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THE MULTILATERAL FUND FOR THE
IMPLEMENTATION OF THE MONTREAL PROTOCOL
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Item 6(b) of the provisional agenda¹

**FINAL REPORT ON THE EXTERNAL ASSESSMENT OF
THE EVALUATION FUNCTION OF THE MULTILATERAL FUND**

Note by the Senior Monitoring and Evaluation Officer

Introduction

1. The present note introduces the final report on the external assessment of the Multilateral Fund evaluation function, prepared by the independent consultant, Ms. Chandi Kadirgamar and attached to the present note. For a comprehensive coverage of the subject matter, the final report is to be considered in conjunction with part I of the assessment report, presented at the 94th meeting, which presented factual information relating to evaluation products and to budgets for monitoring and evaluation.²
2. The executive summary of the final report presents findings, conclusions and recommendations for a time-bound roadmap to strengthen the evaluation function. The report also provides, in its annex II, elements for a draft outline for a Multilateral Fund evaluation policy.
3. The report was finalized by the consultant after having discussed the draft with both the Senior Monitoring and Evaluation Officer (SMEO) and the Chief Officer. The SMEO will prepare the evaluation policy for the Multilateral Fund based on the report's recommendations, should these be accepted by the Executive Committee, after considering the report. The preparation of the evaluation policy would be done in consultation with the Secretariat and other key stakeholders.

¹ UNEP/OzL.Pro/ExCom/95/1

² UNEP/OzL.Pro/ExCom/94/7

Recommendation

4. The Executive Committee may wish:
 - (a) To take note of the final report on the external assessment of the evaluation function of the Multilateral Fund as contained in document UNEP/OzL.Pro/ExCom/95/10; and
 - (b) To request the Senior Monitoring and Evaluation Officer to prepare an evaluation policy for the Multilateral Fund, for its consideration at the 96th meeting, taking into consideration the elements for a draft outline of such policy contained in annex II to the final report referred to in subparagraph (a), and the recommendations listed in paragraphs 22 to 31 of the final report.

**FINAL REPORT ON THE ASSESSMENT OF THE EVALUATION
FUNCTION OF THE MULTILATERAL FUND**

**Report prepared by Chandi Kadirgamar
Evaluation Consultant**

October 2024

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ACRONYMS

CAP	Compliance Assistance Programme
CFC	Chlorofluorocarbon
GCF	Green Climate Fund
GEF	Global Environment Facility
HCFC	Hydrochlorofluorocarbon
HFC	Hydrofluorocarbon
IACM	Inter-Agency Coordination Meeting
ICRs	Implementation Completion Report
ICRR	Implementation Completion and Results Reviews
IDB	Inter-American Development Bank
IEG	Independent Evaluation Group (World Bank)
IFAD	International Fund for Agricultural Development
JIU	Joint Inspection Unit of the United Nations System
M&E	Monitoring and Evaluation
MLF	Multilateral Fund
MOPAN	Multilateral Organization Performance Assessment Network
NOU	National Ozone Unit
SMEO	Senior Monitoring and Evaluation Officer
ODS	Ozone Depleting Substances
OIOS	Office of Internal Oversight Services
PCR	Project Completion Report
SDG	Sustainable Development Goal
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
WB	The World Bank

EXECUTIVE SUMMARY

Background and objectives of the assessment

1. In June 2023, the Executive Committee approved the Terms of Reference (TOR)³ for an external assessment of the evaluation function of the Multilateral Fund.⁴ These TOR responded to areas for improvement identified in an assessment undertaken by the Multilateral Organization Performance Assessment Network (MOPAN) which found the evaluation function "insufficiently challenging, formative and analytical. Evaluations tend to present findings rather than providing analysis and explanations for these findings. Lesson learning is tacit rather than explicit and systematic".⁵ MOPAN micro-indicators for evaluation quality and evidence-based design were rated as unsatisfactory and follow-up systems to evaluations were rated as highly unsatisfactory.

2. The terms of reference defined the objectives of the assessment as follows:

- (a) Report on progress made regarding the areas for improvement which were identified by the MOPAN assessment and identify what areas are still to be addressed for further improvement;
- (b) Assess the adequacy and effectiveness of the evaluation function and determine to what extent the current set-up of the evaluation function – including its mandate, structure, accountability, responsibilities, and work processes – is appropriate and effective in responding to the evolving needs of the Fund;
- (c) Prepare a time-bound roadmap for enhanced utility and relevance of the evaluation function, including a proposed action plan and targeted recommendations (e.g. regarding the preparation of the work programme, the selection of evaluation topics, the dissemination of lessons learned, issuance of recommendations and follow-up mechanism to track their implementation); and
- (d) Propose the key elements to be considered for updating the Fund's evaluation policy for further elaboration by the Senior Monitoring and Evaluation Officer (SMEO) after completion of the assessment, for future consideration and endorsement by the Executive Committee.

3. The first objective, regarding progress after the MOPAN assessment, was covered in the annual reports presented by the SMEO at the 91st and 93rd meetings.⁶ The recommendations of this assessment aim at continuing improving and strengthening the evaluation function, beyond the efforts already done by the evaluation unit. Reference to these improvements is provided in the assessment in the conclusions, under steps for renewal. The analysis presented in this assessment focuses on the other three above-mentioned objectives.

Methodology

4. The assessment was conducted by an external consultant between February and July 2024. The inception phase involved review of extensive Multilateral Fund documentation and a brief inception report. This was followed by an interview phase held online. This involved a total of 31 interviews with 43 interviewees representing key stakeholders (Multilateral Fund Secretariat staff – including the evaluation unit staff, Executive Committee members, representatives of bilateral and implementing agencies, and evaluation consultants). A number of benchmarking interviews were held with heads of evaluation offices in United Nations and non-United Nations organizations.⁷ A brief survey was then undertaken of selected interviewees to follow-up on issues raised during the interview phase.

³ UNEP/OzL.Pro/ExCom/92/8

⁴ Decision 92/7 in document UNEP/OzL.Pro/ExCom/92/56

⁵ MOPAN 2019 Assessments, Multilateral Fund for the Implementation of the Montreal Protocol, p.8, published in December 2022

⁶ UNEP/OzL.Pro/ExCom/91/11/Rev.1 and UNEP/OzL.Pro/ExCom/93/13/Rev.1

⁷ See annex IV to the present report

5. There are three limitations of this assessment. First, the consultant had envisaged undertaking a quality assessment of a sample of evaluation reports using the United Nations Evaluation Group (UNEG) norms and standards for evaluation (see annex I), in particular the quality checklist.⁸ This could not be accomplished because the formats and content of evaluation reports varied and particularly as there were no evaluation-specific recommendations in most of the reports from 2013-2019. Secondly, there was little interaction with National Ozone Unit personnel as a survey was considered impractical given the scope of the exercise. Thirdly, there was a limited response to the brief email survey but those who responded provided added depth to the issues raised in interviews conducted prior to the circulation of the survey.

6. There are six major findings of this assessment of the adequacy and effectiveness of the Multilateral Fund evaluation function, five conclusions and seven recommendations summarised below.

Findings

Finding 1: A distinctive evaluation function designed with a time-bound expiry date

7. The Multilateral Fund evaluation function evolved in the 1990s as a unique, 'non-traditional' Monitoring and Evaluation (M&E) system designed to meet the 2010 goals of the Montreal Protocol.⁹ While there was a system of monitoring and evaluation practices that had been developed in the United Nations system in the mid-1980s, these were seen as unsuited for Multilateral Fund's vision of promoting "A new form of international cooperation" where the monitoring and evaluation system would need to be time-bound and target-driven.¹⁰ This was the "defining assumption which will distinguish the monitoring and evaluation system of the Fund from the traditional models of monitoring and evaluation of development assistance programmes".¹¹

8. One of the key drawbacks of this novel approach was that it was not translated into an evaluation policy. Instead, the mandate for evaluation was vested in the job description of a single staff member, to perform as the head of the evaluation function. This arrangement met the short-term need for a time-bound arrangement that did "not engender excessive costs, nor inflate a presently lean and efficient Secretariat".¹² In the longer term, however, the lack of an evaluation policy was a missed opportunity to launch and foster an evaluation culture in Multilateral Fund. Evaluation became identified with the individual chosen for the job of an SMEO rather than as a separate and distinct organizational function.

Finding 2: Absence of an evaluation policy and the commingling of Monitoring and Evaluation functions

9. The absence of an evaluation policy that defined the types of Multilateral Fund evaluation and clarified the distinctions between monitoring and evaluation has had a long-lasting effect. In practice, these two functions are commingled in outputs produced by the SMEO and other Senior Programme staff. Monitoring is a management task conducted by those closely involved in the design and implementation of programmes and does not presuppose independence of the monitoring agent. In contrast, evaluation focuses on impartial assessment by independent external experts with no previous association with the projects or programmes, who analyse and triangulate data on the effectiveness, relevance, efficiency and sustainability of programming and present recommendations for decision-making by managers and stakeholders.

⁸ United Nations Evaluation Group, UNEG Quality Checklist for Evaluation Reports, UNEG/G/2010/2

⁹ "In contrast to other organizations ... the Fund has a finite life, in the sense that it will cease to exist after it completes its mandate. Hence the evaluations the Fund conducts acquire additional dimension (sic) in guiding it to accomplish its mandate as free from errors as possible", in document UNEP/OzL.Pro/ExCom/SCMEF/19/2, Institutional Procedures of Monitoring and Evaluation in Relevant International Financing Institutions, Report from the Consultant, p.20, 7 March 2003

¹⁰ UNEP/OzL.Pro/Excom/19/63

¹¹ UNEP/OzL.Pro/ExCom/19/63 and UNEP/OzL.Pro/ExCom/4/13/Rev.2, paragraph 13, p.5 - "the Fund was a unique exercise in global partnership because, for the first time, industrial and developing countries were participating as equal partners in financial decision-making."

¹² Decision 20/38 in document UNEP/OzL.Pro/ExCom/20/72

10. While the Executive Committee had approved a draft evaluation guide¹³ which distinguished the difference between evaluation and monitoring, this was not finalized or disseminated to ensure an organization-wide introduction to the new function. This assessment found that the conflation and confusion of the two functions is pervasive. In short, there is no shared corporate understanding of the purpose, role and use of evaluation, and how it differs from monitoring, as well as from other oversight activities of audit and inspection. Examples of this aspect of the Multilateral Fund practice is evident in three products namely, evaluations of the performance of implementing agencies against their annual business plans, consolidated project completion report (PCR) and the review by the Multilateral Fund Secretariat of new tranche submissions for multi-year projects which sometimes include independent verification reporting by external consultants.

Finding 3: *Lack of clarity of the Senior Monitoring and Evaluation Officer role and the independent status of evaluation reports*

11. The position of the SMEO is unique as the supervisor for this post is the Chief Officer but in terms of the evaluation products "the incumbent reports directly to the Executive Committee of the MLF".¹⁴ These two lines of responsibility have resulted in ambiguity as to the corporate identity and the responsibilities of the SMEO. Organizationally, the head of the evaluation unit (SMEO) is supported by a G-5 Programme Assistant, and functions independently in a siloed manner in the Secretariat. There are no established protocols in place, should the Chief Officer disagree with the content of an evaluation report.

12. This ambiguity in the SMEO's role came under scrutiny in 2003 when there was a disagreement between the consultant, the SMEO and the Chief Officer on recommendations of a report. The Executive Committee sought the expertise of an independent consultant who determined that the head of the Organization reserves the right to express an opinion and agree/disagree with a report. In his report, the consultant indicated that evaluation reports are advisory, they are 'corporate products' and therefore an integral part of the Chief Officer's responsibility and duty to oversee the organization's functioning and carry out its mandates. The report concluded that "The final responsibility rests with the Board (or with the Executive Committee in MLF), accepting/rejecting and implementing any of the recommendations contained in these reports".¹⁵ This clarification was reiterated in 2009 in a second report from the same independent consultant who indicated that the Chief Officer "has the right to submit a minority report to the Executive Committee in cases where there is disagreement with the SMEO".¹⁶ These significant clarifications of the nature of independence of evaluation reports have not been captured in any official protocols or in the job description of the SMEO.¹⁷

Finding 4: *Limited exposure to evaluation among key stakeholders*

13. To preserve the independence of evaluation, the SMEO presents the work programmes and evaluation reports to the Executive Committee in line with UNEG norms¹⁸ in this regard. However, the disadvantage is that evaluations are seen by stakeholders as responding chiefly to demands from the Executive Committee and remote from and of limited relevance to their work. Given that there is currently no outreach effort to disseminate the findings of evaluation reports beyond the Executive Committee, the findings from interviews suggest that some stakeholders are unaware of evaluations, particularly at the country level in some Article 5 countries and implementing agencies.

¹³ UNEP/OzL.Pro/ExCom/20/58, Proposed Monitoring and Evaluation System, (Draft) for the Multilateral Fund submitted by Universalia, 24 September 1996.

¹⁴ United Nations Request for Classification Action, Secretariat job description, p.2, internal document, 11 March 1998.

¹⁵ UNEP/OzL.Pro/ExCom/SCMEF/19/2, "Institutional Procedures of Monitoring and Evaluation in Relevant International Financing Institutions, Report of the Consultant", pages 21,24 and 25, 7 March 2003.

¹⁶ UNEP/OzL. Pro/ExCom/57/13, paragraph 80 (e), p. 24.

¹⁷ Annex I in document UNEP/OzL.Pro/ExCom/57/13 and annex IV in document UNEP/OzL.Pro/ExCom/58/53.

¹⁸ See Annex I -Summary of UNEG norms and standards.

Finding 5: *Impact of eliminating Evaluation Reports' recommendations*

14. The elimination of evaluation-specific recommendations in favour of a standardized text conveying recommendations from the Executive Committee which invited stakeholders to note and apply, as appropriate, the findings and recommendations, was a marked departure from established standards.¹⁹ The overall impact was to seriously weaken the utility and effectiveness of evaluation, particularly in terms of report use and follow-up. Suggestions were made at the 89th Executive Committee meeting to revert to pre-2011 practices of taking decisions on relevant recommendations and to introduce management responses. These are initiatives that could help rectify shortcomings in reports to promote the use of evaluation results and restore the credibility of the evaluation function overall.²⁰

Finding 6: *Diversifying the type and focus of evaluation to include assessment of the social and economic impacts of Multilateral Fund programming*

15. While Multilateral Fund has been recognized as being very successful in establishing a monitoring and verification system for measuring compliance with ODS phase-out targets and the Montreal Protocol, it has been less successful in developing a comprehensive and robust evaluation framework to assess 'softer' kinds of activities like training, capacity building, institutional strengthening, private sector involvement, public awareness and the overall sustainability of Multilateral Fund results after project completion. This has led to the perception among many interviewees, particularly among implementing agencies, that the Multilateral Fund is driven by a 'compliance-based' focus that precludes explicit attention to the social and economic impact of its programmes.

16. However, as early as in 2004, an evaluation case study of the Fund by the World Bank noted that while the Multilateral Fund was not designed to have direct social impact, unintended qualitative sustainable development benefits of the Fund have begun to be recognized such as skills enhancement, reduced health risks, reductions of other environmental pollutants, increased competitiveness and/or enhanced export potential at the national level and networking activities at the regional level.²¹ The potential to focus on these aspects has yet to be explored in any depth in Multilateral Fund evaluations.

Conclusions

Conclusion 1: *Limitations of the Multilateral Fund evaluation function*

17. The unique Multilateral Fund monitoring and evaluation function was designed to meet a shorter-term vision of reaching specific ODS reduction goals by 2010. To facilitate this, conventional norms that distinguished monitoring from evaluation in the United Nations system were adapted to the needs of the Fund and proved successful in setting up a regime that tracked compliance with specific goals. The record of evaluation is less successful with some reports of inconsistent analytic quality and not widely referenced or used. The overall utility of evaluation reports in discharging their accountability and learning objectives is also not discernible since a follow-up mechanism to track the response to recommendations has yet to be developed and the lessons learned database is not user friendly. Most importantly, the Multilateral Fund now has objectives established in the Montreal Protocol and the Kigali amendment that extend into the 2040s.²² The evaluation function needs a fresh vision to meet these longer-term objectives that encompass the broader impact of its programmes and United Nations system priorities of sustainable development goals (SDGs), gender and human rights.

¹⁹ United Nations Evaluation Group, UNEG, Norms and Standards for Evaluation (2016), New York, Norm 14: Evaluation use and follow-up, see annex I of the present document.

²⁰ UNEP/OzL.Pro/ExCom/89/15, paragraph 16, p.4.

²¹ Case study on the Multilateral Fund for the Implementation of the Montreal Protocol, World Bank Operations Evaluation Department, (32914), p. xi, 2004.

²² MOPAN 2019 Assessments, Multilateral Fund for the Implementation of the Montreal Protocol, p.23, published in December 2022.

Conclusion 2: *Inward-looking evaluation practice*

18. The involvement of the Executive Committee in overseeing and guiding the conduct of monitoring and evaluation is an important feature. This oversight was crucial since the Multilateral Fund opted to contract out project design and implementation to United Nations bilateral and implementing agencies rather than set up its own project implementation structure. As a financial mechanism, the Fund is therefore not dissimilar to Global Environment Facility (GEF). However, the key difference in terms of evaluation and monitoring is that the GEF forged a close association with the independent evaluation offices of its implementing agencies and developed a regime for project monitoring and evaluation which met GEF needs. In hindsight, one may conclude that the Multilateral Fund missed an opportunity to exploit the monitoring and evaluation infrastructure that had developed within the implementing agencies which may have yielded a stronger portfolio of evaluation products and a more widespread corporate understanding of the value and potential of evaluation overall.

Conclusion 3: *Missed opportunities to clarify the identity of the evaluation function*

19. There were several inflection points in the past thirty years when the Executive Committee considered and revisited options for how to meet Multilateral Fund's monitoring and evaluation needs. The first was in 1997 when it was decided to set up limited in-house evaluation capacity as opposed to sub-contracting external experts.²³ The second was in 2008 when the Executive Committee revisited the possibility of "cost effective and independent delivery options external to the Fund Secretariat" in decision 56/8.²⁴ While this option was not pursued, the evaluation function continued to be represented by a single professional staff member rather than an established organizational unit. Most tellingly, the move in 2011 to downgrade evaluation-specific recommendations to optional suggestions fundamentally affected the standing of the evaluation function and the utility of its reports.²⁵ It reinforced the message that evaluations had little to add to accountability and learning which are keystones of any serious evaluation practice.

Conclusion 4: *Recognizing the difference between monitoring and evaluation*

20. The blurring of monitoring and evaluation functions was practical to start with but over time contributed to the weakening of the identity and relevance of evaluation. This assessment underscores the need to promote a much clearer corporate understanding of the distinction between the two functions that accord with United Nations system norms and standards in this regard. If evaluation is to be recognized as a distinct function, a clear and separate identity should be established through the adoption of an evaluation policy and the reframing of the responsibilities of the post of the Senior Monitoring and Evaluation Officer (SMEO) as a Senior Evaluation Officer (SEO) together with the integration of monitoring functions in the Multilateral Fund Secretariat as part of the project management life-cycle, including the preparation of the consolidated project completion report.

Conclusion 5: *Steps for renewal*

21. The 2019 MOPAN assessment conclusion on evaluation has reinvigorated action to ensure a more effective evaluation function. During the past three years, the current SMEO has begun efforts to modernize the evaluation function and adapted UNEG evaluation practices to Multilateral Fund needs. The monitoring and evaluation work programme has been extended from an annual to a biennial format for more efficient planning²⁶ and a comprehensive and participatory reassessment has resulted in the adoption of a new universal format for project completion reports.²⁷ These are reassuring first steps to give evaluation a more substantive

²³ UNEP/OzLPro/ExCom/21/30. "Proposed Monitoring and Evaluation System, Revised Draft", Universalia, p. 10, January 1997, and annex VII, in document UNEP/OzL.Pro/ExCom/21/36, decision 21/36.

²⁴ UNEP/OzL.Pro/56/64

²⁵ Decision 89/1, paragraph 26 (b) in document UNEP/OzL.Pro/ExCom/89/15.

²⁶ On a trial basis for 2024 and 2025. Decision 91/9 in document UNEP/OzL.Pro/ExCom/91/72.

²⁷ UNEP/OzL.Pro/ExCom/94/8 and decision 94/5 in document UNEP/OzL.Pro/ExCom/94/67.

profile and elevate its relevance to all stakeholders of Multilateral Fund programming and to be a conduit for sharing evaluations with a wider audience.

Recommendations for a time-bound roadmap to strengthen the evaluation function

22. The following recommendations constitute the elements for a proposed time-bound roadmap to strengthen the evaluation function and address weaknesses identified by the MOPAN assessment. The timeline for this roadmap may vary but should aim to be implemented during the next three years from 2025 to 2027. As required in the TOR, a draft outline of the evaluation policy is presented in annex II and aligns with UNEG Norms and Standards²⁸ and the United Nations Secretariat instructions on evaluation as set in ST/AI/2021/3.²⁹

Recommendation 1: Finalise a Multilateral Fund evaluation policy using a participatory process - The annexed evaluation policy draft outline proposes a clear and separate identity for evaluation and monitoring, with the responsibilities of the post of Senior Monitoring and Evaluation Officer reframed as a *Senior Evaluation Officer, as the head of the evaluation unit*. In consultation with the Chief Officer, the SMEO should arrange for a consultative process to review the proposed evaluation policy outline with the intention of presenting a final draft that has been well vetted to the Executive Committee for consideration.

23. The process should involve Multilateral Fund Secretariat staff and other stakeholders including the Independent Evaluation Office of UNEP given that the Fund is co-located with UNEP. The objective is to benefit from a cross-section of voices familiar with (a) Multilateral Fund programming and (b) expertise in United Nations system evaluation. This should be a brief, well organized brainstorming activity that leads to a polished final draft of the evaluation policy. In addition, the advanced draft should be shared with the heads of evaluation offices in the United Nations implementing agencies to solicit their views as well. These agencies have been approached as part of this assessment and have shown an interest to support Multilateral Fund evaluation.

Suggested timeline and participants: 1st consultation process during first half of 2025 and draft evaluation policy to be finalized and proposed to the Executive Committee in 2025 (meeting to be decided depending on the complexity of consultations and related responses by stakeholders).

- *Chief Officer, SMEO, Senior Multilateral Fund Secretariat Staff, Heads of Implementing Agencies Evaluation Offices.*

Recommendation 2: Use evaluation guidelines as a tool for raising awareness - Once the evaluation policy has been endorsed, the SMEO should translate key elements of the policy into summary guidance targeting key stakeholders who will have roles to play in operationalizing this policy.

24. Briefings should be organized at Inter-Agency Coordination Meeting (IACM) meetings and at Regional Network Meetings where the SMEO and the Chief Officer present the headlines of the new policy and encourage questions to be raised and address concerns. While these sessions would be preferable in person, they could be done on-line. The objective of these brief familiarization sessions would be to demystify what evaluation means in the context of the Fund and to emphasise that it is not an additional burden but an opportunity to communicate issues of importance that will be reflected in the evaluation reports that go to the Executive Committee. Once these briefings are completed, succinct guidelines should be circulated and made available on-line in the evaluation section of the Multilateral Fund website.

²⁸ United Nations Evaluation Group, UNEG, Norms and Standards for Evaluation, (2016), New York, Norm 12: Evaluation policy, see annex I of the present document.

²⁹ Administrative Instruction, Evaluation in the United Nations Secretariat, ST/AI/2021/3, August 6, 2021, [ST/AI/2021/3 \(undocs.org\)](https://undocs.org/ST/AI/2021/3).

Suggested timeline and participants: Progress update report at 97th Executive Committee meeting (December 2025) and finalization at 98th meeting (Mid-2026).

- *SMEO, with support from CAP/Regional Networks teams and participants to IACM, championed by the Chief Officer.*

Recommendation 3: Upgrade and standardize the formats of evaluation reports and introduce a system of follow-up to track evaluation recommendations - Thus far evaluation reports have been available only as 'parliamentary' documentation presented to the Executive Committee. In addition, it is recommended that to demonstrate transparency, evaluation reports should be easily readable and publicly accessible as part of the evaluation section of the Multilateral Fund website.

25. With this objective in mind, it is recommended **that the SMEO should compile a simple annotated guide for evaluation consultants which standardizes the format and provides illustrative examples of how key sections such as the Executive Summary, Findings, Conclusions and Recommendations, should be presented.** Recommendations should be specific, measurable, achievable, realistic and time-bound (SMART) and this guide should develop criteria for what constitutes a lesson learned, by providing specific examples of what does and does not constitute a 'lesson learned'.

Suggested Timeline and participants: Consultations to be performed during 2025 resulting in a proposal for a tracking system on recommendations to be budgeted for in the work programme of 2026.

- *SMEO with relevant support particularly from an informal 'community of practice' of implementing agency evaluation offices (e.g. UNEP) and external expertise (if required). Support from the Multilateral Fund staff involved in Communication and Knowledge-Management is also suggested.*

Recommendation 4: Engaging key stakeholders in the work process of evaluation - Some stakeholders see the 'independence' of the evaluation mandate as a factor that inhibits candid exchange on draft reports and confine themselves to commenting on the factual accuracy of findings and not on the feasibility of suggestions for conclusions and the 'way forward'.

26. Furthermore, to ensure that ground-level realities inform the findings of evaluations, stakeholders have requested more visits to the countries. Considering these views, the following suggestions are made for consideration to make evaluation more animated, active and immediate and less a function that operates in a silo within the Multilateral Fund Secretariat. **The SMEO should consult with the Chief Officer to consider their viability and a possible timeline for sub-recommendations (a) through (e):**

- (a) ***Revisit the purpose of desk studies and consider introducing inception reports:*** While desk studies were originally conceived of as preparatory activities for country visits by evaluation teams, they often became self-contained studies which reviewed internal Multilateral Fund documentation and extracted conclusions and lessons learned. While desk studies should not be abandoned as a modality, criteria should be developed as to which projects lend themselves to this more limited appraisal. Inception reports should be introduced for evaluations that contain evaluation questions, data collection instruments, and involve evaluation team travel to regions and countries as the norm rather than the exception.
- (b) ***Undertake fewer, deeper more strategic evaluations:*** To ensure that evaluation topics meet the strategic needs of the Multilateral Fund, it is recommended that the Chief Officer lead senior Multilateral Fund staff in a brainstorming session once every 18 months to explore what issues require evaluation attention for the biennial work programme. It is also recommended that given the limited capacity of the evaluation unit, it should undertake fewer, deeper evaluations that should typically involve more than one external consultant. Furthermore, the possibility of joint evaluations with evaluation offices of the implementing agencies, should be explored. It is also strongly recommended to revive the practice of having Multilateral Fund Secretariat Staff

members as part of the evaluation teams as resource persons.³⁰ Implementing agency staff could also be encouraged to join teams in a similar capacity as was done in earlier Multilateral Fund evaluations.

- (c) ***Streamline interaction with Executive Committee:*** At present, evaluation planning involves four interactions with the Executive Committee: (i) work programme submission; (ii) terms of reference submission; (iii) a report on evaluation progress; followed by (iv) submission of the final report. It is recommended that this process be streamlined to two steps with (i) submission of a biennial work programme that provides sufficient information for Executive Committee approval of the content and number of evaluations, and (ii) the submission of the final evaluation report.
- (d) ***Introduce briefing sessions with evaluation consultants:*** As part of the finalization of draft reports, the SMEO should organize brief, informal face-to-face sessions with the evaluation consultants, the SMEO and with Multilateral Fund Secretariat staff to discuss draft reports. It would be optimal if the evaluation calendar is timed to ensure draft reports are available during the start of the calendar year, when programme staff are not as busy preparing as they usually are for the second meeting of the year of the Executive Committee. In addition, once the evaluation reports are finalized, the consultants should prepare PowerPoint presentations that they will present in brief on-line meetings, chaired by the SMEO, for interested implementing agency staff and Executive Committee members prior to the Executive Committee meetings.
- (e) ***Request evaluation as standing agenda item at key Multilateral Fund meetings with stakeholders (e.g. IACM and Regional Networks Meetings):*** To ensure visibility of evaluation as a corporate priority, it is recommended that a half-day session on evaluation is included in the IACM agenda, at the first meeting of the year. These sessions should be interactive and solicit ideas on issues that would merit independent assessment, share key highlights of evaluation results and methods used for data collection ('most-significant-change', 'outcome mapping' for example) and include National Ozone Units (NOUs) as resources for feedback on topics such as evaluation plans, topical concerns and data collection strategies and suggestions. The objective is to make evaluation more recognized, familiar and participatory. It builds on Recommendation 4(a) above.

Recommendation 5: Reappraise the evaluation framework used at Multilateral Fund: More innovative evaluation approaches should also be developed to assess the 'softer' activities in programming involving industry and private sector entities, manufacturers associations, etc.

27. Since the start, evaluation topics have focused on assessments of the Multilateral Fund programming by type/sector such as Chlorofluorocarbon (CFCs), Hydrochlorofluorocarbon (HCFCs) and more recently Hydrofluorocarbon (HFCs) phase-out, ODS disposal and destruction, refrigeration projects, methyl bromide, halon banking to name a few. Interviewees suggested there may be other options for framing evaluations such as a focus on countries that had large programmes as a unit of analysis, as they often involve several implementing agencies.

28. More innovative evaluation approaches should also be developed to assess the 'softer' activities in programming involving industry and private sector entities, manufacturers associations etc. This would support assessment of gender, human rights and the SDGs which are newer priorities for the Multilateral Fund and central to the Norms and Standards of the UNEG.³¹

29. The SMEO could invite a review group composed of a few of the former Multilateral Fund evaluation consultants who are technical experts as well as experienced in evaluation, to consider the options for reframing the evaluation practice. Including consultants who have evaluated similar programmes for other

³⁰ This view was supported by some of the respondents during the interviews conducted in March- April 2024.

³¹ United Nations Evaluation Group, UNEG, Norms and Standards for Evaluation (2016), New York - specifically Standard 4.7 Human right-based approach and gender mainstreaming strategy, see annex I of the present document.

agencies (e.g. GEF), and representatives from implementing agencies could add value. This exercise could also be used to update and diversify the evaluation roster of consultants qualified to undertake Multilateral Fund evaluations.

Suggested timeline and participants: 2026-2028

- *SMEO and evaluation expert review group and representatives of key stakeholders who are users of Multilateral Fund evaluation reports.*

Recommendation 6: Introduce enhanced quality assurance mechanisms for evaluation reports: To ensure that evaluation reports are technically sound, credible and easily readable it is recommended that the SMEO consider recruiting a resource person(s) or set up a reference group as required to support framing of the Terms of Reference and quality assuring the final draft reports. It is also suggested that a member of the Programme Management team could act as internal peer reviewer and sounding board to provide quality assurance support as a report is being finalized.

30. In larger offices, evaluation reports are customarily peer reviewed by other evaluation officers who have not been involved in the evaluation. External consultants to provide both technical and assessments of the clarity of report presentation have also been used, particularly when controversial evaluations are to be submitted to executive boards. Given that the Multilateral Fund evaluation unit is small, such expert and peer review support will help assure both the technical and evaluation quality of its reports without entailing costs for additional staff.

Suggested timeline and participants: 2025 onwards

- *SMEO to use 'community of practice' identified in Recommendation 3 and explore potential for such support.*

Recommendation 7: Supplementing evaluation expertise in the short to medium term – It is suggested that temporary measures should be explored for the next three years, such as recruiting a Junior Professional Officer or short-term professional/ consultant expertise with experience in evaluation, to support current PCR reform.

31. Considering the ongoing PCR reform, the related work on lessons learned, and the preparation of the evaluation policy suggested in this assessment, the evaluation unit may require a boost in support for the SMEO, to address the additional work beyond the delivery of evaluations.

Suggested timeline: 2025 onwards.

ASSESSMENT REPORT

I. Introduction

Context

32. In 2019, the Multilateral Organization Performance Assessment Network (MOPAN) assessed the Multilateral Fund and identified five areas for improvement among which high priority was placed on the need to upgrade the evaluation function. In May 2022, the Executive Committee considered areas for improvement presented by the Secretariat in document UNEP/OzL/Pro/ExCom/89/2/Add.1. In decision 89/1(b) it requested the SMEO to include a review of the Fund's evaluation function in the 2023 monitoring and evaluation work programme. Subsequently, the Executive Committee approved the draft terms of reference for an external assessment of the evaluation function aligned to the recommendations from the assessment by the MOPAN. This was approved by decision 92/7 in June 2023.³²

Objectives of the assessment

33. The terms of reference³³ define the objectives of the assessment as follows:

- (a) **Report on progress** made regarding the areas for improvement which were identified by the MOPAN assessment and identify what areas are still to be addressed for further improvement.
- (b) **Assess the adequacy and effectiveness of the evaluation function** and determine to what extent the current set-up of the evaluation function – including its mandate, structure, accountability; responsibilities, and work processes – is appropriate and effective in responding to the evolving needs of the Fund.
- (c) **Prepare a time-bound roadmap for enhanced utility and relevance of the evaluation function**, including a proposed action plan and targeted recommendations (e.g. regarding the preparation of the work programme, the selection of evaluation topics, the dissemination of lessons learned, issuance of recommendations and follow-up mechanism to track their implementation).
- (d) Propose the **key elements to be considered for updating the Fund's evaluation policy** for further elaboration by the SMEO after completion of the assessment, for future consideration and endorsement by the Executive Committee.

34. The first objective, regarding progress after the MOPAN assessment, has already been covered by the annual reports of the SMEO in documents 91/11/Rev.1 and 93/13/Rev.1.³⁴ The analysis in this final assessment report focuses on the other three objectives; the ways and means for further improvement of the evaluation function are covered in the recommendations of this assessment.

Scope, methodology and limitations of the assessment

35. The scope of this assessment is best understood in the context of discussion and decisions of the Executive Committee since 1991. Committee directives have had a formative and lasting impact on the evaluation function and shaped the type of evaluation reports produced at Multilateral Fund over the past thirty-two years. An appreciation of this context is a prerequisite for an assessment of adequacy and effectiveness of evaluations and to identify suggestions for improving the current practice.

³² UNEP/OzLPro/ExCom/92/56

³³ UNEP/OzL.Pro/ExCom/92/8

³⁴ UNEP/OzL.Pro/ExCom/91/11/Rev.1 and UNEP/OzL.Pro/ExCom/93/13/Rev.1

36. This assessment was conducted between February and July 2024. It involved review of extensive Multilateral Fund documentation provided by the evaluation unit.³⁵ An inception report, including the evaluation matrix (see annex III) was prepared and submitted to the SMEO for feedback at the end of February.

37. Between March and mid-May, the consultant conducted a total of 31 on-line interviews with 43 interviewees in the following categories of stakeholders: (a) Members of the Executive Committee, both Article 5 and non-Article 5 representatives; (b) Multilateral Fund Secretariat (Chief Officer and staff members), (c) the evaluation unit staff; (d) bilateral and implementing agencies; (e) Heads of evaluation offices of the implementing agencies; (f) a consultant who had prepared an evaluation desk study for the 92nd meeting; and (g) other relevant stakeholders for the purpose of benchmarking (e.g. the GEF evaluation function, the World Bank Independent Evaluation Group (IEG), the United Nations Office of Internal Oversight (OIOS) and the United Nations Department of Management Strategy, Policy and Compliance). In addition, a brief survey to follow-up on issues raised during the interview phase was circulated to members of the Executive Committee, Multilateral Fund Secretariat and implementing agencies.³⁶

38. There were three main limitations of this assessment. The inception report had envisaged undertaking a quality assessment of sample of evaluation reports using the UNEG quality checklist.³⁷ This could not be accomplished because the formats and content of evaluation reports varied and particularly as there were no evaluation-specific recommendations in most of the reports from 2013-2019. Secondly, there was little interaction with NOU personnel as a survey of NOUs was considered impractical given the scope of the exercise. Thirdly, there was a limited response to the brief email survey sent to the interviewees, but those who responded provided added depth to the issues raised in interviews conducted prior to the circulation of the survey.

³⁵ The SMEO had undertaken an exploratory mission in October 2023 to visit the offices of evaluation functions of several United Nations system organizations. She prepared preliminary material that could be used by the consultant as part of the in-depth desk review on which to build the extensive historical analysis of the parliamentary documentation and internal documents of the Multilateral Fund evaluation function.

³⁶ See annex IV to the present report.

³⁷ United Nations Evaluation Group, UNEG, Quality Checklist for Evaluation Reports, UNEG/G/2010/2.

II. Findings

39. The following findings assess the adequacy and effectiveness of the evaluation function from the period 1995-2023.

Finding 1: A distinctive evaluation function designed with a time-bound expiry date. The Multilateral Fund evaluation function evolved as a unique, 'non-traditional' M&E system designed to meet the 2010 goals of the Montreal Protocol.³⁸ This vision was not translated into an evaluation policy. Instead, the mandate for evaluation was vested in the job description of a single staff member, to perform as the head of the evaluation function. This arrangement met the short-term need for a time-bound arrangement that did "not engender excessive costs, nor inflate a presently lean and efficient Secretariat".³⁹ In the longer term, however, the lack of an evaluation policy was a missed opportunity to launch and foster an evaluation culture in Multilateral Fund. Evaluation became identified with the individual chosen for the job of SMEO rather than as a separate and distinct organizational function.

40. This assessment is expected to provide for an outline of key elements for 'updating the Fund's evaluation policy'. However, there has been no evaluation policy at the Multilateral Fund since its inception. In 1991, the Multilateral Fund mandated that "The Executive Committee shall draw up reporting criteria. [and] develop and monitor the implementation of specific operational policies, guidelines and administrative arrangements".⁴⁰ During 1995-1998, the Executive Committee considered two sets of draft guidelines⁴¹ proposed by the Multilateral Fund Secretariat, and two external consultant reports and draft evaluation guidelines as it explored options that would meet the monitoring and evaluation needs of the Multilateral Fund. While the 1996 consultancy report specified that the Executive Committee should set an evaluation policy, no evidence could be found that this requirement was given due attention.⁴²

41. In terms of historical context, a system of monitoring and evaluation principles and practices based on the recommendations of the Joint Inspection Unit of the United Nations system (JIU)⁴³ had been developed by a United Nations Inter-Agency Working Group on Evaluation (the predecessor to the current UNEG) in the mid-1980s.⁴⁴ The draft guidelines prepared by the Multilateral Fund Secretariat drew on these principles and proposed that the Multilateral Fund evaluation system should build on the well-designed monitoring and evaluation infrastructures of the implementing agencies covering both field and headquarters operations, and that the costs of monitoring and evaluation should be integral to overall project costs.⁴⁵ These guidelines were seen as unsuited for Multilateral Fund's vision of promoting "a new form of international cooperation"⁴⁶ and the Executive Committee directed that a balance must be struck between the cost and level of oversight.⁴⁷ The M&E system would need to be "Finite and target driven: the global ODS phase-out date is set at the year 2010 which also determines the mandate of the Fund. This will be a defining assumption which will distinguish the

³⁸ The fund was born with an expiry date in mind, once the goal would have been achieved: "In contrast to other organizations... the Fund has a finite life. in the sense that it will cease to exist after it completes its mandate. Hence the evaluations the Fund conducts acquire additional dimension (sic) in guiding it to accomplish its mandate as free from errors as possible." In document UNEP/OzL.Pro/ExCom/SCMEF/19/2, Institutional Procedures of Monitoring and Evaluation in Relevant International Financing Institutions, Report from the Consultant, p.20. March 7, 2003. With the adoption of the Kigali Amendment in 2016, the mandate got prolonged with new goals and horizons.

³⁹ Decision 20/38 in document UNEP/OzL.Pro/ExCom/20/72.

⁴⁰ UNEP/OzL.Pro/ExCom/18/64, paragraph 1, p. 1.

⁴¹ UNEP/OzL.Pro/ExCom/17/53 and UNEP/OzL.Pro/ExCom/18/64.

⁴² UNEP/OzL.Pro/ExCom/20/58, Proposed Monitoring and Evaluation System, Draft, Universalia, September 24, 1996; UNEP/OzL.Pro/ExCom/21/30, Monitoring and Evaluation System for the Multilateral Fund (revised draft from the Consultant) January 17, 1997; and UNEP/OzL.Pro/ExCom/23/68, annex II, Evaluation guide, December 10, 1997.

⁴³ Joint Inspection Unit of the United Nations system ([JIU](#))

⁴⁴ See [JIU/REP/85/11 1985](#).

⁴⁵ UNEP/OzL.Pro/ExCom/18/64, paragraph 14, p.4, "According to international practice, an in-depth evaluation which requires two man-months of consultancy service is typically costed at 2 percent of a project costing over US \$1,000,000."

⁴⁶ UNEP/OzL.Pro/ExCom/19/63, p.1, and UNEP/OzL.Pro/ExCom/4/13/Rev.2 paragraph 13, p.5 - "the Fund was a unique exercise in global partnership because, for the first time, industrial and developing countries were participating as equal partners in financial decision-making".

⁴⁷ Decision 18/20, paragraph 47 (a) in document UNEP/OzL.Pro/ExCom/18/75.

monitoring and evaluation system of the Fund from the traditional models of monitoring and evaluation of development assistance programmes."⁴⁸

42. An external consulting firm was recruited to further develop proposals for the Multilateral Fund evaluation function. In 1997, two options were presented by the consultants: option (a) evaluation delivered by an evaluation office placed within the Secretariat, reporting through the Chief Officer to the Executive Committee and option (b) designating an evaluation contractor to implement evaluations.⁴⁹ Option (a) was chosen with the Executive Committee deciding that "there should be a modest strengthening of the Secretariat in order to provide a measure of monitoring and evaluation capacity."⁵⁰ By December 1997, a job description for an M&E post was completed. A short-term consultant was recruited for a limited period during the establishment and recruitment of a P-5 post. The first SMEO began work in January 1999 on two-year renewable contract basis.⁵¹

Finding 2: Absence of an Evaluation Policy and the commingling of Monitoring and Evaluation functions. The absence of an evaluation policy that defined the types of evaluation to be used in the Multilateral Fund and clarified the distinctions between monitoring and evaluation has had a long-lasting effect. In practice, these two functions are commingled in outputs produced by the SMEO and programme management staff. The Executive Committee had approved a draft evaluation guide which distinguished the difference between evaluation and monitoring. But this was not finalized or disseminated. Consequently, there is no shared corporate understanding of the purpose, role and use of evaluation, and how it differs from monitoring.

43. Monitoring is a management task conducted by those closely involved in the design and implementation of programmes and does not presuppose independence of the monitoring agent. In contrast, evaluation focuses on impartial assessment by independent external experts with no previous association with the projects or programmes, who analyse and triangulate data on the effectiveness, relevance, efficiency and sustainability of programming and present recommendations for consideration by stakeholders and managers. Of the 13 tasks approved in the job description of the SMEO only one task was devoted to evaluation, namely 'Manage special evaluation studies'.⁵²

44. The remaining tasks involved both monitoring and evaluation. While this combination of monitoring and evaluation was likely required at the time given the SMEO's involvement in developing templates for project completion reports, the initial commingling of monitoring and evaluation blurred the distinction between the two functions, particularly given that many of the responsibilities of the Senior Programme Management Officers were and continue to be framed as undertaking evaluation.⁵³

45. This conflation could have been addressed by the finalization and dissemination of a draft evaluation guide that had been prepared by the external consultants and vetted by the Executive committee in December 1997. In its adoption of this draft, the Executive Committee recognized that the Guide was a first version of what was intended to be "a dynamic document that would be revised by the Monitoring and Evaluation Officer in the light of experience with its use by countries and implementing agencies".⁵⁴ However, the draft guide was never formalized and circulated. Many interviewees were either unaware or unfamiliar that a draft evaluation guide had been prepared and approved by the Executive Committee. It remains as a draft document,

⁴⁸ UNEP/OzL.Pro/ExCom/19/63, paragraph 5, p 1 and decision 19/40 in document UNEP/OzL.Pro/ExCom/19/64.

⁴⁹ "Proposed Monitoring and Evaluation System, Revised Draft", Universalia, January 1997, p. 10 in document UNEP/OzL.Pro/ExCom/21/30.

⁵⁰ Decision 21/36 (a). in document UNEP/OzL.Pro/ExCom/21/36.

⁵¹ UNEP/OzL.Pro/ExCom/58/7

⁵² Annex II in document UNEP/OzL.Pro/ExCom/23/4

⁵³ Job Description of Senior Programme Management Office, posted on United Nations website on June 2024.

⁵⁴ Decision 23/5 (b) in document UNEP/OzL.Pro/ExCom/23/68

which was never revised, and included in annex XI.2 to Chapter XI; Monitoring and Evaluation of the Policies, Procedures, Guidelines and Criteria of the Multilateral Fund.⁵⁵

46. The lack of identity of evaluation as a discrete function is also reflected in the agendas of the Executive Committee which placed desk studies and evaluation reports under the 'Programme Implementation' item for over a decade. In 2017, a separate agenda item on 'Evaluation' was introduced for desk studies and evaluation reports. However, it also included the document 'Evaluation of the performance of implementing agencies against their annual business plans' which is prepared by the Multilateral Fund Secretariat and not by the SMEO.

47. This document is a comprehensive performance assessment that monitors implementation versus targets. While it includes results of an annual survey from NOU personnel, there is no external validation or triangulation of the information, and it cannot be classified as an independent evaluation. The SMEO is not involved in the evaluation of the performance of implementing agencies. The evaluation item in the Executive Committee meetings is often shared between the Secretariat and the SMEO.

48. Similarly, the 'Consolidated Project Completion Report' (PCR) prepared by the SMEO monitors the timeliness of PCR submission by implementing agencies at the closure of projects. The design of formats for PCRs⁵⁶ that was shared at the IACM workshop in early 2000, included sections on lessons learned to be used as a resource for project formulation by implementing agencies and the Multilateral Fund Secretariat. The 'lessons learned' section in PCRs currently produced by the SMEO represents a synthesis of self-reporting from PCRs that has not been verified or validated through an evaluative process. A database of lessons learned was established, accessible on the Multilateral Fund website. However, this site is difficult to navigate and not used. Interviewees and survey respondents indicated that the lessons learned site is not considered useful or user-friendly.

49. The recently concluded "Review of Project Completion reports" also found that "the way the lessons learned are presented in the current PCR format is neither useful to bilateral and implementing agencies for future project design or other reporting, nor useful to the evaluation unit for evaluation purposes".⁵⁷ This review on PCRs, mandated by the Executive Committee, was presented to the 94th meeting, and led to the approval of new universal PCR format, resulting from a consultative process with stakeholders.

50. The new format also presents improvements for data collection on lessons learned to be used for project design and implementation in the future. The ongoing reform will include the integration of the PCR submission as part of the overall project reporting process in the Knowledge Management System (KMS) which will be a management system on all the project-related information of Multilateral Fund projects. It is currently underway and expected to be completed by the end of 2025.

51. As to recommendations in evaluation reports, a mechanism has yet to be set up to track follow-up actions. This is unfortunate as the practice from 2009 until 2010 was for reports to contain explicit recommendations that targeted key stakeholders including the Executive Committee, the Secretariat, implementing agencies, NOUs (and even in some instances, beneficiary companies) and specified actions to be taken to improve policies and implementation. There has been no systematic follow-up except for a repeat evaluation many years apart, such as the regional networks evaluation, which was first evaluated in 1994, then in 2001 and most recently in 2022. Similarly, the ongoing desk study of the compliance assistance programme (CAP) evaluation is the second iteration of an evaluation that was last undertaken in 2006/2007.⁵⁸

⁵⁵Multilateral Fund for the Implementation of the Montreal Protocol, policies, procedures, guidelines and criteria (as of December 2023) Chapter XI: monitoring and evaluation.

⁵⁶ Report on the outcome of the workshop on Project Completion reports, IACM meeting in document UNEP/OzL.Pro/ExCom/30/7, 7-10 February 2000.

⁵⁷ UNEP/OzL.Pro/ExCom/94/8, p.8.

⁵⁸ UNEP/OzL.Pro/ExCom/92/6 and UNEP/OzL.Pro/ExCom/93/12/Rev.1

52. The lack of a systematic tracking system has compromised key tenets of evaluation use and intentionality that ensure optimum utility and cost-effectiveness of the investment in evaluation.⁵⁹ It is also notable that the practise of a 'Management Response' to every evaluation has not been considered a requirement in Multilateral Fund until very recently. The first such exercise was undertaken in connection with the MOPAN report of 2019.⁶⁰

53. The review by the Multilateral Fund Secretariat of new tranche submissions for multi-year projects is seen by Multilateral Fund Staff and Executive Committee members as a form of rigorous assessment which is another example of the intermingling of monitoring and evaluation. This report is performance-based, covers implementation, financial disbursement, compliance with targets and in some instances includes reporting from an independent 'verificator' recruited by the implementing agency. The verification exercise triangulates data from the NOU, the Customs Officers and country data reported to the Ozone Secretariat and the Multilateral Fund. implementing agency staff confirmed that the focus is on cross-checking actual consumption data and that verification exercises are not designed as evaluations of programming in terms of results, effectiveness, efficiency and the possible socio-economic impact of the project. One interlocutor indicated that these periodic tranche reports for multi-year agreements together with other reports "are reviewed by the Secretariat and provide confidence about the information provided. The Secretariat is well trusted to ensure that the information reports provided is accurate and useful." While these reports are seen as thorough assessments of project progress and results that help to assess the readiness to be awarded a new tranche, they cannot be classified as comprehensive evaluations of overall project progress done by independent evaluation experts.

54. The Multilateral Fund Secretariat and the implementing agencies' staff confirm there are no independent evaluations at the conclusion of a Multilateral Fund project or portfolio of projects that assess effectiveness, relevance, efficiency, sustainability and impact. This is an atypical practice as other United Nations and non-United Nations agencies see final project evaluations as an important building block for independent evaluation at a more programmatic and strategic level.

Finding 3: Lack of clarity of the Senior Monitoring and Evaluation officer role and the independent status of evaluation reports. The position of the SMEO is unique as the supervisor for this post is the Chief Officer but in terms of the evaluation products "the incumbent reports directly to the Executive Committee of the Multilateral Fund."⁶¹ These two lines of responsibility have resulted in ambiguity as to the corporate identity and the responsibilities of the SMEO. Organizationally, the SMEO is supported by a G-5 Programme Assistant, and functions independently in a siloed manner in the Secretariat. There are no established protocols as to the Executive Committee's role in the selection of the SMEO and no procedures are in place should the Chief Officer disagree with the content of an evaluation report.

55. In June 1997, the Executive Committee adopted decision 22/19 (h), which established "a monitoring and evaluation post within the Secretariat whose incumbent would report directly to the Sub-Committee and/or the Executive Committee and be responsible for the coordination of all monitoring and evaluation activities."⁶² However, the job description that was subsequently approved by the Executive Committee specified that the Monitoring and Evaluation Officer should function "under the general supervision of the Chief Officer".⁶³ The job classification document established that the functional title would be "Senior Evaluation Officer"⁶⁴ at the

⁵⁹ United Nations Evaluation Group (UNEG) Norms and Standards (2016), New York, specifically Norm 14: Evaluation use and follow-up and Standard 4.1: Timeliness and intentionality, see annex I in the present document.

⁶⁰ United Nations Evaluation Group (UNEG), Norms and Standards (2016), New York, Standard 1.4 Management response and follow-up, see annex I of the present document.

⁶¹ United Nations Request for Classification Action, Secretariat job description, p.2, 19 March 1998, internal document.

⁶² UNEP/OzL.Pro/ExCom/22/79/Rev.1, p.13.

⁶³ Annex II in document UNEP/OzL.Pro/23/4.

⁶⁴ United Nations Request for Classification, p. 1, 19 March 1998, internal document.

P-5 level⁶⁵ and that the incumbent was to be both supervised by the Chief Officer and report "directly to the Executive Committee"⁶⁶ which contributed to imprecision and vagueness in the reporting line of the SMEO.

56. This ambiguity in the SMEO's role came under scrutiny in 2003 when there was a disagreement between the consultant, the SMEO and the Chief Officer on recommendations of a report. To deal with this issue the Sub-Committee on Monitoring, Evaluation and Finance, sought the advice of a consultant who was recruited to review the "Institutional Procedures of Monitoring and Evaluation in relevant International Financing Institutions".⁶⁷ The report determined that the head of an organization reserves the right to express an opinion and agreement/disagreement as reports are 'corporate products' and part of the Chief Officer's "duty of overseeing an organization's functioning and carrying out its mandate as incorporated into its Statutes". This situation applied even in cases where reports were submitted directly to the executive board. The consultant concluded that "The final responsibility rests with the Board (or with the Executive Committee in MLF) accepting/rejecting and implementing any of the recommendations. It cannot be overemphasized that in the final analysis these reports' functions are only advisory".⁶⁸

57. There are variations in evaluation policies with respect to reporting lines and status of evaluation reports in comparator United Nations agencies. For example, in UNEP "the Evaluation Office is an independent office performing executive functions while the Director reports to the Executive Director".⁶⁹ In UNDP, the Director is appointed by the UNDP Administrator, in consultation with the Executive Board which takes into consideration the advice of the Audit and Evaluation Advisory Committee. As established in its evaluation policy, UNDP's evaluation reports are "issued under the imprimatur of the evaluation office". In the GEF, the Council sets up a Selection and Review Committee to appoint the Director, conducts his/her performance review and the GEF Director of the Independent Evaluation Office is directly accountable to the GEF Council.⁷⁰

58. In anticipation of the departure of the first SMEO in 2009, the Executive Committee re-assessed the priorities and arrangements that might be necessary over the next five years for the monitoring and evaluation programme, and bearing in mind the 2010 compliance period, the size and complexity of the future work, including the possibility of cost-effective and independent delivery options external to the Fund Secretariat.⁷¹ At the request of the Committee, the external consultant (who had undertaken the 2003 review of the Multilateral Fund evaluation), undertook an assessment of five comparator evaluation offices in the Global Environment Facility (GEF), Inter-American Development Bank (IDB), United Nations Development Programme (UNDP), International Fund for Agricultural Development (IFAD) and the World Bank (WB). This report, finalized in February 2009, confirmed the similarity between modus operandi of these organizations and Multilateral Fund. It noted that M&E should continue as an independent function within the Secretariat and stressed that evaluation in Multilateral Fund should not be outsourced as this was not in keeping with UNEG standards.

59. The consultant also reiterated that the "heads of the organization reserve, even if the reports are submitted directly to the Boards without his/her interference, the right to express disagreement with the reports". This document was described as a 'minority report'.⁷² The consultant further noted, in comments to the Executive Committee meeting, that since the SMEO reported directly to the Committee it would be worth considering the creation of a Monitoring and Evaluation Office headed by a high-ranking officer.⁷³

⁶⁵ The United Nations job classification definition did not include the word "monitoring".

⁶⁶ UNEP/OzL.Pro/ExCom/58/7, p.3.

⁶⁷ UNEP/OzL.Pro/ExCom/38/4 paragraph 21 and 22 (b), p.6.

⁶⁸ UNEP/OzL.Pro/ExCom/SCMEF/19/2, Institutional procedures of monitoring and evaluation in relevant international financing institutions, report from the consultant, paragraph 9, p.5, March 7, 2003.

⁶⁹ UNEP Evaluation Policy, revised, October 2022, page 17, paragraph 38.

⁷⁰ UNEP Evaluation Policy, 2022, UNDP Evaluation Policy 2019 and GEF Evaluation Policy, 2019.

⁷¹ Decision 56/8, paragraph 57 in document UNEP/OzL.Pro/56/64.

⁷² UNEP/OzL.Pro/ExCom/57/13, paragraph 88, p 25.

⁷³ UNEP/OzL.Pro/ExCom/57/69, p.23.

Furthermore, neither the budget nor the resources of the office had changed since its inception and the report questioned "the rationale for keeping the budget on nominal zero growth".⁷⁴

60. The Executive Committee reaffirmed the position of SMEO with additional responsibilities in the workload. A revised TOR was presented by the interim SMEO in July 2009 together with immediate and long-term activities and a suggestion of the need to prepare "a specific charter of the independent monitoring and evaluation needs."⁷⁵ In decision 58/5 the Executive Committee agreed that the maximum period of SMEO engagement should be up to ten years, consistent with appointment practices in other agencies. However, there was no consideration of renaming the function as an office, increasing the budget allocation for evaluation, or of a charter. This would have been an important opportunity to codify the practice and institutionalize the evaluation function which had now been recognized as a need for at least the forthcoming decade.

Finding 4: Limited exposure to evaluation among key stakeholders. To preserve the independence of evaluation, the SMEO presents the work programmes and evaluation reports to the Executive Committee. These practices accord with UNEG Norms.⁷⁶ However, the disadvantage is that evaluations are seen by stakeholders as responding chiefly to demands from the Executive Committee and remote from and of limited relevance to their work. Given that there is currently no outreach effort to disseminate the findings of evaluation reports beyond the Executive Committee, interviews suggest that some stakeholders are unaware of evaluation, particularly at the country level in some Article 5 countries and implementing agencies.

61. When asked about the utility of the Multilateral Fund evaluation reports for implementing agencies, the response was that there is a mismatch between the interests of the Executive Committee which is focused on technical, sectoral and thematic issues, and which does not necessarily include the assessment of implementing partner performance. The common perception is that the overall interest of the Executive Committee is to track compliance with goals to reduce ODS consumption, and more recently to ratify and implement the Kigali amendment, and not on independent assessment of the relevance, effectiveness, efficiency and sustainability of Multilateral Fund projects.

62. Implementing agencies indicated that the report that they find most useful and relevant was the annual 'Evaluation of the performance of implementing agencies against their annual business plans'. Trying to distill the assessments and lessons learned from Multilateral Fund evaluation reports was hard to do when for example, the sample chosen for evaluation was of 10 projects from different agencies and the assessments did not differentiate the findings in terms of individual agency performance. The same problem was experienced in regional assessments which group together findings which are hard to disaggregate by agency or country. It was noted that if some evaluation exercises could focus on countries with larger Multilateral Fund projects this would be more relevant as these larger countries tend to have multiple agencies working on Multilateral Fund projects.

63. Implementing agencies also contrasted Multilateral Fund practices with other agencies they supported where project level evaluation was obligatory. Specific mention was made of the evaluation policies of the GEF and the Green Climate Fund (GCF)⁷⁷ which require independent project evaluations to be budgeted for at the approval stage. The evaluation policy of UNDP⁷⁸ covers central and decentralized evaluation, the latter reports being quality assured by the Independent Evaluation Office (IEO). UNIDO's evaluation policy⁷⁹ envisages independent and self-evaluation, undertaken at the mid-term and final stages of projects and programmes. The UNIDO evaluation office is organizationally placed within the Office of the Director-General and reserves the right to independently assess any projects that may be experiencing issues.

⁷⁴ UNEP/OzL.Pro/ExCom/57/13, paragraph 11, p.6.

⁷⁵ UNEP/OzL.Pro/ExCom/58/7, paragraph 38, p.9.

⁷⁶ United Nations Evaluation Group (UNEG) Norms and Standards (2016), New York, Norm 4: Independence, seen annex I of the present document.

⁷⁷ UNEP/OzL.Pro/ExCom/58/7, paragraph.18 and annex II.

⁷⁸ United Nations Development Programme, DP/ 2019/29, "The revised UNDP evaluation policy".

⁷⁹ United Nations Industrial Development Organization, UNIDO Secretariat, (DGB/2021/11, 21 September 2021), "Evaluation Policy".

Independent evaluations are established in projects or programmes or in cooperation agreements with donors and other stakeholders. Both UNDP and UNIDO indicated that since the agreements made with Multilateral Fund do not require project level evaluation, there is no standard practice of sharing these evaluation reports with the SMEO or with the Secretariat.

64. Some interviewees found the Multilateral Fund stance of not requiring project level independent evaluation sensible since it was unwieldy and perceived as being of little value-for-money, particularly given other monitoring reports such as the evaluation of the performance of implementing agencies against their business plan⁸⁰ or the multi-year tranche assessments (see paragraph 53 in the present document) that were considered adequate proxies for external evaluation. Implementing agencies, however, felt that it would be useful to have project level final evaluations but noted they would need funding earmarked upfront for evaluation in the project budgets. Another interlocutor indicated that selective portfolio level evaluations, as distinct from project level evaluations, may be of value. This is the practice in the World Bank which as a part of their Independent Evaluation Group (IEG) policies undertakes implementation completion reports (ICRs) for all Multilateral Fund projects. Some of these are selected for a follow-up implementation completion and results reviews (ICRRs) and involve "independent, desk based, critical validation of evidence, content evaluation of an implementation completion reports (ICRs). Based on the evidence provided in the ICR and an interview with the last task team leader, the IEG arrives at their own ratings of the project using the evaluation criteria used by World Bank project teams". These reports related to the implementation of the Montreal Protocol, some of them pertaining to Multilateral Fund projects, are publicly available on-line through the search engine of the IEG website.⁸¹

65. Interviewees associated with Multilateral Fund projects contacted in-country indicated that this assessment exercise was the first time they had been consulted about the evaluation function and their only experience was with the annual questionnaire from the Multilateral Fund Secretariat to NOUs. They noted that to them the distinction between monitoring and evaluation activities was not clear. Some also indicated that they had very little exposure to Multilateral Fund evaluation and had not been part of any evaluation of a programmatic or thematic nature and were therefore not able to comment on the effectiveness and relevance of Multilateral Fund evaluation reports. As the interface with the Multilateral Fund Secretariat is through the implementing agency, they depend on the agency to provide guidance and the priority is accorded to monitoring, not evaluation. They surmised that this was because the personnel implementing the projects did not have stand-alone evaluation capacity at hand. The only experience with independent assessments were the verification missions undertaken by experts hired by the implementing agency. It was acknowledged that these missions were not the same as comprehensive evaluation, but they raised cross-cutting issues that could be of interest for Multilateral Fund evaluations to assess more deeply.

66. Another interviewee contacted at the national level noted that implementing agencies themselves have different approaches to using evaluation and cited an example of 'formative evaluation' where the implementing agency had the draft proposal for a large-scale proposal reviewed by its regional evaluation team. The response from the team had been helpful and the proposal had a quick and positive passage through the Executive Committee.

67. All interviewees contacted at the national level asserted that evaluation reports need to pay more attention to assessing situations and challenges being faced at the local level and urged that there be more country visits included in evaluations plans. While desk studies had their uses, these reports typically involved a consultant's review of progress and completion reports, as well as other reporting submitted to the Multilateral Fund, but did not take account of the ground-level situation.

68. Regional networks meetings were seen by several interviewees as an ideal platform for briefing and discussion on those aspects of evaluation reports of specific relevance to implementing agencies and NOUs.

⁸⁰ UNEP/OzL.Pro/ExCom/91/9 and UNEP/OzL.Pro/ExCom/93/9

⁸¹ [Independent Evaluation Group \(worldbankgroup.org\)](http://www.independentevaluationgroup.org). The consultant was provided with an excel sheet which included the universe of 62 ICRs and ICRRs reports for Multilateral Fund projects undertaken between 1998 and 2020.

This would be particularly helpful since all countries do not participate in Executive Committee meetings and therefore do not have the advantage of being exposed to and involved in discussions during the evaluation agenda item.

Finding 5: Impact of eliminating evaluation reports' recommendations. The elimination of evaluation-specific recommendations in favour of a standardized text conveying recommendations from the Committee which invited stakeholders to note and apply, as appropriate, the findings and recommendations⁸², was a marked departure from established standards.⁸³ The overall impact was to seriously weaken the utility and effectiveness of evaluation, particularly in terms of report use and follow-up. As a response to the MOPAN report, suggestions were made at the 89th Executive Committee meeting⁸⁴ to revert to pre-2011 practices of taking decisions on relevant recommendations and to introduce management responses. These initiatives should help rectify shortcomings in current evaluation reports, enhance the use of evaluation results and restore the credibility of the evaluation function, overall.

69. Prior to 2011, recommendations were a dynamic instrument with which evaluations engaged with key stakeholders in addressing issues raised in reports. The recommendations were precise and targeted the Executive Committee, implementing agencies, national governments and National Ozone Units, for action. All evaluation reports during the period 1999-2003 were considered by the Subcommittee for Evaluation Monitoring and Finance, which generally met over two days prior to Executive Committee meetings. There were detailed discussions on the evaluation reports in this venue. This situation is not currently the case given the packed agenda of the current Executive Committee meetings.

70. Many interviewees described the early evaluations as analytical, surfacing issues that needed solutions and contributing to shaping the policy. The SMEO at that time participated in at least one country visit to ensure that the interview protocols and stakeholder visits were effective. In some cases, implementing agency personnel as well as the Multilateral Fund programme manager responsible for the sector were included in these evaluation teams as resource persons well-versed in technical matters and operations of the Multilateral Fund. Feedback from several interviewees was that this practice, particularly of including Multilateral Fund programme managers as resource persons on teams, was valuable and this suggests that the practice should be revived.

71. The stature of evaluation reached achieved a high-water mark during this period according to many interviewees. A multi-step evaluation methodology covered: (i) an in-depth desk review by technical experts in preparation of field visits; (ii) guidelines for structured interviews to be conducted with national government and enterprise personnel; (iii) widespread country visits by evaluation teams with case studies prepared by the experts, (iv) a synthesis report prepared by the SMEO which summarized case studies and presented recommendations for consideration by the Executive Committee. According to the document which presented the workload of the SMEO for Executive Committee consideration, during the first period 2000-2009, the total funding approved for monitoring and evaluation work programme was US \$ 2,815,000 and the SMEO had delivered 26 synthesis evaluations, 165 country case studies, and 23 regional case studies. A total of 2,593 project completion reports were received for the same period.⁸⁵ Figure 1 below displays the evolution of approved budgets between 2000 and 2025:⁸⁶

⁸² UNEP/OzL.Pro/ExCom/89/15, paragraph 16, p.4.

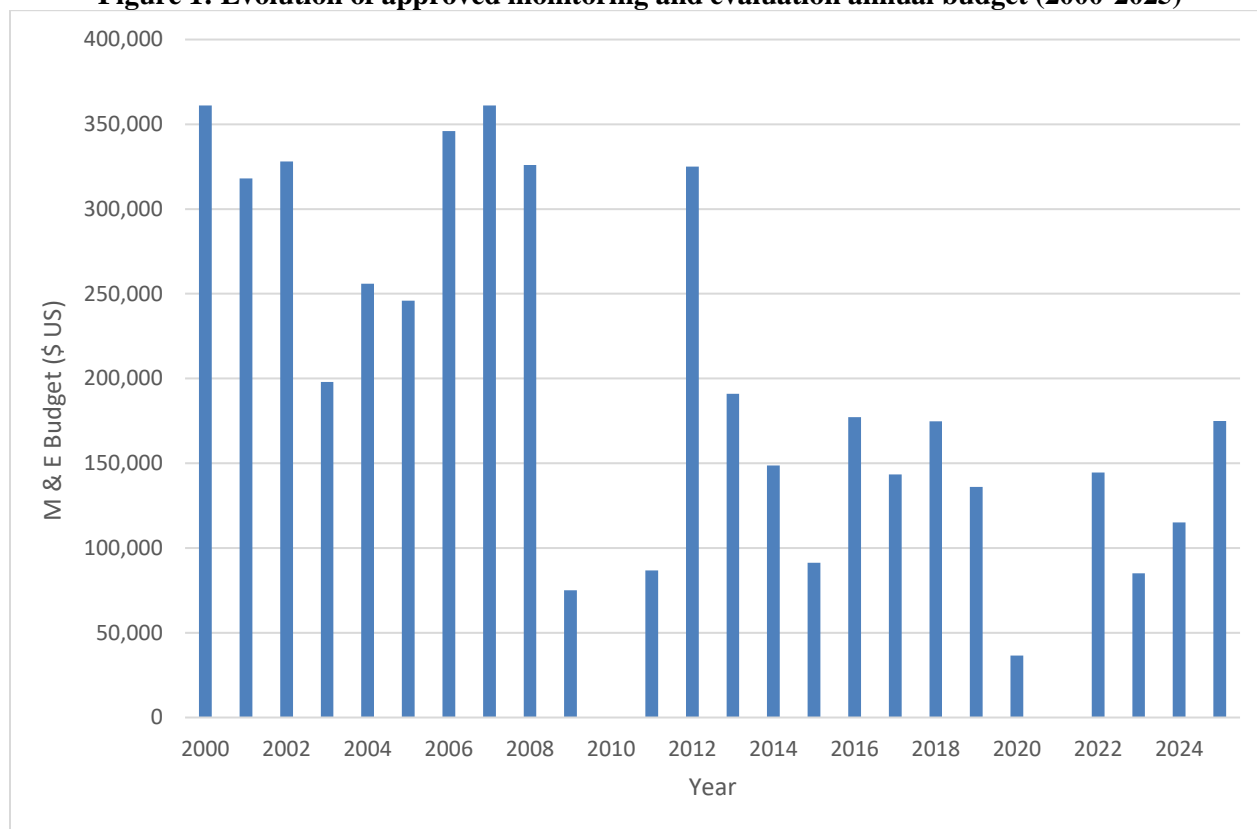
⁸³ United Nations Evaluation Group, UNEG, Norms and Standards (2016), Norm 14: "Evaluation use and follow-up", seen annex I of the present document.

⁸⁴ Decision 89/1 in document UNEP/OzL.Pro/ExCom/89/15.

⁸⁵ UNEP/OzL.Pro/ExCom/58/7, paragraph. 18 and annex II.

⁸⁶ The information is based on the approved budgets in the monitoring and evaluation work programme documents, including for the years 2024 and 2025.

Figure 1: Evolution of approved monitoring and evaluation annual budget (2000-2025)



Source: Based on the data presented in UNEP/OzL.Pro/ExCom/94/7, annex I, table 1.

72. There is an empty year between the transition of the SMEO's post under recruitment, with no budget allocated. The graphic reveals that during the period 2011-2020, there was a smaller evaluation portfolio with a budgeted total of US \$1,530,930 for 16 desk studies and nine evaluation reports.⁸⁷ In previous years desk studies were used as integral to the preparation for the evaluation exercise whereas during the succeeding years they were often used to enable an Executive Committee decision as to whether a full-fledged evaluation should proceed or not. In terms of quality, those reports that annexed the terms of reference indicate detailed areas for inquiry,⁸⁸ but the reports themselves do not have clear evaluation questions and contain limited information on the methods used for data collection and analysis. They also provide scant information on who was interviewed, or the facilities visited. Conclusions and lessons learned are mostly descriptive rather than analytical.

73. The formats of the reports also vary. Some have executive summaries, others do not. However, the major issue faced in any assessment of these reports is the lack of recommendations. As the MOPAN report observes "Although there is a recommendations section in the reports, these are usually not clearly linked to findings. Recommendations are worded more as requests to the Executive Committee to 'take note' of the findings or to "invite the bilateral and implementing agencies to apply, when appropriate, the findings and recommendations of the evaluation".⁸⁹

74. Implementing agencies who were asked whether/how they currently follow-up on Executive Committee decisions on individual evaluation reports, indicated they did not have any mechanism to do this. This was doubly difficult given that recent reports present 'Learning and Conclusions' or as 'the way forward' which are not pitched for actionable follow-up. Another interviewee commented that the Executive Committee invitation for implementing agencies to decide to follow-up on findings when appropriate was "not the real

⁸⁷ Annex II in document UNEP/OzL.Pro/ExCom/94/7

⁸⁸ UNEP/OzL.Pro/ExCom/80/9, annex I and UNEP/OzL.Pro/ExCom/82/11, annex I

⁸⁹ MOPAN 2019 Assessments, Multilateral Fund for the Implementation of the Montreal Protocol, p.9 published in December 2022.

spirit of evaluation" as there was a need for recommendations that linked to a follow-up mechanism to track the extent to which recommendations had been implemented. Many interviewees concurred that the upshot of this development was that evaluation reports were simply 'shelved'.

75. At the 89th meeting of the Executive Committee, discussions focused on the MOPAN reports recommendations to enhance the relevance of the evaluation function. Suggestions were made to revert to past practices that were discontinued in 2011 where the Executive Committee took decisions on relevant recommendations "so that there could be follow-up with regard to how the evaluation recommendations and related decisions fed into the work of the Fund and its bilateral and implementing agencies". It was stressed that the number of recommendations should be limited and concentrate on the most essential findings. Preparation of management responses was also seen as helping to "enhance the use of evaluation results and strengthen the function's ties with the work of the Fund".⁹⁰

76. To address the limited time available to discuss evaluation reports during Executive Committee meetings, it was suggested that the SMEO should have discussions on the reports at the IACM. These exchanges would then be captured in the reports of the IACM meeting submitted to the Executive Committee and could summarise key points which would help the Executive Committee to engage in more focused discussions on the recommendations. The IACM interactions could have the added benefit of ensuring clarity in the recommendations, solicit suggestions for evaluation topics and consider issues that seemed pertinent for inclusion in a management response.

Finding 6: Diversifying the type and focus of evaluation to include assessment of the social and economic impacts of Multilateral Fund programming. While Multilateral Fund has been recognized as being successful in establishing a monitoring and verification system for measuring compliance with ODS phase-out target, and other Montreal Protocol related targets, it has been less successful in developing a comprehensive and robust evaluation framework to assess 'softer' kinds of activities like training, capacity building, institutional strengthening, private sector involvement capturing experiences of public awareness and the overall sustainability of Multilateral Fund results after project completion. This aspect is becoming increasingly relevant as the Multilateral Fund embarks on designing and implementing projects that respond to the needs to comply with the targets set by the Kigali Amendment.

77. The MOPAN report observes that "The Multilateral Fund has had a narrow and effective focus on the phase-out/phase-down of controlled substances".⁹¹ This has led to a perception among many interviewees, particularly among implementing agencies, that the Multilateral Fund is driven by a "compliance-based" focus that precludes explicit attention to the social and economic impact of its programmes. Implementing agencies comment that this laser-focus on compliance does not encompass their own agency priorities which have broader mandates that focus on stakeholders, gender, jobs and small and medium industries, for example. One agency representative recounted that when the Multilateral Fund gender policy was adopted, a gender specialist had been recruited to help identify ways and means to make sure the portfolio was gender sensitive. After having reviewed the Multilateral Fund programmes, the response of this consultant was "Where are the people?"

78. Current practice in Multilateral Fund evaluation is to draw mainly from reports submitted to meet the requirements of the Multilateral Fund Secretariat. As noted earlier in the report, some implementing agencies undertake evaluation of Multilateral Fund because their own agencies have evaluation policies that require such coverage. To date there is no formal arrangement between the SMEO and the heads of implementing agencies' evaluation offices which could have potential in terms of formulating an evaluation framework that takes more innovative approach particularly to assess experiences in the social and economic impacts of Multilateral Fund programming and could also experiment with joint evaluations.

⁹⁰ UNEP/OzL.Pro/ExCom/89/15

⁹¹ MOPAN 2019 report, p.23.

79. With this aim in mind, evaluation offices of the implementing agencies should share any evaluations on Multilateral Fund projects on a regular basis with the evaluation unit of the Multilateral Fund. This could be a useful source for the Multilateral Fund evaluation unit to build meta-analyses based on the inputs provided by the independent evaluation offices of the implementing agencies. In this connection it is noteworthy that one Evaluation Head suggested that there was an opportunity to establish an informal 'community of practice' among the implementing agency evaluation units and the Multilateral Fund evaluation unit.

80. As a final point in connection with this finding, a case study entitled "The Multilateral Fund for the Implementation of the Montreal Protocol, Addressing Challenges of Globalization" prepared by the Operations Evaluation Department of the World Bank 20 years ago, provides a perspective on the "unintended qualitative sustainable benefits" of the Multilateral Fund. The following paragraph is worth quoting in full as it speaks both succinctly and presciently to the untapped potential for exploring the 'softer sectors' of Multilateral Fund projects:

The Multilateral Fund was established as an environmental rather than a development fund. Its goal of retrofitting industrial processes to eliminate or displace ODS was not designed to have any direct social impact (even the incremental cost methodology has a built-in assumption that the ODS phase-out intervention is cost/price-neutral to the private enterprise). However, unintended qualitative sustainable development benefits of the Fund have begun to be recognized. In addition to the skills enhancement brought about by capacity building and training at the local level, other potential benefits which offer lessons to the Bank's work across other Multilateral Environment Agreements include reduced health risks, reductions of other environmental pollutants, increased competitiveness and/or enhanced export potential at the national level as well as enhanced interconnectedness through networking activities at the regional level.

Extract from a "Case study on the Multilateral Fund for the Implementation of the Montreal Protocol" by Lauren Kelly, World Bank Operations Evaluation Department, (32914) 2004, page xi.

III. Conclusions

Conclusion 1: Limitations of the Multilateral Fund evaluation function:

81. A unique Multilateral Fund monitoring and evaluation function was deliberately designed to meet a shorter-term vision of reaching specific ODS reduction goals by 2010. To facilitate this, conventional norms that distinguished monitoring from evaluation in the United Nations system were adapted to the needs of the Fund and proved successful in setting up a regime that tracked compliance with specific goals. The record of evaluation is less successful with some reports of inconsistent analytic quality and not widely referenced or used. The overall utility of evaluation reports in discharging their accountability and learning objectives is also not discernible since a follow-up mechanism to track the response to recommendations has yet to be developed and the lessons learned database is not user friendly. Most importantly, Multilateral Fund now has objectives established in the Montreal Protocol and the Kigali Amendment that extend into the 2040s. The evaluation function now needs a fresh vision to meet these broader, longer-term objectives that encompass United Nations system priorities of SDGs, gender and human rights.

Conclusion 2: Inward-looking evaluation practice:

82. The involvement of the Executive Committee in overseeing and guiding the conduct of monitoring and evaluation is an important feature. This oversight was crucial given that the Multilateral Fund Secretariat opted to contract out project design, and implementation to United Nations and bilateral implementing agencies rather than set up its own project implementation structure. As a financial mechanism, the Fund is therefore not dissimilar to GEF. However, the key difference in terms of evaluation and monitoring is that the GEF forged a close association with the independent evaluation offices of their implementing agencies and developed a regime for project monitoring and evaluation which met GEF needs. In hindsight one may conclude that Multilateral Fund missed an opportunity to exploit the M&E infrastructure that had developed within the implementing agencies which may have yielded a stronger portfolio of evaluation products and a more widespread corporate understanding of the value and potential of evaluation overall.

Conclusion 3: Missed opportunities to clarify the identity of the evaluation function:

83. There were several inflection points in the past 30 years when the Executive Committee revisited options for how to meet Multilateral Fund's monitoring and evaluation needs. The first was in 1997 when it was decided to set up an in-house evaluation capacity as opposed to sub-contracting external experts. The second was in 2009 when the Executive Committee contemplated the possibility of a "cost effective and independent delivery options external to the Fund Secretariat"⁹² once more. While this option was not pursued, the evaluation function continued to be represented by an SMEO rather than an established organizational unit. Even though the possible tenure of the post was confirmed as being up to 10 years of service (from a two-year renewable approach that had characterized the tenure of the first SMEO), this did not allay concerns that the mode of delivering evaluations could be altered and the function was secure. The decision to downgrade evaluation-specific recommendations to optional suggestions fundamentally affected the standing of the evaluation function and the utility of its reports. It reinforced the message that evaluations had little to add to accountability and learning which are keystones of any serious evaluation practice.

Conclusion 4: Recognizing the difference between monitoring and evaluation:

84. The blurring of monitoring and evaluation functions was practical to start with but over time contributed to the weakening of the identity and relevance of evaluation. This assessment has underscored the need to promote a much clearer corporate understanding of the distinction between the two functions that accord with United Nations system norms and standards. If evaluation is to be recognized as a distinct function, a clear and separate identity should be established through the adoption of an evaluation policy and the reframing of the responsibilities of the post of Senior Monitoring and Evaluation Officer (SMEO), as a Senior

⁹² Decision 56/8, paragraph 57, p. 16, in document UNEP/OzL.Pro/56/64.

Evaluation Officer (SEO) together with the integration of monitoring functions in the Multilateral Fund Secretariat as part of the project management life-cycle, including the collection of PCRs and preparation of the consolidated PCR report.

Conclusion 5: Steps for renewal:

85. The 2019 MOPAN assessment conclusion on evaluation has reinvigorated action to ensure a more effective evaluation function. During the past three and a half years, the current SMEO has begun efforts to modernize the evaluation function and adapted UNEG evaluation practices to Multilateral Fund needs. The duration of the evaluation work programme has been extended from an annual to a biennial format (on an experimental basis) which will facilitate more efficient planning and delivery. She has also piloted a comprehensive and participatory reassessment to introduce a format for a universal project completion report to help more efficient online processing as well as consider United Nations system priorities such as gender and the SDGs. There is also Executive Committee interest that only one consolidated project completion report should be submitted per year instead of two which would cover a larger sample of projects. In addition, working documents⁹³ are being formulated that would make evaluation reports more accessible on the web and help with establishing a more transparent evaluation dissemination strategy. These are reassuring first steps to give evaluation a more substantive profile and elevate its relevance to all stakeholders of Multilateral Fund programming, and to be a conduit to sharing evaluations with a wider audience.

⁹³ Internal working documents prepared by the current SMEO to improve outreach of evaluation products.

IV. Recommendations for a time-bound roadmap to strengthen the evaluation function

86. The following recommendations propose a time-bound roadmap to strengthen the evaluation function and address weaknesses identified by the MOPAN assessment. The timeline for this roadmap may vary but should aim to be implemented during the next three years from 2025 to 2027. As required in the TOR, a draft outline of the evaluation policy is presented in annex II of the present document and aligns with UNEG Norms and Standards⁹⁴ and the United Nations Secretariat instructions in ST/AI/2021/3.⁹⁵

Recommendation 1: Finalise a Multilateral Fund evaluation policy using a participatory process – The annexed evaluation policy draft outline proposes a clear and separate identity for evaluation and monitoring, with the responsibilities of the post of Senior Monitoring and Evaluation Officer reframed as *Senior Evaluation Officer*. In consultation with the Chief Officer, the SMEO should arrange for a consultative process to review the proposed evaluation policy (see annex II) outline with the intention of presenting a final draft that has been well vetted to the Executive Committee for consideration.

87. The process should involve Multilateral Fund Secretariat staff and other stakeholders including the Independent Evaluation Office of UNEP given that the Fund is co-located with UNEP. The objective is to benefit from a cross-section of voices familiar with (a) Multilateral Fund programming and (b) expertise in United Nations system evaluation. This should be a brief, well organized brainstorming activity that leads to a polished final draft of the Evaluation Policy. In addition, the advanced draft should be shared with the heads of evaluation offices in the United Nations implementing agencies to solicit their views as well. These agencies have been approached as part of this assessment and have shown an interest to support Multilateral Fund evaluation.

Suggested timeline and participants: 1st consultation process during first half of 2025 and draft evaluation policy to be finalized and proposed to the Executive Committee in 2025 (meeting to be decided depending on the complexity of consultations and related responses by stakeholders).

- *Chief Officer, SMEO, Senior Multilateral Fund Staff, Heads of Implementing Agencies Evaluation Offices.*

Recommendation 2: Use evaluation guidelines as a tool for raising awareness - Once the evaluation policy has been endorsed, the SMEO should translate key elements of the policy into summary guidance targeting key stakeholders who will have roles to play in operationalizing this policy.

88. Briefings should be organized at IACM meetings and at Regional Network Meetings where the SMEO and the Chief Officer present the headlines of the new policy and encourage questions to be raised and address concerns. While these sessions would be preferable in person, they could be done on-line. The objective of these brief familiarization sessions would be to demystify what evaluation means in the context of the Fund and to emphasise that it is not an additional burden but an opportunity to communicate issues of importance that will be reflected in the evaluation reports that go to the Executive Committee. Once these briefings are completed, succinct guidelines should be circulated and made available on-line in the evaluation section of the Multilateral Fund website.

Suggested timeline and participants: Progress update report at 97th Executive Committee meeting (December 2025) and finalization at 98th meeting (Mid-2026).

- *SMEO, with support from CAP/Regional Networks teams and participants to IACM, championed by the Chief Officer*

⁹⁴ United Nations Evaluation Group, UNEG, Norms and Standards for Evaluation, (2016), Norm 12: Evaluation policy, New York, see annex I of the present document.

⁹⁵ Administrative Instruction, Evaluation in the United Nations Secretariat, ST/AI/2021/3, August 6, 2021, [ST/AI/2021/3 \(undocs.org\)](https://undocs.org/ST/AI/2021/3)

Recommendation 3: Upgrade and standardize the formats of evaluation reports and introduce a system of follow-up to track evaluation recommendations - Thus far evaluation reports have been available only as 'parliamentary' documentation presented to the Executive Committee. In addition, it is recommended that to demonstrate transparency, evaluation reports should be easily readable and publicly accessible as part of the evaluation section of the Multilateral Fund website.

89. With this objective in mind, it is recommended **that the SMEO should compile a simple annotated guide for evaluation consultants which standardizes the format and provides illustrative examples of how key sections such as the Executive Summary, Findings, Conclusions and Recommendations, should be presented. Recommendations should be Specific, Measurable, Achievable, Realistic and Time-bound (SMART) and this guide should develop criteria for what constitutes a lesson learned by providing specific examples of what does and does not constitute a 'lesson learned'.**

Suggested timeline and participants: Consultations to be performed during 2025 resulting in a proposal for a tracking system on recommendations to be budgeted for in the work programme of 2026.

- *SMEO with relevant support particularly from an informal 'community of practice' of implementing agency evaluation offices (e.g. UNEP) and external expertise (if required). Support from the Multilateral Fund staff involved in Communication and Knowledge-Management is also suggested.*

Recommendation 4: Engaging key stakeholders in the work process of evaluation - Some stakeholders see the 'independence' of the evaluation mandate as a factor that inhibits candid exchange on draft reports and confine themselves to commenting on the factual accuracy of findings and not on the feasibility of suggestions for conclusions and the 'way forward'. To ensure that ground-level realities inform the findings of evaluations, stakeholders also requested more visits to the countries. Considering these views, the following suggestions are made for consideration to make evaluation more animated, active and immediate and less a function that operates in a silo within the Multilateral Fund Secretariat.

90. **The SMEO should consult with the Chief Officer to consider their viability and a possible timeline for sub-recommendations (a) through (e).**

- (a) ***Revisit the purpose of desk studies and consider introducing inception reports:*** While desk studies were originally conceived of as preparatory activities for country visits by evaluation teams, they often became self-contained studies which reviewed internal Multilateral Fund documentation and extracted conclusions and lessons learned. While desk studies should not be abandoned as a modality, criteria should be developed as to which projects lend themselves to this more limited appraisal. Inception reports should be introduced for all evaluations that contain evaluation questions, data collection instruments, and involve evaluation team travel to regions and countries as the norm rather than the exception.
- (b) ***Undertake fewer, deeper more strategic evaluations:*** To ensure that evaluation topics meet the strategic needs of the Multilateral Fund, it is recommended that the Chief Officer lead senior Multilateral Fund staff in a brainstorming session once every 18 months to explore what issues require evaluation attention for the biennial work programme. It is also recommended that given the limited capacity of the evaluation unit, it should undertake fewer, deeper evaluations that should typically involve more than one external consultant. Furthermore, the possibility of joint evaluations with evaluation offices of the implementing agencies, should be explored. It is also strongly recommended to revive the practice of having Multilateral Fund Secretariat Staff as part of the evaluation teams as resource persons. Implementing agency staff should also be encouraged to join teams in a similar capacity as was done in earlier Multilateral Fund evaluations.
- (c) ***Streamline interaction with Executive Committee:*** At present, evaluation planning involves four interactions with the Executive Committee: (i) work programme submission; (ii) terms of reference submission; (iii) a report on evaluation progress; followed by (iv) submission of

the final report. It is recommended that this process be streamlined to two steps with (i) submission of a biennial work programme that provides sufficient information for Executive Committee approval of the content and number of evaluations, and (ii) the submission of the final evaluation report.

- (d) ***Introduce briefing sessions with evaluation consultants:*** As part of the finalization of draft reports, the SMEO should organize brief, informal face-to-face sessions with the evaluation consultants, the SMEO and with Multilateral Fund Secretariat staff to discuss draft reports. It would be optimal if the evaluation calendar is timed to ensure draft reports are available during the start of the calendar year, when programme staff are not as busy preparing for Executive Committee meetings. In addition, once the reports are finalized, the consultants should prepare PowerPoint presentations that they will present in brief on-line meetings, chaired by the SMEO, for interested implementing agency staff and Executive Committee members prior to the Executive Committee meetings.
- (e) ***Request evaluation as standing agenda item at key Multilateral Fund meetings with stakeholders (e.g. IACM and Network Meetings):*** To ensure visibility of evaluation as a corporate priority, it is recommended that a half-day session on evaluation is included in the IACM agenda, at the first meeting of the year. These sessions should be interactive and solicit ideas on issues that would merit independent assessment, share key highlights of evaluation results and methods used for data collection ('most-significant-change', 'outcome mapping', for example) and include NOUs as resources for feedback on topics such as evaluation plans, topical concerns and data collection strategies and suggestions. The objective is to make evaluation more recognized, familiar and participatory. It builds on recommendation (a) above.

Recommendation 5: Reappraise the evaluation framework used at Multilateral Fund: More innovative evaluation approaches should also be developed to assess the 'softer' activities in programming involving industry and private sector entities, manufacturers associations etc.

91. Since the start, evaluation topics have focused on assessments of the Multilateral Fund programming by type/sector such as CFCs, HCFCs and more recently HFCs phase-out, ODS disposal and destruction, refrigeration projects, methyl bromide, halon banking to name a few. Interviewees suggested there may be other options for framing evaluations such as a focus on countries that had large programmes as a unit of analysis, as they often involve several implementing agencies. This would support assessment of gender, human rights and the SDGs which are newer priorities for the Multilateral Fund and central to the Norms and Standards of the UNEG.⁹⁶ The SMEO could invite a review group composed of a few of the former Multilateral Fund evaluation consultants who are technical experts as well as experienced in evaluation, to consider the options for reframing the evaluation practice. Including consultants who have evaluated similar programmes for other agencies (e.g. GEF), and representatives from implementing agencies could add value. This exercise could also be used to update and diversify the evaluation roster of consultants qualified to undertake Multilateral Fund evaluations.

Suggested timeline and participants: 2026-2028

- *SMEO and evaluation expert review group and representatives of key stakeholders who are users of Multilateral Fund evaluation reports.*

Recommendation 6: Introduce enhanced quality assurance mechanisms for evaluation reports: To ensure that evaluation reports are technically sound, credible and easily readable it is recommended that the SMEO consider recruiting a resource person(s) or set up a reference group as required to support framing of the Terms of Reference and quality assuring the final draft reports. It is also

⁹⁶ United Nations Evaluation Group, UNEG, Norms and Standards for Evaluation (2016), New York - specifically Standard 4.7 Human right-based approach and gender mainstreaming strategy, see annex I of the present document.

suggested that a member of the Programme Management team could act as internal peer reviewer and sounding board to provide quality assurance support as a report is being finalized.

92. In larger offices, evaluation reports are customarily peer reviewed by other evaluation officers who have not been involved in the evaluation. External consultants to provide both technical and assessments of the clarity of report presentation have also been used, particularly when controversial evaluations are to be submitted to executive boards. Given that the Multilateral Fund evaluation unit is small, such expert and peer review support will help assure both the technical and evaluation quality of its reports without entailing costs for additional staff. This type of quality assurance should not represent an onerous workload and could take place at a few key points during the evaluation process, namely the preparation of the draft Terms of Reference and Inception Report stage, and when the final draft is presented by the consultant.

Suggested timeline and participants: 2025 onwards

- *SMEO to use 'community of practice' identified in Recommendation 3 and explore potential for such support.*

Recommendation 7: Supplementing evaluation expertise in the short to medium term - It is suggested that temporary measures should be explored for the next three years, such as recruiting a Junior Professional Officer or short-term professional/ consultant expertise with experience in evaluation, to support current PCR reform.

93. Considering the ongoing PCR reform, the related work on lessons learned, and the preparation of the evaluation policy suggested in this assessment, the evaluation unit may require a boost in support for the SMEO, to address the additional work beyond the delivery of evaluations.

Suggested timeline: 2025 onwards

Annex I

UNITED NATIONS EVALUATION GROUP (UNEG) SUMMARY OF NORMS AND STANDARDS FOR EVALUATION

Table 1: Norms and Standards for Evaluation

General norms for evaluation
Norm 1: Internationally agreed principles, goals and targets
Norm 2: Utility
Norm 3: Credibility
Norm 4: Independence
Norm 5: Impartiality.
Norm 6: Ethics
Norm 7: Transparency
Norm 8: Human rights and gender equality.
Norm 9: National evaluation capacities
Norm 10: Professionalism
Institutional norms for evaluation at the United Nations System
Norm 11: Enabling environment
Norm 12: Evaluation policy
Norm 13: Responsibility for the evaluation function
Norm 14: Evaluation use and follow-up
Standards for evaluation
Standard 1: Institutional Framework
Standard 1.1: Institutional framework for evaluation
Standard 1.2: Evaluation policy
Standard 1.3: Evaluation plan and reporting.
Standard 1.4: Management response and follow up
Standard 1.5: Disclosure policy.
Standard 2: Management of the Evaluation Function
Standard 2.1: Head of evaluation
Standard 2.2: Evaluation guidelines
Standard 2.3: Responsiveness of the evaluation function
Standard 3: Evaluation competencies
Standard 3.1: Competencies
Standard 3.2: Ethics
Standard 4: Conduct of Evaluations
Standard 4.1: Timeliness and intentionality
Standard 4.2: Evaluability assessment
Standard 4.3: Terms of reference
Standard 4.4: Evaluation scope and objectives
Standard 4.5: Methodology
Standard 4.6: Stakeholder engagement and reference groups
Standard 4.7: Human rights-based approach and gender mainstreaming strategy
Standard 4.8: Selection and composition of evaluation teams
Standard 4.9: Evaluation report and products
Standard 4.10: Recommendations
Standard 4.11: Communication and dissemination
Standard 5: Quality
Standard 5.1: Quality assurance system
Standard 5.2: Quality control of the evaluation design
Standard 5.3: Quality control at the final stage of evaluation

Source: United Nations Evaluation Group (2016), [Norms and Standards for Evaluation](#). New York: UNEG.

UNEG Norms and Standards specifically cited in the assessment report

Norm 4: Independence

- Independence of evaluation is necessary for credibility, influences the ways in which an evaluation is used and allows evaluators to be impartial and free from undue pressure throughout the evaluation process. The independence of the evaluation function comprises two key aspects — behavioural independence and organizational independence. Behavioural independence entails the ability to evaluate without undue influence by any party. Evaluators must have the full freedom to conduct their evaluative work impartially, without the risk of negative effects on their career development and must be able to freely express their assessment. The independence of the evaluation function underpins the free access to information that evaluators should have on the evaluation subject.
- Organizational independence requires that the central evaluation function is positioned independently from management functions, carries the responsibility of setting the evaluation agenda and is provided with adequate resources to conduct its work. Organizational independence also necessitates that evaluation managers have full discretion to directly submit evaluation reports to the appropriate level of decision-making and that they should report directly to an organization's governing body and/or the executive head. Independence is vested in the Evaluation Head to directly commission, produce, publish and disseminate duly quality-assured evaluation reports in the public domain without undue influence by any party.

Norm 12: Evaluation policy

Every organization should establish an explicit evaluation policy. Taking into account the specificities of the organization's requirements, the evaluation policy should include a clear explanation of the purpose, concepts, rules and use of evaluation within the organization; the institutional framework and roles and responsibilities; measures to safeguard evaluation independence and public accountability; benchmarks for financing the evaluation function that are commensurate with the size and function of the organization; measures to ensure the quality and the use of evaluations and post-evaluation follow-up; a framework for decentralized evaluations, where applicable; and provision for periodic peer review or external assessment. The evaluation policy should be approved by the governing body and/or the executive head to ensure it has a formally recognized status at the highest levels of the organization. References to evaluators in the policy should encompass staff of the evaluation function as well as evaluation consultants.

Norm 14: Evaluation use and follow-up

- Organizations should promote evaluation use and follow-up, using an interactive process that involves all stakeholders. Evaluation requires an explicit response by the governing authorities and/or management addressed by its recommendations that clearly states responsibilities and accountabilities. Management should integrate evaluation results and recommendations into its policies and programmes.
- The implementation of evaluation recommendations should be systematically followed up. A periodic report on the status of the implementation of the evaluation recommendations should be presented to the governing bodies and/or the head of the organization.

Standard 1: Institutional Framework

Standard 1.4 Management response and follow-up

The organization should ensure that appropriate mechanisms are in place to ensure that management responds to evaluation recommendations. The mechanisms should outline concrete actions to be undertaken in the management response and in the follow-up to recommendation implementation.

- The organization's management is responsible for providing a formal management response to each evaluation. The management response provides management's views of the evaluation recommendations, including whether and why management agrees or disagrees with each recommendation. The management response should detail specific actions to implement those recommendations that were agreed to by management. These actions should be concrete, objectively verifiable, time-bound and clear on the responsibilities for implementation.
- The organization should have an oversight mechanism to ensure that there are management responses to evaluations, that the actions contained in management responses are adequate to substantially address agreed recommendations and that the recommendations are appropriately implemented.
- The organization should have a mechanism to oversee the implementation of the actions provided in management responses, such as follow-up reports or tracking systems. Ensuring follow-up is the responsibility of the management. Follow-up should be overseen by the governing body or, for those actions to be undertaken by units within the organization, by management itself.

Standard 4: Conduct of Evaluations

Standard: 4.1: Timeliness and intentionality

Evaluations should be designed to ensure that they provide timely, valid and reliable information that will be relevant to the subject being assessed and should clearly identify the underlying intentionality.

- The rationale for conducting an evaluation should be clear from the outset. The evaluation plan, scope and design should be determined with a view to generating the most relevant, useful and timely information that will meet the needs of intended users and will be relevant to decision-making processes.
- Timeliness is thus an important factor in ensuring evaluation utility.
- In the context of limited resources, it is important to carefully plan evaluations in order to ensure optimum utility and cost-effectiveness.
- Having a clear intention implies knowing whose decisions (and the type of those decisions) the evaluation intends to influence. This should lead to the identification of relevant evaluation questions, the appropriate scope of evaluation, the design of stakeholder engagement to promote ownership, the appropriate formulation of recommendations, an effective dissemination plan and a successful learning strategy.

Standard 4.7 Human right-based approach and gender mainstreaming strategy

The evaluation design should include considerations of the extent to which the United Nations system's commitment to the human-rights based approach and gender mainstreaming strategy was incorporated in the design of the evaluation subject.

- United Nations organizations, guided by the United Nations Charter, have a responsibility and mission to assist Member States to meet their obligations towards the realization of the human rights of those who live within their jurisdiction. Human rights treaties, mechanisms and instruments provide United Nations organizations with a guiding frame of reference and a legal foundation for ethical and moral principles; these vehicles should guide evaluation work. Consideration should also be given to gender equality issues and hard-to-reach and vulnerable groups.
- The evaluation design might also include some process of ethical review of the initial design of the evaluation subject. More specifically, the evaluation terms of reference should:
 - Indicate both duty bearers and rights holders (particularly women and other groups subject to discrimination) as primary users of the evaluation and specify how they will be involved in the evaluation process.
 - Spell out the relevant human rights and gender equality instruments or policies that will guide evaluation processes.

- Incorporate an assessment of relevant human rights and gender equality aspects through the selection of the evaluation criteria and questions.
- Specify an evaluation approach and methods of data collection and analysis that are human rights-based and gender-responsive.
- Specify that evaluation data should be disaggregated by social criteria (e.g. sex, ethnicity, age, disability, geographic location, income or education).
- Define the level of expertise needed among the evaluation team on human rights and gender equality, define responsibilities in this regard and call for a gender-balanced and culturally diverse team that makes use of national/regional evaluation expertise.

Annex II

ELEMENTS FOR A DRAFT OUTLINE OF AN EVALUATION POLICY FOR THE MULTILATERAL FUND OF THE MONTREAL PROTOCOL (*)

DEFINITION OF EVALUATION

1. The Multilateral Fund subscribes to the definition of evaluation derived from the United Nations Norms and Standards of the Evaluation Group¹ and the Administrative Instructions of the United Nations Secretariat.²
2. An evaluation is an assessment, conducted as systematically and impartially as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area or institutional performance. It analyses the level of achievement of both expected and unexpected results by examining the results chain, processes, contextual factors and causality using appropriate criteria such as relevance, effectiveness, efficiency, impact and sustainability. An evaluation should provide credible, useful evidence-based information that enables the timely incorporation of its findings, recommendations and lessons into the decision-making processes of the organization and its stakeholders.
3. Evaluation is part of but distinct from a larger organizational oversight architecture for assessing programme performance which also includes Monitoring, Audit and Inspection.³
4. In the Multilateral Fund, the responsibility for Evaluation is with the Evaluation Unit headed by a Senior [Monitoring] Evaluation Officer. Currently, is the function also responsible for one component of project monitoring, collecting the final reports upon completion, the Project Completion Reports. The remaining project-related monitoring aspects fall under the responsibility of other Senior Officers in the Fund Secretariat.

[Note: If Recommendation 1 of the Assessment to rename the Senior Monitoring and Evaluation Officer (SMEO) as a Senior Evaluation Officer (SEO) is accepted, then a revised job description for this post should accompany the draft Evaluation Policy for Executive Committee consideration which eliminates the collection of PCRs and the preparation of the related consolidated report by the evaluation unit].

I. PURPOSES OF THE MULTILATERAL FUND EVALUATION FUNCTION

5. Evaluation at Multilateral Fund serves three main purposes:
 - (a) **Accountability:** Evaluation is an integral part of the accountability framework and constitutes an important source of evidence for understanding organizational performance. The transparent reporting of evaluation results enhances Executive Committee confidence in Multilateral Fund's ability to deliver on the mandates entrusted to it.
 - (b) **Evidence-based decision-making:** Evaluation supports better decision-making at all levels of the Multilateral Fund. It should inform planning, programming, budgeting, implementation and reporting and contribute to evidence-based policymaking and organizational effectiveness. Evaluation and feedback on the implementation of evaluation recommendations are relevant contributions to effective results-based management.

¹ United Nations Evaluation Group (2016). Norms and Standards for Evaluation, New York, UNEG, [UNEG Norms & Standards for Evaluation English-2017](#).

² ST/AI/2021/3. 6 August 2021 and related [Guidelines - Administrative Instruction on Evaluation in the United Nations Secretariat](#).

³ See section VII.

(*) This outline has referenced Evaluation Policies in similar organizations - UNEP, UNDP, UNIDO, GEF, the Adaptation Fund, and the United Nations ST/AI/2021/3.

- (c) **Learning:** A strong culture of evaluation is a prerequisite for a learning organization. Evaluation will help the organization to learn from experience and better understand why – and to what extent – intended and unintended results were achieved and to analyse the implications of the results. The compilation, analysis and dissemination of lessons learned can be the driver for innovation and continuous improvement.

II. RESPONSIBILITY FOR EVALUATION

The Executive Committee

- (a) The Executive Committee is the custodian of the evaluation policy.
- (b) It approves the Evaluation policy and approves the biennial work programme and budget for evaluation.
- (c) It endorses the appointment of the S[M]EO based on its consultations with the Chief Officer.
- (d) It considers all evaluation reports presented to it directly by the S[M]EO.
- (e) It endorses and approves recommendations in evaluation reports as well as associated management responses.
- (f) It considers regular updates on the actions undertaken in management responses.
- (g) It should periodically commission independent reviews of the evaluation policy and practice.

The Chief Officer

- (a) Safeguards the integrity of the evaluation function, ensuring its independence from operational management and monitoring activities.
- (b) Upon completion of a recruitment process, recommends the appointment of the S[M]EO to the Executive Director of UNEP.
- (c) Works with the S[M]EO on the evaluation work programme that is presented to the Executive Committee by the Senior Evaluation Officer for approval.
- (d) Supervises and facilitates the work of the Senior Evaluation Officer.
- (e) Ensures that Evaluation is a discrete agenda item in Multilateral Fund-related meetings, internal and external, as required.
- (f) Ensures that a management response is prepared for each evaluation report. Additionally, has the option including a 'minority report' in cases where s/he is not in agreement with the content of an evaluation report being presented to the Executive Committee.
- (g) Promotes the visibility and dissemination of evaluation products, including through the use of the corporate platforms, the newsletters and the knowledge management system.
- (h) Promotes collaboration and coordination with the Evaluation Offices of the Multilateral Fund implementing agencies.
- (i) Ensures the use of evaluation reports and lessons learned in the Secretariat's project review work and encourages the implementing agencies to do so in preparing proposals and implementing the projects.

Senior [Monitoring and] Evaluation Officer

Note: If the recommendation 1 is accepted, the monitoring part would not be included in the functions, and this should be reflected in a new job description for the Post of Senior Evaluation Officer (SEO)

- (a) Functions as the head of the evaluation unit and manages all aspects of the evaluation portfolio.
- (b) After consultation with the Chief Officer and relevant stakeholders, presents the *[biennial]* work programme for approval of the Executive Committee.

- (c) Ensures that all evaluation reports are of high quality and conform to UNEG norms and standards for evaluation and the UN/STAI/2021/3 on evaluation in the United Nations Secretariat.
- (d) Presents evaluation reports to the Executive Committee.
- (e) Coordinates with Evaluation Offices of the implementing agencies to explore options for joint evaluation and other such exercises.
- (f) Ensures that a management response mechanism is set in place to follow-up on evaluation recommendations and reports periodically on progress in the uptake of evaluation recommendations to the Executive Committee.
- (g) Supervises the staff and consultants of the evaluation unit.
- (h) Represents the Multilateral Fund evaluation function at the United Nations Evaluation Group (UNEG) and other United Nations relevant communities, such as the evaluation communities of practice in the United Nations Secretariat.
- (i) Reports to the Executive Committee on measures that ensure that the Multilateral Fund evaluation function is aligned to the evolving requirements of evaluation function in the United Nations and in UNEP, and prepares updates to the evaluation policy and guidelines, as required by the Executive Committee.

III. EVALUATION PRINCIPLES, NORMS AND STANDARDS OF RELEVANCE TO MULTILATERAL FUND

Independence

6. Independence of evaluation is necessary for credibility; it influences the ways in which an evaluation is used and allows evaluators to be impartial and free from undue pressure throughout the evaluation process. Evaluators must have the ability to evaluate without undue influence by any party, and to conduct their evaluative work impartially, without the risk of negative effects on their career development and must be able to freely express their assessment. Independence also demands that the Multilateral Fund Evaluation Unit is independent from management functions, carries the responsibility of setting the evaluation agenda and is provided with adequate resources to conduct its work.

7. The Evaluation Unit should have full discretion to directly submit evaluation reports to the Executive Committee. In the event the Chief Officer disagrees with the evaluation reports or products, as the head of the organization s/he has the right to issue a 'minority report' setting forth the objections for Executive Committee decision.

Utility

8. Evaluations should be commissioned and conducted with the clear intention to use the resulting analysis, conclusions or recommendations to inform decisions and actions. Useful evaluations make relevant and timely contributions to informed decision-making, organizational learning processes and accountability for results. Evaluations can contribute to knowledge generation and empowering stakeholders.

Credibility

9. Evaluations must be credible. Key elements of credibility include transparent evaluation processes, impartiality, inclusive approaches involving relevant stakeholders and robust quality assurance systems. Evaluation results and recommendations are derived from the use of the best available, objective, reliable and valid data and by accurate quantitative and qualitative analysis of evidence. Credibility requires that evaluations are ethically conducted and managed by evaluators that exhibit professional and cultural competencies.

Transparency

10. Transparency is an essential element of evaluation that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability. Evaluation products should be publicly accessible on-line and should be circulated as an integral component of Multilateral Fund's communication and knowledge management platforms.

IV. TYPES OF EVALUATION

11. Two types of evaluation products have been developed under the evaluation function at Multilateral Fund during the past decades:

- (a) **Independent Evaluations** which cover the following typologies of Multilateral Fund programming:
 - (i) Sectoral Evaluations
 - (ii) Investment Projects
 - (iii) Non-Investment Projects that cover training and institutional strengthening.

These Evaluations are designed to focus on a collection of projects in a sector, regionally or cross-regionally, or may focus on a single large scale investment project. There is also potential to undertake evaluation of a portfolio of projects in single country.

- (b) **Desk Studies** - are self-contained reports that respond to specific issues and areas of interest and concern.

These studies mainly rely on documentation produced by the Multilateral Fund and other sources. They do not typically involve country visits but can use surveys and interviews as required.

12. It is proposed to add two new types of evaluation:

- (a) **Semi-independent evaluation:** conducted by an evaluation team comprised of a combination of independent evaluator and personnel from within the Multilateral Fund Secretariat and/or the implementing agencies, where applicable, as well as other relevant stakeholders. The Secretariat staff members would act as resource persons for the evaluation exercise and not be considered as evaluation experts as such and will follow the Multilateral Fund evaluation policy's principles and criteria.
- (b) **Joint Evaluation with Implementing Agency Evaluation Units:** The evaluation units of the implementing agencies and the evaluation unit of the Multilateral Fund could establish mechanism of information exchange and cooperation, on a regular basis, to foster synergies and avoid duplication of efforts in evaluating issues and themes of common interest related to projects funded by the Multilateral Fund.

13. The evaluation unit may also prepare internal working papers to contribute to the strengthening of evaluation relevance and its use by the relevant stakeholders.

V. DISSEMINATION, OUTREACH AND PUBLIC DISCLOSURE

14. Evaluation reports should be disseminated to all evaluation stakeholders and made publicly available, with a formal management response, on the Multilateral Fund web page. Highlights of key findings, lessons learned, and recommendations should be posted on the evaluation webpage and be highlighted in the knowledge management system, as part of the communication strategy of the Fund.

VI. ROLL OUT AND IMPLEMENTATION OF THE MULTILATERAL FUND EVALUATION POLICY

15. On approval of the policy, roll-out activities will be supported by communication and capacity-building products for embedding an understanding of the policy's purpose and objectives and of evaluation roles and accountabilities in Multilateral Fund. Evaluation guidelines will detail the standards and practices required for enhanced evaluation reports, management responses and reporting to the Executive Committee.

VII. OTHER OVERSIGHT FUNCTIONS AND PROCESSES RELATED TO EVALUATION

16. Evaluation is distinct from monitoring, audit and inspection. However, evaluations are informed by robust monitoring, audit and operate in a complementary manner.

MONITORING

17. Monitoring is a management task conducted by those closely involved in the design and implementation of programmes and does not presuppose independence of the monitoring agent. It involves continuous examination of any progress achieved during the implementation of an undertaking to track its compliance with the plan and to take necessary decisions to improve performance.

18. In the Multilateral Fund, monitoring responsibilities are distributed among different Senior officers, as defined in the 2009 version of the TORs for the SMEO:⁴

- (a) Monitoring of expenditures and balances is done by the Senior Administrative and Fund Management Officer.
- (b) Monitoring of implementing agency performance is done by a Senior Programme Management Officer.
- (c) Monitoring of project delays is done by a Senior Project Management Officer.
- (d) Monitoring of country level compliance is done by a Senior Programme Management Officer.
- (e) Monitoring of annual progress reports from the implementing agencies is done by a Senior Programme Management Officer.
- (f) Monitoring of annual implementation report for Multi Year Agreements (MYAs) is done by all Senior Programme Management Officers.

[The responsibilities related to Project Completion Reports should also fall under the Multilateral Fund Secretariat, if the Evaluation function is released from the monitoring component]. If so, an additional item would be added under monitoring as follows:

- (g) Monitoring of project completion reports and preparation of the consolidated project completion report to be done by Project Review Officer(s).

AUDIT

19. Audit is an assessment of the adequacy of management controls and the effectiveness of governance to ensure: the economical and efficient use of resources; the safeguarding of assets; the reliability of financial and other information; the compliance with regulations, rules and established policies; the effectiveness of risk management; and the adequacy of organizational structures, systems and processes.

⁴ UNEP/OzL.Pro/ExCom/58/7.

20. Internal Audit of Multilateral Fund is undertaken by the United Nations's Office for Internal Oversight Services. Multilateral Fund's Audit Focal Point is to be designated by the Chief Officer.

INSPECTION

21. Inspection is an examination of an organizational unit, issue or practice to determine the extent to which that unit, issue or practice adhere to prescribed standards, good practices and other criteria.

Annex III

ASSESSMENT REVIEW MATRIX (*)

ASSESSMENT QUESTIONS	SUBSTANTIATING EVIDENCE	MEANS OF VERIFICATION & DATA SOURCES
1. STRATEGIC RELEVANCE		
<ul style="list-style-type: none"> - What has been contribution of the M&E function and its evaluation and PCR reports in terms of informing the overall corporate strategy, operational effectiveness, accountability and learning from Multilateral Fund projects? - To what extent have evaluations undertaken to date been used as a source of information in future programming? - What demand is there for evaluation products and from where/whom? 	<ul style="list-style-type: none"> - Extent to which internal and external stakeholders are knowledgeable about the work of the evaluation function and find it a valuable input to their work - Extent to which project templates, review documents strategic planning documents, results frameworks, communication plans and products see/quote evaluation recommendations and lessons as a source of information 	<ul style="list-style-type: none"> - Semi-structured key informant interviews <ul style="list-style-type: none"> o Multilateral Fund staff o Executive Committee members o Implementing agency staff o National partners (NOUs etc) - Survey results - Document review - Evidence from sample of completed projects from Implementing agencies which provide overview of project cycle and identify monitoring and evaluation plans, practices and outcomes.
2. EFFECTIVENESS		
<ul style="list-style-type: none"> - How familiar are stakeholders involved in the design, implementation and monitoring of Multilateral Fund projects, (eg. the Secretariat, Implementing Agencies and national partners) with the requirements for effective evaluation (use of log frames, Theories of Change, funding of monitoring and evaluation etc)? <p>(a) Do the templates used for design and monitoring contain the necessary results-based structure, information, funding and workplan for the conduct of credible evaluation?</p> <p>(b) What are the interlinkages between monitoring activities undertaken by the Programme Management function and the activities of the M&E function?</p>	<ul style="list-style-type: none"> - Extent to which relevant project templates and documents highlight evaluation requirements - Extent to which minutes of programme review processes in implementing agencies and Multilateral Fund demonstrate consideration of M&E requirements and protocols. <p>Records of discussions on evaluation findings, recommendations and learnings with implementing agency staff and Multilateral Fund staff, as well as Executive Committee. Are Management Responses prepared for Multilateral Fund Evaluations to ensure uptake of recommendations?</p>	<ul style="list-style-type: none"> - Interviews with Implementing agencies and Multilateral Fund staff - Document review <p>Interviews with Multilateral Fund staff, Implementing agency Staff. Interviews and document/website reviews Review of Implementing agency evaluations of Multilateral Fund projects where available.</p> <p>Informal brainstorming of preliminary findings within Multilateral Fund, Informal Advisory Group and then with Implementing Agencies. Ultimate goal of this reflection will be to outline an Evaluation Policy that meets Multilateral Fund needs for accountability and learning.</p>

ASSESSMENT QUESTIONS	SUBSTANTIATING EVIDENCE	MEANS OF VERIFICATION & DATA SOURCES
<p>(c) Are there examples of lessons that have been learned through M& E activities being fed into new phases of programming?</p> <ul style="list-style-type: none"> - To what extent have issues identified in evaluations been discussed internally at the corporate level, with the Executive Committee and with implementing agencies? - Has there been any sharing of lessons learned among implementing agencies and concerned national partners and implementers involved in Multilateral Fund work? - How accessible are monitoring and evaluation reports produced at Multilateral Fund? - In what ways have the products of evaluations been disseminated and shared among relevant stakeholders? - Are evaluations a core component of the Communications Strategy of Multilateral Fund? - In what ways does UNEP, UNIDO, UNDP and the World Bank support the dissemination of key findings and recommendations of Multilateral Fund Evaluations? - What criteria should be adopted to develop an Evaluation Function that is fit-for-purpose in Multilateral Fund? What key principles and organizational arrangements should be set in place to ensure the involvement of the evaluation function during the design, implementation, monitoring and evaluation of Multilateral Fund projects - ie. how best should monitoring evaluation be considered at each point in the project cycle? - Does Multilateral Fund have the capacity to undertake a comprehensive evaluation 	<ul style="list-style-type: none"> - Extent to which evaluation reports and learnings are reflected on Multilateral Fund website, Communication bulletins. - Assessment of evaluation report dissemination practices and briefings provided by the evaluation unit. 	

ASSESSMENT QUESTIONS	SUBSTANTIATING EVIDENCE	MEANS OF VERIFICATION & DATA SOURCES
programme or are there other options to build on work done in the implementing agencies?		
3. EVALUATION RESOURCES AND SUSTAINABILITY		
<ul style="list-style-type: none"> - Are Multilateral Fund's current investment in M&E sufficient to implement a credible monitoring and evaluation function? - To what extent has Multilateral Fund 's organizational arrangements and commitments been adequate to support the implementation of a credible monitoring and evaluation function? - How efficient has the M&E function been in delivering its annual work programme? What incentives have been/could be adopted to encourage the development of a culture of evaluation and implementation of evaluation recommendations? 	<ul style="list-style-type: none"> - What have been the costs and deliverables of the evaluation unit? - Explore to what extent the guidance contained in section 6 of ST/AI/2021/3 covering resources is of relevance to Multilateral Fund 	<p>Documents review of budgets</p> <ul style="list-style-type: none"> - Assess a sample of evaluation reports and PCR reports produced within the past 5 years using the UNEG quality checklist for Evaluation Reports as a guide (UNEG/G (2010)/2 - Interviews and survey responses
4. MONITORING, REPORTING & ACCOUNTABILITY OF UNEG REQUIREMENTS¹		
<ul style="list-style-type: none"> - To what extent does Multilateral Fund meet the UNEG gender equality-related norms and standards and applies the UNEG Guidance on Integrating Human Rights and Gender Equality in all phases of monitoring and evaluation? - How effectively does Multilateral Fund monitor, evaluate and report on the implementation of gender and human rights? Is relevant information systematically collected and analysed to feed into management decisions? - What methods are used to address and evaluate gender equality and women's empowerment in developing the evaluation work programme and resulting evaluations? 	Review Multilateral Fund guidance on evaluating gender in projects and other relevant templates	<ul style="list-style-type: none"> - Interviews with Multilateral Fund staff and implementing agency staff - Review of those Implementing Agency evaluation reports on Multilateral Fund projects.

(*) Extracted from the Inception Report for the preparation of the Assessment of the evaluation function of the Multilateral Fund.

¹ See annex I on UNEG Norms and Standards on Integrating Human Rights and Gender Equality

Annex IV

STAKEHOLDERS INTERVIEWS AND QUESTIONNAIRES

Stakeholder category	# Interviews	# Interviewees	Responses to follow-up questionnaire
Executive Committee members Article 5 countries	3	3	
Executive Committee members Non-Article 5 countries	3	5	2
Multilateral Fund Secretariat staff including the evaluation unit staff	10	12	4
Representatives of bilateral and implementing agencies	5	9	1
Heads of evaluation offices in United Nations and non-United Nations organizations	9	13	
Evaluation consultant	1	1	
Total	31	43	7

Annex V

SOURCES OF INFORMATION AND REFERENCES

	Source of information	Title
Multilateral Fund Secretariat (http://www.multilateralfund.org)		
1.	UNEP/OzL.Pro/ExCom/4/13/Rev.2	Report of the fourth meeting of the Executive Committee of the interim Multilateral Fund for the implementation of the Montreal Protocol
2.	UNEP/OzL.Pro/ExCom/5/info.2	Agreement between Multilateral Fund and World Bank
3.	UNEP/OzL.Pro/ExCom/5/info.3	Agreement between Multilateral Fund and UNDP
4.	UNEP/OzL.Pro/ExCom/5/info.4	Agreement between Multilateral Fund and UNEP
5.	UNEP/OzL.Pro/ExCom/5/16	Report of the fifth meeting of the Executive Committee of the interim Multilateral Fund for the implementation of the Montreal Protocol
6.	UNEP/OzL.Pro/ExCom/8/29	Agreement between Multilateral Fund and UNIDO
7.	UNEP/OzL.Pro/ExCom/17/53	Guidelines on monitoring and evaluation
8.	UNEP/OzL.Pro/ExCom/18/64	Guidelines on project monitoring and evaluation (old)
9.	UNEP/OzL.Pro/ExCom/SCMEF/19/2	Institutional procedures of monitoring and evaluation in relevant international financing institutions -report from the consultant
10.	UNEP/OzL.Pro/ExCom/19/63	Design of a monitoring and evaluation system for the Multilateral Fund (draft terms of reference)
11.	UNEP/OzL.Pro/ExCom/20/58	Proposed monitoring and evaluation system (draft) for the Multilateral Fund submitted by Universalialia, 24 September 1996.
12.	UNEP/OzL.Pro/ExCom/20/72	Report of the twentieth meeting of the Executive Committee of the Multilateral Fund for the implementation of the Montreal Protocol
13.	UNEP/OzL.Pro/ExCom/21/30	Proposed monitoring and evaluation system, revised draft", Universalialia, p. 10, January 1997
14.	UNEP/OzL.Pro/ExCom/21/36	Report of the twenty-first meeting of the Executive Committee of the Multilateral Fund for the implementation of the Montreal Protocol
15.	UNEP/OzL.Pro/ExCom/23/4	Reports of the sub-committee on monitoring, evaluation and finance Annex II. Revised job description and qualifications for monitoring and evaluation officer
16.	UNEP/OzL.Pro/ExCom/23/68	Report of the twenty-third meeting of the Executive Committee of the Multilateral Fund for the implementation of the Montreal Protocol.
17.	UNEP/OzL.Pro/ExCom/25/68/Corr.1	Report of the twenty-fifth meeting of the Executive Committee of the Multilateral Fund for the implementation of the Montreal Protocol
18.	UNEP/OzL.Pro/ExCom/26/4	Report of the sixth meeting of the sub-committee on monitoring, evaluation and finance
19.	UNEP/OzL.Pro/ExCom/26/13	Status of implementation of the monitoring and evaluation work programme
20.	UNEP/OzL.Pro/ExCom/26/70/Corr.1	Report of the twenty-sixth meeting of the Executive Committee of the Multilateral Fund for the implementation of the Montreal Protocol
21.	UNEP/OzL.Pro/ExCom/27/12	Draft monitoring and evaluation work programme for 1999
22.	UNEP/OzL.Pro/ExCom/30/5	Final report on the 1999 evaluation of refrigeration projects and draft follow-up action plan
23.	UNEP/OzL.Pro/ExCom/30/6	Final report on the 1999 evaluation of institutional strengthening projects and draft follow-up action plan
24.	UNEP/OzL.Pro/ExCom/30/7	Report on the outcome of the workshop on project completion report formats
25.	UNEP/OzL.Pro/ExCom/30/8	Desk study on evaluation of regional networks
26.	UNEP/OzL.Pro/ExCom/30/9	The possibility of a desk study on recovery and recycling projects
27.	UNEP/OzL.Pro/ExCom/31/17	Desk study on compressor projects
28.	UNEP/OzL.Pro/ExCom/31/18	Desk study on recovery and recycling projects
29.	UNEP/OzL.Pro/ExCom/31/20	Report on evaluation of training projects
30.	UNEP/OzL.Pro/ExCom/33/6	Final report on the evaluation of foam projects
31.	UNEP/OzL.Pro/ExCom/33/7	Final report on the evaluation of regional networks
32.	UNEP/OzL.Pro/ExCom/34/17	Evaluation of completed compressor projects in China

	Source of information	Title
33.	UNEP/OzL.Pro/ExCom/36/5	Report on the extended desk study on clearing house evaluation
34.	UNEP/OzL.Pro/ExCom/37/6	Report on the desk study on halon projects
35.	UNEP/OzL.Pro/ExCom/38/5	Final report on the evaluation of aerosol projects
36.	UNEP/OzL.Pro/ExCom/39/14	Extended desk study on RMP evaluation
37.	UNEP/OzL.Pro/ExCom/40/8	Final report on the evaluation of the halon sector
38.	UNEP/OzL.Pro/ExCom/40/9	Desk study on the evaluation of the implementation of the CFC-production sector agreements
39.	UNEP/OzL.Pro/ExCom/41/7	Final report on the evaluation of the implementation of RMPs
40.	UNEP/OzL.Pro/ExCom/42/12	Report on the intermediate evaluation of CFC production sector phase-out agreements
41.	UNEP/OzL.Pro/ExCom/42/13	Report on the intermediate evaluation of solvent sector phase-out plan in China
42.	UNEP/OzL.Pro/ExCom/43/8	Desk study on methyl bromide projects
43.	UNEP/OzL.Pro/ExCom/43/9	Follow-up to Decision 42/12 (c) on the intermediate evaluation of CFC production sector phase-out agreements
44.	UNEP/OzL.Pro/ExCom/44/10	Final evaluation report on halon banking projects for countries with low volumes of installed capacities
45.	UNEP/OzL.Pro/ExCom/44/12	Desk study on the evaluation of customs officers training and licensing system projects
46.	UNEP/OzL.Pro/ExCom/45/12	Extended desk study on the evaluation of National Phase-Out Plans
47.	UNEP/OzL.Pro/ExCom/46/7	Final report on the evaluation of methyl bromide projects
48.	UNEP/OzL.Pro/ExCom/46/8	Desk study on non-compliance with the freeze in consumption of CFCs, halons, methyl bromide and methyl chloroform
49.	UNEP/OzL.Pro/ExCom/48/12	Final report on the intermediate evaluation of RMPs and NPPs in non-LVC countries focusing on the refrigeration sector
50.	UNEP/OzL.Pro/ExCom/48/15	Desk study on the evaluation of CTC process agent projects and phase-out agreements
51.	UNEP/OzL.Pro/ExCom/49/8	Desk study on the evaluation of the Compliance Assistance Programme (CAP)
52.	UNEP/OzL.Pro/ExCom/49/15/Rev.1	Evaluation of the implementation of the 2005 business plans
53.	UNEP/OzL.Pro/ExCom/50/9	Final evaluation report on cases of non-compliance (follow-up to decision 46/6)
54.	UNEP/OzL.Pro/ExCom/51/12	Final report on the evaluation of CTC phase-out projects and agreements
55.	UNEP/OzL.Pro/ExCom/51/13	Desk study on the evaluation of management and monitoring of National Phase-Out Plans 2007
56.	UNEP/OzL.Pro/ExCom/52/8	Extended desk study on incentive programmes for retrofits
57.	UNEP/OzL.Pro/ExCom/52/9	Final report on the evaluation of the CAP programme
58.	UNEP/OzL.Pro/ExCom/54/13	Desk study on the evaluation of institutional strengthening projects
59.	UNEP/OzL.Pro/ExCom/55/8	Desk study on the evaluation of terminal phase-out management plans (TPMPs)
60.	UNEP/OzL.Pro/ExCom/56/8	Final report on the evaluation of institutional strengthening projects
61.	UNEP/OzL.Pro/ExCom/56/64	Report of the fifty- sixth meeting of the Executive Committee
62.	UNEP/OzL.Pro/ExCom/57/13	Report on the existing terms of reference and how the evaluation functions in similar institutions are organized and implemented
63.	UNEP/OzL.Pro/ExCom/57/69	Report of the fifty- seventh meeting of the Executive Committee
64.	UNEP/OzL.Pro/ExCom/58/7	Terms of reference and workload for the senior monitoring and evaluation officer (decisions 56/8(e) and 57/12)
65.	UNEP/OzL.Pro/ExCom/58/8	Final report on the evaluation of terminal phase-out management plans
66.	UNEP/OzL.Pro/ExCom/58/9	Desk study on the evaluation of chiller projects
67.	UNEP/OzL.Pro/ExCom/58/53	Report of the fifty-eighth meeting of the Executive Committee
68.	UNEP/OzL.Pro/ExCom/66/13	Compilation of comments and responses received on the desk study on the evaluation of multi-year agreement projects (decision 65/7)
69.	UNEP/OzL.Pro/ExCom/66/15	Desk study on the evaluation of methyl bromide projects
70.	UNEP/OzL.Pro/ExCom/67/9	Desk study for evaluation of metered-dosed inhalers (MDI) projects
71.	UNEP/OzL.Pro/ExCom/67/9/Add.1	Desk study for evaluation of metered-dosed inhalers (MDI) projects
72.	UNEP/OzL.Pro/ExCom/68/10	Desk study on the evaluation of chiller projects
73.	UNEP/OzL.Pro/ExCom/68/10/Add.1	Desk study on the evaluation of chiller projects
74.	UNEP/OzL.Pro/ExCom/68/11	Evaluation of methyl bromide projects
75.	UNEP/OzL.Pro/ExCom/69/12	Final evaluation report of multi-year agreement projects

	Source of information	Title
76.	UNEP/OzL.Pro/ExCom/71/14	Desk study on the evaluation of the preparatory phase of the phasing out of HCFCs (decisions 68/9 and 69/12)
77.	UNEP/OzL.Pro/ExCom/71/15	Report on evaluation of projects for the conversion of CFC based metered dose inhalers (MDI) to non-CFC technologies
78.	UNEP/OzL.Pro/ExCom/72/2	Secretariat activities - internal audit of the fund secretariat
79.	UNEP/OzL.Pro/ExCom/72/9	Report on evaluation of projects for the conversion of CFC based metered dose inhalers to CFC-free technologies
80.	UNEP/OzL.Pro/ExCom/73/8	Desk study on the evaluation of HCFC phase-out projects in the foam sector
81.	UNEP/OzL.Pro/ExCom/74/9	Final report on the evaluation of HCFC phase-out projects in the foam sector
82.	UNEP/OzL.Pro/ExCom/75/9	Desk study on the evaluation of HCFC phase-out projects in the refrigeration and air-conditioning manufacturing sector
83.	UNEP/OzL.Pro/ExCom/75/10	Desk study on the evaluation of the pilot demonstration projects on ODS disposal and destruction
84.	UNEP/OzL.Pro/ExCom/77/9 & Corrs.1 and 2	Final report on the evaluation of HCFC phase-out projects in the refrigeration and air-conditioning manufacturing sector (and Corrs.1 and 2)
85.	UNEP/OzL.Pro/ExCom/80/9	Final report for the evaluation of the chiller projects with co-funding modalities
86.	UNEP/OzL.Pro/ExCom/80/10	Desk study for the evaluation of the refrigeration servicing sector
87.	UNEP/OzL.Pro/ExCom/81/9	Desk study for the evaluation of gender mainstreaming in the Montreal Protocol projects and policies
88.	UNEP/OzL.Pro/ExCom/82/11	Final report on the evaluation of the refrigeration servicing sector
89.	UNEP/OzL.Pro/ExCom/82/12	Desk study for the evaluation of HCFC phase-out management plan preparation activities to assist with the implementation of the Kigali Amendment
90.	UNEP/OzL.Pro/ExCom/82/21	Synthesis report on the pilot ODS disposal projects (decisions 79/18(e))
91.	UNEP/OzL.Pro/ExCom/83/8	Revised desk study for the evaluation of HCFC phase-out management plan preparation activities to assist with the implementation of the Kigali Amendment
92.	UNEP/OzL.Pro/ExCom/84/11	Final report on the evaluation of the pilot demonstration projects on ODS disposal and destruction
93.	UNEP/OzL.Pro/ExCom/84/12	Desk study on the evaluation of the sustainability of the Montreal Protocol achievements
94.	UNEP/OzL.Pro/ExCom/84/14	Progress report on the desk study for the evaluation of the energy efficiency in the servicing sector
95.	UNEP/OzL.Pro/ExCom/84/73	Draft operational policy on gender mainstreaming for Multilateral Fund -supported projects (decision 83/68(c))
96.	UNEP/OzL.Pro/ExCom/84/75	Report of the eighty-fourth meeting of the Executive Committee
97.	UNEP/OzL.Pro/ExCom/86/10	Revised desk study on the evaluation of the sustainability of the Montreal Protocol achievements
98.	UNEP/OzL.Pro/ExCom/86/11	Evaluation of regional networks of national ozone officers (desk study and terms of reference for the second phase)
99.	UNEP/OzL.Pro/ExCom/86/13	Desk study for the evaluation of the energy efficiency in the servicing sector
100.	UNEP/OzL.Pro/ExCom/87/7	Desk study for the evaluation of the energy efficiency in the servicing sector
101.	UNEP/OzL.Pro/ExCom/88/2/Add.1	Secretariat activities- Audit of the Multilateral Fund by the office of internal oversight services (OIOS)
102.	UNEP/OzL.Pro/ExCom/88/2/Add.2	Secretariat activities - Assessment of the Multilateral Fund by the multilateral organisation performance assessment network (MOPAN)
103.	UNEP/OzL.Pro/ExCom/88/10	Desk study for the evaluation of the energy efficiency in the servicing sector
104.	UNEP/OzL.Pro/ExCom/88/79	Report of the eighty-eighth meeting of the Executive Committee
105.	UNEP/OzL.Pro/ExCom/89/2/Add.1	Secretariat activities-Assessment of the Multilateral Fund by the multilateral organisation -performance assessment network
106.	UNEP/OzL.Pro/ExCom/89/15	Report of the eighty-eighth meeting of the Executive Committee
107.	UNEP/OzL.Pro/ExCom/90/6	Desk study for the evaluation of demonstration projects for low-global warming potential alternatives to HCFCs
108.	UNEP/OzL.Pro/ExCom/90/7	Update on the status of the second phase of the evaluation of regional networks of national ozone officers

	Source of information	Title
109.	UNEP/OzL.Pro/ExCom/90/9	Evaluation of the performance of the implementing agencies against their 2021 business plans
110.	UNEP/OzL.Pro/ExCom/90/10	2022 consolidated project completion report
111.	UNEP/OzL.Pro/ExCom/91/11 Rev.1	Draft monitoring and evaluation work programme for the year 2023
112.	UNEP/OzL.Pro/ExCom/92/6	Final report on the evaluation of regional networks of national ozone officers
113.	UNEP/OzL.Pro/ExCom/92/7	Desk study for the evaluation of enabling activities for HCFC phase-down
114.	UNEP/OzL.Pro/ExCom/92/8	Draft terms of reference for an external assessment of the evaluation function of the Multilateral Fund
115.	UNEP/OzL.Pro/ExCom/92/51	Operational policy on gender mainstreaming for Multilateral Fund-supported projects: improved project requirements, including specific outputs and outcomes, and related key performance indicators for the systematic application of the policy
116.	UNEP/OzL.Pro/ExCom/92/56	Report of the ninety-second meeting of the Executive Committee
117.	UNEP/OzL.Pro/ExCom/93/10	Progress update on the external assessment of the evaluation function of the Multilateral Fund
118.	UNEP/OzL.Pro/ExCom/93/11/	Progress update on the review of project completion reports
119.	UNEP/OzL.Pro/ExCom/93/13/Rev.1	Monitoring and evaluation work programme for the years 2024–2025
120.	UNEP/OzL.Pro/ExCom/94/7	Report on the external assessment of the evaluation function of the Multilateral Fund (part I)
Multilateral Fund internal and other documents		
121.	JO MF/2100-98-01-1110	SMEO job description (an old document)- P5
122.	JO 137772	SMEO job description latest one – P5
123.	JO MFS 011	SMEO's Programme Management Assistant - G5 (old)
124.	JO21-PGM-UNEP-170439	SMEO's Programme Management Assistant- G5 (current)
125.	JO 237143 Job Description of Senior Programme Management Office	Senior Programme Management Officer-P5 (Generic Senior Project review Post)
126.	JO 220558	Programme Management Officer- P3
127.	Executive Committee Primer - 2024	An introduction to the Executive Committee of the Multilateral Fund for the Implementation of the Montreal Protocol- Section related to Evaluation is in page 19
128.	Multilateral Fund-Communication Tool - May 2023	Multilateral Fund- communication tool on the achievements of the Montreal Protocol
129.	Chapter XI: Monitoring and Evaluation - December 2023	Policies, procedures, guidelines and criteria (as of December 2023)
Other United Nations documents and links		
130.	OIOS – Office of Internal Oversight Services-Internal Audit Division Report 2014/020 April 2014 Assignment No. AA2013-220-03	Audit of the United Nations Environment Programme Secretariat for the Multilateral Fund for the Implementation of the Montreal Protocol
131.	OIOS – Office of Internal Oversight Services Internal Audit Division Report 2021/049 October 2021 Assignment No. AA2021-220-01	Audit of the United Nations Environment Programme Secretariat for the Multilateral Fund for the Implementation of the Montreal Protocol
132.	OIOS – Office of Internal Oversight Services 18 May 2023 Assignment No: IED-23-006	United Nations Evaluation Dashboard 2020-2021
133.	OIOS – Office of Internal Oversight Services Inspection and Evaluation Division March 2023	OIOS-IED Manual- March 2023
134.	Ozone Secretariat United Nations Environment Programme UNEP/OzL.Pro.WG.1/25/6	Covering Note by the Executive Committee on the Report on the report on the Evaluation of Customs Officers Training and Licensing System Projects to the 25th Meeting of the Open-Ended Working Group

	Source of information	Title
135.	United Nations Development Programme July 2019	The revised UNDP evaluation policy - July 2019
136.	United Nations Environment Programme Evaluation Office October 2022	UNEP Evaluation policy - revised- October 2022
137.	United Nations Environment Programme January 2007	Lessons Learned from Evaluation-A platform of sharing knowledge -January 2007
138.	United Nations Evaluation Group	UNEG-Norms and Standards for Evaluation UNEG G 2010 2 Quality Checklist for Evaluation Reports Good Practice Guidelines for Follow up to Evaluations.pdf
139.	United Nations Environment Programme International Civil Aviation Organization	The ICAO evaluation policy - 2021
140.	United Nations Industrial Development Organization UNIDO Secretariat September 2021	UNIDO Evaluation Policy DGB-2021-11
141.	United Nations General Assembly A/78/70-21 March 2023 Report on the activities of the Office of Internal Oversight Services	Strengthening the role of evaluation and the application of evaluation findings on programme design, delivery and policy directives-OIOS
142.	Joint Inspection Unit of the United Nations System - JIU/REP/85/11 Geneva, October 1985	Third report on evaluation in the United Nations system: Integration and use - 1985 Joint Inspection Unit of the United Nations System (unjui.org)
143.	United Nations Secretariat ST/AI/2021/3 – 6 August 2021	Administrative instruction - Evaluation in the United Nations Secretariat ST/AI/2021/3
Other documents and links		
144.	Adaptation Fund April 2022-Adaptation Fund Board through Decision B.38/47.	Evaluation policy of the adaptation fund
145.	Global Environment Facility May 2009 GEF/ME/C.35/Inf.4	The evaluation function of the global environment facility - Final report May 2009
146.	Global Environment Facility GEF/ME/C.56/02/Rev.01 June 2019	The GEF Evaluation Policy - 2019
147.	Green Climate Fund GCF/B.28/05/Rev.01 March 2021	Evaluation Policy for the GCF Green Climate Fund - 2021
148.	MOPAN 2019 Assessments Published in December 2020	MOPAN 2019 - Multilateral Fund- Report
149.	MOPAN 2019 Assessments-Brief Published in December 2022	MOPAN 2019 - Multilateral Fund- Brief
150.	Multilateral Fund for the implementation of the Montreal Protocol Executive Committee - December 2022	Management response to the Multilateral Organisation Performance Assessment Network in relation to the 2019 assessment of the Multilateral Fund Management
Evaluation studies samples and web page -search engine		
151.	The World Bank Operations Evaluation Department, OED (32914) 2004	The Multilateral Fund for the Implementation of the Montreal Protocol - Addressing challenges of Globalization: An independent evaluation of the World Bank's approach to global programs - Case Study

	Source of information	Title
152.	Populated excel sheet which included the universe of 61 ICRs and ICRRs reports for Multilateral Fund projects undertaken between 1998 and 2020(internal document)	Populated excel sheet which included the universe of 61 ICRs and ICRRs reports for Multilateral Fund projects undertaken between 1998 and 2020. The Word Bank Implementation Completion Reports (ICRs) for all Multilateral Fund projects
153.	The World Bank Group– Independent Evaluation Group IEG Web page and search engine	World Bank Evaluation Studies
154.	UNDP evaluation reports samples:	<ul style="list-style-type: none"> • Evaluation of Stage I HCFC Phase-Out Management Plans (HPMPs) (undp.org) • Final evaluation: Project on HCFC Phase out (undp.org) • BRA/12/G76 HCFC Phase Out National Programme (undp.org)
155.	UNDP- Independent Evaluation IEO Web page and search engine	UNDP-AIDA
156.	Independent Terminal Evaluation Phase-out of CFC consumption in the manufacture of Aerosol Metered Dose Inhalers (MDIs) in the Russian Federation UNIDO Project ID.: 100352 GEF Project ID.: 4387	Evaluation report on phase out of CFC consumption in the manufacture of aerosol metered dose inhalers (MDIs) in the Russian Federation (2018).pdf
157.	Independent thematic review UNIDO ozone depleting substances projects under the Multilateral Fund with emphasis on countries in the European and in the Latin American and Caribbean regions – UNIDO office for independent evaluation, ODG/EVQ/IEV/16/R.5, October 2016.	Evaluation report on UNIDO ozone depleting substances projects under the Montreal Protocol (2016).pdf
158.	UNIDO PROJECT MID-TERM REVIEW REPORT Fiscal Year (FY) 2013 (1 July 2012 – 30 June 2013) Phase out of HCFCs and Promotion of HFC-free Energy Efficient Refrigeration and Air-Conditioning Systems through Technology Transfer in the Russian Federation GEF ID 3541 - UNIDO GF/RUS/11/001	Evaluation Report on phase out of HCFCs and promotion of HFC-free energy efficient refrigeration and air-conditioning systems through technology transfer in the Russian Federation (2013).pdf
159.	UNIDO EVALUATION GROUP Independent Review MONTREAL PROTOCOL PROJECTS Review to extract lessons learned from UNIDO Montreal Protocol projects OSL/EVA/R.20 July 2010	Evaluation report to extract lessons learned from UNIDO Montreal Protocol projects (2010) .PDF
160.	UNIDO- Evaluation and internal oversight	UNIDO-EIO