important to understand the type of data input that they were expected to provide. Not only government employees but the private sector and NGOs were well represented in the trainings carried out by FNU and USP. Awareness raising campaigns targeted a variety of stakeholders including schoolchildren and teachers, NGOs, community and church groups and the public.

Partners such as JICA and FNU provided feedback and advice on the updated vocational training course. Some of the above stakeholders were present during the PSC meetings, either as members or observers. However, in the absence of information on all the activities, the evaluation team cannot provide any numbers of the people that were involved with project activities in the different PICs. The Quality of Stakeholder Participation and Cooperation criterion is rated **'Highly Satisfactory'**.

5.9.4 Responsiveness to Human Rights and Gender Equity

215. Human rights and gender concerns were not a specific focus of the project, although risk of exposure to POPs is high in vulnerable communities especially those islanders who recourse to open burning to discard their wastes or use wood as fuel for cooking. The ProDoc recognized that improved management of chemicals and waste would contribute significantly to improvements in health and well-being, particularly among vulnerable populations, such as women and children. It was stated that women would be more likely to be indirectly exposed to pesticides during planting and harvesting in PICs where agriculture is one of the key economic activities. In addition, in rural communities, wood is used commonly as fuel for cooking by women and burning releases uPOPs.

216. The ProDoc mentioned that the project aimed to ensure equal and active participation of women in project activities (Section 2.5). It is noteworthy that at the time of project design, inclusion of gender considerations and human rights was not a specific requirement under the GEF. Thus, the EA did not develop any policy to ensure gender equity and that relevant vulnerable groups, human rights advocacy groups and indigenous people would be involved in the project activities. However, responses to evaluation interviews and questionnaires confirmed that there was active participation of women and girls in the project activities, especially in the Niue pilot composting project and uPOPs awareness-raising campaigns. On the other hand, there are no statistical data available about the gender balance in the different project activities, especially as regards to the trainings. The evaluation team and interviewees highlighted that there was a well-balanced gender participation in PSC meetings as shown in Table 17. This section is rated **'Moderately Satisfactory'**.

Table 17: Gender representation in PSC meetings

	Male	Female
1st PSC meeting	10	16
2nd PSC meeting	11	9
3rd PSC meeting	12	10

4th PSC meeting	9	12
5th PSC meeting	20	18
All meetings	**62**	**65**

5.9.5 Environmental and Social Safeguards

217. Aspects related to environmental and social safeguards were included in the ProDoc for the different components of the project and were adhered to satisfactorily during the project implementation. Potential negative environmental impacts were forecasted in the project components 2 and 4 and adequate mitigation strategies were proposed. For example, in the Kiribati Healthcare Waste Management pilot project, a new incinerator with appropriate technology was purchased, replacing the previous one which was generating uPOPs as it was burning well below 600 °C and in addition mercury thermometers were no longer incinerated. For component 4, it was ensured that prior to export, waste oil was tested for the presence of PCBs. The waste oil was also shipped following all Basel requirements.

218. The project contributed to SDGs 3.9, 6.3, 12.4 and 12.5 related to chemicals and environment. These include the goals related to *reducing the number of deaths and illnesses from hazardous chemicals and air*, *improving water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials*, *achieving the environmentally sound management of chemicals and waste in order to minimize their adverse impacts on human health and the environment*, and *substantially reducing waste generation through prevention, reduction, recycling and reuse*. The project helped in reducing negative effects on human health and the environment by decreasing uPOPs emissions. The ProDoc stated that open dumping and burning of waste remain very commonly practiced in the PICs. The project provided avenues including behavioral changes through awareness raising campaigns so that waste would be treated and disposed of in an environmentally sound way and green waste would be used for composting.

219. Efforts were made by the project team to keep UNEP's environmental footprint to a minimum. For example, electronic versions of all reports and documents were made available, back-to-back meetings were organized to enable the representatives of PICs to participate in at least two meetings, and several virtual meetings and discussions took place in addition to documents posted on website. However, it was also pointed out that only three PSC meetings initially planned at project design were not enough for proper management and supervision of project implementation.

220. No significant environmental and social safeguards issues were reported during project implementation, and risk ratings were monitored regularly. The rating for Environmental and Social Safeguards is **'Satisfactory'**.

5.9.6 Country Ownership and Driven-ness

221. All the PICs were more or less engaged in the project activities as solid waste management was considered a priority by them. It is noteworthy that most PICs have revised their National Solid Waste Strategy during the project implementation timeframe, albeit with the assistance from other donors or projects and some of them submitted their NIP updates. The feedback gathered through the questionnaires and interviews confirmed the satisfactory ownership and country driven-ness of the project by the PICs. The NFPs who responded confirmed that the project was led by a ministry and benefited from government support as well as an active involvement of the key stakeholders. Countries were also involved in and contributed to the implementation of the project activities in different ways, inter alia, by providing information and data, responding to questionnaires, being active as member of the PSC, participating in trainings and workshops, organizing awareness campaigns, implementing pilot projects and reviewing and providing feedback on proposed regulations/strategy. Thus, the PICs were committed to ensuring that the activities were satisfactorily implemented.

222. However, requests for country updates such as inventories, laboratory counts and education and awareness proposals were quite slow, with the majority of PICs not meeting the cut-off submission deadlines. This could be accounted for by the work overload of the limited available staff, and the absence of a dedicated staff to look after the implementation of project activities at country level. In addition, several respondents to the questionnaire noted that bureaucracy such as the need for signing MoUs and approval of trainees for capacity building courses sometimes delayed implementation of activities to a limited extent.

223. Overall, the PIC governments showed a good level of engagement; however, there is still a lack of ownership to move from project outcomes to intermediate states. Examples include the non-adoption at the time of the evaluation of the model regulations/legislation on uPOPs, waste oil and used pesticide containers and the non-replication of the pilot projects. Based on the above, Country Ownership and Driven-ness is rated as **'Satisfactory'**.

5.9.7 Communication and Public Awareness

224. The communication and awareness raising activities during project implementation focused on issues related to waste management. The ProDoc contained a public awareness, communication and mainstreaming strategy but it was only partially implemented by SPREP due to a lack of information from the PICs, the unavailability of a communications officer during part of the lifetime of the project and inadequate allocation of resources. Not everything that was planned to be done at project design and that would have been relevant was implemented. For example, only two newsletters were published instead of biannual ones and the animation video produced for regional campaign could not be launched due to change in funds prioritization. During the 4th PSC meeting, part of the funding for regional uPOPs campaign was transferred to assist the uPOPs strategy and legislation work for Tuvalu and Vanuatu. On the other hand, existing communication channels (e.g. radio broadcasts) and networks (NGOs and community groups) were used effectively at country level for implementation and dissemination of project activities and awareness raising campaigns (c.f. Table 7).

225. In the ProDoc, knowledge management was an integral part of the focus of components 2, 3, 4 and 6 of the project. Appropriate methods of communication with key stakeholders were identified as well as for dissemination of information on project activities. Information on the project as well as the different guidelines and reports that were developed were made accessible on the SPREP website, via a dedicated webpage. Several press releases and two newsletters were published during the project implementation and the project activities were also disseminated in regional conferences/workshops/meetings. A regional awareness campaign program on waste oil was implemented in the PICs. In addition, awareness-raising materials (posters, slogans and post cards) on the use, collection, storage and disposal of used oil and a short animated video were developed and shared with the PICs. Respondents to the questionnaires and interviewees confirmed that awareness on sound waste management among schoolchildren, agricultural farmers, waste workers and the public at large was raised and they recommended more outreach awareness raising sessions. The increase in knowledge and public awareness of waste management issues were not well documented as follow-up surveys or focus groups were not organized to assess the actual increase or uptake of the knowledge and awareness gained or the behavioral change observed. A more structural approach to communication and public awareness coupled with allocation of a specific budget could have enhanced the visibility of project results and ensured that all communication and awareness raising activities that were planned were executed and monitored more effectively. The rating for Communication and Public Awareness is **'Moderately Satisfactory'**.

6 Conclusions and Recommendations

6.1 Conclusions

226. This highly relevant GEF-PAS uPOPs project for the PICs which started in June 2013 was executed by a PMU based in the Division of Waste Management and Pollution Control Division at SPREP under the satisfactory guidance and supervision of UNEP. Due to inadequate staffing and staff turnover at SPREP, the requirement of a formal LoA or MoU with the PICs, the absence of a dedicated officer at national level to coordinate and facilitate country level activities and an unrealistic time frame, implementation was delayed and two no-cost extensions up to February 2020 were granted to allow for completion of the project activities.

227. The key outputs of the project were the development of national and regional strategy on solid and hazardous waste management incorporating uPOPs, capacity enhancement of the PICs government and non-government staff on solid and hazardous waste management and increased awareness of stakeholders and the general public in the sound management of chemicals and wastes. There are indications that most of the intermediate states, which would lead to impact, are already occurring. Sustainability of the project results is dependent on the availability of human and financial resources. Overall, the project is rated as '**Moderately Satisfactory**'.

228. The ratings of the different evaluation aspects related to project implementation are summarized in Table 18.

Table 18: Summary of Performance Ratings

Criterion	Summary Assessment	Rating
A. Strategic Relevance		**HS**
(i) Alignment to the UNEP Medium Term Strategy[25] (MTS), Programme of Work (PoW) and Strategic Priorities	The project was aligned with the UNEP MTS cross-cutting thematic priorities/sub-programmes/areas of focus of '*Environmental Governance*', '*Harmful Substances and Hazardous Waste*', and '*Chemicals and Waste*', with the PoW accomplishments, relating to institutional capacity, policy/legal instruments/frameworks and use of scientific and technical knowledge to manage soundly chemicals and waste, and with the Bali Strategic Plan and the UNEP Strategy for South-South Cooperation.	**HS**
(ii) Alignment to Donor/GEF/Partner Strategic Priorities	The project adhered strongly to the GEF-4 strategic priorities of the POPs focal area, AFD priorities, and FAO strategic objective.	**HS**
(iii) Relevance to Global, Regional, Sub-regional and National Environmental Priorities	The project contributed particularly to the SDGs 3, 6 and 12. The project was in line with the Pacific Regional Solid Waste Management Strategy (2010-2015) and provided input to the Cleaner Pacific 2025: Pacific Regional Waste and Pollution Management Strategy (2016-2025). The project activities were relevant to the national environment priorities of the fourteen PICs.	**HS**
(iv) Complementarity with Existing Interventions/ Coherence	The project complemented well with the other interventions or initiatives in the region in the field of chemicals and waste management such as the J-PRISM, the PacWaste project, the GEF-PAS Global Monitoring Plan (GMP2) project, the AFD Regional Solid Waste Initiative and the Global project on the updating of National Implementation Plan for POPs.	**HS**

[25] UN Environment's Medium Term Strategy (MTS) is a document that guides UN Environment's programme planning over a four-year period. It identifies UN Environment's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes.

Criterion	Summary Assessment	Rating
B. Quality of Project Design	The project was moderately satisfactorily designed with several strengths and some weaknesses. Comprehensive problem and situation analysis, clear and adequate stakeholder analysis, high relevance, proper description of the roles and responsibilities of the key partners were the main strengths. Weaknesses included an over-ambitious logical framework and outcomes with respect to the scale of intervention and timeframe with the proposed budget, lack of specific impact drivers and overlooking of the risk of human capacity and support at the EA. A TOC was proposed to reflect the changes that need to take place for long-term impact to be realized in the PICs.	**MS**
C. Nature of External Context	External factors such as conflict and natural disaster did not impact significantly on the project implementation. However, floods in the Solomon Islands in 2014, cyclone in Vanuatu in March 2015, cyclone in Fiji in Feb 2016 and drought in Palau in 2016 caused some disruption in the project implementation in these PICs.	**MF**
D. Effectiveness		**MS**
(i) Availability of Outputs	The project performed moderately satisfactorily in the delivery of quality of outputs. The key outputs were enhanced capacity building and awareness-raising of stakeholders and general public in the sound management of chemicals and wastes, incorporation of POPs in the national and regional waste strategies, submission of NIP updates and model legislations on uPOPs, waste oil and used pesticide containers. However, there was little evidence of uptake of model regulations/legislation on uPOPs, waste oil and used pesticide containers by the PICs. Train-the-trainers was not carried out in most PICs and very few training reports were submitted from the trainees. An effective waste management database had not been set up and there was no replication or dissemination of the pilot projects in the other PICs. Only two newsletters and one consignment of used oil were published and exported respectively.	**MS**

Criterion	Summary Assessment	Rating
(ii) Achievement of Project Outcomes	The achievement of outcomes was moderately satisfactory as not all the indicators proposed for the outcomes were met.	**MS**
(iii) Likelihood of Impact	No evidence of negative impacts on human health or on the environment as a result of project interventions was observed in the recipient countries. There are indications that the project is satisfactorily contributing to the occurrence of the intermediate states and although too early to predict, there are good chances for achievement of the intended impacts. Assumptions and drivers mostly hold.	**ML**
E. Financial Management		**MS**
(i) Adherence to UNEP's Financial Policies and Procedures	During the early years of the project implementation, SPREP did not adhere completely to UNEP's financial policies and procedures. Some inconsistencies in expenditure coding and non-timely submission of financial reports were reported.	**MS**
(ii) Completeness of Financial Information	Information on proposed budget and expenditures for the project provided in the ToR and the budget and expenditures for the financial years from 2017 to 2019 were made available. The final co-financing report gave the expenditures as per the budgeted items at design and not as per the revised items.	**MS**
(iii) Communication between Finance and Project Management Staff	Some delays in disbursement occurred when the new UNEP financial UMOJA system became operational. The UNEP Fund Management Officer was regularly in contact with the EA and was appropriately informed of the progress of the project.	**S**
F. Efficiency	The project incurred two no-cost extensions, with completion of the project in Feb 2020. Most of the proposed activities were not implemented as per the initial plan/timeframe and experienced delays.	**MS**
G. Monitoring and Reporting		**MS**
(i) Monitoring Design and Budgeting	The ProDoc contained a concise and costed M&E plan and the Project Results Framework provided SMART indicators for each expected outcome as well as mid-term and end-of-project targets and the sources of verification.	**S**
(ii) Monitoring of Project Implementation	Monitoring of project implementation was carried out in line with the M&E plan defined in the ProDoc. Inadequate human resources at SPREP did not allow	**MS**

Criterion	Summary Assessment	Rating
	proper monitoring of progress against indicators during part of the project implementation. The PSC carried out its tasks satisfactorily, revising and reviewing the project activities during the course of the project implementation. The monitoring of project implementation by UNEP was satisfactory.	
(iii) Project Reporting	Progress and financial reports were not timely submitted during the early years of project implementation. The annual PIR reports provided satisfactory reporting to track progress but lacked sometimes adequate information such as critical analysis of the progress of the project.	**MS**
H. Sustainability		**MU**
(i) Socio-political Sustainability	There was evidence of a strong socio-political commitment among the PICs to soundly manage chemicals and waste in order to protect the health of their populations and the environment through submission of NIP updates and participation in the new UNEP-funded Child regional project.	**L**
(ii) Financial Sustainability	The PICs lack financial resources to continue the implementation of the project outcomes.	**MU**
(iii) Institutional Sustainability	Many national/local institutions and governments still lack institutional sustainability due to regular changes and staff turnover, inadequate staffing, different priorities, and limited budget allocated to implement waste management strategies and capacity building.	**MU**
I. Factors Affecting Project Performance and Cross-Cutting Issues		**S**
(i) Preparation and Readiness	The ProDoc entailed clear and adequate problem and situation analyses, including the baseline situation and related projects/initiatives. An intensive consultative process involving key stakeholders of all the PICs took place during the project preparation grant phase. However due to late start of the GEF-PAS project, there was a mis-alignment of timing with the activities of the AFD project.	**MS**
(ii) Quality of Project Management and Supervision	The lack of adequate staff in executing the project affected the quality of management and supervision. Adaptive management was however demonstrated by adjusting the project where necessary. On the	**MS**

Criterion	Summary Assessment	Rating
	other hand, all interviewees from SPREP highly valued the support and inputs provided by UNEP and its project partners, AFD and FAO. (EA: MS; IA:S)	
(iii) Stakeholder Participation and Cooperation	There was an active and broad cooperation of all involved stakeholders including partners, which resulted in most outputs being delivered. The strategy of PICs to partner with the private sector, NGOs and community groups was also conducive to achieve the expected outputs.	**HS**
(iv) Responsiveness to Human Rights and Gender Equity	Human rights and gender concerns were not a specific focus of the project. No statistical data about the gender balance in the different project activities. No policy developed to ensure gender equity and that relevant vulnerable groups and human rights advocacy groups would be involved in the project activities.	**MS**
(v) Environmental and Social Safeguards	Relevant aspects were included in the ProDoc for the different components of the project and were adhered to satisfactorily during the project implementation. Risk ratings were monitored regularly.	**S**
(vi) Country Ownership and Driven-ness	There was satisfactory ownership and country driven-ness of the project by the PICs. However, there is still a lack of ownership to move from project outcomes to intermediate states.	**S**
(vii) Communication and Public Awareness	A number of communication tools were produced that included a webpage, press releases, newsletters, awareness-raising materials (posters, slogans and post cards) and a short animated video on uPOPs. At country level, existing communication channels (e.g. radio broadcasts) and networks (NGOs and community groups) were used effectively for implementation and dissemination of project activities and awareness raising campaigns.	**MS**
Overall Project Rating		**MS**

229. In addition to the evaluation criteria, the evaluation team addressed a set of **strategic questions** that were asked in the Terms of Reference:

Strategic Question (Evaluation ToR)	Evaluators' Response
Q1: In what ways, and to what extent, did the project improve the awareness of chemicals and waste management issues in Pacific countries?	The project had contributed significantly in improving awareness of chemicals and waste management issues in the PICs. About USD 125,000 were provided to the PICs for their awareness raising campaigns which targeted students, teachers, youth groups, retailers, communities, farmers, households, landfill staff, NGOs and the general public. The project delivered two awareness newsletters and an animation video on uPOPs. However, little evidence was provided to measure levels of awareness and knowledge before the awareness campaigns or whether new knowledge has been retained and applied after. Nevertheless interviews and questionnaire responses confirmed the rise in awareness among the PIC population. Moreover, a regional awareness campaign on waste oil and its collection was implemented in the PICs whereby awareness-raising materials on the use, collection, storage and disposal of used oil and a short animated video were developed.
Q2: In what ways, and to what extent, did the project improve the overall technical capacity for waste management in Pacific countries?	The project delivered two major trainings: a vocational training course for semi-skilled waste employees at FNU, and the in-country Chemical Management Training programme. A total of 96 and 421 persons (including 79 customs officers) followed the two trainings respectively. Technical capacity was also enhanced during the implementation of the pilot projects in Niue (composting and recycling) and Republic of Marshall Islands (PCB testing), and following the Waigani regional and national training. Training on sampling and collection of POPs samples were also effected in Cook Islands and Tonga. The capacity generated was used to inculcate the knowledge gained to others. However, formal reports were not available to substantiate same though from interviews and questionnaire responses, there was sufficient evidence of ongoing use and imparting of the knowledge gained in trainings in several PICs.
Q3: In what ways, and to what extent, did the project result in reduced uPOPs emissions in Pacific countries?	uPOPs emissions in the PICs arose mainly from poor waste management practices, namely the open burning of wastes. The successful implementation of the two pilot projects (Niue composting and recyclable waste separation and the Kiribati Healthcare Waste Management) undoubtedly resulted in lower emissions of the uPOPs due respectively to less open burning practice of organic wastes and the higher incineration temperature of the newly purchased incinerator with modern technology. There was some evidence that the awareness raising

	campaigns in the PICs resulted in less open burning of organic wastes and an increasing number of households, schools and communities practicing composting and waste segregation. Although data were not provided to the evaluation team to corroborate reduced uPOPs emissions as a result of implementation of the project, it can be assumed that for the PICs that had successfully submitted their NIP updates, if they implement measures to comply with the Stockholm Convention, decrease in uPOPs emissions will result.
Q4: Based on the analysis of the Theory of Change at evaluation, what factors (post project) still present the highest risks to overcoming technical, regulatory and institutional barriers for the management of uPOPs in the participating PICs?	Lack of commitment of governments (i) to the sanctioning of new regulations especially as regards to introduction of EPR and levies; (ii) to ensure that the necessary provisions for mainstreaming and implementation of the Stockholm Convention were strongly supported. Lack of funding e.g. to enhance capacity building through training of trainers, to export used oil, to recruit additional staff, and implement waste management strategies.
Q5: Has the evaluation identified any benefits or drawbacks experienced as a result of the inclusion of Component 5 (funded and implemented by AFD) and Component 6 (funded and implemented by FAO) within the project's results framework, based on an analysis of reporting on these two components?	The main objective of component 5 was to fund small in-country projects developed by the FNU trainees during their vocational training. Due to the fact that the design of the vocational training took longer than expected, the training was delivered only in 2013 and 2014, i.e. towards the end of the AFD project. Thus, only seven small projects were successfully funded, of which less than 50% had reported on their outcomes. Thus very limited benefits were identified as a result of inclusion of component 5 as the PSC did not approve allocation of GEF funding to this component after the end of AFD co-financing. Inclusion of component 6 in the project proved beneficial as several activities were successfully carried out which would not have been possible without the substantial co-financing of FAO.

6.2 Lessons Learnt

230. **Lesson 1**: For regional projects involving several countries, legal instruments such as MoU or LoA are essential to ensure good in-country commitment and support and to avoid delays in project implementation.

Lesson 2: The project design should include a time contingency for activities and outputs which depend on tenders, contracts and policy development.

Lesson 3: For regional projects, each country should have in place a dedicated national individual to coordinate and facilitate country level activities.

Lesson 4: Remote consultation with country focal points proved (with some notable exceptions) to be largely ineffective, while in-country missions/visits provided valuable information and timely response to information required. Countries were observed to prioritize the project during the visits/missions.

Lesson 5: Cost effectiveness was ensured by scheduling and conducting PSC meetings back-to-back with other project meetings such as Waigani Convention, GMP2, Minamata Initial Assessment and NIPs Update.

6.3 Recommendations

Compliance against these recommendations will be assessed against the design of, and revisions to, the UNEP/GEF-funded project Implementing Sustainable Low and Non-Chemical Development in SIDS (ISLANDS). GEF ID: 10185.

Recommendation #1:	**Design for future regional projects should ensure that each PIC has in place a dedicated national officer to coordinate and facilitate country level activities. Funding for this position should be secured either through government or donor funding.**
Challenge/problem to be addressed by the recommendation[26]:	During the project implementation, delays were encountered from PICs to submit timely information about data requested or activities carried out. The project design did not consider the need of having an officer on board for these countries to assist in implementing and monitoring the national activities.
Priority Level[27]:	Important
Type of Recommendation[28]	Project level
Responsibility:	Chemicals and Health Branch and Executing Agency

[26] The same challenge/problem can lead to a recommendation of more than one type, i.e. one or more of the following: Project Level, UNEP-wide or Partners recommendation.

[27] Critical, Important or Opportunity for Improvement.

[28] Project Level, UNEP-Wide or Partners recommendation.

Proposed implementation time-frame:	During the development of future proposals

Recommendation #2:	**Project design should include the risk of human capacity and support at the Executing Agency.**
Challenge/problem to be addressed by the recommendation:	The PMU at the EA encountered several resignations during the project implementation, resulting in implementation delays and unsatisfactory progress as confirmed by interviews and questionnaire responses. Provisions should be made to ensure a rapid and smooth transfer of responsibilities in case these situations arise.
Priority Level:	Important
Type of Recommendation	Project level
Responsibility:	Chemicals and Health Branch and Executing Agency
Proposed implementation time-frame:	During the development of future proposals

Recommendation #3:	**The project proposal should include adequate funding for PSC meetings and should explore the possibility of cost-effective measures such as back-to-back meetings and use of teleconference facilities.**
Challenge/problem to be addressed by the recommendation:	At project design, only three PSC meetings were envisaged for the duration of the five-year project. This was considered to be insufficient by the PICs to ensure proper project implementation and monitoring.
Priority Level:	Opportunity for Improvement
Type of Recommendation	Project level
Responsibility:	Chemicals and Health Branch and Executing Agency
Proposed implementation time-frame:	During the development of future proposals

Recommendation #4:	**For future regional projects, all legal agreements with PIC governments should be finalized at latest six months after approval of project funding.**
Challenge/problem to be addressed by the recommendation:	Delay in project implementation in the PICs was ascribed to lack of legal instruments in place such as an MoU or LoA between the Executing Agency and the recipient PICs. Legal instruments should be in place to give national counterparts a mandate to work on project issues and good in-country commitment and support.
Priority Level:	Critical
Type of Recommendation	Project level
Responsibility:	Chemicals and Health Branch and Executing Agency
Proposed implementation time-frame:	During the development of future proposals

Recommendation #5:	**The project should ensure an adequate time frame and budget for the activities.**
Challenge/problem to be addressed by the recommendation:	The cash budget and time frame to implement the project was not adequate for the activities that were planned to be implemented. The amounts allocated for certain components were too low to allow efficiency of the programme in-country and meeting country needs, for example, storage and shipment costs for obsolete chemicals that cannot be disposed in-country and export of used oil. The project design did not clearly identify the risk of regulatory change taking too long to achieve.
Priority Level:	Opportunity for Improvement
Type of Recommendation	Project level
Responsibility:	Chemicals and Health Branch and Executing Agency
Proposed implementation time-frame:	During the development of future proposals

Recommendation #6:	**For activities and outputs requiring submission of reports after their implementation, a report template should be included in**

	future funding agreements, and that 5-10% of the requested grant be retained and released only on submission of final report.
Challenge/problem to be addressed by the recommendation:	It was observed that funding was provided for many activities which required submission of reports. Examples of such activities were pilot country projects, small projects following the vocational training course and awareness raising campaigns. Non-timely or no submission of reports were observed. This would help to ensure that the recipients are aware of the data required for the final report and encourage collection of said data during project implementation.
Priority Level:	Opportunity for Improvement
Type of Recommendation	Project level
Responsibility:	Chemicals and Health Branch and Executing Agency
Proposed implementation time-frame:	During the development of future proposals

Recommendation #7:	**For any train-the-trainer programme, before nominating any trainee, there should be a signed agreement between the trainees and their employers that after following the sponsored training, they will impart their new skills/knowledge to other national counterparts through presentations or workshops.**
Challenge/problem to be addressed by the recommendation:	Not all the trainees conducted trainings after their return. The recommendation will ensure greater commitment from the trainees. A small grant to support and encourage post-training activities of trainees could be considered.
Priority Level:	Important
Type of Recommendation	Project level
Responsibility:	Chemicals and Health Branch and Executing Agency
Proposed implementation time-frame:	During the development of future proposals

Recommendation #8:	**For subsequent training that is built on a previous one, the same participants should be selected for both to ensure continuity in the trainings.**
Challenge/problem to be addressed by the recommendation:	It was observed that though the FNU vocational course consisted of two modules, only twelve trainees out of ninety-six followed both.
Priority Level:	Important
Type of Recommendation	Project level
Responsibility:	National governments.
Proposed implementation time-frame:	During the development of future proposals

Recommendation #9:	**To ensure that human rights and gender equity dimensions are considered during project implementation, it is recommended that these dimensions are included not only in the project design, but also in all work planning and that appropriate indicators are developed in the project results framework to track their implementation.**
Challenge/problem to be addressed by the recommendation:	Recognizing that chemicals, especially POPs, were particularly dangerous to vulnerable groups (women and children), the ProDoc mentioned that the project would ensure equal participation of women and vulnerable groups in project activities and planning. Though responses to evaluation interviews and questionnaires confirmed active participation of women and girls, no statistical data were provided about the gender balance in the different project activities.
Priority Level:	Critical
Type of Recommendation	Project level
Responsibility:	Chemicals and Health Branch
Proposed implementation time-frame:	During the development of future proposals

Annex A: Evaluation ToR

TERMS OF REFERENCE

Terminal Evaluation of the UNEP/GEF project
Pacific POPs Release Reduction through Improved Management of Solid and Hazardous Wastes (GEF ID Number 4066)

Section 1: PROJECT BACKGROUND AND OVERVIEW

1. Project General Information

Table 1. Project summary

GEF Project ID:	4066		
Implementing Agency:	UNEP Chemicals and Waste GEF Unit	**Executing Agency:**	Secretariat of Pacific Regional Environment Programme (SPREP)
Co-Implementing Agency:	Food and Agriculture Organisation of the UN (FAO)		
Co-finance and Executing Partner:	Agence Française de Developpment/French Development Agency (AFD)		
Relevant SDG(s) and indicator(s):	SDG12 SDG6 SDG3		
GEF Core Indicator Targets (identify these for projects approved prior to GEF-7)	??		
Sub-programme:	Chemicals, Waste and Air Quality	**Expected Accomplishment(s):**	a(i) Increase in the number of countries that have used UNEP analysis or guidance, and where possible are applying a multi-sectoral approach, in developing or implementing legislation, policies or action plans that promote sound chemicals management and implementation of the relevant multilateral environmental agreements and SAICM
UNEP approval date:	??	**Programme of Work Output(s):**	??

GEF approval date:	27th May 2013	**Project type:**	FSP
GEF Operational Programme #:	??	**Focal Area(s):**	Persistent Organic Pollutants
		GEF Strategic Priority:	??
***Expected* start date:**	1st Sept 2012	**Actual start date:**	18th June 2013
***Planned* completion date:**	31st August 2017	**Actual operational completion date:**	28th February 2020
***Planned* project budget at approval:**	**USD 9,327,290** GEF: 3,275,000 Cash: 3,972,756 In Kind: 2,079,534	**Actual total expenditures reported as of [date]:**	??
GEF grant allocation:	USD 2,796,000	**GEF grant expenditures reported as of 30th June 2020:**	USD 2,748,268.72
Project Preparation Grant - GEF financing:	USD 225,000	**Project Preparation Grant - co-financing:**	??
***Expected* Medium-Size Project/Full-Size Project co-financing:**	USD 3,972,756 Cash USD 2,079,534 in-kind	**Secured Medium-Size Project/Full-Size Project co-financing:**	??
Date of first disbursement:	1st June 2013	**Planned date of financial closure:**	
No. of formal project revisions:	??	**Date of last approved project revision:**	??
No. of Steering Committee meetings:	??	**Date of last/next Steering Committee meeting:**	Last: ??
Mid-term Review/ Evaluation *(planned date):*	??	**Mid-term Review/ Evaluation (actual date):**	??
Terminal Evaluation *(planned date):*		**Terminal Evaluation (actual date):**	January – April 2021
Coverage - Country(ies):	Cook Islands, FSM, Marshall Islands, PNG, Samoa, Tuvalu, Palau, Tonga, Kiribati, Niue, Nauru, Solomon Islands, Vanuatu, Fiji	**Coverage - Region(s):**	Asia Pacific
Dates of previous project phases:	??	**Status of future project phases:**	GEF 10185: Implementing Sustainable Low and Non Chemical Development in SIDS (ISLANDS). FSP

2. Project Rationale

1. Due to small sizes, limited land availability, limited water resources, fragile ecosystems, increasing population pressures, and limited buffering capacities, Pacific Island Countries (PICs) are among the most vulnerable states. The Pacific Islands Environmental Outlook Report (2004) acknowledged that "while climate change is (well established as) the most important environmental issue for the Pacific Islands, waste and pollution undoubtedly represent the largest taxing issue." Solid and hazardous waste, including POPs and persistent toxic substances, are now widely recognized as two of the major threats to sustainable development in the PICs. All PICs share the problems of waste disposal and pollution. These problems are exacerbated by the small size, remoteness and rapid urbanisation of many islands (PIFS, 2007).

2. While PIC governments attach importance to protecting the environment while promoting economic growth and development, there are competing priorities for scarce national budgets. Slow economic development combined with continuing and in some cases worsening poverty in the subregion, continues to exacerbate serious environmental problems, fuelling the poverty cycle. Resource shortages, fragile ecological environments and insufficient environmental carrying capacity are critical problems conflicting with, and hindering, sustainable development.

3. There has been a significant increase in investments to deal with waste management across the Pacific Islands over the past decade, including: environmental infrastructure investments, including medical waste facilities and new landfills; waste reduction activities, including household composting; projects that have developed national waste management policies; completion of regional and national waste management strategies; and institutional reforms to improve the efficacy of waste management services. In addition, the Persistent Organic Pollutants in Pacific Island Countries (POPs in PICs) project funded by AusAID, and implemented in cooperation with SPREP and PICs from 1997-2007, collected and destroyed 124 tonnes of hazardous chemicals and contaminated soils and equipment in the region.

4. Despite these efforts, solid and hazardous waste management remains an ongoing and escalating problem for the region. The waste sector (through the burning of rubbish) is recognized in the Pacific as the principal source of unintentionally released POPs (uPOPs) generation, therefore improvements in solid and hazardous waste management practices in Pacific countries will lead to a reduction in uPOPs. This project proposes to address uPOP generation practices including:

a. open burning of organic materials and other wastes, which remains prevalent in Pacific communities, through pilot composting activities;
b. dioxin and furan production caused by mismanagement of medical waste, by achieving minimum standards of healthcare waste management through pilot medical waste separation activities to reduce incinerator loads;
c. reuse of waste oil, which in most PICs is either burned, dumped into the receiving environment, or stored in substandard and often leaking vessels;
d. the lack of capacity in environment, agriculture and customs departments in best practice for chemicals management, including import, export, storage and disposal, through training activities; and
e. pesticide and POPs contaminated sites management through assessment and remediation.

5. All PICs included in the project proposal had ratified and are parties to the Stockholm Convention on Persistent Organic Pollutants. With the exception of Nauru, at advanced stage of NIP drafting, all countries have completed their National Implementation Plans (NIPs). The NIPs established preliminary inventories of POPs chemicals, prioritised activities to implement the provisions of the Stockholm Convention, and identified technical, regulatory and institutional barriers to implementation.

3. Project Results Framework

6. Herewith the project objective(s), components, outputs, outcomes and long-lasting impacts as per the Project Document.

7. The Goal of the project is to reduce POPs release through the improved management of solid and hazardous wastes. The Objective of the project is to *reduce priority uPOPs emissions arising from poor waste management practices, thus meeting parties' Convention obligations to improve the management of chemicals in countries in the Pacific region, through assistance in the development and implementation of uPOPs strategies and guidelines, vocational training of waste workers, training of PIC staff in improved chemicals management, and the development of a regional waste oil export and reuse system*.

8. The project has seven components:

	Text taken from PIR report 2020	Text taken from ProDoc, narrative, pg 15 -19.
Component 1:	Development of national strategy and regional uPOPs prevention and management strategy;	**Outcome 1.1:** Decreased uPOPs emissions of participating countries minimized through avoidance of incineration, and/or through the application of cleaner production techniques where incineration remains necessary.
Component 2:	Training and Awareness raising in solid and hazardous waste management; Increased capacities and uptake of best practices by stakeholders to minimize uPOPs creation in the course of solid and hazardous waste management.	**Outcome 2.1:** Training culture institutionalized in each participating PIC in solid and hazardous waste management. **Outcome 2.2:** Increased capacities and uptake of best practices by stakeholders to minimize uPOPs creation in the course of solid and hazardous waste management.
Component 3:	Enhanced, post-NIP inventory, stockpile management and safe disposal strategy for unwanted pesticides (including POPs) and school laboratory chemicals; PIC governments capable of developing and maintaining inventories; managing school chemicals and safe-guarding disused chemicals.	**Outcome 3.1:** PIC environment departments capable of developing and maintaining inventories; managing school chemicals and ordering chemicals that can be safely disposed of in-country; managing and safe-guarding disused chemicals (including POPs); and therefore improving the sound management of chemicals. **Outcome 3.2:** PIC Customs officers capable of enforcing national regulations, and actively preventing the import of banned substances.
Component 4:	Waste oil collection, storage, and export systems established and used oil, reused in Fiji, preventing unintentional POPs generation through burning	**Outcome 4.1:** Production of uPOPs through the low temperature combustion of waste oil prevented and waste oil collection, storage, and export system functioning across the Pacific region.
Component 5: ***Implemented by AFD – only part of this evaluation insofar as the results from this component were necessary for the achievement of UNEP's outcomes 1-4.***	National technical assistance for post-NIP activities (not reported on in the PIR reports)	*Specific outputs and activities were to be developed for this component by the AFD TA in year one of the project, in response to requests for assistance from project participants.*

Component 6: ***Implemented by FAO – only part of this evaluation insofar as the results from this component were necessary for the achievement of UNEP's outcomes 1-4.***	Used pesticide container management, recovery and recycling strategy formulated	**Outcome 6.1:** Assessment of three high risk sites and the pilot remediation of a high-risk contaminated site and development of systems for contaminated site management for other countries. **Outcome 6.2:** Development of strategy and guidance for sustainable recovery and recycling of waste pesticide containers and recycling of waste containers plastics. **Outcome 6.3:** Safeguarding and environmentally sound disposal of obsolete pesticide stocks.
Component 7:	Project management.	**Outcome 7.1:** Effective project management results in the Project completed in a timely and cost effective manner.

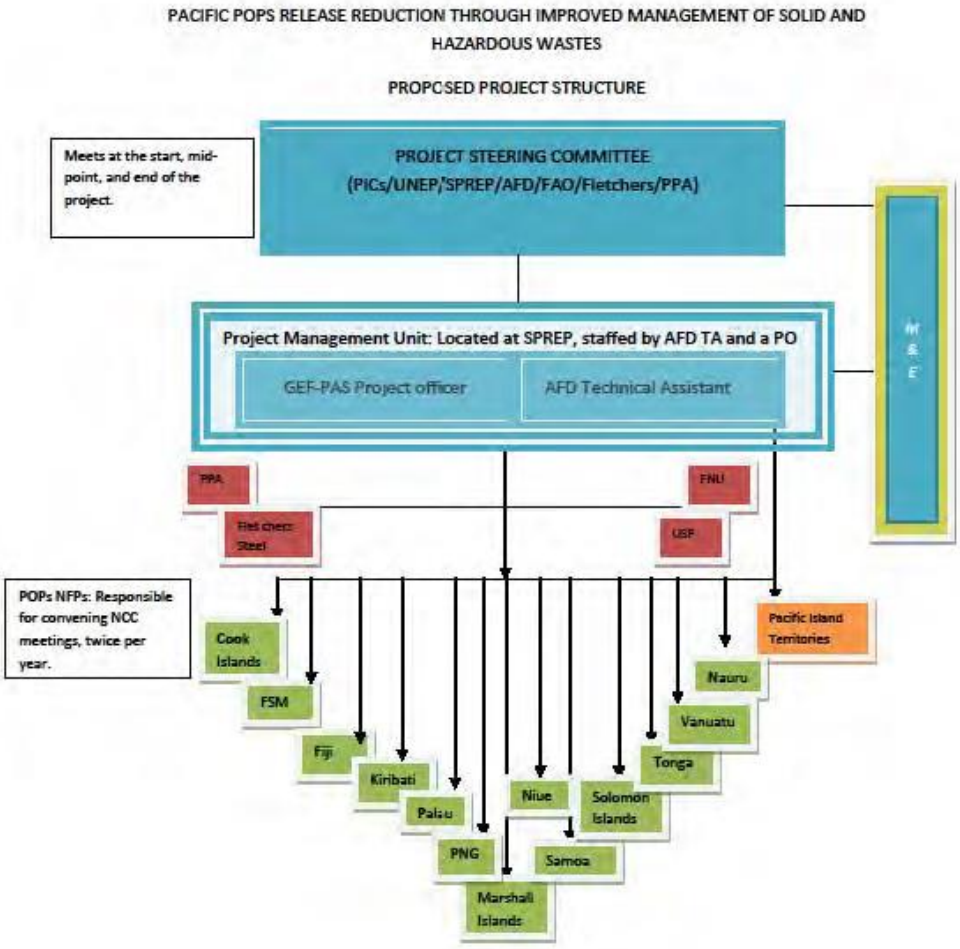
4. Executing Arrangements

9. This regional project was designed to be implemented by UNEP (except for project components 5 and 6, which was to be implemented by AFD and FAO respectively) and executed by Secretariat of the Pacific Regional Environment Programme (SPREP).

10. The project structure includes a project steering committee (PSC), comprising representatives from Pacific Island Countries (PICs), SPREP, UNEP, FAO, Fletcher Steel, Pacific Power Association (PPA) and Fiji National University (FNU). The PSC planned to meet at project inception, mid-way through the project and in the final stages of the project. The PSC was envisaged as being able to invite any number of specialists and experts to contribute to its tasks or attend meetings, as agreed by members. The PSC was intended to provide guidance to the executing agency. Key responsibilities included: ensuring the project's outputs would meet the programme objectives; monitoring and reviewing the project; ensuring that the scope aligned with the agreed portfolio requirements; fostering positive communication outside of the focal points regarding the project's progress and outcomes; advocating for programme objectives and approaches; advocating for exchanges of good practices between countries and reporting on project progress. At the inception meeting the PSC was expected to review and finalize the project logframe.

11. The PMU, based at SPREP, was responsible for project execution. The PMU comprised the Global Environment Facility Pacific Alliance for Sustainability (GEF-PAS) Project Officer, employed by SPREP and was responsible for the day-to-day management of the project. The GEF-PAS PO worked closely with the AFD/SPREP TA, funded under the Agence Française de Développement (AFD) co-financing. The AFD/SPREP TA's key responsibilities were technical, and the GEF-PAS PO managerial. The PMU was also expected to work closely with the SPREP waste management group, to ensure execution activities were both coordinated and synergized with activities being undertaken by SPREP to assist countries in waste management. The PMU was intended to lead communication with project partners including FNU, in the development and execution of a vocational training programme, and the project's private sector partner Fletcher Steel. The PMU was also responsible for day-to-day communication with PIC National Focal Points (NFPs).

12. National project teams, coordinated by the POPs NFPs were responsible for executing activities at the national level. National project teams were expected to include members of the NIP NCC and other relevant stakeholders. National project teams were to meet once every six months to plan upcoming project activities and evaluate recently completed or ongoing activities. The overall project structure is outlined in the figure below.



5. Project Cost and Financing

13. Below is the project budget as presented in the Project Document. The subject of this evaluation is components 1-4 and the project management component, 7. These components were managed by UNEP as the Implementing Agency. Component 5, USD 1m, was managed by AFD and is reported to have been completed before the UNEP work made any substantive progress. Component 5 is not included in this project's PIR reports. Component 6, USD 1.4m (of which USD500,000 came from the GEF grant) was managed by FAO and is reported to have been completed in June 2017 (PIR report, 2017).

14. The total funding envelope supporting components 1-4 and 7 is GEF grant USD 2,775,000 plus cash co-financing raised by the Executing Agency with a value of USD 1,572,756 and in-kind contributions with a value of USD 2,079,534.

Cost of project	**US$**	**%**
Cost to the GEF Trust Fund	3,275,000	35.3
(USD 2,775,000 grant to UNEP; USD 500,000 grant to FAO)		

Co-financing			
Cash			
National	80,337		0.9
AFD*	1,400,000 (component 5)		15
FAO	1,000,000 (component 6)	10.7	
SPREP	383,000		4.1
Fletcher Steel	397,000		4.2
Pacific Power Association	5,000	0.1	
Titikaveka Growers Association	20,000	0.2	
UNEP	687,419		7.4
Sub-total	*3,972,756*		
In-kind			
National	1,908,034	20.5	
Pacific Power Association	55,000	0.6	
Fiji National University	76,500	0.8	
Titikaveka Growers Association	40,000	0.4	
Sub-total	*2,079,534*		
Total	9,327,290	100	

6. Implementation Issues

7. This project, launched in 2013, had no assigned Task Manager within UNEP until September 2014 and its implementation started slowly.

8. A Mid-Term Review was completed in June 2017. No change in the formulation of components/outcome statements is evident between the 2014 and 2020 PIR reports.

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

9. Objective of the Evaluation

15. In line with the UNEP Evaluation Policy[1] and the UNEP Programme Manual[2], the Terminal Evaluation is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and the main project partners. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation, especially where a second phase of the project is being considered.

10. Key Evaluation Principles

16. Evaluation findings and judgements will be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) as

1 https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies
2 https://wecollaborate.unep.org

far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

17. **The "Why?" Question.** As this is a terminal evaluation and a follow-up project is likely [or similar interventions are envisaged for the future], particular attention will be given to learning from the experience. Therefore, the "*Why?*" question should be at the front of the consultants' minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultant(s) needs to go beyond the assessment of "*what*" the project performance was and make a serious effort to provide a deeper understanding of "*why*" the performance was as it was. This should provide the basis for the lessons that can be drawn from the project.

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

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

11. Key Strategic Questions

20. In addition to the evaluation criteria outlined in Section 12 below, the evaluation will address the **strategic questions** listed below. These are questions of interest to UNEP and to which the project is believed to be able to make a substantive contribution. Also included are five questions that are required when reporting in the GEF Portal and these must be addressed in the TE.

The following questions may be addressed under **Effectiveness**:

Q1: In what ways, and to what extent, did the project improve awareness of chemicals and waste management issues in Pacific countries?

Q2: In what ways, and to what extent, did the project improve the overall technical capacity for waste management in Pacific countries?

Q3: In what ways, and to what extent, did the project result in reduced uPOPs emissions in Pacific countries?

Q4: (Where relevant) What changes were made to adapt to the effects of COVID-19 and how might any changes affect the project's performance? *(not relevant for this project)*

Address the questions required for the GEF Portal in the appropriate parts of the report and provide a **summary of the findings in the Conclusions section of the report**:

(a) Under Monitoring and Reporting/Monitoring of Project Implementation:

What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided).

(b) Under Factors Affecting Performance/Stakeholder Participation and Cooperation:

What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? *(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)*

(c) Under Factors Affecting Performance/Responsiveness to Human Rights and Gender Equality:

What were the completed gender-responsive measures and, if applicable, actual gender result areas? (This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)

(d) Under Factors Affecting Performance/Environmental and Social Safeguards:

What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. *(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)*

(e) Under Factors Affecting Performance/Communication and Public Awareness:

What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? *(This should be based on the documentation approved at CEO Endorsement/Approval)*

12. Evaluation Criteria

21. All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria and a link to a table for recording the ratings is provided in Annex 1. A weightings table will be provided in excel format (link provided in Annex 1) to support the determination of an overall project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the availability of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The evaluation consultant(s) can propose other evaluation criteria as deemed appropriate.

A. Strategic Relevance

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

i. Alignment to the UNEP Medium Term Strategy[3] (MTS), Programme of Work (POW) and Strategic Priorities

23. The evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building[4] (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries.

ii. Alignment to Donor/GEF/Partner Strategic Priorities

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

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

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

iv. Complementarity with Existing Interventions/Coherence[5]

26. An assessment will be made of how well the project, either at design stage or during the project inception or mobilization[6], took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups. The evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UN Development Assistance Frameworks or One UN programming. Linkages with other interventions should be described and instances where UNEP's comparative advantage has been particularly well applied should be highlighted.

Factors affecting this criterion may include:

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness

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

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

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

[6] A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

B. Quality of Project Design

27. The quality of project design is assessed using an agreed template during the evaluation inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established (www.unenvironemnt.org/about-un-environment/our-evaluation-approach/templates-and-tools). This overall Project Design Quality rating is entered in the final evaluation ratings table as item B. In the Main Evaluation Report a summary of the project's strengths and weaknesses at design stage is included, while the complete Project Design Quality template is annexed in the Inception Report.

Factors affecting this criterion may include (at the design stage):

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity

C. Nature of External Context

28. At evaluation inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval[7]). This rating is entered in the final evaluation ratings table as item C. Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the evaluation consultant and Evaluation Manager together. A justification for such an increase must be given.

D. Effectiveness

i. Availability of Outputs[8]

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

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision[9]

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

[8] Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2019)

[9] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP.

ii. Achievement of Project Outcomes[10]

30. The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed[11] Theory of Change. These are outcomes that are intended to be achieved by the end of the project timeframe and within the project's resource envelope. Emphasis is placed on the achievement of project outcomes that are most important for attaining intermediate states. As with outputs, a table can be used where substantive amendments to the formulation of project outcomes is necessary. The evaluation should report evidence of attribution between UNEP's intervention and the project outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UNEP's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the project outcomes realised.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness

iii. Likelihood of Impact

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

32. The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects (e.g. will vulnerable groups such as those living with disabilities and/or women and children, be disproportionally affected by the project?). Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.[12]

33. The evaluation will consider the extent to which the project has played a catalytic[13] role or has promoted scaling up and/or replication as part of its Theory of Change and as factors that are likely to contribute to longer term impact.

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[10] Outcomes are the use (i.e. uptake, adoption, application) of an output by intended beneficiaries, observed as changes in institutions or behavior, attitude or condition (UNEP, 2019)

[11] All submitted UNEP project documents are required to present a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any formal changes made to the project design.

[12] Further information on Environmental, Social and Economic Safeguards (ESES) can be found at http://wedocs.unep.org/handle/20.500.11822/8718

[13] A catalytic effect is one in which desired changes take place beyond the initial scope of a project (i.e. the take up of change is faster than initially expected or change is taken up in areas/sectors or by groups, outside the project's initial design). Scaling up refers to an initiative, or one of its components, being adopted on a much larger scale, but in a very similar context (e.g a small scale, localized, pilot being adopted at a larger, perhaps national, scale). Replication refers more to approaches being repeated or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target groups etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.

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

Factors affecting this criterion may include:

- Quality of Project Management and Supervision (including adaptive management)
- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness
- Communication and public awareness

E. Financial Management

35. Financial management will be assessed under three themes: *adherence* to UNEP's financial policies and procedures, *completeness* of financial information and *communication* between financial and project management staff. The evaluation will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The evaluation will verify the application of proper financial management standards and adherence to UNEP's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted. The evaluation will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner. The evaluation will assess the level of communication between the Project/Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

F. Efficiency

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

37. The evaluation will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities[14] with other initiatives, programmes and projects etc. to increase project efficiency. The evaluation will also consider the extent to which the management of the project minimised UNEP's environmental footprint.

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

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

Factors affecting this criterion may include:

- Preparation and readiness (e.g. timeliness)
- Quality of project management and supervision
- Stakeholders participation and cooperation

G. Monitoring and Reporting

39. The evaluation will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring implementation and project reporting.

i. Monitoring Design and Budgeting

40. Each project should be supported by a sound monitoring plan that is designed to track progress against SMART[15] results towards the provision of the project's outputs and achievement of project outcomes, including at a level disaggregated by gender, marginalisation or vulnerability, including those living with disabilities.. In particular, the evaluation will assess the relevance and appropriateness of the project indicators as well as the methods used for tracking progress against them as part of conscious results-based management. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal evaluation/review should be discussed if applicable.

ii. Monitoring of Project Implementation

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

42. The performance at project completion against Core Indicator Targets should be reviewed. For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided.

iii. Project Reporting

43. UNEP has a centralised project information management system (Anubis) in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Evaluation Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team (e.g. the Project Implementation Reviews and Tracking Tool for GEF-funded projects). The evaluation will assess the extent to which both UNEP and donor reporting commitments have been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Responsiveness to human rights and gender equity (e.g disaggregated indicators and data)

[15] *SMART refers to results that are specific, measurable, achievable, relevant and time-oriented. Indicators help to make results measurable.*

H. Sustainability

44. Sustainability[16] is understood as the probability of project outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the endurance of achieved project outcomes (ie. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of project outcomes may also be included.

i. Socio-political Sustainability

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

ii. Financial Sustainability

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

iii. Institutional Sustainability

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

Factors affecting this criterion may include:

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity (e.g. where interventions are not inclusive, their sustainability may be undermined)
- Communication and public awareness
- Country ownership and driven-ness

I. Factors Affecting Project Performance and Cross-Cutting Issues

(These factors are rated in the ratings table but are discussed within the Main Evaluation Report as cross-cutting themes as appropriate under the other evaluation criteria, above. Where the issues have not been addressed under other evaluation criteria, the consultant(s) will provide summary sections under the following headings.)

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

i. Preparation and Readiness

48. This criterion focuses on the inception or mobilisation stage of the project (i.e. the time between project approval and first disbursement). The evaluation will assess whether appropriate measures were taken to either address weaknesses in the project design or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular the evaluation will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. *(Project preparation is included in the template for the assessment of Project Design Quality).*

ii. Quality of Project Management and Supervision

49. In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping and supervision provided by UNEP.

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

iii. Stakeholder Participation and Cooperation

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

52. The progress, challenges and outcomes regarding engagement of stakeholders in the project/program occurring since the MTR should be reviewed. *(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval).*

iv. Responsiveness to Human Rights and Gender Equity

53. The evaluation will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the evaluation will assess to what extent the intervention adheres to UNEP's Policy and Strategy for Gender Equality and the Environment[17].

54. In particular the evaluation will consider to what extent project-implementation and monitoring have taken into consideration: (i) possible inequalities (especially those related to gender) in access to, and the

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

control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children and those living with disabilities) to environmental degradation or disasters; and (iii) the role of disadvantaged groups (especially those related to gender) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

55. The completed gender-responsive measures and, if applicable, actual gender result areas should be reviewed. (This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent).

v. Environmental and Social Safeguards

56. UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and management (avoidance, minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities. The evaluation will confirm whether UNEP requirements[18] were met to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and r*eport* on the implementation of safeguard management measures taken. UNEP requirements for proposed projects to be screened for any safeguarding issues; for sound environmental and social risk assessments to be conducted and initial risk ratings to be assigned are evaluated above under Quality of Project Design).

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

58. Implementation of the management measures against the Safeguards Plan submitted at CEO Approval should be reviewed, the risk classifications verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. Any supporting documents gathered by the Consultant should be shared with the Task Manager.

vi. Country Ownership and Driven-ness

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

vii. Communication and Public Awareness

60. The evaluation will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The evaluation should consider whether existing communication channels and networks were used effectively, including meeting the

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

differentiated needs of gendered or marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the evaluation will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

61. The project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions should be reviewed. This should be based on the documentation approved at CEO Endorsement/Approval.

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

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

63. The findings of the evaluation will be based on the following:

(a) A desk review of:

- Relevant background documentation, inter alia [list];
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
- Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and including the Project Implementation Reviews and Tracking Tool etc.;
- Project outputs: [list];
- Mid-Term Review of the project;
- Evaluations/reviews of similar projects.

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

- UNEP Task Manager (TM);
- Project management team, including the Project Manager within the Executing Agency;
- UNEP Fund Management Officer (FMO);
- Portfolio Manager and Sub-Programme Coordinator, where appropriate;
- Project partners, including [list];
- Relevant resource persons;
- Representatives from civil society and specialist groups (such as women's, farmers and trade associations etc).

(c) **Surveys** [provide details, where appropriate]

(d) **Field visits** [provide details, where appropriate]

(e) Other data collection tools [provide details, where appropriate]

13. Evaluation Deliverables and Review Procedures

64. The evaluation team will prepare:

- **Inception Report:** containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, evaluation framework and a tentative evaluation schedule.
- **Preliminary Findings Note:** typically in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings. In the case of highly strategic project/portfolio evaluations or evaluations with an Evaluation Reference Group, the preliminary findings may be presented as a word document for review and comment.
- **Draft and Final Evaluation Report:** containing an executive summary that can act as a stand-alone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.

65. An **Evaluation Brief,** (a 2-page overview of the evaluand and key evaluation findings) for wider dissemination through the UNEP website may be required. This will be discussed with the Evaluation Manager no later than during the finalization of the Inception Report.

66. **Review of the draft evaluation report**. The evaluation team will submit a draft report to the Evaluation Manager and revise the draft in response to their comments and suggestions. Once a draft of adequate quality has been peer-reviewed and accepted, the Evaluation Manager will share the cleared draft report with the Task Manager and Project Manager, who will alert the Evaluation Manager in case the report contains any blatant factual errors. The Evaluation Manager will then forward revised draft report (corrected by the evaluation consultant(s) where necessary) to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the evaluation consultant(s) for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

67. Based on a careful review of the evidence collated by the evaluation consultants and the internal consistency of the report, the Evaluation Manager will provide an assessment of the ratings in the final evaluation report. Where there are differences of opinion between the evaluator and the Evaluation Manager on project ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the project.

68. The Evaluation Manager will prepare a **quality assessment** of the first draft of the main evaluation report, which acts as a tool for providing structured feedback to the evaluation consultants. The quality of the final report will be assessed and rated against the criteria specified in template listed in Annex 1 and this assessment will be appended to the Final Evaluation Report.

69. At the end of the evaluation process, the Evaluation Office will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals by the Task Manager. The Evaluation Office will track compliance against this plan on a six-monthly basis for a maximum of 18 months.

14. The Evaluation Team

70. For this evaluation, the evaluation team will consist of a Principal Evaluator and one Evaluation Specialist who will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager, Janet Wildish, in consultation with the UNEP Task Manager, Melanie Ashton/Kevin Helps Fund Management Officer, Anuradha Shenoy and the Sub-programme Coordinators of the Chemicals, Waste and Air Quality Sub-Programme, Tessa Goverse. The consultants will liaise with the Evaluation Manager on any

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

71. The Principal Evaluator and Evaluation Specialist will be hired over a period of 6 months January – June 2021 and should have the following: a university degree in chemistry, environmental sciences, international development or other relevant waste management area is required and an advanced degree in the same areas is desirable; a minimum of 7 years of technical / evaluation experience is required, preferably including evaluating large, regional or global programmes and using a Theory of Change approach; and a good/broad understanding of small island states is desired. English and French are the working languages of the United Nations Secretariat. For this consultancy, fluency in oral and written English is a requirement. Working knowledge of the UN system and specifically the work of UNEP is an added advantage. The work will be home-based with possible field visits.

72. The Principal Evaluator will be responsible, in close consultation with the Evaluation Office of UNEP for overall management of the evaluation and timely provision of its outputs, described above in Section 11 Evaluation Deliverables, above. The Evaluation Specialist will make substantive and high- quality contributions to the evaluation process and outputs. Both consultants will ensure together that all evaluation criteria and questions are adequately covered.

73. In close consultation with the Evaluation Manager, the evaluation consultants will be responsible for the overall evaluation process and timely provision of its outputs, data collection and analysis and report-writing. More specifically:

Inception phase of the evaluation, including:

- preliminary desk review and introductory interviews with project staff;
- draft the reconstructed Theory of Change of the project;
- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (if relevant);
- develop and present criteria for country and/or site selection for the evaluation mission;
- plan the evaluation schedule;
- prepare the Inception Report, incorporating comments until approved by the Evaluation Manager

Data collection and analysis phase of the evaluation, including:

- conduct further desk review and in-depth interviews with project implementing and executing agencies, project partners and project stakeholders;
- (where appropriate and agreed) conduct an evaluation mission(s) to selected countries, visit the project locations, interview project partners and stakeholders, including a good representation of local communities. Ensure independence of the evaluation and confidentiality of evaluation interviews.
- regularly report back to the Evaluation Manager on progress and inform of any possible problems or issues encountered and;
- keep the Project/Task Manager informed of the evaluation progress.

Reporting phase, including:

- draft the Main Evaluation Report, ensuring that the evaluation report is complete, coherent and consistent with the Evaluation Manager guidelines both in substance and style;

- liaise with the Evaluation Manager on comments received and finalize the Main Evaluation Report, ensuring that comments are taken into account until approved by the Evaluation Manager
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the evaluation consultant and indicating the reason for the rejection; and
- (where agreed with the Evaluation Manager) prepare an Evaluation Brief (2-page summary of the evaluand and the key evaluation findings and lessons)

Managing relations, including:

- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- communicate in a timely manner with the Evaluation Manager on any issues requiring its attention and intervention.

15. Schedule of the evaluation

74. The table below presents the tentative schedule for the evaluation.

Table 3. Tentative schedule for the evaluation

Milestone	Tentative Dates
Evaluation Initiation Meeting	
Inception Report	
Evaluation Mission *(may not be possible due to COVID-19 travel and health restrictions)*	
E-based interviews, surveys etc.	
Powerpoint/presentation on preliminary findings and recommendations	
Draft report to Evaluation Manager (and Peer Reviewer)	
Draft Report shared with UNEP Project Manager and team	
Draft Report shared with wider group of stakeholders	
Final Report	
Final Report shared with all respondents	

16. Contractual Arrangements

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

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

Schedule of Payment for the Principal Evaluator and Evaluation Specialist:

Deliverable	Percentage Payment
Approved Inception Report	30%
Approved Draft Main Evaluation Report	30%
Approved Final Main Evaluation Report	40%

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

78. The consultants may be provided with access to UNEP's Anubis information management system and if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

79. In case the consultants are not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultants have improved the deliverables to meet UNEP's quality standards.

80. If the consultant(s) fail to submit a satisfactory final product to UNEP in a timely manner, i.e. before the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultants' fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

Annex B: Evaluation Framework

Evaluation criteria	Evaluation Indicators	Means of verification
Strategic Relevance		
Were the objectives and implementation strategies consistent with (i) *Regional, Sub-regional and National Environmental Priorities (ii) UN Environment / Donor Strategic Priorities (iii) Complementarity with Existing Interventions*	• Level of alignment with regional, sub-regional and national environmental priorities, UN Environment and Donor Strategic priorities at the time of design and implementation	• Comparison of ProDoc and annual reports with UNEP MTS and PoWs • Interviews with UNEP, SPREP, key national stakeholders
Effectiveness		
(i) *Provision of outputs* • How successful was the project in producing the programmed outputs and achieving milestones as per the design document / approved workplan? • Were key stakeholders appropriately involved in producing the programmed outputs?	• End of project target for outputs of Project Logical Framework • Stated contribution of stakeholders in achievement of outputs	• Review of relevant documents such as PIRs, progress reports, annual reports, final project report, reports of consultants, interview with UNEP, SPREP, PSC members, project team • Interviews with UNEP, SPREP, project team, NFPs, relevant key national stakeholders including project partners, consultants; PSC and PIR reports
(ii) *Achievement of project outcomes* • To what extent have the project outcomes been achieved? • Did the project get strong support from national authorities? • Have there been active involvement of key stakeholders? • Main barriers/challenges? • What were the main factors that facilitated the implementation process? • To what extent, and in what ways, was the inclusion of components 5 and 6 under the management of AFD and FAO either beneficial or a drawback in the achievement of UNEP's project outcomes?	• End of project targets for outcomes in ProDoc • Feedback from NFPs • Level of involvement of key stakeholders • List of barriers identified • List of facilitating factors	• Review of relevant documents such as PIRs, progress and annual reports, final project report, PSC meeting reports • Interviews with UNEP, SPREP, project team, NFPs, relevant key national counterparts including project partners
(iii) Likelihood of impact • To what extent have the project results been nationally adopted / mainstreamed so far?	• Name of legislation or policy or national plan	• Interviews with SPREP, NFPs, national

• Has (or will) the project played (likely play) a catalytic role for scaling up or replication so far?	where project results mainstreamed • Name of scaling up or replicating initiative	counterparts. Copy of relevant documents. • Country progress and annual reports. PIR reports. • Interviews with SPREP, NFPs, key national counterparts including project
Efficiency		
• Has the project been able to deliver the results within the planned budgets in a timely manner? • Did the project make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase the efficiency? • If occurred, what are the main reasons for delay/changes in implementation? Have these affected project execution, costs and effectiveness?	• Level of compliance with expected milestones mentioned in ProDoc and with respect to financial planning and annual plans • Level of inclusion of preexisting initiatives and institutions, etc. • List of reasons, validated by UNEP, SPREP, NFPs, Project team, PSC members	• Interviews with UNEP, SPREP, NFPs, PSC members, project team, key national counterparts, consultants, project partners • PIRs, PSC meeting reports, annual and progress reports; final project report
Monitoring Reporting and Evaluation		
(i) Monitoring Design and Budgeting What mechanisms (tools and procedures) are in place for project monitoring?	• Availability of logframe, workplans, roles of overseeing bodies, budgeted M&E plan	• Project document
(ii) Monitoring of Project Implementation • Was the monitoring system operational and did it facilitate the timely tracking of results and progress towards projects objectives throughout the implementation period? Gender and other vulnerable groups considered? Was the information used to adapt and improve execution, achievement of outcomes and ensure sustainability?	• Level of implementation of M&E system (execution of activities); Changes in implementation approach to adapt to changing situations; compliance of consultants in the submission of relevant reports in a timely manner	• Interviews with UNEP, SPREP, project team, NFPs, PSC members, national counterparts, consultants. • PIRs, PSC meeting reports; progress and annual reports, financial and audit reports, reports of consultants
(iii) Project Reporting • To what extent have UNEP (or executing agency / project team) reporting requirements been fulfilled? Have the reporting been adequate in terms of both content (including gender and other vulnerable consideration) and timing?	• Compliance to reporting requirements as mentioned in ToRs and / or project document	• Copies of relevant reports; interview with relevant stakeholders (UNEP, SPREP, NFPs, consultants, etc.).

Sustainability		
(i) Socio-political sustainability • Are there any social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts? • Is the level of ownership by the key main national stakeholders sufficient to allow for the project results to be sustained?	• List of factors • Active participation of key stakeholders in project implementation /execution	• Interviews with UNEP, SPREP, NFPs, PSC members, key national counterparts including project partners • PSC reports, interviews with SPREP, project team, NFPs, key national counterparts including project partners
(ii) Financial sustainability • To what extent are the continuation of project results and eventual impact dependent on (continued) financial resources? Can these financial resources be mobilized nationally or regionally?	• Availability of budgets	• Interviews with SPREP, NFPs, key national counterparts including project partners
(iii) *Institutional sustainability* How robust are the institutional achievements such as governance structures and processes, legal and accountability frameworks etc. to continue delivering the benefits associated with the outcomes beyond the life of the project?	• Level of commitment of authorities to mainstream project results in national policies and legislation.	• Interviews with SPREP, NFPs, PSC members, key national counterparts and project partners
Factors and Processes Affecting the Performance of the Project		
(i) Preparation and readiness • Were the partnership arrangements properly established and the roles and responsibilities of key partners negotiated prior to development of the project? Were the resources (mobilization of funds, adequate staffing, and facilities) already assured?	• Commitments of key stakeholders • Levels of funds available	• Letters of commitments; interviews with key stakeholders (UNEP, SPREP, NFPs, key national counterparts including project partners); project document
(ii) Quality of Management and Supervision • To what extent have the project implementation mechanisms outlined in the project proposals been followed and were effective in delivering project milestones, outputs and outcomes? Were pertinent adaptations made to the approaches originally proposed? • Was technical backstopping and supervision provided by UNEP and consultants adequate and to what extent it contributed to achieve success?	• Level of implementation of mechanisms outlined in project proposal • Level of satisfaction of project team and national key stakeholders and beneficiaries	• PIRs, PSC reports, annual and progress reports and other relevant reports; interviews with UNEP, SPREP, Project team, NFPs, PSC members • Interviews with UNEP, SPREP, NFPs, key national stakeholders and beneficiaries
(iii) Stakeholder participation and Cooperation • How was the overall collaboration among key national partners / stakeholders? What	• Level of participation of project partners in project design and actual inclusion	• Interviews with UNEP, SPREP, NFPs, key national counterparts and beneficiaries

was the achieved degree and effectiveness of collaboration and interactions between the various project partners and key stakeholders during design and implementation of the project? To what extent did this collaboration contribute to the effective delivery of planned outputs in a timely manner?	in project implementation arrangements • Perceived level of collaboration and coordination among key partners / stakeholders • Delivery of outputs and activities as planned	• Annual and progress reports, PIR reports. Interviews with relevant stakeholders / partners / beneficiaries
(iv) Responsiveness to Human rights and Gender Equity • To what extent the design, implementation and monitoring of the project have taken into consideration: (i) possible gender inequalities in access to, and the control over, natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation?	• Issues specifically considered through all stages: design, implementation and monitoring of the project	• Annual and progress reports, PIR reports. Interviews with relevant stakeholders / partners / beneficiaries
(v) Country Ownership and Driven-ness • To what extent have the national partners assumed responsibility and provided adequate support to project execution, including the degree of cooperation received from the various public institutions involved in the project?	• Endorsement of project by governmental agencies and partners and active involvement • Provision of counterpart funding	• Project document, interview with key stakeholders (UNEP, SPREP, NFPs, PSC members, key national partners)
(vi) Communication and Public Awareness • Has a communication and public awareness strategy been developed to share project results and lessons?	• Communication Tools and plans	• Project document, communication strategy document and plans. Consultant and relevant reports. Interviews with relevant stakeholders / partners / beneficiaries

Annex C: List of documents consulted

1. Project document and annexes
2. Project document for the Pacific Child project – GEF ID 10267
3. Cleaner Pacific 2025 – Pacific Regional Waste and Pollution Management Strategy 2016-2025
4. Pacific Regional Action Plan to Reduce Unintentional Persistent Organic Pollutants
5. Legislative Review of Unintentional Persistent Organic Pollutants (uPOPs) for the 14 countries
6. Train-the-Trainer Manual – Regional Solid and Hazardous Waste Management Training Program
7. Report for 'Training of Trainers' on Solid Waste Management Training
8. SPREP Regional Waste Management Vocational Training Program - Final Academic Training Report by Griffith University
9. Chemical Management Training Manual
10. Cost-Benefit Analysis of Used Oil Management Options for the fourteen countries
11. Waste Assessment Guide for the Export and Import of Used Lubricants and Used Oil
12. PSC Meeting Reports (4 reports)
13. Agenda for the 5th PSC Meeting
14. Financial Reports
15. Final project report
16. Mid-Term Review of the GEF ID 4066: Pacific POPs Release Reduction Through Improved Management of Solid and Hazardous Waste
17. Report of assistance provided to PICs on uPOPs awareness-raising grant applications
18. Report of assistance provided on POPs sampling (GMP2 integration)
19. A Best Practice Manual for CHEMICAL MANAGEMENT in Pacific Island Countries
20. Report of assistance provided to FNU trainees
21. Report of assistance provided to PICs on Special Programme Trust Fund applications
22. Vanuatu National Action Plan to reduce releases of Unintentional Persistent Organic Pollutants 2018-2022
23. Tuvalu National Action Plan to reduce releases of Unintentional Persistent Organic Pollutants 2018-2022
24. uPOPs Prevention and Chemical Awareness: Considerations for Awareness-Raising Campaigns
25. Report: Desktop Review of Used Oil Management Data
26. GEF-PAS uPOPs Co-finance Report
27. Amendment No. 1 to the Project Cooperation agreement between UNEP and SPREP
28. Amendment No. 2 to the Project Cooperation agreement between UNEP and SPREP
29. Revised Project Work Plans
30. VOX POPs newsletters (2 issues)
31. PIR reports (2013-2020)

32. Project Findings and Recommendations – Pacific Pacific POPs Release Reduction Through Improved Management of Solid and Hazardous Waste – FAO/Government Cooperative Programme
33. ex Post Evaluation of the Solid Waste Management Initiative in the Pacific

Annex D: List of persons interviewed and who submitted filled questionnaires

1. Kevin HELPS, Task Manager, GEF Portfolio Manager, UNEP
2. Melanie ASHTON, Task Manager, UNEP
3. Anuradha SHENOY, Fund Management Officer, UNEP
4. Anthony TALOULI, Acting Director, Waste Management and Pollution Control/ Pollution Adviser, SPREP
5. Joshua SAM, Hazardous Waste Management Adviser, SPREP
6. Frank GRIFFIN, former Hazardous Waste Adviser, SPREP
7. David HAYNES, former Director, Waste Management and Pollution Control, SPREP and project consultant
8. Esther RICHARDS, Capacity Building consultant
9. Patricia PEDRUS, National Focal Point, Deputy Assistant Secretary, Department of Environment, Climate Change, and Emergency Management, Federated States of Micronesia
10. Haden TALAGI, National Focal Point, Director, Department of Environment, Niue
11. Fiasosoitamalii SIAOSI, National Focal Point, Principal Chemicals and Hazardous Waste Management Officer, Environment and Conservation, Samoa
12. Mafile'o MASI, National Focal Point, Chief Environmentalist, Department of Environment, Tonga
13. Walter PULOGO, National Focal Point, Waste Operation Officer, Tuvalu
14. Roselyn BUE, National Focal Point, Senior Officer (Chemicals and Ozone), Department of Environmental Protection and Conservation, Vanuatu

Annex E: Survey Questionnaire

Questionnaire – PSC member/ country representative

Name and position:

(1) Role in Project:

(i) What was your role in the project?

(ii) Was there a project team in the country? What was the constitution of this project team?

(2) Project Development

(i) Were you or representatives of your country involved in the development of the project proposal? If yes, what was your/their involvement?

(ii) How did the project proposal originate?

(3) Relevance of Project

(i) Was the project relevant to the regional and country strategies on waste management? Does it address your country's specific needs?

(4) Project Funding/Proposal

(i) Was the amount of funding, including the co-financing adequate to achieve the project objectives and outcomes? What were the limitations of the amount of funding?

(ii) What was the final amount of co-funding provided by your country, in terms of cash and in kind separately? Does it differ from the amount at project proposal? If yes, why?

(iii) Was the involvement of fourteen countries been a constraint in the implementation of the project?

(iv) Was the timeframe of the project adequate?

(v) Had the transfer of funds from SPREP to country done timely? Or, were there delays in funds transfer? If there were delays, what were the reasons for the delays?

(vi) Was the budget allocation appropriate for all the components/outputs of the project?

(vii) Did the project make use of synergies and complementarities with other initiatives, programmes and projects etc. to increase its efficiency?

(5) Project Execution and Workplan

(i) How was the work plan for a given year decided? Who decided and approved the work plan?

(ii) With which institution at country level did SPREP cooperate to execute the project activities?

(iii) Who was the project focal point at country level to facilitate project execution?

(iv) Was there a formal agreement between SPREP and the country institution? Was it planned at project development?

(v) Had the collaboration between SPREP for the execution of project activities at country level going on smoothly? Or had there been some challenges or difficulties? If yes, what were the challenges and difficulties? How were they overcome?

(vi) Did the countries have to report to SPREP? If yes, what was the frequency? Was the report submitted in a timely manner?

(vii) Were you satisfied with the work of the country project team? If no, provide reasons.

(viii) What was your level of satisfaction on the work of the Executing Agency, SPREP? Was it appropriately staffed?

(ix) What was your level of satisfaction on the work of the Project Coordinator until her departure?

(x) Were you satisfied with the management of the project after the departure of the Project Coordinator? What mechanism/arrangement was in place?

(xi) What are your views on the methods of communication with key stakeholders as well as dissemination of information on project activities? Were they efficient in conveying information?

(6) Participation/involvement of countries

Component 1: Development of national strategy and regional uPOPs prevention and management strategy

List of outputs and activities conducted in your country (e.g. any regulations, legislation, guidelines developed or enacted on waste management, Participation in Global Monitoring Programme, etc):

Views on the outputs/activities and suggestions for improvements, if any:

Component 2: Training and awareness raising in solid and hazardous waste management

List of outputs and activities conducted in your country:

Views on the outputs/activities and suggestions for improvements, if any:

Component 3: Enhanced, post-NIP inventory, stockpile management and safe disposal strategy for unwanted pesticides (including POPs) and school laboratory chemicals

List of outputs and activities conducted in your country:

Views on the outputs/activities and suggestions for improvements, if any:

Component 4: Waste oil collection, storage, and export systems established and used oil, reused in Fiji, preventing unintentional POPs generation through burning

List of outputs and activities conducted in your country (e.g. *Waste oil collection, storage and export system developed and operational, etc*):

Views on the outputs/activities and suggestions for improvements, if any:

Component 6: Used pesticide container management, recovery and recycling strategy

List of outputs and activities conducted in your country (e.g. baseline survey, cost benefit analysis, waste management strategy, etc):

Views on the outputs/activities and suggestions for improvements, if any:

(7) Experts / consultants

(i) Views and level of satisfaction on the experts / consultants.

(ii) Suggestions for improvement, if any

(8) Involvement and participation of key stakeholders in the country

(i) Did the project get the full support of the key stakeholders? Give some examples of this support. If not, provide examples.

(ii) Were your government fully supporting the project? Give some examples of this support.

(9) Involvement of FAO and AFD

(i) What were the main benefits of the involvement of FAO and AFD in the project? Could the project have been executed without the involvement of FAO and AFD?

(i) Were there any challenges faced with execution of project with FAO and AFD? Are there any limitations? If yes, provide examples.

(10) Major Challenges / Difficulties in Project Execution

(i) What were the main challenges / difficulties that the project had faced during project execution?

(ii) How had these challenges / difficulties been overcome?

(iii) What caused delays in project implementation?

(iv) What activities have not been successfully carried out? Provide reasons for any non-implementation or unsuccessful completion of activities.

(11) Project Changes/Amendments

(i) What were the main changes/amendments made to the initial project proposal? Reasons for the amendments/changes.

(12) Project Steering Committee

(i) Was the frequency of PSC meetings reasonable?

(ii) Views on the conduct of PSC meetings and level of satisfaction of the PSC members. Was there interactive participation?

(iii) Were the decisions agreed at PSC meetings acted promptly? If not, provide reasons.

(13) Gender Aspect and NGOs

(i) What efforts had the project done to encourage involvement / participation of women and NGOs in the project?

(ii) Which NGOs or Women Association had been involved in the project?

(iii) Were there activities that have targeted or involved specifically women and NGOs in your country?

(14) Impact of Project

(i) To what extent had the project increased the capacity building of your country in the management of wastes?

(ii) Were the different waste management training programmes relevant to your country? Any suggestions for improvements.

(iii) How far has the Training of Trainers been implemented in your country?

(iv) Any improvements in the solid and hazardous waste management practices apart from increased human capacity in your country? Any adoption of cleaner approaches?

(v) In what ways, and to what extent, did the project result in reduced uPOPs emissions in your country?

(vi) In what ways, and to what extent, did the project improve awareness of chemicals and waste management issues in your country?

(15) Project Sustainability

(i) Have the pilot projects been replicated in your country?

(ii) How far can the project results be sustained? What are their limitations?

(iii) Has this project led to submission of other projects for funding? If yes, provide details.

(16) Conclusions

(i) How successful was the project in producing the programmed outputs and achieving milestones as per the design document / approved workplan?

(ii) What worked well during the project?

(iii) What did not work well during the project?

(iv) What are the lessons learnt?

(v) Any other remarks you would like to add?

Thank you

Annex F: Brief CV of Evaluation Consultants

Dr. Nee Sun CHOONG KWET YIVE holds a PhD in Chemistry, obtained from Montpellier University, France. He is currently associate professor at the University of Mauritius where he is lecturing in Physical and Analytical Chemistry at both undergraduate and postgraduate levels since more than 20 years.

Dr. CHOONG KWET YIVE was a member (2006 – 2013) of the Toolkit Expert Working Group of the Stockholm Convention, and since 2007, he is a member of the Medical and Chemicals Technical Options Committee of the Montreal Protocol.

He has undertaken numerous consultancy assignments in the context of the Stockholm and Minamata Conventions in more than 30 countries for UN agencies (e.g. UNIDO, UN Environment and UNDP), and these include project development and project evaluation.

Dr. Henri LI KAM WAH holds a PhD in Chemistry, obtained from Nice University, France and an MSc in Forensic Science from Staffordshire University, UK. He is currently professor at the University of Mauritius where he is lecturing in Inorganic, Forensic and Analytical Chemistry at both undergraduate and postgraduate levels for more than 30 years. He was the Director of Quality Assurance from 2002 to 2006 and the Dean of the Faculty of Science of the University of Mauritius from 2006 to 2009.

Dr. Henri LI KAM WAH has undertaken several consultancy assignments related to chemicals and waste for the Government of Mauritius, namely inventory of hazardous wastes and the Minamata Initial Assessment. He has also undertaken a mid-term evaluation of the Special Programme for UNEP.

Annex G: Response to stakeholder comments

TABLE X: Comments from Respondents on the Pacific POPS project (Nov 2021)

Place in text	Comment	Evaluator's Response	Evaluation Office Response
Acknowledgements	**SPREP – Program, should be Programme**	Agree. Amended wherever in the report.	Accepted
Recommendations	Recommendation 1: Design for future regional projects should ensure that each PIC has in place a dedicated national officer to coordinate and facilitate country level activities. Funding for this position should be secured either through government or donor funding. – *this is a valid recommendation. It was not possible in this project due to GEF rules on PM not exceeding 10%. As such, this role needs to be technical (to be allowed for GEF projects); or co-financed by another donor. It's important to acknowledge this to manage country expectations.*	Agreeable to comments made.	Accepted
59.	The budget allocation was not appropriate for all the components/outputs. – *this is listed as one of the weaknesses. Whilst this is true of the PM (which is this way because of the GEF 5% ceiling), we actually had money left at the end of the project and transferred this to do the used oil disposal. Could the evaluators clarify if this comments refers to PM, or to which other components/outputs?*	Agreeable to comment made. Amended to not appropriate for some components/outputs such as PM. The comment on allocation was at the project design. The non-appropriateness of budget allocation was substantiated by interviews and responses from questionnaires, and also confirmed by budget revisions (c.f. also section 172).	Accepted
92.	At the time of this Evaluation, no progress has been made in the establishment of the community of practice. – *It may not be relevant to this evaluation, but the community of practice has been included in GEF ISLANDS, and is running through the Green Forum. So*	Comment noted that the community of practice has been included in the GEF Islands project. However for the GEF-PAS project, the community of practice	Accepted

	the idea is not lost. There was just recognition there needed to be a longterm home for these communities – and the Green Forum was identified as this.	was only at its proposal stage.	
SPREP - Finance tables	More figures provided.	Amendments made to the figures. However the new figures were not made available to the evaluation team during the evaluation despite request for the final report.	Accepted

Annex H: GEF Portal Inputs

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

Question: What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7[1], these indicators will be identified retrospectively and comments on performance provided[2]).
Response: It is a GEF-4 project. Para 192: Monitoring of project implementation was carried out in line with the M&E plan defined in the ProDoc, including the preparation of yearly PIR reports, project review by PSC, holding of Inception Workshop, preparation of an inception report and terminal report. Monitoring data were collected by the PMU, based at SPREP and presented in the PIR reports. Quarterly or six-monthly reports were submitted by the NFPs as substantiated by questionnaire responses from some NFPs. Para 201: The annual PIR reports provided satisfactory reporting to track progress. They assessed the mid-term targets, end-of-project targets and the project implementation status, and also identified the possible risks for project implementation. In addition, they provided the changes made to the project and the reasons for the changes and gave progress ratings to the different activities and outputs.
Question: What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? *(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)*
Response: Para 214: An intensive consultative process involving key stakeholders of all the PICs took place during project preparation and design. Active and broad cooperation of all involved stakeholders including partners resulted in most outputs being delivered. The strategy of countries to partner with the private sector, NGOs and community groups was also conducive to achieve the expected outputs. Responses from questionnaires and interviewees confirmed that the key stakeholders were supportive of the project. SPREP liaised regularly with project partners and stakeholder groups, at regional and national level, during implementation of activities. At country level, the appointed consultants and the country project team consulted and interacted with stakeholders on a number of activities such as used oil, used pesticide containers and awareness campaigns. Stakeholder engagement of the industry sector (oil importers, distributors and generators of used oil) was very important to understand the type of data input that they were expected to provide. Not only government employees but the private sector and NGOs were well represented in the trainings carried out by FNU and USP. Awareness raising campaigns targeted a variety of stakeholders including schoolchildren and teachers, NGOs, community and church groups and the public. Partners such as JICA and FNU provided feedback and advice on the updated vocational training course. Some of the above stakeholders were present during the PSC meetings, either as members or observers.

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

Question: What were the completed gender-responsive measures and, if applicable, actual gender result areas? *(This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)*

Response:

Para 215-216: Gender concerns were not a specific focus of the project, although risk of exposure to POPs is high in vulnerable communities especially those islanders who recourse to open burning to discard their wastes or use wood as fuel for cooking. The ProDoc recognized that improved management of chemicals and waste would contribute significantly to improvements in health and well-being, particularly among vulnerable populations, such as women and children. It was stated that women would be more likely to be indirectly exposed to pesticides during planting and harvesting in PICs where agriculture is one of the key economic activities. In addition, in rural communities, wood is used commonly as fuel for cooking by women and burning releases uPOPs. The ProDoc mentioned that the project aimed to ensure equal and active participation of women in project activities. It is noteworthy that at the time of project design, inclusion of gender considerations was not a specific requirement under the GEF. Thus, the EA did not develop any policy to ensure gender equity. However, responses to evaluation interviews and questionnaires confirmed that there was active participation of women and girls in the project activities, especially in the Niue pilot composting project and uPOPs awareness-raising campaigns. On the other hand, there are no statistical data available about the gender balance in the different project activities, especially as regards to the trainings. The evaluation team and interviewees highlighted that there was a well-balanced gender participation in PSC meetings.

Question: What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. *(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)*

Response:

Para 217-220: Aspects related to environmental and social safeguards were included in the ProDoc for the different components of the project and were adhered to satisfactorily during the project implementation. Potential negative environmental impacts were forecasted in the project components 2 and 4 and adequate mitigation strategies were proposed. For example, in the Kiribati Healthcare Waste Management pilot project, a new incinerator with appropriate technology was purchased, replacing the previous one which was generating uPOPs as it was burning well below 600 °C and in addition mercury thermometers were no longer incinerated. For component 4, it was ensured that prior to export, waste oil was tested for the presence of PCBs. The waste oil was also shipped following all Basel requirements. No significant environmental and social safeguards issues were reported during project implementation, and risk ratings were monitored regularly. Para 61: It was mentioned in the Project Inception Workshop report that natural disasters such as cyclones would be mitigated via more implementation works to be carried out in the 2nd, 3rd and 4th quarters of every year (most training programmes were effectively conducted during the periods April-November).

Question: What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? *(This should be based on the documentation approved at CEO Endorsement/Approval)*

Response:

Para 224-225: The ProDoc contained a public awareness, communication and mainstreaming strategy but it was only partially implemented by SPREP due to a lack of information from the PICs, the unavailability of a communications officer during part of the lifetime of the project and inadequate allocation of resources. Not everything that was planned to be done at project design and that would have been relevant was implemented. For example, only two newsletters were published instead of biannual ones and the animation video produced for regional campaign could not be launched due to change in funds prioritization. Existing communication channels (e.g. radio broadcasts) and networks (NGOs and community groups) were used effectively at country level for implementation and dissemination of project activities and awareness raising campaigns.
In the ProDoc, knowledge management was an integral part of the focus of components 2, 3, 4 and 6 of the project. Appropriate methods of communication with key stakeholders were identified as well as for dissemination of information on project activities. Information on the project as well as the different guidelines and reports that were developed were made accessible on the SPREP website, via a dedicated webpage. Several press releases and two newsletters were published during the project implementation and the project activities were also disseminated in regional conferences/workshops/meetings. A regional awareness campaign program on waste oil was implemented in the PICs. In addition, awareness-raising materials (posters, slogans and post cards) on the use, collection, storage and disposal of used oil and a short animated video were developed and shared with the PICs. Respondents to the questionnaires and interviewees confirmed that awareness on sound waste management among schoolchildren, agricultural farmers, waste workers and the public at large was raised and they recommended more outreach awareness raising sessions. The increase in knowledge and public awareness of waste management issues were not well documented as follow-up surveys or focus groups were not organized to assess the actual increase or uptake of the knowledge and awareness gained or the behavioral change observed. A more structural approach to communication and public awareness coupled with allocation of a specific budget could have enhanced the visibility of project results and ensured that all communication and awareness raising activities that were planned were executed and monitored more effectively.

Para 230: Key lessons and best practices of the project were summarized in the report, the salient ones being (a) for regional projects involving several countries, legal instruments such as MoU or LoA are essential to ensure good in-country commitment and support and to avoid delays in project implementation; (b) the project design should include a time contingency for activities and outputs which depend on tenders, contracts and policy development; (c) for regional projects, each country should have in place a dedicated national individual to coordinate and facilitate country level activities; (d) remote consultation with country focal points proved (with some notable exceptions) to be largely ineffective, while in-country missions/visits provided valuable information and timely response to information required. Countries were observed to prioritize the project during the visits/missions; and (e) Cost effectiveness was ensured by scheduling and conducting PSC meetings back-to-back with other project meetings such as Waigani Convention, GMP2, Minamata Initial Assessment and NIPs Update.

Para 212: Adaptive management was demonstrated by adjusting the project where necessary (e.g. provision of assistance to 5 PICs for the GMP2 project, shift in focus of the used oil component, arrangement following resignation of the Project Coordinator, resources allocated on priority issues following review by countries).

Question: What are the main findings of the evaluation?

Response:

Para 228: The project activities were relevant to the national environment priorities of the fourteen PICs and complemented well with the other interventions or initiatives in the region in the field of chemicals and waste management.

The project performed moderately satisfactorily in the delivery of quality of outputs. The key outputs were enhanced capacity building and awareness-raising of stakeholders and general public in the sound management of chemicals and wastes, incorporation of POPs in the national and regional waste strategies, submission of NIP updates and model legislations on uPOPs, waste oil and used pesticide containers. However, there was little evidence of uptake of model regulations/legislation on uPOPs, waste oil and used pesticide containers by the PICs. Train-the-trainers was not carried out in most PICs and very few training reports were submitted from the trainees. An effective waste management database had not been set up and there was no replication or dissemination of the pilot projects in the other PICs. Only two newsletters and one consignment of used oil were published and exported respectively.

The achievement of outcomes was also moderately satisfactory as not all the indicators proposed for the outcomes were met. However, there are indications that the project is satisfactorily contributing to the occurrence of the intermediate states and, although too early to predict, there are good chances for achievement of the intended impacts. Assumptions and drivers mostly hold. Sustainability of the project results will depend on the availability of funding and commitment of the governments to implement the waste management strategies including the NIP Updates.

The main factors that contributed to the delivery of the outputs were the UNEP's cooperation with experienced project partners (AFD and FAO), assistance and guidance from UNEP and highly experienced regional consultants, and the strategy of the PICs to partner with the private sector, NGOs and community groups. Some of the challenges mentioned by interviewees and respondents were the time constraints for implementing certain activities, the non-alignment in time between the GEF-PAS uPOPs and the AFD projects, lack of adequate manpower and staff turnover at the EA and the absence of a formal MoU with the PICs.

Annex I: Assessment of the Quality of the Report

Evaluand Title:

Pacific POPs Release Reduction through Improved Management of Solid and Hazardous Wastes (GEF ID: 4066)
Consultants: Nee Sun Choong Kwet Yive and Henri Li Kam Wah

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

	UNEP Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
Quality of the Executive Summary: The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.	Final report: All elements are covered.	**5**
I. Introduction A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.) Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?	Final report: Brief section meeting the guidance	**5**
II. Evaluation Methods A data collection section should include: a description of evaluation methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or sites/countries visited; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.).	Final report: A clear section, completed just prior to UNEP Evaluation Office providing new guidance on methods sections.	**5**

Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their experiences captured effectively, should be made explicit in this section. The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described. It should also address evaluation limitations such as: low or imbalanced response rates across different groups; gaps in documentation; extent to which findings can be either generalised to wider evaluation questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome. Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views. Is there an ethics statement?		
III. The Project This section should include: • *Context:* Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses). • *Results framework*: Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • *Stakeholders:* Description of groups of targeted stakeholders organised according to relevant common characteristics • *Project implementation structure and partners:* A description of the implementation structure with diagram and a list of key project partners • *Changes in design during implementation:* Any key events that affected the project's scope or parameters should be described in brief in chronological order • *Project financing:* Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	Final report: All elements are addressed.	**5**
IV. Theory of Change The *TOC at Evaluation* should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors. This section should include a description of how the *TOC at Evaluation*[49] was designed (who was involved etc.) and applied to the context of the project? Where the project results as stated in the project design documents (or formal revisions of the project design) are not an accurate reflection of the project's intentions or do not follow UNEP's definitions of different results levels, project results may need to be re-phrased or reformulated. In such cases, a summary of the project's results hierarchy should be presented for: a) the results	Final report: TOC is presented in graphic form and causal pathways through to intermediate states are discussed.	**5**

[49] During the Inception Phase of the evaluation process a *TOC at Evaluation Inception* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions), formal revisions and annual reports etc. During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the *TOC at Evaluation*. *The two results hierarchies should be presented as a two-column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'.*		
V. Key Findings **A. Strategic relevance:** This section should include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval. An assessment of the complementarity of the project at design (or during inception/mobilisation[50]), with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed: i. Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) ii. Alignment to Donor/GEF Strategic Priorities iii. Relevance to Regional, Sub-regional and National Environmental Priorities iv. Complementarity with Existing Interventions	Final report: All elements adequately addressed.	**5**
B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively summarized?	Final report: Succinct presentation of strengths and weaknesses	**5**
C. Nature of the External Context For projects where this is appropriate, key external features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval[51]), and how they affected performance, should be described.	Final report: Addressed.	**5**
D. Effectiveness **(i) Outputs and Project Outcomes:** How well does the report present a well-reasoned, complete and evidence-based assessment of the a) availability of outputs, and b) achievement of project outcomes? How convincing is the discussion of attribution and contribution, as well as the constraints to attributing effects to the intervention. The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.	Final report: Discussed in detail, especially the many outputs.	**5**

[50] A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

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

(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed? Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.	Final report: Well discussed and presented.	**5**
E. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table. Consider how well the report addresses the following: • *Adherence* to UNEP's financial policies and procedures • *completeness* of financial information, including the actual project costs (total and per activity) and actual co-financing used • *communication* between financial and project management staff	Final report: All elements well covered.	**5**
F. Efficiency To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including: • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use during project implementation of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • The extent to which the management of the project minimised UNEP's environmental footprint.	Final report: Adequately addrssed.	**5**
G. Monitoring and Reporting How well does the report assess: • Monitoring design and budgeting *(including SMART results with measurable indicators, resources for MTE/R etc.)* • Monitoring of project implementation *(including use of monitoring data for adaptive management)* • Project reporting *(e.g. PIMS and donor reports)*	Final report: All elements covered.	**5**
H. Sustainability How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved project outcomes including: • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability	Final report: All sub-categories discussed.	**5**

I. Factors Affecting Performance These factors are <u>not</u> discussed in stand-alone sections but are **integrated in criteria A-H as appropriate**. Note that these are described in the Evaluation Criteria Ratings Matrix. To what extent, and how well, does the evaluation report cover the following cross-cutting themes: • Preparation and readiness • Quality of project management and supervision[52] • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Environmental and social safeguards • Country ownership and driven-ness • Communication and public awareness	Final report: All elements addressed here and within the report.	**5**
VI. Conclusions and Recommendations **i. Quality of the conclusions:** The key strategic questions should be clearly and succinctly addressed within the conclusions section. It is expected that the conclusions will highlight the main strengths and weaknesses of the project and connect them in a compelling story line. Human rights and gender dimensions of the intervention (e.g. how these dimensions were considered, addressed or impacted on) should be discussed explicitly. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.	Final report: Succinct conclusions, strategic questions addressed.	**5**
ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should be avoided. Based on explicit evaluation findings, lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons are intended to be adopted any time they are deemed to be relevant in the future and must have the potential for wider application (replication and generalization) and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.	Final report: Useful lessons identified.	**5**
iii) Quality and utility of the recommendations: To what extent are the recommendations proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when. At least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions, should be given.	Final report: Actionable recommendations presented.	**5**

[52] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP.

Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations. In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance. Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.		
VII. Report Structure and Presentation Quality		
i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?	Final report: . UNEP Evaluation Office structure followed.	**5**
ii) **Quality of writing and formatting:** Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?	Final report: Clear and professional style.	**5**
OVERALL REPORT QUALITY RATING		**5**

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the evaluation report is calculated by taking the mean score of all rated quality criteria.

At the end of the evaluation, compliance of the evaluation process against the agreed standard procedures is assessed, based on the table below. *All questions with negative compliance must be explained further in the table below.*

Evaluation Process Quality Criteria	**Compliance**	
	Yes	**No**
Independence:		
1. Were the Terms of Reference drafted and finalised by the Evaluation Office?	**Y**	
2. Were possible conflicts of interest of proposed Evaluation Consultant(s) appraised and addressed in the final selection?	**Y**	
3. Was the final selection of the Evaluation Consultant(s) made by the Evaluation Office?	**Y**	
4. Was the evaluator contracted directly by the Evaluation Office?	**Y**	
5. Was the Evaluation Consultant given direct access to identified external stakeholders in order to adequately present and discuss the findings, as appropriate?	**Y**	
6. Did the Evaluation Consultant raise any concerns about being unable to work freely and without interference or undue pressure from project staff or the Evaluation Office?		**N**
7. If Yes to Q6: Were these concerns resolved to the mutual satisfaction of both the Evaluation Consultant and the Evaluation Manager?	**N/A**	
Financial Management:		
8. Was the evaluation budget approved at project design available for the evaluation?	**Y**	
9. Was the final evaluation budget agreed and approved by the Evaluation Office?	**Y**	
10. Were the agreed evaluation funds readily available to support the payment of the evaluation contract throughout the payment process?	**Y**	
Timeliness:		
11. If a Terminal Evaluation: Was the evaluation initiated within the period of six months before or after project operational completion? Or, if a Mid Term Evaluation: Was the evaluation initiated within a six-month period prior to the project's mid-point?		**N**
12. Were all deadlines set in the Terms of Reference respected, as far as unforeseen circumstances allowed?	**Y**	
13. Was the inception report delivered and reviewed/approved prior to commencing any travel?	**Y**	
Project's engagement and support:		
14. Did the project team, Sub-Programme Coordinator and identified project stakeholders provide comments on the evaluation Terms of Reference?	**Y**	
15. Did the project make available all required/requested documents?	**Y**	
16. Did the project make all financial information (and audit reports if applicable) available in a timely manner and to an acceptable level of completeness?	**Y**	
17. Was adequate support provided by the project to the evaluator(s) in planning and conducting evaluation missions?	**Y**	
18. Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the evaluation?	**Y**	
19. Were evaluation findings, lessons and recommendations adequately discussed with the project team for ownership to be established?	**Y**	
20. Did the project team, Sub-Programme Coordinator and any identified project stakeholders provide comments on the draft evaluation report?	**Y**	
Quality assurance:		
21. Were the evaluation Terms of Reference, including the key evaluation questions, peer-	**Y**	

reviewed?		
22. Was the TOC in the inception report peer-reviewed?	**Y**	
23. Was the quality of the draft/cleared report checked by the Evaluation Manager and Peer Reviewer prior to dissemination to stakeholders for comments?	**Y**	
24. Did the Evaluation Office complete an assessment of the quality of both the draft and final reports?	**Y**	
Transparency:		
25. Was the draft evaluation report sent directly by the Evaluation Consultant to the Evaluation Office?	**Y**	
26. Did the Evaluation Manager disseminate (or authorize dissemination) of the cleared draft report to the project team, Sub-Programme Coordinator and other key internal personnel (including the Reference Group where appropriate) to solicit formal comments?	**Y**	
27. Did the Evaluation Manager disseminate (or authorize dissemination) appropriate drafts of the report to identified external stakeholders, including key partners and funders, to solicit formal comments?	**Y**	
28. Were all stakeholder comments to the draft evaluation report sent directly to the Evaluation Office	**Y**	
29. Did the Evaluation Consultant(s) respond adequately to all factual corrections and comments?	**Y**	
30. Did the Evaluation Office share substantive comments and Evaluation Consultant responses with those who commented, as appropriate?	**Y**	

Provide comments / explanations / mitigating circumstances below for any non-compliant process issues.

Process Criterion Number	**Evaluation Office Comments**