SUPPORTING GREEN URBAN DEVELOPMENT IN SMALL AND MEDIUM-SIZED CITIES IN BELARUS

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UNDP PIMS ID: 5372
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TERMINAL EVALUATION REPORT

Submitted by

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DISCLAIMER

Due to the travel restrictions imposed by the COVID-19 pandemic, most of the relevant stakeholders were interviewed remotely, and the International Consultant could not join the field missions to the pilot sites.

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ACRONYMS AND ABBREVIATIONS

AWP	Annual work plan
BelNIIP	Belarusian Institute for Regional and Urban Planning
BNTU	Belarusian National Technical University
BSU	Belarusian State University
BUTW	Belarusian Union of Transport Workers
BYN	Belarusian ruble
CBO	Community Based Organization
CCM	Climate Change Mitigation
CO	Country office
CoM	Covenant of Mayors
CPD	Country Programme Document
CSO	Civil Society Organization
DEE	Department of Energy Efficiency of the State Committee for Standardization
EA	Executing Agency
EBRD	European Bank for Reconstruction and Development
EOP	End of Project
ESSP	Environmental and Social Screening Procedure
GEF	Global Environment Facility
GHG	Greenhouse Gas
GJ	Gigajoules
GoBY	Government of Belarus
GRES	Gender Results Effectiveness Scale
GUD	Green Urban Development
GUDP	Green Urban Development Plan
IP	Implementing Partner
ISUMP	Integrated Sustainable Urban Mobility Plan (also referred to as Integrated Sustainable Urban Mobility Plan, ISUMP)
LED	Light Emitting Diode
M&E	Monitoring and Evaluation
MoAC	Ministry of Architecture and Construction
MoE	Ministry of Economy
MoIA	Ministry of Internal Affairs
MoNREP	Ministry of Natural Resources and Environmental Protection

MoTC	Ministry of Transport and Communications
MRV	Monitoring, Reporting and Verification
MTR	Mid-Term Review
NG	Novogrudok
NGOs	Non-Government Organizations
NIM	National implementation modality
PB	Project Board
PIF	Project Identification Form
PIR	Project Implementation Report
PMU	Project Management Unit
PRF	Project Results Framework
ProDoc	UNDP Project Document
PSU	Polotsk State University
PT	Public Transport
SDG	Sustainable Development Goals
SECAP	Sustainable Energy and Climate Action Plan (formally known as SEAP: Sustainable Energy Action Plan
SUMP	Sustainable Urban Mobility Plan
SUT	Sustainable Urban Transport
TE	Terminal Evaluation
ToC	Theory of Change
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
USD	United States Dollar
WB	World Bank

EXECUTIVE SUMMARY

Project summary table

Project title:	Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus		
UNDP Project ID (PIMS #)	5372	PIF Approval Date:	20 – Jun – 2013
GEF Project ID (PMIS #)	4981	CEP Endorsement Date:	18 – Jun - 2015
ATLAS Business Unit, Award # Proj. ID:	00081828 00090983	ProDoc Signature Date (date project began):	30 – Oct – 2015 (Registr: 27 Oct 2016)
Country:	(BY) Belarus	Date Project Manager hired:	1st PM: April 2016 2nd PM: May 2017
Region:	Europe and Central Asia	Inception Workshop date:	6 – Jul – 2017
Focal Area:	Climate Change- Mitigation	Midterm Review Completion Date:	26 – Apr – 2019
GEF Focal Area Strategic Objective:	GEF-5/CCM-4 and CCM-2	Planned Operational Closure Date:	29 – Oct – 2020[1]
Trust Fund:	GEF TF	If revised, proposed op. closing date:	27 - Oct - 2021
Implementing Partner (GEF Executing Entity):	Ministry of Natural Resources and Environmental Protection (MoNREP)		
Other execution partners:	NA		
NGOs/CBOs involvement	Through consultation: BUTW, BSU, BNTU, PSU, Minsk Cycling Community, Local Fund Interakcia, Ecopartnership, EkaPraekt, Versta (local cycling NGO in Polotsk and Novopolotsk), Minsk Urban Platform, Belarusian Union of Architects, Lev Sapega Foundation		
Private sector involvement	NA		
Geospatial coordinates of project sites	Polotsk: 55.4879, 28.7856 Novopolotsk: 55.5318, 28.5987 Novogrudok: 53.5942, 25.8191		

Financial Information		
PDF/PPG	**at approval (US$)**	**At PDF/PPG completion (US$)**
GEF PDF/PPG grants for project preparation	80,000	80,000
Co-financing for project preparation	0	0
Project	**at CEO endorsement (US$)**	**At TE (US$)**
[1] UNDP contribution:	3,000,000	20,000
[2] Government:	8,945,000	13,904,535
[3] Other multi- / bi-laterals:		
[4] Private Sector:		
[5] NGOs:	490,420	446,100
[6] Total co-financing [1+2+3+4+5]	12,435,420	14,370,635
[7] Total GEF funding:	3,091,000	3,091,000
PROJECT TOTAL COSTS [6+7]	15,526,420	17,461,635

[1] MTR report states 1 March 2021 as planned operational closure date.

Project description

The *Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus* project is a five-year UNDP-supported GEF-financed project. The project's objective is "the growth of development of green urban development plans and pilot green urban development initiatives related to energy efficiency and sustainable transport in small and medium cities in Belarus" (ProDoc, para. 76). Its implementing partner (IP) and executing agency (EA) is the Ministry of Natural Resources and Environmental Protection (MoNREP). The project's direct greenhouse gas (GHG) emissions reduction target is 91,116 tons CO_{2eq}, (from investments made during the course of the 5-year project, and extrapolated over the lifetime of these investments, 16 years in total) and the estimated indirect[2] emission reductions are 231,025 tons CO_{2eq} (top-down) or 25,158 tons CO_{2eq} (bottom-up).

The project consists of four components. The expected outcome of component 1 (development and adoption of green urban development plans) is the "successful development and adoption of GUD plans and the replication of the greening of several Belarusian cities to international standards". The expected outcome of component 2 (development of pilots on sustainable urban transport (SUT) in Novopolotsk and Polotsk) is "the completion of successful pilots in SUT in Novopolotsk and Polotsk". The expected outcome of component 3 (development of pilots on energy efficiency in Novogrudok) is "the completion of successful energy-efficiency pilots in Novogrudok". The expected outcome of component 4 (replication mechanisms for green urban development in Belarus) is "the growth in green city development in Belarus".

The official project starting date (ProDoc signature) was 30 October 2015. As all international projects, this project had to go through a registration procedure by the Government of Belarus (GoB), completed on 27 October 2016, after which the project was allowed to start operations, starting by the selection of the project manager (PM). The PM left the project shortly after joining and was replaced by a new PM in May 2017. The inception workshop was held on 6 July 2017. Mid-term evaluation was completed on 26 April 2019. The project planned closing date was 1 March 2021, but it was extended, first until 31 July 2019 and subsequently until 31 July 2020; finally, due to the initial delays associated to the governmental registration and the constraints imposed by the COVID-19 pandemic, a 12-month project extension was requested, and granted by GEF, setting the project closing date on 26 October 2021[3].

The total original project cost was USD 15,526,420, including a GEF grant of USD 3,091,000, a UNDP contribution of USD 3,000,000, and co-financing of USD 8,945,000 from governmental institutions (USD 150,000 from MoNREP, USD 300,000 from MoAC (IRUP), USD 3,130,000 from the Municipality of Polotsk, USD 4,240,000 from the Municipality of Novopolotsk and USD 1,125,000 from the Municipality of Novogrudok) and USD 490,420 from the CSOs (USD 377,420 from the EU-financed SUMP Project in Polotsk and USD 113,000 from Belarusian Union of Transport Workers, BUTW). The final project cost has been USD 17,461,635, with a UNDP contribution of USD 20,000, co-financing from governmental institutions of USD 13,904,535 and co-financing from CSOs of USD 446,100. On June 30, 2021, the total contributions spent were USD 2,900,456 (93.2% of USD 3,111,000) of which USD 2,889,742 from GEF contribution (93.5% of USD 3,091,000) and USD 10,714 from the UNDP contribution (53.6% of USD 20,000).

The COVID-19 pandemic did not significantly impact on project implementation, although some of the pilot activities suffered slight delays and the dissemination activities envisaged during the last part of the project had to be replaced by on-line events or cancelled. Mobility in the pilot cities significantly decreased during the pandemic, as well as public transport and minibus services, making it difficult to assess the actual impact of the project on mobility behavior and modal change. There is no evidence of additional mobility or energy efficiency measures being taken by local authorities in Polotsk, Novopolotsk and Novogrudok during this period beyond those reported as co-financing (street and road maintenance, including cycling lanes).

[2] We keep the term "indirect emissions" in this report, to be consistent with the ProDoc. In 2015, GEF introduced the term "consequential emissions" to refer to the indirect emissions: https://www.thegef.org/sites/default/files/council-meeting-documents/EN_GEF.C.48.Inf_.09_Guideline_on_GHG_Accounting_and_Reporting_for_GEF_Projects_4.pdf

[3] Any extension beyond 26 October 2021 would have required a new governmental registration process.

The number of public transport passengers drastically decreased in Polotsk and Novopolotsk, from 41.28 million passengers in 2014 to 32.10 million in 2019, and further decreased in 2020 due to the COVID pandemic, to 26.01 million.

Main Findings (Evaluation Rating Table)

Project evaluation results are summarized in the rating table below.

Evaluation ratings	Rating	Comments
Overall Terminal Evaluation Rating	MS	
1. Monitoring and Evaluation: Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory, (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)	Rating	
M&E design at entry	S (5)	
M&E Plan Implementation	MS (4)	
Overall quality of M&E	MS (4)	
2. IA & EA Execution: Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory, (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)	Rating	
Quality of UNDP implementation	S (5)	
Quality of Execution- Executing Agency	S (5)	
Overall quality of implementation/ Execution	S (5)	
3. Assessment of Outcomes	Rating	
Relevance	S (5)	
Effectiveness	MS (4)	
Efficiency	MS (4)	
Overall Project Outcome Rating	MS (4)	
4. Sustainability: Likely (L); Moderately Likely (ML); Moderately Unlikely (MU); Unlikely (U)	Rating	
Financial resources	MU	
Socio-economic	MU	
Institutional framework and governance	MU	
Environmental	L	
Overall Likelihood of Sustainability	MU	
5. Impact: Significant (S), Minimal (M), Negligible (N)	Rating	
Environmental status improvement	N	
Environmental stress reduction	M	
Progress against stress/ status change	M	
OVERALL PROJECT RESULTS	MS	

Summary of conclusions, recommendations and lessons learned

The conclusions below provide ratings for the various aspects addressed in this Terminal Evaluation (note that each conclusion and its related recommendation have the same number).

Conclusion #1. The project has confirmed the feasibility of the UNDP's approach in the region to urban policies. This approach had been developed in the transport and energy efficiency fields, and it was expanded in this project to comprehensive GUD planning. However, such approach is compromised if controversial actions included in the ProDoc are not fully supported by key institutional stakeholders. (Recom. #1)

Conclusion #2. The composition of the PMU envisaged in the ProDoc included four consultants (two international, two national) covering the areas of GUD and sustainable transport. In practice, each of these areas were covered by just one national consultant. This decision served to reduce costs and to speed up implementation processes, thanks to their familiarity with the general context in the country. International expertise was mobilized through short-term assignments to international consultants in both areas to review the key plans (three GUDPs and the ISUMP) and provide recommendations (see section 3.3.3, p.49). Such approach was not completely effective in helping the project achieve

its targets on GHG and energy savings (see p.22 and p.49). It can be concluded that this approach did not provide all the necessary expertise in terms of contact with international experience and the ability of the PMU to push forward more ambitious pilots, including disruptive policy measures necessary to achieve the project's targets.

Conclusion #3. Project's results - especially in what refers to regulatory and institutional reforms, and to replication/sustainability - cannot be achieved without strong cooperation with the key national government's institutions. During project design, an active involvement of MoAC and BelNIIP[4] had been confirmed, and when this assumption did not materialize (which became a political issue, even if it could be also due to the competences of both institutions[5], constant staff changes at MoAC and to the commercial nature of BelNIIP), the UNDP CO addressed the issue at the technical level, bud did not mobilize at its highest executive level to address a key challenge for the project at the appropriate political level..

Conclusion #4. Although total co-financing exceeded the amount presented in the ProDoc, there is no sufficient evidence that all the reported investments were linked to the project's scope. The reporting templates on co-financing did not provide sufficient details and were not reviewed periodically with the co-financing partners in order to assess their alignment with the project.

Conclusion #5. Project's deliverables were not taking into account sufficiently the expected project outcomes, especially in what refers to the attainment of GHG and energy savings. (See section 3.3.3, page 48). In particular, the project's results confirm that it is unlikely to achieve significant GHG emission savings without the introduction of car-restriction measures and the improvement of public transport services. The ProDoc had identified demonstrations consistent with the GHG mitigation targets, but they were replaced by others with insufficient mitigation potential, which prevented the project from attaining its core targets. (See sections 2.7, 3.1.3, and 3.3.1, p.24, 29 and 46).

Conclusion #6. The environmental and social screening procedure (ESSP) did not identify any significant gender and social equity impacts in the project, and the ProDoc did not specifically address these issues. This resulted in poor performance in the gender dimension. The PMU considered that the contents of the project's activities were already addressing gender and social equity challenges, without undertaking a detailed analysis to verify whether this was actually the case and without monitoring potential gender and social impacts (see section 3.2, p.37). In conclusion, the project did not sufficiently address the gender and social dimensions, in accordance with UNDP policy and with the recommendations of the MTR. The limited awareness about these issues among the persons interviewed during TE underlines the need to strengthen the links with international best practice in this area in future projects in the country since the project design stage.

Conclusion #7. Working groups of a technical nature are effective in facilitating the collaboration among stakeholders at the technical level during project implementation. Such approach was implemented at the local level in the pilot cities, with excellent results, complementing and supporting the steering role of the Project Board. Should the project had followed a similar approach at the national level, it could have resulted in a stronger engagement of some ministries[6].

Conclusion #8. Adaptive management did not make full use of the tools available: risks were not sufficiently updated and PRF was not updated after MTR.

Conclusion #9. A better developed knowledge management approach could have facilitated accessibility to the impressive number of documents produced by the project. Although the project's website provides access to some project documents, many potentially useful technical documents are not included, and the project has not developed an efficient database of documents.

[4] BelNIIP is a commercial organization responsible for the development of plans of municipalities (except Minsk).
[5] Barriers to such active involvement include administrative barriers from UNDP side to establish the collaboration framework and cultural/technical barriers from MoAC and BelNIIP due to insufficient familiarity with GUD concepts.
[6] The MoNREP expects intersectoral cooperation to be strengthened in the future, for example in the framework of the second national plan for a green economy.

Conclusion #10. The project formalized its communication strategy in a written form and the PIRs provided general information on progress made. However, the project team did not prepare periodical monitoring reports of the many communication actions completed during its lifespan, which would have provided periodic metrics on the impact of these activities.

Conclusion #11. The activities undertaken within output 1.5 were insufficient to provide adequate and timely MRV of components 2 and 3, at a time when changes in the pilots would still have been feasible. This was a major barrier to efficiently monitor progress towards GHG reduction targets and can also be a barrier for the project's sustainability.

Conclusion #12. The project's results in GHG mitigation and energy efficiency suggest that the GHG and energy savings that can be expected from GUD-related pilots are low, and that the success of such projects strongly relies on favorable prospects for wide replication of concrete transport and energy-efficiency measures in the pilot cities and in additional cities. The project has successfully mobilized a good number of cities for replication, but the necessary support from the national government is not completely guaranteed.

Conclusion #13. There is evidence that the COVID pandemic seriously reduced PT use, and cities will need to undertake urgent action to recover public transport. Such action could be based on the proposals included in the project's ISUMP and Feasibility Study on Public Transport in Polotsk and Novopolotsk, which were not implemented yet.

The TE has identified the following lessons learned:

Lesson #1. Excellent performance can be achieved by the project management team when the roles of its members are clearly defined and avoid overlapping and when they are supported by local coordinators at the demonstration sites. This could be further improved through a wider inclusion of international experts within the team (as foreseen in the ProDoc) and from stronger interaction among the sectoral experts.

Lesson #2. Quality control of the consultants' deliverables (as provided by the PMU in this project) are crucial to attain results. It could be more effective through the mobilization of international consultants for such tasks, as they can provide a wider background for the revision.

Lesson #3. Effective public communication- with a variety of messages tailored to the various targeted audiences through a variety of media channels- makes a relevant difference in providing visibility to the project and keeping engaged the participating cities throughout the whole project's lifespan.

Lesson #4. A formal awareness-raising plan with explicit strategies to increase the support to disruptive measures and policies is necessary to attain the core project's objectives on GHG and energy savings in demonstration cities.

Lesson #5. Need for an adequate description, management and monitoring of complex political risks, such as changes in original commitments from some key institutional partners (MoAC in this case). The involvement of the UNDP CO executive level is crucial to manage and mitigate these risks.

Lesson #6. The achievement of the project's core mitigation targets (GHG and energy savings) can be compromised is facilitated by early adaptive management, with a focus on the smooth delivery of the co-financing resources committed by key stakeholders.

As a result of this terminal evaluation, the following recommendations are made (note that each conclusion and its related recommendation have the same number):

Rec #	TE Recommendation	Entity Responsible	Time-frame
1	Project designers and managers could be encouraged to include, within ToRs related to the development of plans and strategies, the identification of short-term low-cost actions for immediate or future implementation, so that the project's sustainability does not rely only on the availability of resources for investments.	Istanbul Regional Hub	1 year

Rec #	TE Recommendation	Entity Responsible	Time-frame
2	In future urban projects, consider including in the PMU a long-term position with strong expertise in different countries in the design and implementation of disruptive GHG mitigation measures, such as a Chief Technical Advisor (CTA)	UNDP CO	6 months
3	In future projects, the UNDP CO executive level is recommended to intervene at the proper political level whenever there are signs of insufficient political commitment from national, regional or local governments.	UNDP CO	1 year
4	PIRs should pay more attention to the assessment of the actual involvement and commitment (including co-financing) of key stakeholders- particularly the national government- and to include mitigating measures if necessary. The materialization of co-financing can be facilitated by a specific focus on this issue and the inclusion in the PMU of experts with experience and skills in raising and monitoring co-financing.	UNDP CO	1 year
5	Consider undertaking, early enough and prior to implementation, independent assessment by international consultants of project's deliverables critical to the achievement of core targets such as GHG emission and energy reductions[7].	UNDP CO	6 months
6	The UNDP CO is recommended to integrate a social and gender perspective within ToR for technical assistance in future projects, particularly for those without a Gender Action Plan, based in proper research on the state of affairs.	UNDP CO	Immediate
7	Urban projects would benefit from strengthening the role of working groups of a technical nature at the local and national levels. If open to the permanent participation of CSO and NGOs (including those representing women and other disadvantaged groups), they could also facilitate the integration of gender and social dimensions during implementation.	Istanbul Regional Hub	1 year
8	In future projects, make sure that the risk matrix is regularly discussed at the PB and updated, and that changes to PRF after MTR are approved by the PB and included in the PIRs.	UNDP CO	6 months
9	Strengthen knowledge management tools to facilitate access to the project's deliverables, e.g., by developing a database with a logical structure and providing basic information of the most relevant documents produced by the project, so that it can serve as an essential knowledge management tool after project termination. Such database could be integrated in the project website.	Project Manager	Immediate
10	In future projects, make sure that the ToR of the communications specialist includes regular monitoring of dissemination activities with adequate metrics and include these metrics in annual PIRs.	UNDP CO	6 months
11	In future GHG mitigation projects, make sure that MRV tools are established early enough to properly assess and monitor the GHG savings from the project's pilots and to regularly report to the PB and PIRs.	UNDP CO	1 year
12	To facilitate future replication, the project final report could highlight the results from pilots, including an estimate of actual GHG emissions saved and beneficiaries, and provide guidance to municipalities for implementation of the GUDPs, SECAPs and ISUMP delivered by the project. It is recommended to produce a final declaration signed by the cities participating in the project- that could also be opened to the MoNREP and other stakeholders- stating their support to the GUD principles and their commitment to implement the remaining project's actions and recommendations.	Project Manager	Immediate

[7] 91.1 kt CO2 and 112.2 respectively (see section 3.3.1).

Rec #	TE Recommendation	Entity Responsible	Time-frame
13	Consider including in the final project report a summary of the project's recommendations on PT reforms and non-infrastructural improvements based on the Feasibility Study on PT in Polotsk and Novopolotsk. This can help cities to recover PT in the post-COVID period.	Project Manager	Immediate

1. INTRODUCTION

1.1. Purpose of the evaluation

In accordance with the Terms of Reference, the Terminal Evaluation (TE) report "will assess the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report could also include the aspects of the pilot cities' responses to COVID-19 and the impact of the pandemic on the way of implementing green urban development activities. The TE report promotes accountability and transparency and assesses the extent of project accomplishments".

The evaluation is to be undertaken in line with the evaluation policy of UNDP[8], and the UNDP/GEF[9] evaluation guidance. This Terminal Evaluation is initiated by the UNDP Country Office (CO) in Belarus as the GEF Implementing Agency (IA).

1.2. Scope and methodology

The scope of the terminal evaluation includes the whole project cycle from inception to implementation: project strategy (including project inception workshop and project design), delivery of project's expected results, project implementation and adaptive management, sustainability of the project results and adequacy of risk management. It will provide clear conclusions, lessons learned and recommendations.

This evaluation covers the project's activities since the PIF approval date (20 June 2013), and more in detail since the project official start on 30 October 2015 (taking into consideration that project operations could not start until the project was registered by the GoB on 27 October 2016), until its termination, now expected on 26 October 2021. Three main stages can be identified within the project's itinerary:

- The formulation stage, concluded on 30 October 2015 with the signature of the project document by the Minister of Natural Resources and Environmental Protection (MoNREP) of Belarus and the UNDP Resident Representative.
- The inception stage, including the appointment of the first and second project manager, the inception workshop (6 July 2017) and the first project executive board (PEB) meeting on 6 July 2017.
- The implementation stage, in which the project delivered as follows:
    - Planning outputs for the pilot cities (GUDPs for the three cities and ISUMP for Polotsk and Novopolotsk): produced by mid-2019 and subsequently approved by the local executive committees.
    - Feasibility studies for the pilots. This includes the feasibility study for an integrated and expanded cycle network (output 2.2, necessary for the subsequent pilot in output 2.4), the feasibility study to address strategic transport needs (output 2.3, necessary for the subsequent pilots in output 2.5 and output 2.6) and the feasibility study on energy efficiency in Novogrudok (output 3.1, necessary for the subsequent pilots in output 3.2-street lighting- and output 3.3). These feasibility studies are launched in the last months of 2017 and delivered along 2018 (including the feasibility study for the smart metering system, output 3.3, that is completed in the second half of 2018). During this period, awareness raising activities are also organized, including the study trips to different foreign cities, the conference in Minsk and different workshops. The studies for traffic flow management in Polotsk and Novopolotsk are undertaken much later, between the second half of 2019 and the first half of 2020, i.e, after the completion of the ISUMP.
    - Implementation of project pilots. The implementation of project pilots is incremental, taking place mainly since the second half of 2019 until the end of the project.

[8] UNDP Evaluation Guidelines (revised edition). Independent Evaluation Office of UNDP, New York, 2021; http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

[9] UNDP Guidance for Conducting Terminal Evaluations of UNDP-Supported GEF-Financed Projects . UNDP Evaluation Office, New York, 2020

- Proposals for legal reforms: produced along the whole project's lifespan, starting in 2018 and continuing until the end of the project, although there is no a clear overall strategy associated to the delivery of these proposals.
- GUDPs or SECAPs for replication cities. Delivered in two stages (starting by Brest between November 2017 and April 2018- the only one mobilizing an international consultant[10]- and followed by SECAPs for 5 municipalities in the third quarter of 2018- following a national contest and the selection by the PB in June 2018- and 7 additional municipalities- contest in 2019 and PB selection of 4 cities in May 2019 to develop GUDPs- in the second half of 2019.
- Additional activities, not explicitly included in ProDoc: the proposals for the transformation of 3 neighborhoods in the pilot cities were prepared between July 2019 and February 2020, and proposals of financing options were developed in 2020 and at the end of the project (May - August 2021).

Rating	Description
Monitoring & Evaluation Ratings Scale	
6 = Highly Satisfactory (HS)	There were no shortcomings; quality of M&E design/implementation exceeded expectations
5 = Satisfactory (S)	There were minor shortcomings; quality of M&E design/implementation met expectations
4 = Moderately Satisfactory (MS)	There were moderate shortcomings; quality of M&E design/implementation more or less met expectations
3 = Moderately Unsatisfactory (MU)	There were significant shortcomings; quality of M&E design/implementation was somewhat lower than expected
2 = Unsatisfactory (U)	There were major shortcomings; quality of M&E design/implementation was substantially lower than expected
1 = Highly Unsatisfactory (HU)	There were severe shortcomings in M&E design/implementation
Unable to Assess (UA)	The available information does not allow an assessment of the quality of M&E design/implementation.
Implementation/Oversight and Execution Ratings Scale	
6 = Highly Satisfactory (HS)	There were no shortcomings; quality of implementation/ execution exceeded expectations
5 = Satisfactory (S)	There were no or minor shortcomings; quality of implementation/ execution met expectations
4 = Moderately Satisfactory (MS)	There were some shortcomings; quality of implementation/ execution more or less met expectations
3 = Moderately Unsatisfactory (MU)	There were significant shortcomings; quality of implementation/ execution was somewhat lower than expected
2 = Unsatisfactory (U)	There were major shortcomings; quality of implementation/ execution was substantially lower than expected
1 = Highly Unsatisfactory (HU)	There were severe shortcomings in quality of implementation/ execution
Unable to Assess (UA)	The available information does not allow an assessment of the quality of implementation and execution
Outcome Ratings Scale - Relevance, Effectiveness, Efficiency	
6 = Highly Satisfactory (HS)	Level of outcomes achieved exceeded expectations and/or there were no shortcomings
5 = Satisfactory (S)	Level of outcomes achieved was as expected and/or there were no or minor shortcomings
4 = Moderately Satisfactory (MS)	Level of outcomes achieved more or less as expected and/or there were moderate shortcomings
3 = Moderately Unsatisfactory (MU)	Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings
2 = Unsatisfactory (U)	Level of outcomes achieved substantially lower than expected and/or there were major shortcomings
1 = Highly Unsatisfactory (HU)	Only a negligible level of outcomes achieved and/or there were severe shortcomings

[10] One international consultant was also mobilized to review the draft GUDPs of Polotsk, Novopolotsk and Novogrudok.

Rating	Description
Unable to Assess (UA)	The available information does not allow an assessment of the level of outcome achievements
Sustainability Ratings Scale	
4 = Likely (L)	There are little or no risks to sustainability
3 = Moderately Likely (ML)	There are moderate risks to sustainability
2 = Moderately Unlikely (MU)	There are significant risks to sustainability
1 = Unlikely (U)	There are severe risks to sustainability
Unable to Assess (UA)	Unable to assess the expected incidence and magnitude of risks to sustainability

Table 1: Rating scales (Source: UNDP, 2020)

In accordance with the Terms of Reference (ToR), the Evaluation Consultant Code of Conduct and the evaluators' experience, several additional methodological principles are applied, such as (i) validation of information: different sources were systematically searched for contrasting and validating the information received; (ii) anonymity and confidentiality of individual informants, (iii) integrity, disclosing the full set of relevant information, and (iv) sensitiveness in the relations with stakeholders.

To address gender and social dimensions, specific questions were included in the evaluation matrix for interviews (Annex 2). Additionally, the review of project's materials took into consideration recent guidance on these dimensions in urban development and mobility[11].

The evaluation has been conducted following the steps presented in Table 2, which is adjusted to the milestones established in the UNDP Reimbursable Loan Agreement (RLA) for the TE.

Evaluation Task	Task Completion Date							
	June		July		August		Sept.	
1. Preparation of the inception report - Review and revision of the PRF - Initial review of project documents - Initial review of AWP, PIRs - Initial review of technical reports - Inception report								
2. Conduction of interviews, desk review of documents								
2.1. Interviews - Map of stakeholders - Phone or online interviews with project team and Regional Advisor - Phone or online interviews with international consultants - Phone or online interviews with national consultants -Phone or online interviews with local stakeholders								
2.2. Desk review - Review of project documents and management reports - Review of key consultants' deliverables - Review of ToR, budget, contracts - Review of national, regional and local strategies								
2.3. Visits to pilot cities - Field visits - Interviews: institutional - Interviews: technical - Interviews: other stakeholders								
2.4. Presentation of initial findings					5			
3. Draft evaluation report - Additional phone interviews - Additional request of documents - Draft evaluation report circulated among stakeholders						29		

[11] Drăguțescu, A. et al (2020). Addressing Gender Equity and Vulnerable Groups in SUMPs. This publication provides an excellent overview of gender challenges in urban mobility planning. Available at https://www.eltis.org/sites/default/files/sump_topic-guide_gender-equity_vulnerable-groups_final.pdf

Evaluation Task	Task Completion Date							
	June		July		August		Sept.	
4. Additional interviews - Field visits - Interviews: institutional - Interviews: technical - Interviews: other stakeholders								
5. Validation of findings with stakeholders - Follow up through E-mail or phone calls, as necessary - Reception and review of demonstration results								
6. Submission of Final Report							15	
7. Full TE completion								30

Table 2: General Work Plan to Conduct the Terminal Evaluation

Due to the mobility constrains imposed by the COVID-19 pandemic, most of the TE tasks have been conducted mainly remotely. However, the national TE consultant has visited the three pilot cities in July 2021 and interviewed a wide range of local stakeholders during such missions. These missions were designed and completed following the approach summarized in Table 3.

Pre-mission tasks	Mission Tasks	Post-mission Tasks
Desk review Phone interviews Identification of key issues	Interviews On-site data collection and visits	Exchange with TE team leader Phone interviews and e-mails

Table 3: Main activities at each MTR stage

1.3. Evaluation instruments

The limited quantitative information available at the TE has to be complemented by the qualitative information gathered during the interviews. The challenge for the reviewer is to make the most of the interaction with the interviewee (typically one hour at most), and capture the perspective of the interviewees. Herein the importance of preparing in advance the following evaluation instruments:

Evaluation Matrix: The evaluation matrix (Annex 2) includes the main evaluation questions, based on the PRF and the contents of the Terms of Reference of the TE. It provides the overall guidance for the process and serves as a basis for the preparation of the interview guides and the documentation review.

Documentation Review*:* The documents reviewed by the evaluator are listed in Annex 7.

Phone interviews. Phone interviews were held by the national or international TE consultants with most of the project consultants and stakeholders. The interview followed the general questionnaire provided in Annex 6, although adapted to the specific areas of involvement of the interviewee in the project.

Face-to-face interviews: These interviews were conducted in Novogrudok, Novopolotsk and Polotsk, targeting the main local stakeholders, the persons involved in the project's implementation and management and the local technical experts. The interviews followed the general evaluation matrix, while focusing on the local aspects more relevant in each city.

1.4. Structure of the TE report

This report follows the structure established in Annex C of the ToR for the terminal evaluation and Chapter 4 of the UNDP 2020 guidance. It opens with a title page with basic project information, followed by an executive summary. The core report includes an introduction and two sections providing a project description and the TE findings. The annexes provide the relevant background information for this report: ToR, mission itinerary, list of persons interviewed, summary of field visits, list of documents reviewed, evaluation matrix, questionnaire used and summary of results (interview guide), and evaluation consultant agreement form.

2. PROJECT DESCRIPTION

2.1. Project start and duration, including milestones

The project's official start date was October 30, 2015, but, in accordance with Belarusian legislation, the project could not start until it was registered by the MoE, on October 27, 2016. A first project manager (PM) was in late 2016, but he left the project short afterwards and was replaced by a new PM in May 2017- which continued until the completion of the project. The inception workshop was held on July 6, 2017, followed by the first Project Board (PB) on the same day.

The project initial duration was 60 months, so that its closing date was October 29, 2020. The project requested and obtained from GEF a no-cost extension of 12 months, until October 26, 2021[12]. The main project's milestones are the following ones:

- Mid-Term Review (MTR) completed on April 26, 2019.
- Approval of GUDPs by Local Executive Committees: August 2019 (Polotsk), September 2019 (Novopolotsk) and June 2020 (Novogrudok).
- Implementation of pilots. In most cases, the pilots have been expanded, with the installation of additional equipment and additional construction works being completed in 2021: reorganization of traffic flows in the center of Polotsk (December 2020); reorganization of traffic flows in Polotsk and Novopolotsk (August 2021); traffic light synchronization in Polotsk (December 2020); traffic light synchronization in Novopolotsk (June 2021); bike lanes and bike garages in Polotsk (May 2021); bike lanes and bike garages in Novopolotsk (August 2021); modernization of street lighting in Novogrudok (September 2019) and smart metering system in Novogrudok (December 2020).
- Approval of GUDPs in replicating cities (Gorodok (July 2020), Korma (June 2020), Krychau (August 2020) and Zelva (August 2020)).

2.2. Development context

This section reviews the various factors (environmental, socio-economic, institutional, and policy-related) relevant to the project objective and scope. These factors were identified in the ProDoc and subsequently reviewed during the MTR. Changes in the development context are also occasionally described in the annual Project Implementation Reports (PIR).

Environmental factors. Within the environmental factors related to energy, there have been little changes compared to the situation described in the ProDoc. Belarus started commercial exploitation of its first nuclear plant in June 2021, which should reduce the country's dependency of natural gas imports. Energy prices remain low and inadequate to encourage efficient use of energy; there has been some progress in the development of the legislative and regulatory framework for energy service companies (ESCOs), a fundamental step for the development of the energy services market in Belarus.

Socio-economic factors. According to the WB's economic updates on Belarus, after 2 years of recession in 2015 and 2016, economic growth achieved modest recovery in 2017 (2.5%) and in 2018 (3.1%) and slowed-down afterwards (to 1.4% in 2019 and -0.9% in 2020), partly as a consequence of COVID-19 and to the deterioration of external relations following the 2020 presidential elections. The WB foresees a deepening into recession in 2021 (-2.2%) followed by a modest recovery afterwards[13].

[12] Extending the project beyond October 27 2021- even for a few days- would have required a new cumbersome registration process at the MoE.

[13] World Bank. 2021. Europe and Central Asia Economic Update, Spring 2021: Data, Digitalization, and Governance. Washington, DC: World Bank

Institutional factors. There have been no relevant changes in the institutional framework in Belarus during the project duration. Belarus remains a strongly centralized country. Weaknesses identified in the ProDoc in the institutional framework addressing energy efficiency, sustainable mobility and sustainable development remain.

Policy-related factors. The more significant factor during the project's lifespan is the preparation of the National Strategy on Sustainable Development 2035, with increasing attention to the green economy principles.

2.3. Problems that the project sought to address

The main challenge that the project seeks to address is the update of the process and the methodologies for urban planning (CEO ER, p.4), so that they integrate holistic approaches to planning and benefit from the lessons learnt in international best practices. Major shortcomings identified include the lack of focus on GHG mitigation in the current planning urban practices in Belarus, the lack of consideration of sustainable mobility as one of the GHG mitigation options, and the lack of consideration by urban planners of the sustainability principles associated to green urban planning. More specifically, "the problem that this Project seeks to address is ensuring that urban development in Belarus is taking place in an environmentally sustainable manner (in particular in the cities of Novopolotsk, Polotsk and Novogrudok) and that barriers are being removed to promote greater application of energy-efficient technologies in urban environment and sustainable transport." (ProDoc, par.86).

The main problems in the participating cities are the following (CEO ER, p.5):

- Polotsk and Novopolotsk: increasing use of private car mobility, with motorization levels close to those in Western Europe (340 private cars per 1,000 persons in 2014). This generates problems of traffic congestion, delays and growing parking demand. Also, keeping public transport as a viable alternative, as the cities are planning to adapt to the future growth in private car ownership and use. Finally, the need to get support to their emerging plans for improving and expanding their cycling networks and facilities.
- Novogrudok: support to increase the energy efficiency of street lighting and other public services (initially the municipal laundry facility, later replaced by the introduction of smart metering system in one residential building).

The implementation of these actions is jeopardized by the lack of adequate national standards and regulations, insufficient coordination among governmental agencies and lack of public awareness to support green initiatives in cities to cope with existing challenges, including the environmental damages caused by private car use.

The ProDoc points out to existing or under-preparation strategies linked to the mitigation of GHG emissions and to the implementation of green urban development concepts: the National Communications of the Republic of Belarus to the UNFCCC (the 7th and last one was submitted in September 2019 and identifies energy-efficiency and transport as two priority areas for action), the first SEAP adopted by Polotsk in 2012, and the first sustainable mobility plan, prepared between 2014 and 2017[14]; the Comprehensive Transport Schemes for Polotsk and Novopolotsk under preparation by BUTW at the time of preparation of the ProDoc; and the SEAP approved by Novogrudok in January 2013 with the support of the EU project "DACO".

2.4. Immediate and development objectives of the project

The objective of this Project is "the growth of development of green urban development plans and pilot green urban development initiatives related to energy efficiency and sustainable transport in small and medium cities in Belarus" (ProDoc, para. 76). Its implementing partner (IP) is the Ministry of Natural Resources and Environmental Protection (MoNREP).

[14] Financed under the EU project "From Energy Efficiency to Urban Mobility: Introducing Participatory Approach to Development of a Sustainable Mobility Plan in Polotsk https://euprojects.by/projects/Green-Economy-Environment-and-Sustainable-development/From%20Energy%20Efficiency%20to%20Urban%20Mobility%3A%20Introducing%20a%20Participatory%20Approach%20to%20Development%20of%20the%20Sustainable%20Urban%20Mobility%20Plan%20for%20Polack/

The project "focuses on green urban development planning and pilot green urban development projects related to energy efficiency and sustainable transport in small and medium cities in Belarus, and replication with the development of green urban development plans to a minimum of 10 cities. The project aims to remove barriers to support further investment in green urban development by cities in Belarus, with a particular emphasis on energy-efficiency in street and public buildings lighting and sustainable transport initiatives". The project promotes market transformation for energy efficiency (CCM-2) and energy-efficient low carbon transport and urban systems (CCM-4) ProDoc (par.65).

2.5. Baseline indicators established

Due to lack of information, the ProDoc is unable to provide baseline indicators (all the indicators in the PRF except 1 (the number of completed SEAPs) have a baseline of zero), and relies on the completion of the following baseline surveys during the project initial stages:

- Traffic surveys that would include traffic counts, end-to-end journey analysis, destination mapping, trip generation and modal split for all forms of transport in Polotsk and Novopolotsk in an agreed methodology and format that can be used as baseline data (restricted to sites where GEF investments will be made) (ProDoc, par. 78). It is worth noticing that, in accordance with the ProDoc, "traffic and passenger surveys are currently done under the preparation of the Comprehensive Transport Scheme". (ProDoc, p.40). Also fuel efficiency of buses along the relevant lines or corridors should be determined.
- Review of the performance and reliability of the lighting systems and additional energy-efficiency pilots in Novogrudok. In case additional outdoor lamps were installed in Novogrudok or in the rural areas within its jurisdictions through co-financing activities, additional baseline reviews would be necessary to cover them.
- Baseline energy consumed in Novopolotsk, to be estimated within the preparation of the SEAP for the city (output 4.1).

Additionally, the ProDoc identifies a number of actions in progress, already mentioned in the previous section, being financed in the participating cities by EU projects; these actions refer to the preparation of plans, with no investment commitments for implementation.

It can be concluded that the project baseline includes the provision of different plans, although without firm financial commitments to implement most measures. Most of these plans seem well aligned with GUD principles, except the car-traffic focused "Comprehensive Transport Schemes" under preparation in Novopolotsk and Polotsk, which could induce further car use in both cities.

At the national level, the State Urban Development Policy of Belarus 2011-2015 includes objectives closely linked to the principles of GUD, such as energy efficiency, reduction of daily commuting times, enhanced accessibility to services and living environments that meet the needs of residents within walking distance (ProDoc, par.29). Similarly, there are national policies in the areas of energy efficiency (National Energy Saving Programme 2011-2015), transport emissions (Strategy for limiting transport impact on air until 2020), and sustainable development (National strategy of sustainable socio-economic development of Belarus until 2020). None of these documents include specific actions explicitly mentioning Green Urban Development.

The indicators included in the Project Results Framework are presented in Annex 12.

2.6. Main stakeholders

The main stakeholders are identified in par.27 of the ProDoc: The MoNREP, with competencies in setting and implementing environmental policies), the Ministry of Architecture and Construction (MoAC), the Belarusian Institute for Regional and Urban Planning (BelNIIP), the Ministry of Economy (MoE), the Department of Energy Efficiency of the State Committee for Standardization (DEE, with responsibility for the development and implementation of state policy on energy efficiency and renewable energy sources), the Ministry of Transport and Communications (MoTC) and the municipalities of Polotsk, Novopolotsk and Novogrudok. The ProDoc also identified civil society organizations operating in the areas of urban planning, sustainable mobility and energy efficiency.

In accordance with ProcDoc, PB membership was limited to UNDP, the key stakeholders from the national government and the participating cities: MoENRP (Executing Agency), MoAC, MoE and DEE, and the municipalities (executive committees) of Novopolotsk, Polotsk and Novogrudok. The PB was chaired by the Deputy Minister of MoNREP[15]. The PB chair was supported by the Office of Regulation of the Impact on Air and Water Resources, which was considered as the responsible department for the project, and its head of office was the contact person for the project team in the national government. Since the Project's Inception Report, BelNIIP and Belarusian Union of Transport Workers (BUTW) were also considered as PB members.

The table below summarizes the stakeholders involved in the project and their participation at the inception workshop (IW) and at the Project Board (PB) meetings held thus far[16]. It seems from the PB minutes that the involvement of some national government stakeholders (MoAC, BelNIIP and MoTC) was very low. The three pilot cities were usually represented by the Deputy Head of the Local Executive Committee, and by the head or head deputy of the Housing and Community Services Department.

Besides the Local Executive Committee, the municipal units active in the PB were the Department of Housing and Municipal Services, the Department of Economy and- in one occasion- the public transport operator of Novopolotsk (Road Passenger Transport Enterprise, Branch Nº 6).

The presence of Civil Society Organizations (CSO) and Non-Governmental Organizations (NGO) at PB meetings was very low, as the only attendant was BUTW.

PEB meeting attendance is summarized in the table below, including the inception workshop (IW). The official members of the PEB identified in the ProDoc are indicated in column M (memberships)

Name	Initials	Category	IW	M	1	2	3	4	5	6	7	8	9	10	11
Ministry of NR and Environm. Prot.	MoNREP	Nat.Gov	X	X	X	X	X	X	X	X	X	X	X	X	X
Ministry of Architecture and Cons.	MoAC	Nat.Gov		X	X						X	X			
Ministry of Economy	MoE	Nat.Gov		X	X	X	X	X	X	X	X	X	X	X	X
Ministry of Transport and Comm.	MoTC	Nat.Gov	X	X	X	X	X				X	X	X		X
Ministry of Finance	MoF	Nat.Gov		X						X		X			
Department of Energy Efficiency	DEE	Nat.Gov	X	X	X	X	X	X	X	X	X	X	X	X	X
Novogrudok Executive Comm.	NG Ex	Local Gov.	X	X											
Novopolotsk Executive Comm.	NP Ex	Local Gov.	X	X	X	X	X	X	X	X	X	X	X	X	X
Polotsk Executive Comm	P Ex	Local Gov.	X	X	X	X	X	X	X	X	X	X	X	X	X
UNDP CO				X	X	X	X	X	X	X	X	X	X	X	X
Institute for Reg. & Urban Planning	BelNIIP	Nat. Gov	X			X									
Belarusian Union Transp. Workers	BUTW	CSO			X		X		X		X				
Interakcia			X		G										

Note: "G" indicates that the participant has been invited as a guest but is not a member of the PB

Table 4: List of stakeholders participating in the PB meetings

The Project Inception Report (Annex 3) identifies a number of additional local stakeholders: three universities (Belarusian National Technical University (BNTU), Polotsk State University (PSU), Belarusian State University (BSU)), and several NGOs: Minsk Cycling Community, Local Fund Interakcia, NGO Ecopartnership, NGO EkaPraekt, NGO Nerush and Green Network. Six on-going projects with international funding are also identified with potential for cooperation and synergies. The project does not identify or make engagement plans at this stage local stakeholders in the demonstration cities, which could have interest or influence in the envisaged pilots (such as residents in the targeted areas, local commercial or business associations or transport service providers.

The gender, environmental and social dimensions were not explicitly identified in the Project Inception Report, and the minutes do not state any contribution from the participants on this topic. Explicit gender equality policies are considered

[15] Until mid-2019, Mrs. Iya Malkina; she was replaced by Andrei Khmel until the end of 2019. Since 2020, the PB has been chaired by the current Deputy Minister, Mr. Aliaksandr Haroshka

[16] A final PB meeting is envisaged in October 2021.

as unnecessary by the GoBY, on the grounds that gender equality is already enshrined in the national Constitution and mainstreamed in daily practice[17].

In accordance with the results from the interviews and desk review of the project documents, some additional stakeholders can be identified:

- The traffic police. The traffic police reports to the national government (Ministry of Internal Affairs, MoIA), and is responsible for traffic enforcement, including urban areas. The traffic police was actively supporting the project's activities, particularly in what refers to the preparation of regulatory reforms.
- CSO and NGOs: Some of these organizations participated in the project providing technical assistance: BNTU, PSU) and BUTW.
- Vitebsk region (Oblast). In charge of parts of the road network, including the Polotsk-Novopolotsk section were the project intended to build a new cycling lane.
- International Institutions: EBRD, EU. EBRD was financing several projects within its Green Cities program. The EU was actively supporting projects on energy efficiency, within the framework of the Covenant of Mayors.

The map of stakeholders below provides a useful support to clarify questions such as the degree of involvement of the GoBY, cooperation with other projects and CSO involvement. It identifies the main stakeholders and facilitates the analysis of their influence in decision-making and their actual involvement in the project. The color code indicates the stakeholder category: national government (orange), local government (yellow), regional government (red), academic and technical institutes and other CSO and NGO (blue), international institutions (green) and other stakeholders (light yellow). Some project dynamics can be highlighted:

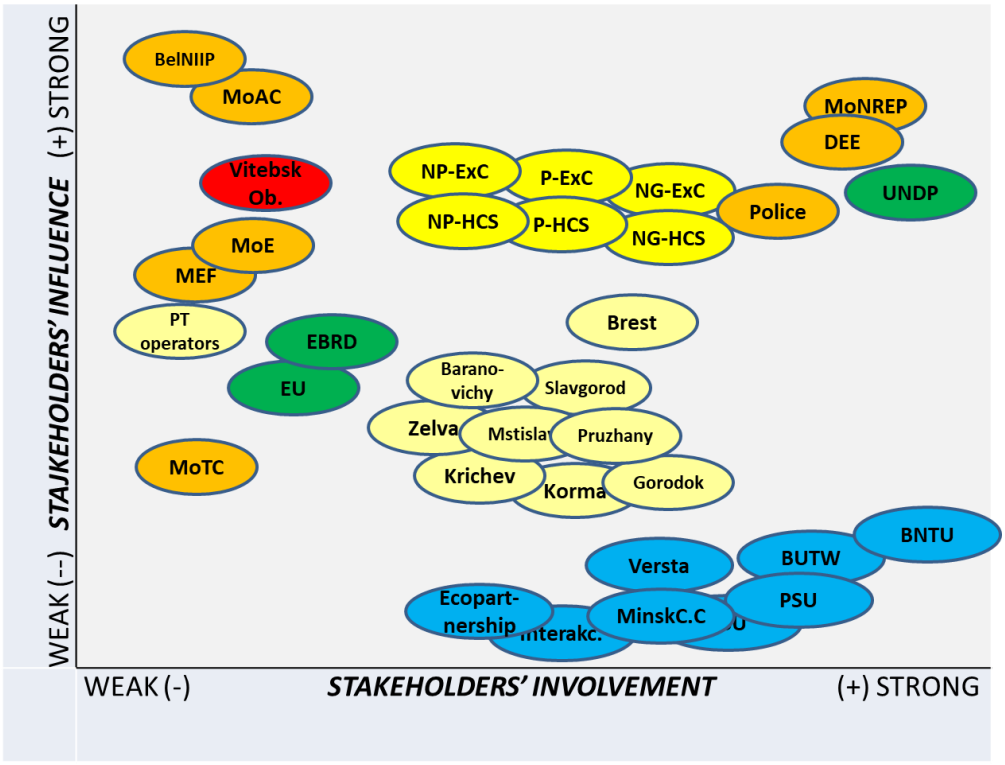


Figure 1: Relevance, involvement and key relationships among stakeholders

- Strong involvement of the national government's bodies directly responsible for the project: The MoNREP as the project executing agency and DEE as the department directly in charge of energy efficiency policies in Belarus.
- Low involvement of many national government's bodies, some of them reluctant to get involved in local and sectoral policies outside their usual field of competences, others with little interest for the innovative concepts pushed forward by green urban development. International experience shows the importance of getting all these

[17] For example, https://eca.unwomen.org/en/digital-library/publications/2020/05/belarus-country-gender-equality-brief

bodies aligned along the principles of sustainable urban development, as the only way to make changes in relevant legislation or to provide adequate funding to GUD initiatives in cities.

- Low involvement of the Vitebsk regional government, possibly due to its late identification as a relevant stakeholder for changes in the road network or for the provision of public transport services.
- Low-to-medium involvement of IFI (mainly EBRD) and other international institutions (mainly the EU), which were funding projects of green urban development in the country. In some cases, the liaise was made through local NGOs or institutions executing those projects (e.g. Interakcia for the Covenant of Mayors' East Project or Ecopartnership for the STRONG project, also within the Covenant of Mayors' initiative).
- The relevant role of the traffic police, with substantial involvement in the preparation of proposals for regulatory reforms related to urban roads and urban mobility.
- The strong involvement of the three pilot cities, led by their Executive Committees and seconded by their Departments of Housing and Communal Services. Polotsk was the city with stronger previous experience in international projects, so that this project served as a follow-up in its progress towards the Covenant of Mayor's commitments. For Novogrudok, this one was his first relevant project, and responded by putting a lot of effort from the top decision-making levels in responding to the project's requests. In Novopolotsk, local decision makers saw the project as an opportunity to move forward some already existing projects, like the tram expansion.
- Many CSO have also provided technical consultancy to the project. Therefore, although they were not participating in the PB and had no a formal say in decision-making, they were highly influential in the contents of the project's proposals and actions.
- Low involvement of local stakeholders (such as shop owners or residents) directly affected by the project. The project undertook different activities to inform the public and to collect their ideas during the design of the actions. THowever, during the TE process it was not possible to find evidence on how such participatory procedures have influenced the various plans (GUDPs, SECAPs, SUMPs) and the pilots implemented by the project, or to identify formal and regular communication channels between the project and local groups.

2.7. Expected results

The Pro-Doc strategy is "to assist Belarus in the initiation of green urban development by approaching its development through the use of best international practices and holistically addressing urban problems namely in the areas of sustainable transport for Polotsk and Novopolotsk, and energy efficiency in Novogrudok… The increased likelihood of success for demonstrations in smaller sized cities will also increase the replication potential of the demonstrations, a key objective of this Project…" (Pro-Doc, par. 71). The demonstrations in the three participating cities were a cornerstone of the strategy, addressing urban traffic congestion and carbon intensity in transport in Polotsk and Novopolotsk and increasing access to energy efficient technologies in Novogrudok (ProDoc, par.75).

The four project components are consistent with this strategy. Components 2 and 3 provide the evidence from the demonstrations in the participating cities; component 1 builds upon that evidence to integrate GUD concepts within the planning framework and component 4 supports replication in other cities (see Annex 12).

The implementation schedule (ProDoc, Figure 8, p.49) is not fully consistent with the former approach: looking at the "periods of intense activity" for the different outputs, it seems that the project would start with activities related to component 1, followed by the implementation of energy efficiency pilots (Novogrudok), sustainable mobility pilots (Polotsk and Novopolotsk) and conclude with the replication mechanisms. However, this arrangement is highly flexible, as the project schedule includes large periods of "intermittent activity" in components 1, 2 and 3 with strong overlapping. The figure below summarizes the project flowchart, as presented in the ProDoc.

Figure 7: Project Flowchart

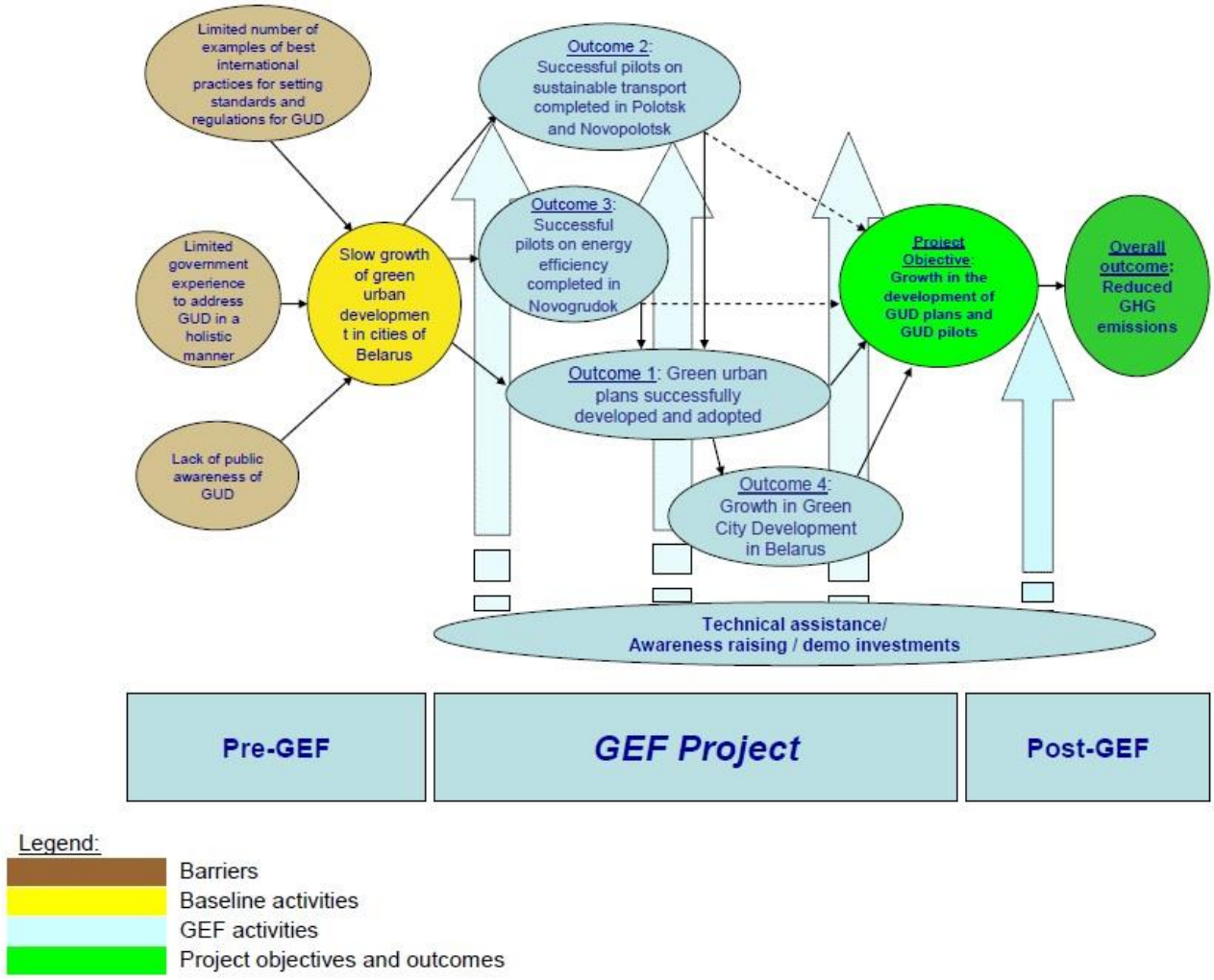


Figure 2: Project Flowchart (ProDoc, Figure 7, p.48)

The project workplan was slightly revised in the inception report, so that the project would focus on administrative issues (selection of experts) and development of feasibility studies and GUDPs in the three cities in 2017 and move forward to core procurement activities (implementation of pilots) in 2018 and 2019. This was consistent with the delays accumulated in launching the project.

There have been some changes in the implementation approach since the inception reports:

- The actual composition of the project management unit is very similar to the ProDoc's design. However, the ProDoc had envisaged that two of the PMU members (the specialists on green urban development and on sustainable transport) would be international consultants, both seconded by national consultants (ProDoc Annex V). In practice, these international positions were not filled, and the respective national consultants carried out also the envisaged tasks. This has been justified on the grounds of efficiency: reducing costs in areas were national expertise made it unnecessary to mobilize foreign consultants. International expertise was mobilized on a case-by-case basis, with short term contracts with international consultants to deliver reports (mainly on best international practices and the revision of the draft plans prepared by the project) and to participate as speakers at capacity building activities in Belarus.
- Data collection (including surveys) and traffic modelling were considered in the ProDoc as essential tasks for the development of the ISUMP and for the feasibility studies and subsequent implementation of pilots in Polotsk and Novopolotsk. The scope of these tasks was significantly reduced by the consultant (BUTW): instead of conducting a household survey, it was limited to some workers in their working places, and referred to trips for working purposes.

The traffic model for both cities was not developed; instead, BUTW prepared small-size models to analyze particular actions, such as the implementation of green waves or the enlargement of some streets.

- Monitoring and evaluation. The ProDoc envisaged, through output 1.5 (MRV framework for GUD in Belarus) to set up a programme to measure GHG reductions from components 2 and 3. For component 2, this included the administration of surveys to measure modal changes; for component 3, it included monitoring and review of performance and reliability of the energy-efficient systems installed. Whereas the latter seems to have been accomplished as envisaged in the ProDoc, data collection on sustainable mobility (component 2) was significantly reduced, limited to information on public transport patronage in Polotsk and Novopolotsk.

Annex II of the ProDoc provides extensive information on how its GHG mitigation objective (91,116 t CO2e of direct reductions during the lifetime of the investments) will be achieved. It foresees modal switches to public transport along bus route No. 5 (where services would improve including "real-time" bus information, improved bus stops and reduced journey times: 77,786 t CO2e of direct reductions during the lifetime of the investments); LED street lighting in Novogrudok (3,140 t CO2e of direct reductions during the lifetime of the investments) and energy efficiency measures at the municipal laundry in Novogrudok (10,190 t CO2e of direct reductions during the lifetime of the investments).

The ProDoc illustrates that the GHG emission reduction in the transport sector could be achieved by 250 daily car users leaving their cars at one P&R facility and continuing their commuting trip to NAFTA on bus line #5. In practice, modal change for those users is unlikely to have happened (there is no P&R facility operational and the bus line #5 has not significantly improved its level of service), but the project could explore other trips in which such modal change could have occurred. **It is worth noticing that 85.4% of the direct GHG emission reductions are coming from the transport sector, and just 3.4% from LED street lighting**.

3. FINDINGS

3.1. Project Design

3.1.1. *Background: Assessment of Project Design in the Mid-Term Review*

The MTR (section 9 and Annex 4) gave high marks to the design of the project "for being innovative, relevant and needed, in line with national priorities, and presenting the potential of especially high and meaningful impact". Yet, it also highlights some minor shortcomings in the project design and suggests measures to address them:

- The apparent contradiction in the ProDoc of designing possible sustainable mobility pilots while at the same time envisaging to prepare the ISUMP. However, the MTR understands that this approach can be justified, as it makes it more likely that the pilots will be implemented, whereas waiting for the ISUMP to be completed and approved first would take the implementation of the pilots down the project's timeline, making it more difficult to achieve the targets before the project's completion.
- The lack of a financing component within the ProDoc. The MTR praises the PMU for implementing some activities on financing through adaptive management to fill this gap. However, it also notices that not including such component in the ProDoc could be justified, due to the difficulties the project design team could have foreseen to successfully address financing challenges with the project's resources.
- The lack of action in institutional development, particularly in what refers to "coordinating the different government bodies and institutions relevant to urban planning".
- The definition of the policy/legislative indicator (outcome 1), which is considered too narrow in scope, as it covers transport and energy efficiency, but not policy or legislation on GUD or financing.
- The unclear definition of the outcome 4 indicator ("government's officers dedicated to the promotion of urban low carbon growth".
- The ProDoc's description of the mobility baseline in Polotsk and Novopolotsk could be incorrect, as some stakeholders consider that the modal share of public transport in both cities is already very high (50%), contrary to the information collected in the ProDoc. Targets for the relevant transport indicators should be revised accordingly.

The TE has found that only a few of these recommendations were implemented by the PMU. For example, transport pilots did not include low-cost measures, and they- and the ISUMP- gave little attention to GHG emissions[18] resulting in pilots with low potential to attain significant GHG emission savings. As suspected by the MTR, actions on financing did not yield any concrete results in terms of facilitating GUD financing, as there implementation was well beyond the project's control. Finally, it is worth noticing that the project was not able to clarify the mobility baseline in Polotsk and Novopolotsk, which would have required substantial resources for completing a full-fledged mobility survey[19].

3.1.2. *Analysis of Project Results Framework (project strategy and indicators)*

The project's objective was clearly stated[20] and it is logically connected with the project outcomes, including the development of plans and the implementation of initiatives in the energy efficiency and sustainable mobility areas. The ProDoc does not include a sufficiently clear definition of the meaning and scope of the "green urban development" concept. GUD is loosely connected to a whole array of initiatives, such as the CoM, EBRD's Green Cities Initiative, sustainable urban mobility, SECAPs, etc. Whereas this gives a lot of flexibility for associating the project with other on-

[18] This was one of the many questions raised by the International Consultant reviewing the draft ISUMP, but did not result in changes in the plan finally adopted.

[19] Actually, such mobility survey was envisaged in the ProDoc, but the PMU decided to simplify the approach, and replace it by a mobility survey addressed to workers in some companies.

[20] The project's objective is "the growth of development of green urban development plans and pilot green urban development initiatives related to energy efficiency and sustainable transport in small and medium cities in Belarus" (Project Document, para. 76)

going initiatives, it also makes it difficult to provide the project with a clear identity and profile. In accordance with different statements during the interviews, local stakeholders and cities interested in replication saw the project as a convenient way to improve their chances to access international project financing in the future, but without clearly grasping the changes needed in their priorities and daily practices. This has resulted in plans and initiatives with limited impact on the regulatory framework and day-to-day management.

The ToC is fully consistent with the project's outcomes and outputs. However, the interaction between plans (component 1) and initiatives (components 2 and 3) was not fully clarified. Whereas in some sections of the ProDoc, the initiatives can be understood as a preliminary action before undertaking the planning effort, in other sections the initiatives seem to be defined as part of the implementation of the plans. In practice, this has resulted in an ambiguous situation in which plans and initiatives are largely conducted independently and with scant awareness of each other, especially in the transport sector. Furthermore, the logical connections among the different plans (GUDPs, SECAPs, ISUMP and "model districts"), their respective roles and their deployment are not fully clear.

The definition of the PRF is very good. However, for outcomes 2 and 3, the PRF assumes that the pilots proposed in the ProDoc will be implemented; this was not the case, except for LED lighting in Novogrudok, which meant that PRF needed a revision since the time the alternative pilots were decided. The MTR provided a thorough revision of the PRF, but the PB never undertook a formal revision and approval procedure, and it is unclear which of the suggested changes were adopted by the PMU and which ones were not.

Broader development impacts (such as gender equality and women's empowerment, improved governance, livelihood benefits…) were not sufficiently identified in the ProDoc. This is not surprising, considering that at the time of project design, UNDP's approach to gender, social and environmental dimensions was looser than it is today. Furthermore, the shared view of most local stakeholders (as stated during interviews) is that there were no relevant gender, social or environmental challenges the project could reasonably address[21]. The MTR did not provide clear guidance on these issues, as its proposals for changes in the PRF did not include indicators or targets that could have taken into consideration these topics.

In terms of direct GHG emission reduction, the project aimed at reasonable targets: 91,116 tons in ten years after project completion[22], of which 85.4% from the transport sector and 15.6% from the energy efficiency sector. The lifetime considered for the project investments in 16 years (assuming that they are implemented in project year 1), and 10 years for indirect emission savings.

The PRF indicators provide a good picture of the project's expected outcomes:

- Three indicators referring to the project's objective: "cumulative lifetime project CO2 emission reductions resulting from pilot projects and technical assistance by end of project", "cumulative direct energy savings from project investments in sustainable transport and energy efficiency measures by EOP" and "percentage of persons in green cities who are either aware of or have benefitted from green initiatives from the project at end of project". These are compulsory indicators requested by GEF (although strictly speaking the third indicator. number of project beneficiaries was not requested in GEF-5).
- Two indicators within outcome 1: "number of enhanced national policies and regulations in the area of public lighting and urban transportation that have been reviewed and approved by end of project", and "number of officially approved green urban development plans in project cities by end of project".
- Three indicators within outcome 2, "kilometers of private car travel displaced from modal switches to public transport by EOP", "average number of minutes of reduced bus journey time through sustainable urban transport measures in Novopolotsk and Polotsk" and "number of persons using improved public transport services during Year 5".

[21] This statement is dicussed in detail in the gender subsection within this section.
[22] As presented in ProDoc Annex II, Table II-1.

- Two indicators within outcome 3, "GJ saved on LEDs installed for street lighting and public areas (indoor and outdoor), as well as new control gear and EMIS by EOP", "lifetime GJ saved from energy efficiency measures on municipal laundry by EOP".
- Three indicators within outcome 4, "Number of completed or updated SEAPs and/or GUDPs by EOP", "number of officers in government who are dedicated to the promotion of urban low carbon growth to Belarusian cities by EOP" and "number of hits on national website for promoting GUD by EOP".

The MTR considered the PRF indicators as well designed but suggested some improvements to broaden their scope and to revise some definitions (MTR, p.31). The MTR proposals were not formally approved by the PB and were not integrated in the annual PIRs.

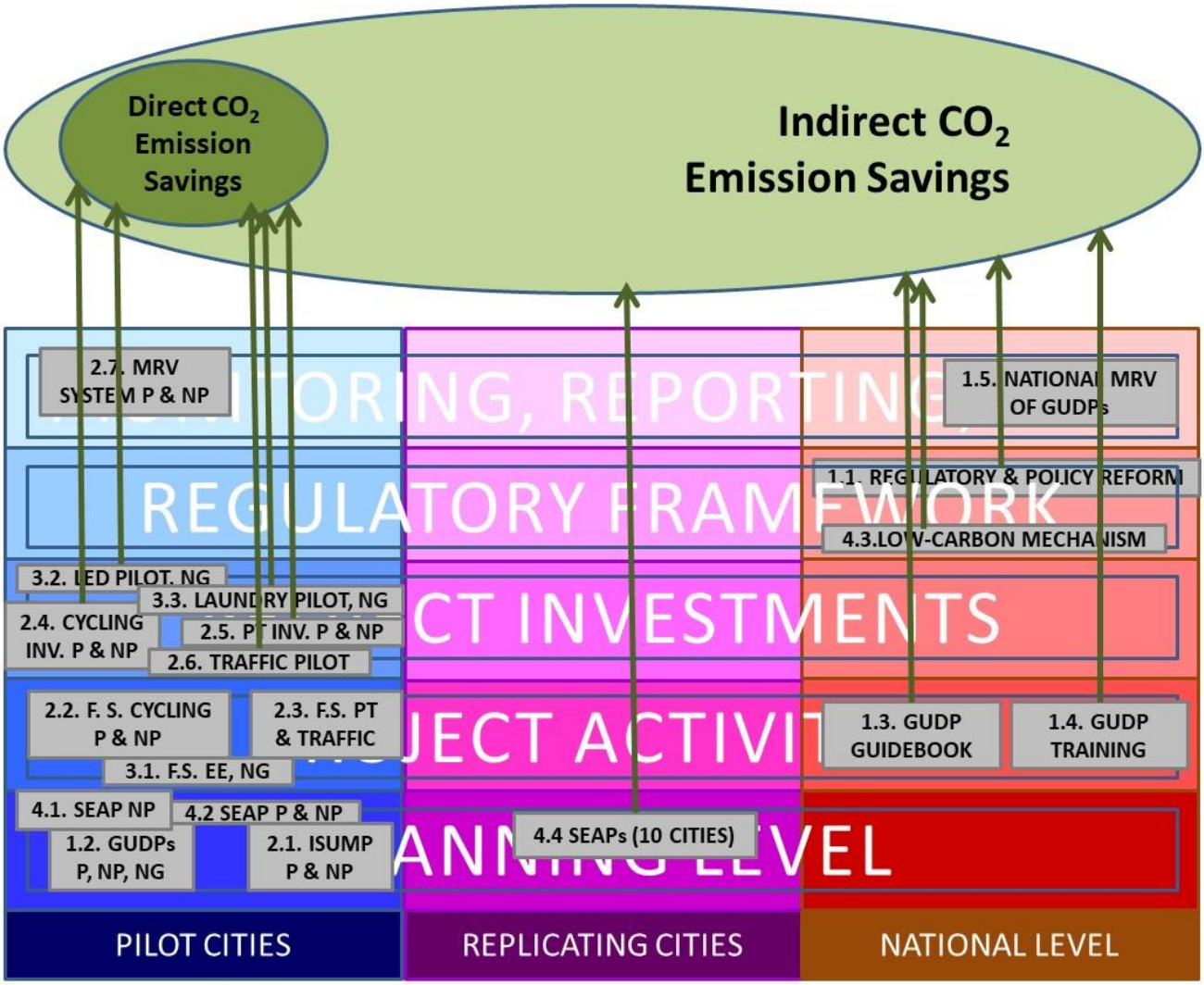


Figure 3: The project approach and its monitoring by PRF indicators

The achievement of the direct GHG emission reduction objective is subject to the implementation of the pilots in Polotsk, Novopolotsk and Novogrudok, which relies on (1) project delivery of studies and investments, (2) local adoption of decisions and (3) the achievement of the impacts foreseen in the ProDoc as a result of the pilots. The achievement of the indirect GHG reduction objective is subject to successful replication in the three participating cities, 10 replicating cities and, eventually, in other cities as a result of the implementation of new national policies and regulations.

The PRF includes the development of MRV capacities to monitor and assess progress at both, the local level in Polotsk and Novopolotsk, and at the national level through project's outputs 2.7 and 1.5, respectively. Output 2.7 appears in the CEO ER, but not in the ProDoc, and its contents are included within the scope of output 1.5. The description of output 1.5 is limited to the project's pilots, without clarifying how the national level mentioned in the output's title (MRV framework for GUD in Belarus) can be addressed.

The table below summarizes the analysis of the project results framework, in what refers to the characteristics of the indicators: Specific (outcomes must use change language, describing a specific future condition), Measurable (results, whether quantitative or qualitative, must have measurable indicators, making it possible to assess whether they were achieved or not), Achievable (results must be within the capacity of the partners to achieve), Relevant (results must make a contribution to selected priorities of the national development framework), Time- bound (Results are never open-ended: there should be an expected date of accomplishment). Further details are provided in section 3.2.4.

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
Objective level indicators						
Cumulative lifetime project CO2 emission reductions resulting from pilot projects and technical assistance by EOP, ktonnes CO2.	Baseline: 0 **91.1** kt CO2 10 years after EOP					
Cumulative direct energy savings (TJ) from Project investments in sustainable transport and energy efficiency measures by EOP	Baseline: 0 **112.2 TJ**					
% of persons in green cities who are either aware of or have benefitted from green initiatives from the Project at EOP.	Baseline: 0 **50%**	**(1)**				
Outcome 1: Green urban development plans successfully developed and adopted						
Number of enhanced national policies and regulations in the area of public lighting and urban transportation that have been reviewed and approved by EOP	Baseline: 0 **4**	**(2)**		**(7)**		
Number of officially approved "pilot" green urban development plans in project cities by EOP	Baseline: 0 **3**					
Kilometres of private car travel displaced from modal switches to public transport by EOP	Baseline: 0 **4.3 million**	**(3)**				
Average number of minutes of reduced bus journey time through sustainable urban transport measures in Novopolotsk and Polotsk	Baseline: 0 **10**	**(3)**				
Number of persons using improved public transport services during Year 5	Baseline: 0 **75,000**	**(4)**				
GJ saved on LEDs installed for street lighting and public areas (indoor and outdoor), as well as new control gear and EMIS by EOP	Baseline: 0 **21,423**					
Lifetime GJ saved from EE measures on municipal laundry by EOP	Baseline: 0 **215,605**	**(5)**				
Number of completed or updated SEAPs and/or GUDPs by EOP	Baseline: 2 **13**					
Number of officers in government who are dedicated to the promotion of urban low carbon growth to Belarusian cities by EOP	Baseline: 0 **8**	**(6)**		**(8)**		
Number of hits on national website for promoting GUD by EOP	Baseline: 0 **10,000**					
Red: Indicator does not comply with requirements **Orange**: Indicator partially complies with requirements **Green:** Indicator complies with requirements						

Table 5: SMART analysis of project indicators

(1) Unclear what "green cities" is referring to. Following MTR's recommendation to specify that this referred to the three pilot cities (Polotsk, Novopolotsk, Novogrudok) only these 3 citeis were considered. The MTR also suggested to estimate this indicator with a random sample survey in each city.

(2) Unclear what "enhanced" is referring to. MTR suggested to replace "enhanced" by "amended or new" and to enlarge the scope of the indicator, from "traffic lighting and urban transportation" to "urban development, urban efficiency, sustainable urban transport and low carbon planning, procurement and financing".

(3) Although not explicitly mentioned in the indicator, the context and footnotes in the ProDoc indicates that these indicators refer to the route follow by bus line #5.

(4) Considering the target (150,000 passengers or 75,000 persons per day, assuming an average of 2 daily trips per person), this indicator refers to the total number of users of the public transport system in Polotsk and Novopolotsk.

(5) As the laundry improvement was implemented before the project started and the pilot was replaced by the implementation of smart metering in some buildings, the indicator should have been changed as proposed by the MTR: "lifetime GH saved by meter or smart meter installation by EOP".

(6) The ProDoc provides no guidance or definition on when governmental officers could be considered as dedicated to low-carbon growth. The MTR suggested an alternative definition for this indicator: "Number of cities promoting green urban development as evidenced by their having a high-level municipal official in government who is newly responsible for green infrastructure projects by EOP".

(7) The official approval by the government remains beyond the capacity of the project, although it is within the capacity of the project's governmental partners.

(8) The actual assignment of officers to low-carbon growth remains beyond the capacity of the project, although it is within the capacity of the project's governmental partners.

3.1.3. *Assumptions and risks*

The assumptions made in the ProDoc (par.88) are listed below, together with an assessment of its actual completion.

- Component 1: Continued central government officers' access to external network of green urban development groups and initiatives (such as CoM and Local Agenda 21). Such access to external networks was continued, and in fact strengthened through project's activities. However, it was focused on MNREP's officials, without sufficiently involving other relevant ministries, and particularly the MoAC. Furthermore, after the political crisis following the 2020 presidential election, such access has all but collapsed.
- Component 2: Agreement for a joint transport coordinating body between Polotsk and Novopolotsk. In spite of remaining a priority for local decision makers in both cities, such agreement has not been put in place during the project lifetime, and there are no concrete plans to reach such agreement; it is uncertain, in accordance with some interviewees, whether the current institutional framework prevents such kind of agreements.
- General: Agreement by GoBY to change procurement regulations to simplify purchase of more expensive items if the life cycle costs of these items are less costly. Although some progress has been made on procurement regulations, such simplification has not been implemented.

There are other relevant assumptions in the ProDoc, linked to the targets for several indicators:

- Outcome 2: Pilots in Polotsk and Novopolotsk: The achievement of the general indicators (GHG and energy savings) and component 2 indicators are linked to the achievement of modal change to bus line #5 for at least 250 car users daily commuting between Polotsk or Novopolotsk and the NAFTA refinery. However, the actual transport pilots moved away from the ProDoc's focus on these commuters.
- Outcome 3: Pilots in Novogrudok. The contribution of these pilots to GHG and energy savings was based on a high number of lamps being annually replaced (1,566 per year of 6,266 in total) and the implementation of the laundry pilot. However, the number of LED lamps actually implemented and the contribution of the smart-metering intervention replacing the laundry pilot seem to be far below the initial assumptions.
- Outcome 1: It is assumed that the national government will have the willingness to actually enhance the policy and regulatory framework on urban planning, to effectively encourage green urban development approaches.
- Outcome 4: The prospects for replication rely on (1) the willingness of at least 10 cities to undertake GUD planning (through SEAPs or GUDPs) and (2) on the implementation of a "mechanism" to promote GUD from the national government. Whereas cities replied enthusiastically to the project's call, and 10 of them were selected to complete the plans, the national government has not implemented any relevant mechanism to support them in the implementation of such plans.

Five risks are identified and analyzed in the ProDoc (par.87 and Annex I):

- Lack of willingness of various stakeholders to provide information and data. The key mitigation action identified in the ProDoc is the mobilization of a key national expert for monitoring and reporting of GHG emission reductions.
- Lack of financing for demonstration projects and replication projects. The ProDoc provides an estimate of co-financing needs in the three pilot cities (Annexes VI and VII) and highlights the relevance of the expected completion of the USD 100 million Daugava River crossing to facilitate general traffic and public transit between Polotsk and Novopolotsk.
- Lack of sustainable funding for implementation of the GUDPs delivered by the project. The institutional mechanism (output 4.3) is expected to mitigate this risk. This risk is mentioned in ProDoc Annex I (Risk Analysis), but not in the risk section.
- Technical risks related to the capacity of governmental officers to address green urban development and planning issues related to green cities (this risk is mentioned in the risk section, but not in Annex I- risk analysis).
- The recent drop in oil prices reduces stakeholder urgency of green city development. As a mitigation action, the ProDoc mentions again the replication mechanism (output 4.3), "which will play a strong role in raising awareness and disseminating information about integrated urban development and sustainable green cities, and the associated fiscal benefits to municipalities".

The risk matrix makes no reference to any health-related risk. As in virtually every country, the COVID-19 pandemic dramatically changed mobility conditions in Belarus since February 2020 and slowed-down the implementation of some activities.

Additional risks were identified during the inception report:

- Slow adoption of new standards or regulations by national governmental bodies.
- Insufficient interaction among governmental agencies with competences on urban planning, energy efficiency and urban mobility.
- Unavailability of sustainable funding for GUD planning (although mentioned as new in the Inception Report, this risk was in fact included in ProDoc Annex I, as mentioned above.
- Tight implementation schedule, due to the lengthy process of project registration, necessary for the government to allow start operations.

Five additional risks are mentioned in the MTR, all of them related to an insufficient focus of the project on those activities that will strategically facilitate long-term change:

- Risk that the project does not achieve enough of the needed change in policy/ legislation.
- Risk that the project does not have sufficient impact on the urban planning process in Belarus.
- Risk of insufficient quality of the plans being prepared.
- Risk that initiatives in the plans cannot get financed (Already mentioned in ProDoc Annex I and during the inception report).
- Risk that the pilots are either not realized or do not have good quality or adequate GHG emission reductions.

The assumptions and risks in the ProDoc are well articulated and provide a logical framework to the definition of the project's outputs. The additional risks identified during the inception report and the MTR are closely related to those already identified in the ProDoc, although they emphasize two shortcomings that the ProDoc had not sufficiently addressed: the adoption of changes in the scope of the pilots that could reduce the expected GHG and energy savings, and the insufficient involvement of key national institutions to speed up the adoption of the regulatory and policy reforms proposed by the project.

3.1.4. *Lessons from other relevant projects incorporated into project design*

No lessons from other relevant projects were explicitly incorporated into project design. However, it is worth noting that the project strategy is similar to other UNDP projects in the Region addressing transport and energy efficiency in cities, such as the UNDP/GEF projects "reducing GHG emissions from road transport in Russia's medium-sized cities", "City of Almaty Sustainable Transport" and the more recent "Green Cities: Integrated Sustainable Transport for Batumi And Adjara Region (ISTBAR)". Among the lessons incorporated in project design, it is worth mentioning:

- Thorough identification of the pilots, including feasibility studies as Annexes to the ProDoc. This approach was expected to accelerate the implementation of pilots, and to avoid the risks of delays and poor implementation experienced in other projects.
- Specific focus on MRV at the local and national level. This approach is consistent with the problems experienced in other projects to obtain reliable and fact-based information on progress towards the achievement of the indicators' targets.
- Relevance of planning activities, leading to the adoption of medium to long-term plans by cities. These plans, when adopted by city councils, provide a sense of ownership and strategic direction, increasing the chances for the continuation of sustainable development policies beyond the project lifetime. However, the actual impact of the sustainable mobility plans provided by similar projects has also been uncertain: whereas they have provided the city with a useful list of projects and actions that have facilitated access to international donors, but they have not been able to consolidate the participatory and bottom-up processes that are the substance of sustainable mobility.

3.1.5. *Planned stakeholder participation*

The ProDoc and the Project Inception Report do not include specific stakeholder participation plans. However, there are indications of stakeholder participation in some project's activities in the PB meeting reports and the annual PIRs. It can be concluded that stakeholder participation was designed along the following guidelines:

- The PIF and the project's outputs and outcomes were validated through meetings with local officials from the participating cities and stakeholder engagement sessions during the project design stage. Validation included the co-financing expectations included in the ProDoc (e.g. ProDoc, Annex VI-6). The ProDoc's stakeholder analysis (para. 27 and table 13) envisages the involvement of institutional stakeholders from the national government (MoNREP, MoAC, BelNIIP, MoE, DEE, MoTC) and the participating cities (local executive committees of Polotsk, Novopolotsk and Novogrudok), private sector (although no private organizations are identified in the ProDoc) and CSOs (only one organization is mentioned: BUTW).
- The planned stakeholder interactions consisted in participation at the PB meetings (for the institutional members from the national and local governments) and involvement in some project components. The most relevant involvements included MoAC and BelNIIP contributing to component 1 (formulation of green urban development policies and plans), DEE providing inputs into the development of standards and regulations on energy efficiency, and local executive committees contributing to the detailed design of the demonstration projects. BelNIIP and BUTW were expected to provide technical expertise in their respective areas (urban planning and urban mobility).
- Partnership arrangements and responsibilities were negotiated with the stakeholders through bilateral and validation meetings.

As the ProDoc does not include a full-fledged stakeholder engagement plan, the level of detail on partnership arrangements is, in some cases, insufficiently defined, which may have resulted in some shortcomings identified during implementation:

- Insufficient involvement of some key institutional partners (MoAC, BelNIIP, MoTC), resulting in uncertain follow-up to the regulatory reforms suggested by the project in their respective areas of competency and to the legal force and future implementation of the plans (SECAPs, GUDPs and ISUMP) provided by the project. One of the reasons for this may have been the constant staff changes in the relevant departments.
- Unclear role of the technical partners (BelNIIP and BUTW), with potentially a conflict of interest if their expected contributions were to be formalized as consultancy contracts. In practice, the low involvement of BelNIIP can be in part justified by the unfeasibility of contracting through competitive procedures (although it could have been recognized as a responsible partner within the project, transferring the resources and associated activities), whereas the contributions of BUTW have been always established through competitive bidding procedures.
- Other entities not considered in the ProDoc (universities, NGOs active in cycling) have emerged as relevant in the areas of urban planning and mobility.

- Undefined working platform and communication channels with the various stakeholders within the national government, beyond their participation in the PB. In practice, such communication seems to have gone through the MoNREP, probably reducing the ability of the project to effectively interact with some of these partners in a more flexible way. Still, it can be expected that the MoNREP may promote GUD principles through the strategic environmental assessment process.
- Awareness-raising activities. The ProDoc is not providing sufficient guidance on the main focus groups for these activities or at least for the future preparation of the project's communication and dissemination strategy. Project implementation followed the ProDoc approach, hiring a communications specialist within the PMU, and implemented the planned activities.
- Participatory activities in the framework of some consultancies. The ProDoc provides general guidance to include participatory activities within the preparation of the various plans foreseen in the project's components.

3.1.6. *Linkages between project and other interventions within the sector*

Six internationally funded projects are identified in the ProDoc as relevant stakeholders. The suggested strategy is to liaise with the relevant executing agencies, which usually are a local NGO or university. These local organizations and institutions were extremely helpful in providing networking of experts and local authorities as well as expertise in the implementation of international projects implementation (e.g. Interakcia with its CoM-related projects in Polotsk and other cities). However, there are no clear guidance on how to establish links with the funding international institutions. Although the ProDoc does not provide information on previous UNDP activities in the country, it can be concluded that UNDP had wide prior experience in the energy efficiency area, although this was the first project working with cities and addressing the transport sector.

3.1.7. *Gender responsiveness of project design*

The ProDoc includes an "Equalities Impact Assessment" within its two feasibility studies (Appendix VI-1 and Appendix VII-1), in which it is stated- in reference to gender- that "improved and consistent lighting levels, particularly in areas that are currently poorly lit will improve personal safety and security. Safe walking and cycling routes promote access to jobs, social and leisure opportunities". This is the only reference to gender issues in the ProDoc. The ProDoc's PRF does not include any gender-sensitive indicators.

The lack of gender considerations in the project's design is explained by two factors: the relatively low attention to this by UNDP at the time of preparation of the ProDoc (2013), and the widely extended consideration within Belarus of the country as highly egalitarian in terms of gender. In fact, this is consistent by the fact that Belarus ranks 30th in the Gender Inequality Index (countries with more equality ranking at the top). The country adopted its fifth National Action Plan for Gender Equality in 2016 for the 2016- 2020 period, in accordance with UNWomen (2020)[23]. Its objectives include "developing the institutional mechanisms around gender equality; expanding economic opportunities of women and men; ensuring gender-responsive healthcare; securing gender equality in family relations; combating domestic violence DV and trafficking in persons; gender-responsive education".

The MTR stated that "the project has not focused much on gender". It noted that women were well-represented among the project team, experts and stakeholders, and that the project team was planning to conduct special outreach to women and girls in future GUD planning (which was partially done during the preparation of the 3 model district plans).

It can be concluded that gender considerations were not sufficiently integrated in the project's design, mostly due to the fact that the GoBY considered that it did not need to be explicitly addressed in the urban planning, mobility and energy efficiency sectors (which is consistent with the lack of references to these sectors in its National Action Plan for Gender Equality). UNDP does not seem to have challenged this position and assumed that the pilots on lighting and soft mobility would probably have a stronger impact on women, without requiring any specific monitoring. The description

[23] https://eca.unwomen.org/en/digital-library/publications/2020/05/belarus-country-gender-equality-brief

of the PMU members did not include any reference to gender expertise, and none of the technical reports produced by the project includes references to gender issues. The project did not get any UNDP Gender Marker. However, starting in the 2019 PIR, its Atlas Gender Marker Rating was reported as "GEN2: gender equality as significant objective". There are no gender analysis or reports justifying this rating.

3.1.8. *Replication approach*

The ProDoc's replication strategy consists of (1) removing barrier to support investments in green urban development and (2) developing GUD plans in at least 10 additional cities (ProDoc, par.65). The potential for replication is strongly linked to the success of the project's pilots in Polotsk, Novopolotsk and Novogrudok (ProDoc, par.71). Barrier removal is further addressed through the preparation of best practice guides (ProDoc, par.72), regulatory reforms and the following replication actions, most of them included in component 4 (ProDoc, par.73):

- The definition of criteria for green urban development.
- Analysis of existing legal and regulatory system against the criteria of green urban development.
- Identification of key strategic directions of the national urban development policy in Belarus, to reflect green urban development priorities.
- Incorporation of green urban development plans into a model residential area that meets the principles and norms of green urban development to promote new approaches to spatial planning in Belarus.
- Introduction of eco-standards in urban development.
- Setup of institutional mechanisms to promote green urban development throughout Belarus.
- Support efforts of other municipalities in Belarus to become green cities through new institutional mechanisms.

The ProDoc assumes a replication factor beyond project termination of 11 for the energy pilots (e.g. 200,000 LED lamps replaced in cities, of which 20% would be attributed to the project) and apparently a slightly lower one (around 9) for the sustainable transport pilots[24]. This is consistent with the number of cities which the project expected to support with the development of SEAPs within component 4.

The project replication approach is therefore highly dependent on (1) the successful completion of the demonstration, (2) strong support from the regional government and (3) strong commitment at the national level from the MoNREP, necessary to design and undertake national initiatives. In practice, none of these conditions have materialized.

3.1.9. *Social and environmental safeguards*

The project does not provide an assessment of environmental and social risks, as the UNDP Social and Environmental Standards were not developed at the time of its design[25].The ProDoc does provide "equalities impact assessments" of its pilots within their feasibility studies (Annex VI and Annex VII). These identify some potential positive and negative impacts of sustainable transport and energy efficiency actions of visual impairment, physical disability, women, men, age, religion or belief, sexuality and race. The potential impacts are positive on no anticipated, except in the case of visual impairment, for which shared spaces or cycling lanes (in transport) could increase anxiety levels and disorientation, if not mitigated with adequate design, such as tactile paving.

The inception report and the MTR did not identify any social or environmental risks and did not raise the need to conduct any social and environmental screening to fill this design gap.

[24] ProDoc Annex II is not providing sufficient details of the top-down calculation of indirect GHG savings.
[25] UNDP's Social and Environmental Standards (SES) first came into effect 1 January 2015.

3.2. Project Implementation

3.2.1. *Adaptive management*

The PMU has made significant efforts to adapt to a changing context, generally with positive results.

At the Inception Workshop and Project Inception Report: Annual work plans and budget were redefined, in other to cope with the one-year delay in starting the project. These changes were successful in accelerating project implementation, even if a one-year extension had to be requested after the MTR.

The MTR rated project implementation and adaptive management as "satisfactory". It highlighted the efforts of the project to address the lack of finance of GUD initiatives and to identify potential financing sources for the implementation of the initiatives included in the various plans provided by the project, although this was not originally foreseen in the project (component 4). The MTR also provided 13 recommendations, which have been addressed in different ways by the PMU through adaptive management, as presented in the table below.

MTR Recommendation	Management Response	TE Assessment
R.1. Shift from output-oriented approach (e.g. reports, plans, conferences) of first phase of project to full focus on long-lasting, sustainable, and impactful results.	During the first half of the project implementation period the project team focused mainly on studies related to identification of the current situation in Belarus, capacity building and preparation of feasibility studies and design documentations required for the respective pilots. During the second half, the project will focus on practical implementation of the pilots to reduce green-house gas emissions.	Pilots implemented, although with unclear or limited GHG savings and no evidence of modal change (transport sector)
R.2. Apply for extension of up to 18 months, contingent on plan/ reallocation of budget so it is available over extended period to focus on achievement of aforementioned long-lasting and impactful results.	A discussion on the project extension and the period of this extension will be conducted in late 2019	Approved by GEF. Good results in terms of implementation in spite of COVID
R.3. Pursue a set of meaningful national-level policy achievements (namely, the adoption or revision of national strategies, standards, acts, resolutions, policies, action plans, and/ or regulations to promote GUD, city EE, and SUT). Adopt a new and targeted approach to do so, with face-to-face one-on-one "briefings" of officials as centerpiece.	Agree. The project has been doing policy related work from its commissioning. A number of legal and regulatory acts and policies have been updated based on project recommendations. For instance, the project developed green urban development plans for 3 Belarusian cities and a number of urban transportation plans. This work will continue	No "new or targeted approach" in the management response. Policy achievements are uncertain. Gov's decision making process is slow, and the project has not developed a clear strategy to address this.
R.4. Adopt new and targeted approach to influence the city planning process. Engage BelNIIP, and potentially other state and private sector urban planners (e.g. MinskGrado, Level80, etc.), in one-on-one meetings with project experts and in planning process/ policy related assignment, if possible. Bring the "clients" (MoAC and city executive committees) into the process once progress is made with the planners.	Agree. The project has been working on city planning with the relevant central authorities and municipalities. A focused actions should be taken to engage actively in this work the Ministry of Architecture and Construction (MoAC) and its Urban Development Institute (BelNIIP) using different tools and levers.	MoACC and BelNIIP were approached but have not been engaged. No apparent results
R.5. Building on recently launched financing support work, put substantial focus on assisting cities to prepare and secure financing for specific priority projects in the plans that have been prepared.	Agree. The project team should intensify its work on helping the target municipalities to find sources of funding for their energy efficiency and transport related projects.	Financing sources became more uncertain after 2020 presidential elections and COVID-related economic downturn. No evidence of interaction with IFIs or donors or national sources of financing; limited evidence of TA on the bankability of priority projects

MTR Recommendation	Management Response	TE Assessment
R.6. Revise approach for Polotsk/ Novopolotsk demos building on recent, post-MTR mission progress in Polotsk: (i) reconsider selection of key measures, with emphasis on achieving long-term GHG ERs and making sure that the project targets, including direct ERs of 91,100 tonnes of CO2e, are met; (ii) engage city executives and coordinating committees frequently with project experts so they understand demo goals, budget, and efficacy of various options; (iii) convince cities to adopt low-cost, high efficacy measures as part of demo "package." (See 9iii.)	Agree. The project team should identify the measures bringing the most significant GHG reduction results and discuss these measures with the MoNREP and the pilot municipalities.	No evidence of GHG as being relevant in selection and implementation of pilots. Focus on infrastructure and equipment investments; no action on Parking, car restrictions, and PT service improvement (including marshrutkas). GHG savings unlikely to reach target due to low modal change.
R.7. Before moving forward with smart meter demo, clearly identify and confirm specific means and amount of energy savings and GHG ERs (current preliminary estimate is just 252 tons CO2 direct ERs). Adjust demo plans accordingly to maximize savings and GHG ERs.	Agree. To double check the planned GHG ER figures expected from the smart metering demo. Conduct consultations with specialists and Novogrudok authorities to maximize the GHG ER benefits. Based on the discussion, adjust the demo design, if needed.	No evidence of adequate assessment of GHG ER potential. No prospects of replication
R.8. Develop clear means of communicating main aim of the project (e.g. "to incorporate environmental sustainability and people-centeredness in city planning and ensure priority projects are implemented") and ensure all stakeholders understand from the start. Eliminate confusion that "green planning" is just about "green areas" or that project is just very generally addressing the SDGs.	Agree. The project team to intensify its work with the national stakeholders with respect to raising their awareness on green urban development using plain understandable and clear language. Carefully plan the projects PR and other informational activities and ensure allocation of sufficient resources	Limited understanding by stakeholders of the GHG ER objectives of the project. This can be partially due to the lack of a formal communication strategy by the project supporting PR and information activities
R.9. Increase focus of city official mindset change work, ensuring they understand: (i) why they need a plan rather than just measures; (ii) goals of measures; (iii) how low cost measures, such as those in transport can save money and be more effective than new infrastructure; (iv) how GUD and SUMPs should be promoted as TORs for Master Plan and its Transport Annex. Further leverage President's Academy of Public Administration and leverage official government site visits for heads of regions, districts, and cities.	Agree. The project team to intensify its work with the national stakeholders with respect to raising their awareness on green urban development using plain, understandable and clear language. Carefully plan the projects PR and other informational activities and ensure allocation of sufficient resources.	Limited understanding by city officials of the GHG ER objectives of the project. A particular challenge is the understanding of the value of "low cost" measures (generally associated to restrictive parking policies).
R.10. Engage city residents (and, possibly, other non-governmental and commercial stakeholders) in the planning process. Educate them as in item above. Work to achieve simple language in visions/plans that residents can understand. Ensure plans reflect their priorities.	The project has limited power to engage city residents (and, possibly, other non-governmental and commercial stakeholders) in the national planning process. What can be done is to show the clear benefits of this engagement for the local authorities and the Government. The project will also continue arranging public consultations on strategies and programmatic documents (e.g. green urban development plans or sustainable urban transport plans) developed with project support and to inform about the progress with implementation of demo projects	Some activities carried out. No evidence about residents' awareness and support to the project
R.11. Consider expanding engagement to other key groups: (i) involving private sector designers and students via competition for design of urban blocks/pilot projects; (ii) working with education sector to incorporate GUD in official university urban design curriculum; (iii) leveraging relationship with select influential think tanks and NGOs to promote policy and process change.	Procurement of services is done in accordance with the respective UNDP rules and procedures through an open competitive process. Private companies and entrepreneurs can participate. The project has been working on incorporating green urban development aspects into the curricular of the relevel Belarusian universities, particularly, the Belarusian National Technical University.	Some activities carried out. No evidence about expansion to other key groups.

MTR Recommendation	Management Response	TE Assessment
R.12. Exchange with GEF/WB Global Platform for Sustainable Cities to harmonize indicators and get information on/connections for channels for financing sustainable city initiatives.	Agree. Work closely with the GEF/WB Global Platform for Sustainable Cities on indicators and potential funded sources.	No evidence of such exchanges.
R.13. Building on plans for preparation in 2019 of a video on the street lighting demo, prepare comprehensive video on all demos and other initiatives for which financing is secured. Video should be quite attractive, such as through use of drones. Also, prepare a lessons learned study and short electronic brochures on the demo projects.	The project team led by the project communication officer should create high quality video and other materials on the project pilots. These materials should be clear and understandable for the general public.	Videos prepared; other materials on hold, waiting to include the project's final monitoring results once they are ready

Table 6: Implementation of MTR recommendations through adaptive management

The PMU has been partially successful in the implementation of these recommendations:

- The PMU successfully obtained the requested project extension (R.2) and effectively used it to complete the implementation of project's pilots, in some cases extending their scope to make use of the resources available. It is also producing excellent dissemination materials of project results, some of them still under preparation (R.13).
- The PMU was not able to envisage and implement effective strategies to accelerate the adoption of its proposals to national policies and regulations (R.3) or to engage MoAC and BelNIIP (R.4). The MTR recommended to engage in one-to-one meetings with the targeted institutions, but there is no evidence that this (or any alternative strategy) was attempted by the PMU or discussed at the PB.
- MTR recommendations 1, 6 and 7 address concerns about the implementation of pilots and their ability to achieve the GHG emission saving objective of the project. They are closely connected to MTR recommendations 8 and 9 to make stakeholders and local officials aware of the main objectives of the project. The PMU has been only partially successful in implementing these recommendations. On the one hand, there is no sufficient evidence of GHG ER gaining sufficient attention in the design, implementation and operation of pilots, resulting in a focus on the implementation of infrastructure not complemented with soft policy measures that could provide those GHG savings (e.g. bus lanes implemented, but bus service quality not being sufficiently improved or car use not being sufficiently discouraged). On the other hand, interviews have shown that, similar to the conclusions of the MTR, many stakeholders, and particularly local officials, remain seeing the project more as a facilitator of access to international financing, than as inspiration for developing alternative actions in cities (what the MTR calls "low-cost measures").
- The PMU continued its adaptive management efforts to support cities on their search of financing opportunities, which raised a lot of interest from them (MTR R.5). The results of this effort have seriously been hampered by the events in 2020 (COVID pandemic and its associated economic downturn, deterioration of international relations…). There is no evidence of these activities resulting in the development by cities or the government of proposals to financial institutions or to the assessment of the bankability of their projects.
- There is no evidence of adaptive management in what refers to the MTR recommendations on stronger engagement of the public and additional stakeholders (R.10 and 11). Such engagement could have facilitated the path to the adoption of more ambitious pilots (e.g. on car restrictions) and further expanded the network of actors interested in the project, with a stronger potential to influence the regulatory framework.
- There is no evidence of follow-up to MTR R.12 regarding cooperation with the WB's Sustainable Cities Initiative and its indicators. This is consistent with the underdevelopment of the project's activities on MRV (outputs 1.5 and 2.7) and with the insufficient assessment of the GHG ER that could be expected from the pilots.

It can be concluded that the PMU has been reasonably successful in its adaptive management efforts to include financing aspects within the project and to get local authorities committed to the project- and particularly to the pilots- and achieving their implementation. However, the PMU has not been successful in adapting project management to the challenges of involving key stakeholders within the national government engaged in the project and pushing forward the suggested regulatory reforms (especially in what refers to urban planning). Additionally, the PMU has not been

successful in adapting to the perceived weak interest of many stakeholders on MRV, especially in what refers to the achievement of GHG ER.

Although the project envisaged strong communication and coordination with other international projects and with international financial institutions and donors, there is scant evidence of practical results from such liaise (e.g. in terms of follow-up projects financed by these donors and financial institutions, of strengthened networking among stakeholders active in GUD in Belarus or liaise with on-going international networks beyond the CoM, such as the WB's Platform for Sustainable Cities or the EBRD's Green Cities initiative). Project management has not been able to adapt itself to the challenging circumstances in the country to international cooperation emerging since 2020.

The limited resources available for awareness-raising and dissemination activities were successfully compensated by an intensive presence of the PM in relevant events, media and social media.

The insufficient involvement or lack of technical capacity of the various technical municipal departments was successfully compensated by the dedication of the PMU and by the mobilization of consultants when required.

3.2.2. *Actual Stakeholder Participation and Partnership Arrangements*

During implementation, the project did not sign formal partnership arrangements. However, there is evidence of sustained cooperation with some project's stakeholders:

- The project developed strong partnerships with the local executive committees and their relevant technical services in the three cities. This was facilitated by the inclusion of two regional coordinators within the PMU, one for Polotsk and Novopolotsk and one for Novogrudok. The direct involvement of the Deputy Chairman of the Local Executive Committees as key focal point for the project in each city strengthened such partnerships, facilitating access to the various municipal services when needed. Consequently, project's ownership has been strong at the local level.
- The partnership of the project with the national government was less successful. Although the involvement of the executing agency (MoNREP) has been strong, its capacity to act as a focal entry point to other ministries and national institutions has been limited, resulting in modest results in terms of regulatory and policy reforms and limited interaction of the project with MoAC and other sectoral ministries. Consequently, project's ownership has been weak at the national level.
- The involvement of other stakeholders at the local level has been limited. For example, there is no evidence of the involvement of the minibus operators in the project, and the cooperation with the tram and bus operators in Polotsk and Novopolotsk has not resulted in tangible improvements in service quality (such as optimization of networks, revision of schedules or plans for fleet renewal). The information panels in some PT stops could not be implemented due to lack of cooperation of the relevant municipal body.
- There is no evidence of substantive involvement of the public in the three cities. The project design focused on awareness-raising and capacity building at the professional level, without developing clear guidance on general dissemination and, in spite of one MTR recommendation in this sense, did not develop a clear awareness-raising strategy towards the public, although some concrete activities (such as participation at the 2017- EMW) were held. This prevented the project from undertaking a more aggressive stance on car restrictions and attain the expected modal change and may compromise the long-term sustainability of the project.
- The ProDoc did not include a full-fledge Stakeholder Engagement Plan. The MTR provided recommendations to further engage some relevant stakeholders (ministries, think tanks and private sector), but these recommendations did not get a clear follow-up.
- Gender aspects were not sufficiently integrated within the project. The PMU and the PB did not perceive the need to reach out to women's groups, NGOS or to the ministry in charge of the National Gender Action Plan. The MTR found that "women are well-represented among the project team and experts working with the team" and made no recommendations to develop a gender action plan or undertake particular actions. The project has made some efforts to outreach to women and girls in the planning of three model districts undertaken in 2019-2020, but there is no evidence of any relevant results from such efforts in the final reports of these activities. The mobility surveys

on commuters during the project collected information on the gender of respondents, but gender-related issues were not analyzed.

3.2.3. *Project Finance*

The initial project budget was USD 3,091,000, provided by GEF. Project co-financing was USD 12,435,420. In 2020, the project received additional USD 20,000 from UNDP to be dedicated to Component 4, so that the total available funds increased to USD 3,111,000.

The budget annual distribution was changed at the inception report. Besides adjusting the annual distribution to the delays in starting the project, there were some minor adjustments in the distribution among components, slightly increasing the resources by 5.4% in component 1 (for the preparation of GUDPs) and component 4 (2.5% for the preparation of SEAPs) and reducing the resources in PMC (-6.2%) and in components 2 and 3 (-0.3% and -1.6%).

On June 30, 2021, the total project expenditure is 93.2% of the budget. Components 1 and 4 have already spent more than their assigned resources (122.5% and 109.6%). Expenditures in component 3 are close to its total budget (96.8%). Expenditures in component 2 and Project Management Costs (PMC) are below their respective budgets (85.2% and 78.5%).

	Budget			Expenditure	
	ProDoc	**Current**	**Change**	**30/06/2021**	**%**
Component 1	258,050	271,982	5.4%	333.117,29	122,5%
Component 2	1,774,150	1,769,474	-0.3%	1.507.144,00	85,2%
Component 3	558,850	549,695	-1.6%	532.339,07	96,8%
Component 4	356,150	384,946	8.1%	422.008,69	109,6%
Project Management	143,800	134,903	-6.2%	105.846,64	78,5%
TOTAL	3,091,000	3,111,000	**0.6%**	2.900.455,69	93,2%

Table 7: Project Budget and Expenditure, per Component

In relative terms, the budget changes have resulted in very small variations in the budget share of each component, in accordance with the table below.

	Budget		
	ProDoc	**Current**	**Change**
Component 1	8,3%	8,7%	0.4%
Component 2	57,4%	56,9%	-0.5%
Component 3	18,1%	17,7%	-0.4%
Component 4	11,5%	12,4%	0.9%
Project Management	4,7%	4,3%	-0.4%
TOTAL	100,0%	100,0%	

Table 8: Budget share per component

Figure 4 shows the initial delay in project implementation (budget expenditure in 2016 in blue not realized), the budget adjustment approved at the first PB meeting (gray) in July 2017 and actual expenditure. The later has been consistently behind the revised budget, mainly due to the difficulties to keep the initial planning for pilot implementation.

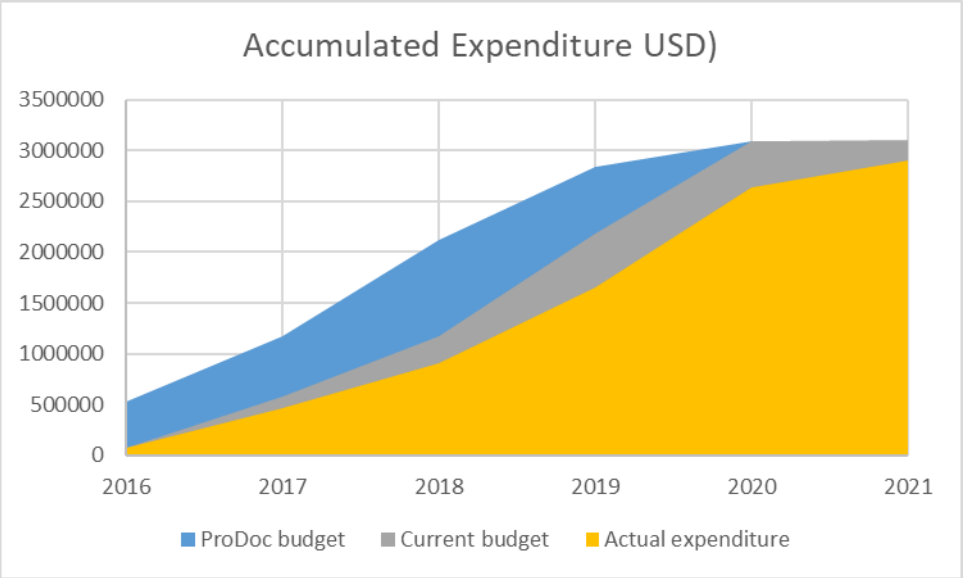


Figure 4: Actual project expenditure compared to budget

The Table below provides information on the main consultancy activities (those receiving more than USD 44,000) mobilized by the project. It can be concluded that the project has relied in a variety of providers, even for similar tasks like bike path construction or traffic light installation.

Contractor	Component	Concept	Budget
SVIAZINVEST OAO	C2, C3	Lighting in Novogrudok and traffic management in Polotsk, Novopolotsk	354,738.30
FASTARLING OOO	C2	Bus stops	110,000.03
PROFISLAV-STROY OOO	C2	3 traffic lights in NP	104,641.89
NOVOPOLOTSKAYA SPETSAVTOBAZA GP	C2	Cycling paths	103,425.25
BRESTSKAYA STROITELNAYA KOMPANIYA SOOO	C2	Road marking in P and NP	74,876.69
RESEARCH POLYTECHNIC INSTITUTE BNTU	C2	Feasib. study on PT, design of traffic lights, monitoring in P and NP	65,731.43
ITS-Bel OOO	C2	3 traffic lights in NP	54,781.06
ELEKOMTREID OOO	C3	Smart metering in 2 buildings, NG	54,014.91
NAFTAN-SERVIS UNITARNOE PREDPRIYATIYE	C2	Bike path (within a park) in NP	50,038.17
STROITELNO-MONTAZHNIY TREST 16 NOVOPOLOT	C2	Bike path Zigina st, Polotsk	49,845.18
MLA+SPB OOO	C4	Neighborhood plans in P, NP, NG	45,960.00
BELORUSSKIJ SOYUZ TRANSPORTNIKOV, ROO	C2	Mobility survey and ISUMP for P, NP	44,665.00
Total			**1,112,717.91**

Table 9: Main project contracts

Based on the information collected during interviews, it can be concluded that the financial controls in place allowed the timely flow of funds to consultants and other providers, and that project funds were managed with due diligence. It is fair to add that the quality of the various technical studies provided is high and well above what could be expected considering their contracting costs.

Until the end of 2020, the total co-financing mobilized by the project has been USD 14,370,635 or 15.6 % higher than envisaged in the ProDoc. None of the co-financing partners have provided information on co-financing activities in 2021. At MTR (including 2016, 2017 and 2018), co-financing had already achieved USD 6,367,837 or 51% of the CEO ER target. However, it is worth noting that there have been significant deviations compared to the contributors identified at the

ProDoc, and that the actual contents of some co-financing activities are not sufficiently described in the documents provided by some co-financing partners:

- UNDP failed to provide its expected co-financing, due to the delay in starting project implementation. UNDP co-financing was provided by another project (Green Economy Project, financed by the EU and with UNDP as implementing agency[26]), which was implemented between July 2014 and December 2017.
- MoAC (through BelNIIP) failed to provide its expected co-financing due to its lack of involvement in project implementation.
- The municipality of Polotsk did not report any in-kind co-financing during the project. Its investment co-financing until the end of 2020 was USD 3,666,344 or 117% of the CEO ER target. It is worth noticing that this municipality provides some additional information on its co-financing investments; based on it, it can be inferred that most of the investments are related to improvements in the road network. They include the reconstruction of F. Skorina square, road surface repairs and the reconstruction of Zygina and Oktyabrskaya streets, which together account for 62% of the total.
- The municipality of Novopolotsk did not report any in-kind co-financing during the project. Its investment co-financing until the end of 2020 was USD 4,362,307 or 103% of the CEO ER target. The information provided by the municipality allows to infer that co-financing activities have served to repair and improve the conditions and equipment of the street network, but it is insufficient to properly assess the relationship of the reported investments with the project's objectives.
- The municipality of Novogrudok reported total co-financing for USD 5,675,884 until the end of 2020. Although the UNDP CO indicated that USD 50,000 of this figure corresponded to in-kind contribution, there is no written evidence of that in the information provided by the city. The co-financing total is 504% of the CEO ER target. Co-financing activities correspond to regular maintenance of the street network and other equipment and to street lighting. It is uncertain to what extent such regular expenditure can be considered as actual co-financing.
- Co-financing from the EU project to develop a SUMP in Polotsk is reported by Interakcia[27] covering the period 2016-2018. Besides training and dissemination activities, the project included the construction of the first bicycle path in Polotsk (route: NizhnePokrovskaya - F. Skaryna - Airport - Park near the Mound of Immortality), as well as the installation of a bicycle parking facility.
- The Belarus Union of Transport Workers (BUTW) reported co-financing activities for USD 85,319. The activities reported refer to technical visits abroad, organization of technical meetings with various governmental institutions and the organization of seminars.

Sources of co-financing	Name of co-financier	Type of co-financing	Planned (USD)	Investment Mobilized	Actual amount (USD)
GEF Agency	UNDP Green Economy Project	Investment	2,695,000	Investment mobilized	20,000
GEF Agency	UNDP Green Economy Project	In-kind	305,000	Recurrent Expenditure	0
National Government	MoNREP	In-kind	150,000	Recurrent Expenditure	150,000
National Government	MoAC (BelNIIP)	In-kind	300,000	Recurrent Expenditure	0
Local Government	Polotsk Municipality	Investment	3,030,000	Recurrent Expenditure	3,666,344
Local Government	Polotsk Municipality	In-kind	100,000	Recurrent Expenditure	0

[26] https://euprojects.by/projects/Green-Economy-Environment-and-Sustainable-development/Supporting%20the%20Transition%20to%20a%20Green%20Economy%20in%20the%20Republic%20of%20Belarus/

[27] The oficial project name is "From energy efficiency to urban mobility", with Interakcia Foundation as implementing agency.

Local Government	Novopolotsk Municipality	Investment	4,140,000	Recurrent Expenditure	4,362,307
Local Government	Novopolotsk Municipality	In-kind	100,000	Recurrent Expenditure	0
Local Government	Novogrudok Municipality	Investment	1,075,000	Recurrent Expenditure	5,625,884
Local Government	Novogrudok Municipality	In-kind	50,000	Recurrent Expenditure	50,000
Other Multilateral Agencies	EU-funded Polotsk SUMP Project	In-kind	377,420	Recurrent Expenditure	360,781
CSO	Belarus Transport Union	In-kind	113,000	Recurrent Expenditure	85,319
Total co-financing			12,435,420		14,370,635

Table 10: Co-financing mobilized by the ISTBAR project

It can be concluded that the project has achieved the co-financing target established in the CEO ER. However, a significant share of the total co-financing by the three municipalities materialized in regular street maintenance and (in the case of Novogrudok) public lighting expenditure, which correspond more to the category of "recurrent expenditure" than to that of "investment mobilized. Furthermore, their alignment with GUD principles is not sufficiently clarified in the information provided by the cities. There is no sufficient information on how the PMU approached those partners that did not provide their expected co-financing (UNDP and MoAC) in order to look for alternatives to materialize it.

3.2.4. *Monitoring and evaluation: design at entry and implementation*

The overall rating of project monitoring and evaluation is moderately satisfactory (MS). M&E design at entry is rated as satisfactory (S), and M&E implementation is rated as moderately satisfactory (MS).

As stated in the MTR, the ProDoc provides a comprehensive and consistent M&E work plan and budget (ProDoc, Table 15). Monitoring of project results (such as GHG and energy savings) was consistently supported by some project activities embedded within the project's logframe and PRF (such as outputs 1.5 and 2.7). Additional guidance was also provided[28]. The M&E design at entry is rated as satisfactory, in spite of a number of shortcomings referring to the PRF (see section 3.1.2).

The PMU closely followed the M&E plan provided in the ProDoc. The M&E section identified the following M&E tools: inception workshop and report, project implementation reviews, quarterly and annual review reports, independent mid-term evaluation, and independent final evaluation. The indicative cost of the M&E workplan was USD 135,000 (approximately 5% of the budget), and their contents, and actual implementation are presented in the Table below,

[28] See for example, reference to CDM Methodology AM0031 in the description of output 1.5 (ProDoc, p.37).

Type of M&E activity	Time frame	Actual implementation
Inception Workshop and Report	Within first four months of project start up	Delayed due to the official registration process
Measurement of Means of verification of project results	Start, mid and end of project (during evaluation cycle) and annually when required.	Unclear plans and no background reports
Measurement of Means of Verification for Project Progress on output and implementation	Annually prior to ARR/PIR and to the definition of annual work plans	Timely completed
ARR/PIR	Annually by July	Timely completed
Project Board meetings	Following IW and annually thereafter.	Timely completed
Periodic status/ progress reports	Quarterly	Timely completed
Mid-term Evaluation	At the mid-point of project implementation.	Timely completed
Final Evaluation	At least three months before the end of project implementation	Under completion
Project Terminal Report	At least three months before the end of the project	Under completion
Audit	Yearly	No evidence of annual audits
Scheduled audits and spot check	To be decided based on risk assessment from the micro-assessments	No evidence of audits and spot checks
Visits to field sites	Yearly	Regular visits completed

Table 11: Review of M&E Work Plan

M&E at implementation closely followed the work plan and framework provided by the ProDoc. Most of the M&E activities were timely conducted. However, there were a few shortcomings in M&E implementation, which could jeopardize the adoption of early correction measures; this justifies its rating as moderately satisfactory:

- The Project Terminal Report is delayed, although the PMU has confirmed that it will be prepared by the end of the project.
- The MRV systems envisaged for Polotsk-Novopolotsk and at the national level were not implemented, and there were no clear responsibilities within these participating cities to undertake the implementation and monitoring of their ISUMP. The same applies to the GUDPs and SEAPs in the three participating cities.
- The reports to calculate the annual development progress in the PRF indicators related to GHG and energy savings, beneficiaries and modal change are not sufficiently detailed, and resulted in an over-optimistic assessment on the achievement of the project objectives in the annual PIRs, increasingly inconsistent with evidence.
- PIR submitted in July 2019 (for the July 2018-June 2019 period) and July 2020 (for the July 2019-June 2020) period kept using all the original indicators, instead of replacing those that had been changed as a result of the MTR (final report provided in April 2019).
- The GEF tracking tool was completed at MTR, but it is still under completion at the time of preparing this Terminal Evaluation report. The reason for this delay is to wait for the final estimates in GHG and energy savings provided by the pilots.

3.2.5. *UNDP and Implementing Partner implementation / execution, coordination, and operational issues*

The rating of the overall quality of implementation and execution is satisfactory (S). The implementation of UNDP is satisfactory mainly due to the strong management during the whole project, the composition of the project team, covering all the relevant areas with strong competence and detailed supervision and revision of the deliverables provided by the consultants. A minor shortcoming in implementation is the low involvement of international consultants in the project's core technical activities (beyond capacity-building and dissemination), which is well illustrated by the lack of sufficient consideration of the concerns and recommendations raised by the international consultant reviewing

the draft ISUMP for Polotsk and Novopolotsk[29]. The result is that the ISUMP, and possibly also other project's plans have not fully benefited from international experience and have fallen short of the ambition and disruptive potential usually expected from such plans.

The Implementing Partner for this project is the MoNREP. Project execution followed the UNDP's National Implementation Modality (NIM). A Letter of Agreement was signed between the GoBY and UNDP for the provision of support services, without stating a total value for them. The UNDP CO has not charged the project for any support services.

The implementation of the executing agency (MoNREP) is rated as satisfactory (S). The MoNREP was intensely involved in the project from the decision-making level, actively participated in all project board meetings and provided final approval to all the relevant documents delivered by the PMU. Furthermore, the MoNREP provided access to other ministries and circulated the project's recommendations and proposals for regulatory and policy reforms. A minor shortcoming in MoNREP's implementation is the insufficient reaction to the low involvement of other ministries, which could have been addressed through alternatives such as informal working groups or bilateral meetings, as already suggested during the MTR. There is no evidence of formal and regular coordination meetings between UNDP and MoNREP outside the PB, which could have served to address these challenges.

There is some indirect evidence that the involvement of MoNREP on this project decreased after the ministerial changes in the second half of 2019. As the Ministry's officers following the project changed and had to be replaced, these changes may have limited the ability of the project to involve other ministries and to fully implement the MTR recommendations.

The three participating cities, as key partners for project implementation have successfully contributed to the completion of studies, adoption of plans and implementation of pilots. However, they did not establish clear structures for monitoring the pilots and did not put in place arrangements for the implementation of the various plans delivered by the project (annual work plans, decision maker or technical unit in charge of implementation of SEAP or GUDP …). This is particularly relevant in the case of the ISUMP for Polotsk and Novopolotsk, as its implementation would have required setting in place some permanent coordinating structure between both municipalities.

3.2.6. *Risk management*

Section 3.1.3 describes the assumptions and risks at project design, as well as the risks subsequently identified during the inception workshop and the mid-term evaluation.

The risk log was updated in July 2017, January 2018, July 2018, January 2019, December 2019 and October 2020. All the updates include seven risks, corresponding to the four risks included in Annex I of the ProDoc, one of the risks identified at the inception workshop and two additional risks not mentioned in any of these documents. Comments on risk treatment and management measures follow in italics for each risk:

- Data and information risks: Lack of willingness of various stakeholders to provide information and data adding to the difficulties of measuring GHG emission reductions from this project and other impacts. *The risk register is not reflecting that the technical reports provided by consultants and the information available is not adequate to properly assess GHG emission savings.*
- Financing Risks related to demonstration projects: Lack of Municipal Co-Financing in three pilot cities means that pilot projects are not successfully realized. *The risk register is not reflecting that the justification provided by the participating cities (and particularly for Novopolotsk and Novogrudok) is not detailed enough for the PMU to verify their alignment with the project's scope and objectives.*
- Financing risks related to replication: Sustainable funding for green urban planning does not become available. Although the focus on international sources is understandable, it does not seem reasonable not to further explore

[29] Draft GUDPs were also revised by an international consultant; in this case, one of her recommendations was to identify a concrete short-term roadmap (i.e. actions and budgeted resources to start the implementation of GUDPs by each city).

national sources of financing, including local ones (i.e. changing expenditure priorities from BAU to GUD-based actions).

- Political Risks: The recent drop in oil prices reduces stakeholder urgency of green city development. *This risk was not relevant during implementation.*
- Data and information risks: Lack of qualified specialists in the specific urban development areas such as green urban development and sustainable transport. (Not mentioned in the inception report). *The risk register is not mentioning the project's ability to manage the knowledge provided by international consultants within the project's core contents, beyond training and awareness-raising activities.*
- Official approval of the project is delayed: Project registration delay will delay the start of the project that in its turn will lead to reduction in the time available to the planned activities implementation. Tight project implementation schedule can affect adversely the quality of the anticipated project outputs. *This risk was mitigated through the request of a project extension.*
- Lack of interest and limited involvement of citizens of pilot cities into activities related to green urban development. This will impede for the implementation of the following principle of green urban development as openness and participatory. (Not mentioned in the inception report). *The activities included in the risk register focus on information through mass media and internet, and it is unclear how these could result in actual participation of the public.*

It can be concluded that (1) the project made regular monitoring of the risks included in the register; (2) the project did not fully update the risk register after the MTR, as it did not include two relevant risks: slow adoption of proposals by the national government and insufficient interaction among governmental agencies; (3) mitigation measures were insufficient to cope with some of the risks, particularly in what refers to data and information availability, co-financing and financing risks related to replication.

3.2.7. *COVID impact on project implementation*

Belarus confirmed its first COVID-19 case on 28 February 2020. Since then, the government was hesitant in implementing those measures such as curfews ad lockdowns that became standard in other countries in an attempt to avoid disrupting daily lives. Quarantine was enforced since April 2020, although only to those with a confirmed diagnosis and first and second-level contacts. Lockdowns were not imposed on the population. There was a 2-week extension of spring holidays in schools, but they reopened afterwards. No curfew was ever established, and urban public transport services remained fully operational, as well as general traffic.

Progressively, the government implemented prevention measures (mask wearing, social distancing, use of antiseptics to enter public places, cancellation of mass events…). Public transport (bus and tram) services implemented new rules on vehicle disinfection, mask and gloves wearing for personnel and mask wearing for users. Similar measures were applied to fixed-route taxi services. Publicly owned operators (bus and trams) have received subsidies to compensate their financial loss, but this has not been the case for private operators (marshrutkas); however, some operating rules for these companies (like complying with 100% of the scheduled services) have been relaxed.

Although the restrictions in Belarus were not as extreme as those implemented in other countries, mobility in cities significantly decreased. For example, experts consider that passenger traffic and public transport demand in Polotsk and Novopolotsk could decrease by 20-30% in the midst of the pandemic. Afterwards, the recovery of public transport has been sluggish, whereas car traffic volumes recovered in less than 6 months. This reflects the new preferences of users for fixed-route taxi services (marshrutkas) and private car use. There is also anecdotal evidence of growth in cycling.

Teleworking was officially instituted by many companies and organizations, including public agencies and international institutions like UNDP, with most staff (except high-level officials and essential workers) working from home. Teleworking has remained in place on a flexible basis in many organizations.

The COVID-19 pandemic has had limited impact on project implementation, mainly on dissemination activities. In fact, during this period, the project implemented many of the remaining bicycle infrastructure actions foreseen in Polotsk

and Novopolotsk, as public works were allowed to continue in spite of the restrictions. Project meetings were transferred to online format, but seminars and workshops were cancelled. The pandemic also prevented project specialists to visit the pilot cities, so that all local activities were supervised by the project's regional coordinators in the participating cities.

3.3. Project Results

3.3.1. *Overall results (attainment of objectives)*

This section provides a review of the attainment of the targets set for all the PRF indicators. It subsequently provides an overall assessment of the project's objectives.

A review of the PRF indicators shows that many of the PRF indicators' expected targets have been achieved, totally or partially, as shown in the table below (the letter in brackets refers to the last column in Table 12), but the project's GHG and energy saving targets fell far below targets:

(a) The targets on GHG and energy savings are unlikely to be achieved by project termination, as none of the pilots has achieved the impact need to provide the GHG reductions estimated in the ProDoc: the project has not provided evidence of any significant modal change in Polotsk and Novopolotsk from cars to bicycles or public transport, the total number of LED lamps installed in Novogrudok is one fourth of those envisaged in the ProDoc for the first year and the laundry pilot in Novogrudok has been replaced by a small pilot on smart metering in two buildings that has not the size needed to provide the expected savings. PIR 2021 reports savings for 95.5 kt CO2, but this is incorrect as (1) it includes savings from dissemination of the pilots to other cities (where no investments have thus far materialized or even been identified), which is not consistent with GEF definition of direct emission savings and (2) provides emissions savings in Polotsk and Novopolotsk not supported by any transport demand figures.

(b) The PMU reports that an estimate of 70% of the population in the 3 pilot cities is likely to have benefited by the project, including 80% of the population in Polotsk and Novopolotsk and 30% of the population in Novogrudok. The TE team considers these numbers too high as (1) in Polotsk and Novopolotsk it assumes that all public transport users have benefited from the project, although the improvements made only affect the few lines using the new bus lane, cyclists using the new cycling infrastructure and users of the few bus stops improved, and (2) in Novogrudok it assumes that 30% of the population has benefited from the project, although the LED lamps are installed only in one small area, and only two buildings have installed smart metering. Ironically, most of the project's beneficiaries would be private car users in Polotsk and Novopolotsk, due to the new traffic management system based on green waves (although again, considering that all of them would benefit is likely to overestimate the total figure). A total around 40% can be more realistic, which is indeed an excellent result. A more accurate estimate should have been made by the Project, as foreseen in the ProDoc, conducting surveys among the population of the three cities.

(c) The relevance of the contributions that were actually integrated in national policies and regulations do not seem substantial. However, the adoption of the project's recommendations by the government was beyond the capacities of the project, and the recommendations provided by the project to enhance such policies and regulations were well justified and well developed.

Outcome	Indicator	Baseline	Target	MTR	TE
Project Objective	Cumulative lifetime project CO2 emission reductions resulting from pilot projects and technical assistance by EOP, ktonnes CO2.	0	91.1	0	(a)
	Cumulative direct energy savings (TJ) from Project investments in sustainable transport and energy efficiency measures by EOP	0	112.2	0	(a)
	% of persons in green cities who are either aware of or have benefitted from green initiatives from the Project at EOP.	0	50%	<10%	(b) 40%

Outcome	Indicator	Baseline	Target	MTR	TE
Outcome 1:	Number of enhanced national policies and regulations in the area of public lighting and urban transportation that have been reviewed and approved by EOP	0	4	0	(c) 5
	Number of officially approved "pilot" green urban development plans by EOP	0	3	1	3
	Number of persons using improved public transport services during Year 5 (daily)	0	75,000	0	49,839 (d)
Outcome 2:	Kilometers of private car travel displaced from modal switches to public transport by EOP	0	4.3 mil.	0	0 (e)
	Average number of minutes of reduced bus journey time through sustainable urban transport measures in Novopolotsk and Polotsk	0	10	0	10.5
Outcome 3:	GJ saved on LEDs installed for street lighting and public areas (indoor and outdoor), as well as new control gear and EMIS by EOP	0	21,423	0	717 (f)
	Lifetime GJ saved from EE measures on municipal laundry by EOP	0	215.605	0	782.5 (g)
Outcome 4:	Number of completed or updated SEAPs and/or GUDPs by EOP	2	13	8	13
	Number of officers in government who are dedicated to the promotion of urban low carbon growth to Belarusian cities by EOP	0	8	NA	10 (h)
	Number of hits on national website for promoting GUD by EOP	0	10,000	NA	18,135

Table 12: Achievement of indicators' targets and project's outcomes

(d) The target value (75,000 pass/day) is based on information provided by the municipalities on PT use in 2009-2013, and its ambition in terms of modal change was modest (equivalent to 250 users moving from car to PT for their daily 13-km commuting ride). PT has consistently decreased since then, and such decrease continued during project implementation (from 65,582 pass in 2017 to 61,543 in 2019) and was accelerated by COVID in 2020 (49,839 passengers). It can be concluded that the project has not been successful in at least slowing down PT decline[30].

(e) PIR-2021 reports that the number of PT passengers diminished by 17% in Polotsk and 20% in Novopolotsk, due to COVID. However, the project did not undertake any survey to verify whether in the absence of COVID or under which conditions, car users would be willing to use PT.

(f) The target was estimated for a lifetime of 10 years and 1,566 LED lamps installed per year (7,830 in total in 5 years). These assumptions are not consistent with the scope of the pilot (just 400 LED lamps) and with the investments of Novogrudok (no LED lamps installed), what explains the gap between the target and actual achievements.

(g) The smart metering pilot could not provide CO2 and energy savings similar to those expected from the original pilot. Targets should have been revised accordingly or another pilot, with stronger CO2 and energy saving potential should have been chosen.

(h) The officers identified are the deputy heads of the executive committees of the pilot and replicating cities. However, there is no hard evidence that they are dedicated to the promotion of urban low carbon growth (e.g. by including such tasks within their description of competences, interviews or other means).

The objective of the project is "the growth of development of green urban development plans and pilot green urban development initiatives related to energy efficiency and sustainable transport in small and medium cities in Belarus (ProDoc, par.76). The project's strategy "*focuses on green urban development planning and pilot green urban development projects related to energy efficiency and sustainable transport in small and medium cities in Belarus, and replication with the development of green urban development plans to a minimum of 10 cities. The project aims to remove barriers to support further investment in green urban development by cities in Belarus, with a particular*

[30] The reluctance of the pilot cities to implement car restrictions and the insufficient involvement of the regional government (with competences in public transport) contributed to this decline in public transport patronage.

emphasis on energy-efficiency in street and public buildings lighting and sustainable transport initiatives" (ProDoc, par.65). The attainment of the project's objective and alignment with its strategy are discussed below.

Removing barriers to support further investment in GUD by cities in Belarus: These barriers are identified in Prodoc (par.19):

- Limited number of examples in Belarus of best international practices on setting national standards and regulations for green city development. The project has provided numerous examples of best international practices through written reports provided by international consultants and their participation at various training and dissemination events in Belarus. However, it is unclear whether the project has been successful in making such best practices influential in setting national standards and regulations.
- Limited local government experience to resolve certain aspects of green city development in a holistic manner that will attract financing of green development initiatives. The project has successfully delivered holistic plans (SEAPs and GUDPs) and provided written materials and training on financing opportunities to Belarusian cities. However, the progress achieved by the project has been modest in what refers to improving the coordination between the relevant agencies within the national government and local governments.
- Lack of public awareness to support and increase demand for green initiatives being promoted by local government. The project has reached a wide variety of public officers, professionals and other stakeholders relevant in urban policies through workshops, publications, website and appearances in mass media. However, its ability to reach out to the general public has been limited, lacking an explicit strategy and without engaging the public in open participatory processes during the design of the project's plans and pilots.

Green Urban Development Plans. The project successfully delivered GUDPs to the three pilot cities, as well as new or updated SEAPs to these and to 10 replicating cities. GUDPs were conceived as long-term strategic plans and SEAPs as medium-term action plans. These projects have been adopted by the participating cities and, in a few cases, some aspects have been integrated in their official master plans, as the latter were updated. However, these plans (especially for the long-term GUDPs) do not provide a clear roadmap for implementation, and their actual management by cities has not been secured.

Pilot green urban development projects. Pilots have been successfully implemented in the 3 participating cities. However, the final design of the pilots has significantly diverted from the ProDoc, resulting in GHG and energy savings well below the project's targets.

Replication with the development of GUDPs to a minimum of 10 cities. Four cities developed and approved GUDPs. Another city (Brest) developed a plan "Brest Symbio City" with similarities to GUDP. Seven other cities (including Polotsk, Novopolotsk and Novogrudok) developed SECAPs with the support of the project. Furthermore, a good number of cities expressed interest in developing such plans, participated at project's events and gained access to project's materials. However, the follow-up to these plans is uncertain, as their implementation strongly relies on the availability of international financing.

3.3.2. *Relevance*

The project's relevance is rated as satisfactory. The project objectives are fully consistent with the beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.

Regarding the beneficiaries' requirements, the project fully addressed the ambitions of the participating municipalities: it helped them to meet their commitments with the Covenant of Mayors through the update and implementation of their SECAPs; it also supported the commitment of Polotsk and Novopolotsk with sustainable transport (specially in what refers to the improvement of their cycling network and facilities), "to plan for the future growth in private car ownership and use" and to increase the efficiency of public transport, and provided the requested exposure to best international practice in this area. It also helped Novogrudok to gain access to modern energy management information systems. The project was also consistent with the national government's environmental policy, which points out

transport and energy efficiency as key priority areas for additional action on climate change mitigation (ProDoc, par.68). It strongly helped the national government in involving additional Belarusian municipalities in the Covenant of Mayors.

Belarusian cities, like many others in the region, are struggling to be eligible to participate in international projects and the additional financing they provide. With the completion of GUDPs and SECAPs, the project empowered the participating and replicating cities to develop consistent actions in the future that could be eligible for such financing.

GEF-5 included a specific objective on climate change mitigation addressing urban transport (CCM-4): "promote energy efficient, low-carbon transport and urban systems". The project included all the 3 outcomes expected for CCM-4: (a) sustainable transport and urban policy and regulatory frameworks adopted and implemented; (b) increased investment in less-GHG intensive transport and urban systems; (c) GHG emissions avoided; it successfully delivered results for (a) and (b), as well as a minor contribution to (c).GEF- 5 also included a specific objective on energy efficiency (CCM-2): "promote market transformation for energy efficiency in industry and the building sector", also with 3 outcomes: (a) appropriate policy, legal and regulatory frameworks adopted and enforced; (b) sustainable financing and delivery mechanisms established and operational; and (c) GHG emissions avoided; the project, although modestly, contributed to some extent to all these outcomes.

In 2017, the GoBY established a National Coordinator for the implementation of the Sustainable Development Goals (SDG). Although designed prior to the adoption of the SDGs by the UN General Assembly, the project is fully aligned with SDG-11 "sustainable cities and communities", particularly through its expected contribution to reduced adverse environmental impacts in Polotsk, Novopolotsk and Novogrudok, as well as in the replicating cities. The adoption of the project's GUDPs and SECAPs, and the completion of the project's pilots are relevant contributions towards this goal.

The project was fully aligned with the UNDP Strategic Plans in place at the time of design and implementation (2014-2017 and 2018-2021). The UNDP Strategic plan 2014-2017 called i.a. for a focus on cities and on new technologies; it also called for strengthening institutions to progressively deliver universal access to basic services and for planning at sub-national levels to help connect national priorities with action on the ground, including on urban areas. Actions were expected to help with integrating low-emission, climate-resilient objectives into national and sectoral development plans and identifying priority mitigation and/or adaptation measures. They should promote policies and capacities to foster more accountable and open governance in state institutions and in society and systematic outreach, consultation and hearings to tap technical expertise and hear citizen perspectives. All these aspects were addressed within the design of the GUDPs and SECAPs by the project.

The UNDP Strategic Plan 2018-2021 focuses on the support to the implementation of the 2030 agenda. One of the key development challenges identified in the strategy is to achieve structural transformations for sustainable development, inter alia, transitioning to zero-carbon development and building more effective governance systems that can respond to megatrends such as globalization, urbanization and technological and demographic changes. Such structural transformations were pursued by the project through innovative planning practices and regulatory reforms, which were, at least, partially taken into consideration by the GoBY and by the local governments of the participating cities.

The project was also consistent with other donors' and international partners' policies in Belarus, particularly with those financed by the EU and identified in the ProDoc. However, it is uncertain whether the project's outcomes will be continued in the future, as the project has not identified plans from international partners to undertake future projects in the area of green urban development in Belarusian cities.

Some key political circumstances changed since the project was designed. Changes at the MoNREP's executive level at the MoNREP in 2019 slightly weakened the involvement of the government in project implementation, especially in what refers to the adoption of the project's proposals for regulatory and policy reforms at the national level.

3.3.3. *Effectiveness*

The extent to which the development the project's objectives have been achieved is moderately satisfactory.

The project has been extremely successful in developing high-quality plans and other documents on green urban development to the relevant authorities: the participating municipalities and the national government. However, the ownership and practical use of the project's outputs by the recipient authorities has not been fully satisfactory. Local Executive Committees have formally adopted the plans delivered by the project, but they have not established sufficient internal arrangements for their implementation and monitoring. The international consultant reviewing the ISUMP for Polotsk and Novopolotsk warned the PMU about the insufficient alignment of the project with the international practice on the development of sustainable urban mobility plans, its insufficient consideration of "low cost"[31] and car restriction measures and its strong focus on costly infrastructure projects with dubious prospects of getting the necessary financial resources. Regrettably, her recommendations were not integrated in the final ISUMP. A similar criticism could be raised for the project's GUDPs and SECAPs, which do not provide sufficient guidance for immediate implementation with measures that could be implemented without international financing; this was raised by the international expert revising the draft GUDPs in the pilot cities. A review of all GUDPs and SECAPs by international consultants could have been useful to introduce such short-term measures and more realistic contents to the plans, avoiding the uncertain situation in which their implementation is currently staying.

Regarding interaction with the national government, the project has not been able to engage with the relevant units (ministries or agencies) in a dialog to get its proposals implemented, and only a tiny fraction of them seem to have been included in the relevant policies and regulations.

All the pilots remain operational in the three participating cities. However, there is no evidence of tangible changes in daily practices within the local administrations in the transport and energy sectors: for example, there are no signs of establishing any coordinating structures between Polotsk and Novopolotsk to undertake some integration of their transport systems, implementing improvements in the quality of public transport services or restricting car use. Similarly, there is no evidence of Novogrudok expanding its LED public lighting system to additional streets or encouraging the implementation of smart metering systems in additional buildings.

The project's risk mitigation management (see section 3.2.6) has been successful in keeping most of the institutional partners actively engaged in the project, so that virtually all the activities envisaged have been completed or replaced by reasonable alternative ones. However, risk management failed to properly identify the conservative and risk-avoidance attitude from the side of decision makers and bureaucrats, which has prevented the achievement of the expected GHG and energy savings, as the pilots have not included the actions needed to achieve the expected modal change in Polotsk and Novopolotsk or more decisive energy savings from public or private consumers in Novogrudok.

The project made a remarkable job in delivering virtually all the expected outputs, but it was unsuccessful in pushing its institutional partners beyond their comfort area and undertake measures perceived as potentially controversial, but which have proven to be necessary to significantly mitigate GHG emissions in the transport and energy sectors. Many deliverables do not provide sufficient details about their expected contribution to project's outcomes (especially in terms of potential GHG and energy savings) and about their implementation and monitoring roadmaps. Should the project's deliverables have been more ambitious, they would have required the project to put more pressure on their local and national partners and to undertake more disruptive awareness raising activities and media coverage to gain influence in the public opinion. It is worth recalling that the GHG and energy emission savings in ProDoc were not overambitious, but they relied on curbing the decline in public transport patronage and addressing local situations with low energy efficiency during the project's lifetime. These issues were not properly covered by the project's deliverables. The COVID pandemic resulted in further decline in the number of public transport passengers in the last year, but by then the project was already far away from reaching its targets.

The project failed to properly identify and execute its potential contributions to gender equality, the empowerment of women and a human rights-based approach. As the ProDoc had not undertaken a gender analysis and was not provided an action plan, the PMU should have at least considered the possibility of undertaken such analysis and developing an

[31] Low-cost measures are generally associated to demand management: general traffic restrictions on streets, reduction of on-street parking space and implementation of parking charges, car taxation, low emission zones… See for example the presentation provided by the international consultant Kristina Gaucé on 26 october 2018.

action plan. Furthermore, actual data collection did not take into consideration gender issues and even reduced the ability of the project to identify them: for example, the sample for the mobility survey in Polotsk and Novopolotsk only considered workers in a few companies, which obviously took out of the picture the mobility of many women and the relevance of trips for non-working purposes.

3.3.4. *Efficiency*

Resource allocation and cost-effectiveness. The efficiency of the project in using its resources to achieve outcomes is moderately satisfactory. The project has carefully managed its limited resources, conducting market research to identify potential consultants and suppliers at reasonable costs and mobilizing resources at the right time in order to achieve the expected results. The project costs and time are comparable or lower to those in similar projects addressing cities (e.g ISTBAR project in Georgia and "Reducing GHG Emissions from Transport in Russia's Medium-Sized Cities[32]). One reason is probably the extensive reliance on national consultants, with lower costs than international ones.

The planned (or revised) activities have been duly completed. However, the achievement of the envisaged outputs (recommendations, plans, investments in pilots, training…) has not resulted in the achievement of the global environmental and development objectives (GHG and energy saving reductions and regulatory and governmental reforms), reflecting poor design and feasibility assessment of these activities.

The insufficient integration of gender equality and human rights may have prevented the project from obtaining enhanced benefits at modest additional costs: for example, for providing PT operators guidance on how better fitting women's and other vulnerable groups' mobility needs or in the prioritization of on-street interventions (improvement of bus stops, public lighting, sidewalks…) or the selection of pilot sites within cities with a gender-sensitive approach and integrating social equity aspects.

Project management and timeliness. Project management has been moderately satisfactory. The project could not avoid an extension, due to the long delay in receiving the government's registration necessary to start operations, but it managed such extension efficiently, completing all the remaining tasks and even undertaking additional ones (such as additional bike facilities in Polotsk and Novopolotsk or reports on green procurement). However, the added value of some activities, including the additional ones, is not clearly justified, as it could not result in significant improvements regarding the achievement of outcomes. The same observation applies to some of the originally planned activities (e.g. the model districts plans in the three participating cities, which although formally aligned with the description in ProDoc's output 1.3 do not provide sufficient guidance for their implementation).

The project management structure was efficient in generating the expected outputs. The PMU included local expertise in all the relevant sectors, well supported by regional coordinators in the participating cities. A controversial issue is whether the PMU should have included international consultants or not; there is evidence that relying on national consultants allowed the project to obtain more dedication at lower costs, as well as more fluent communication with the beneficiaries and with other local stakeholders. However, there is also some evidence that this could diminished the necessary attention to reaching GHG and energy saving objectives, and the introduction of more disruptive approaches to plans and pilots, which failed to challenge the already-existing priorities of local decision-makers and to raise the need to make some "hard choices", as is often the case when implementing green urban development policies and actions.

Project activities were delivered in a timely manner, with some well-justified exceptions: delays in the implementation of the pilots were due to the initial delay in starting project activities, and the additional delays in one of the pilots (smart metering in buildings) in Novogrudok were mainly due to the need to replace the original activity and to obtain for the new one the consent of the building residents.

[32] UNDP PIMS ID 4304 and 4980

Project management did not fully benefit from M&E systems to gain efficiency (see section 3.2.4). Although M&E systems successfully served to support PB decisions, define AWPs and complete project's activities, it did not serve to anticipate the growing gap between GHG and energy emission targets and the pilots' actual potential.

3.3.5. *Overall project outcome*

Considering the analysis presented above on relevance and effectiveness, the overall project outcome rating is moderately satisfactory (MS); in spite of the shortcomings identified in previous sections, the project has been able to deliver reasonable achievements, well aligned with its initially expected outcomes.

Assessment of Outcomes	Rating
Relevance	MS
Effectiveness	MS
Overall Project Outcome Rating	MS

Table 13: Summary Assessment of Project Outcomes

3.3.6. *Sustainability*

3.3.6.1. Financial sustainability

Financial risks to sustainability are substantial, as the plans and documents provided by the project have focused on the future availability of international financing, instead of exploring low to medium cost measures consistent with the budgetary capacities of Belarusian municipalities. The plans and guidance provided by the project aim at facilitating the access of local governments to grants and loans from international institutions, but the availability of such resources is far from secure.

As the financial autonomy of municipalities is very limited, without the availability of additional resources from the national government, or a thorough review of investment priorities by local authorities, it will be difficult for the municipalities to carry out all the recommendations made by the project. The financial sustainability of the project is therefore rated as moderately unlikely (MU).

3.3.6.2. Socio-political sustainability

The main social risks are related to the low acceptance (as stated by the PMU) by the public of more stringent actions in favor of sustainable mobility. Such low-acceptance has been mentioned as the main reason why the project did not actively restrain car use in Polotsk and Novopolotsk, and such low-acceptance has not been sufficiently addressed by the project's activities. Furthermore, the active facilitation of car traffic by the project is likely to further strengthen such low acceptance. This would be a significant barrier to the implementation of the strategies developed in the GUDPs.

The main political risks are related to the low involvement and ownership of the project results by BelNIIP and MoAC. There is evidence that both institutions consider the project's contributions as too abstract and lacking the necessary details and feasibility analysis for implementation.

The project has prepared dissemination materials to facilitate replication and scaling up of its activities. It has also identified lessons learned during implementation, but they do not provide sufficient guidance for an exit strategy or sustainability. Knowledge transfer could be further facilitated by establishing a knowledge management and exit strategy facilitating access to the project's materials documenting its different pilots and activities.

Whereas dissemination activities and events may have been influential in raising awareness among the general public, they have not targeted explicitly those opposed to the implementation of green urban development measures. There is no evidence of proper identification of such stakeholders within the design and implementation of the communication strategy. The socio-political sustainability of the project is therefore rated as moderately unlikely (MU).

3.3.6.3. Institutional framework and governance sustainability

Legal frameworks and policies on urban development in Belarus have not integrated the principles and practices of green urban development. The contributions for the project are considered as too abstract by some recipients, not including concrete proposals to facilitate the reform of the institutional and legal frameworks.

The project has not been able to establish a collaborative working climate with MoAC and BelNIIP to put in place frameworks and policies that could facilitate the sustainability of GUD activities after the project's closure. Much less to undertake the reform of governance structures and processes, for example in what refers to cooperation among local, regional and national governments or to the smooth technical approval and implementation of innovative measures. Similar considerations can be applied to the transport sector: although the competences of the national government are limited, they are relevant in what refers to public transport operations, traffic regulations or vehicle approval. Fortunately, collaborative working has been more effective in the energy efficiency field.

The project has successfully strengthened institutional capacities through training, workshops and guidelines addressing local and national officers. However, it has not identified and encouraged potential "GUD champions" to undertake a more active role in the promotion of GUD after the project's closure.

It is uncertain whether the project has achieved an effective consensus among stakeholders on the actual scope of Green Urban Development, and its related actions in the fields of urban mobility and energy efficiency. Many interviews with the stakeholders reflected an abstract and even fuzzy understanding of GUD, and the consideration of GUD-related measures as "experimental", to be implemented if international funding is available but not ready to be mainstreamed within the regular interventions and actions in the city. Although the project's planning documents have been officially adopted by cities, their contents are far from being mainstreamed in municipal policies, and they do not include the usual gender equality and human rights concerns related to urban development.

Therefore, the sustainability of the project from the perspective of the institutional framework and governance is rated as moderately unlikely (MU).

3.3.6.4. Environmental risks to sustainability

The project has increased the livability of the urban environment in Polotsk and Novopolotsk and, at a much smaller dimension, in Novogrudok. These improvements have been positively received and accepted by most residents. For more than 5 years, the project has familiarized governmental officials and decision makers with sustainable mobility and energy-efficiency practices and provided long-term visions and roadmaps, even if labelled by some as too abstract. These achievements are well consolidated, and their reversal would be extremely unlikely.

Therefore, the sustainability of the project from an environmental perspective is rated as likely.

The overall sustainability rating is moderately unlikely (MU).

Assessment of Outcomes	Rating
Financial resources	MU
Socio-political	MU
Institutional framework and gov.	MU
Environmental	L
Overall Likelihood of Sustainability	MU

Table 14: Summary Assessment of Outcomes

3.3.7. *Country ownership*

The project is consistent with national policies and plans, especially those related to climate change (State Climate Change Mitigation Program 2013-2020) and the environment (National Strategy of Sustainable Social and Economic Development until 2020). The national government has integrated some considerations from the project in its initial concepts for the future Strategy on Sustainable Development (2035), and in other official documents (Country Profile on Housing and Land Management, Plan on Energy Security and Roadmap on the implementation of mechanisms for

energy service contracts, National Plan on Green Economy) as well as in the preparation of Methodological Guidelines on Green Procurement. The project has also provided recommendations on legislation under discussion on Road Traffic and to a number of official standards. The scope of these contributions has been limited, as reported by several interviewees.

The representatives of the MoNREP have been strongly involved in project design and implementation, particularly until mid-2019; afterwards, the MoNREP officers continued participating at PB meetings and providing the expected contributions as executing agency, but their involvement in project leadership and engagement with other national bodies was weaker. DEE has also been strongly involved in project design and implementation. The involvement of other ministries and national institutions has been low, especially in what refers to MoAC and BelNIIP, which at project design stage were expected to have played a strong role during implementation (see section 3.1.5).

Most of the participating CSOs were also involved in the implementation of other internationally funded projects and were hired to provide technical assistance services. Their commitment in project implementation has been strong, and there are no conflicts of interest reported about this dual role (participating at PB discussions and provision of services), although no specific mechanisms were established to address this risk. In fact, only one of them, (BUTW) was a PB member.

The three cities participating in the project have been strongly involved in its implementation. The project raised strong interest among many other cities, as reflected by the high number of cities applying to participate in the replication activities (which consisted in the preparation of GUDPs or SECAPs for them).

The project established working groups with the three participating cities in order to smooth up implementation, which proved to be highly effective in getting all the relevant municipal services involved. However, such structure (i.e. an informal interministerial working group or committee) was not implemented to liaise the project and the national government. This could have increased the involvement of other ministries in project implementation.

3.3.8. *Gender equality and women's empowerment*

Gender equality and women's empowerment was not identified as a field in which the project could contribute. All the local stakeholders interviewed claim that these challenges are not relevant in the country, at least in the areas addressed by the project (urban development, urban mobility and energy efficiency). There is no evidence of negative impacts on gender associated directly or indirectly to project implementation. In the Gender Results Effectiveness Scale (GRES), the project's impact could be categorized as "Gender Blind".

Besides the insufficient consideration to gender during project design, it is worth highlighting that the project did not pay sufficient attention to gender aspects during data collection. Information from the surveys or statistical analysis could have helped the PMU to identify opportunities for providing a positive impact in this field, This could have been addressed through the review of gender-sensitive mobility data (showing modal split by gender, relevance of accompanied and non-work trips, car ownership), responses to surveys on urban conditions for GUDPs (including security, harassment, public space perception and safety perception), and other data collection activities.

3.3.9. *Cross-cutting issues*

The project has had positive effects on the local populations in the three participating cities. Mobility conditions have improved in Polotsk and Novopolotsk (including car users), and the public space available in some streets has been redistributed in a more rational, sustainable and fair way, benefiting pedestrians, cyclists of bus users. Similarly, a few residents in Novogrudok have benefited from a more energy-efficient public lighting system or smart metering in their buildings. The project has delivered long-term plans for these cities, with the potential to make them more attractive for the development of economic activities and providing general guidance for improved management of their natural resources. Although without creating anything close to collaborative planning, public participation has increased in these project activities compared to the usual standards in the country, potentially establishing a starting point to further strengthen this in future.

The project objectives and implementation are closely aligned to the UNDP CPD. It is consistent with the UNDP's intentions to strengthen cross-sectoral cooperation and enhance the role of beneficiaries (CPD, par.11) as well as to take into account issues of social and environmental sustainability when designing and running projects; however, it does not seem consistent the UNDP's ambition to "fully mainstream gender" (CPD, par.32).

The project has strengthened the capacities of cities and the national government to address climate change mitigation, especially in the urban transport and energy efficiency sectors. In both areas, the project has benefited from synergies with other completed and on-going international projects. New street design and street space allocation in the pilots may have benefited some disadvantaged groups, such as persons with disabilities, seniors or women; however, the project has not gathered evidence on these potential impacts.

3.3.10. *GEF additionality*

As this project was approved before December 2018, the TE does not cover the dimensions related to GEF additionality.

3.3.11. *Catalytic/ Replication effect*

Scaling up	There is no evidence of project activities and approaches being scaled up at the national level.
Replication	Planning activities have been replicated in 9 cities, and those that requested, but were not selected for replication could participate in project's activities. However, there is no evidence of replication of any of the project's pilot measures on transport and energy efficiency in these or other cities.
Demonstration	The training and dissemination activities have been successfully completed by the project, including wide availability of materials in its website. No additional demonstration sites have been developed, beyond those initially envisaged in Polotsk, Novopolotsk and Novogrudok.
Production of public good	New approaches have been developed in the areas of urban planning, urban mobility and energy efficiency, including methodological guidance.

Table 15: Assessment of Catalytic Role

There is no evidence of replication activities being funded by other sources, external to this project. Replication has mainly relied on knowledge transfer, through project dissemination, training events and the project website. Key knowledge products are identified in the table below (most of them available in the project website[33]); they cover all the relevant project's areas except energy efficiency, for which no general guidelines or recommendations have been identified within the project's deliverables.

Title of Key Knowledge Products
Manual on Green Urban Development Planning
Summary proposals on using green planning approaches in the development of urban territories of the republic of Belarus
Video course "Development of a Green Urban Planning Plan"
Methodological recommendations on the composition, procedure for development, coordination, approval, implementation, monitoring and adjustment of the plan of sustainable urban mobility
Review of best international sustainable transport and urban mobility practices
Analysis of the effective low-budget measures aimed at the development of sustainable urban mobility containing narrative comparison of existing low-budget measures
Green financing of infrastructure projects at the city level: opportunities and problems of implementation in the republic of Belarus
Methodological recommendations on the organization and carrying out of purchases of the goods (works, services) with use of principles of "green" purchases (state purchases, purchases at the expense of own means and purchases of the goods (works, services) at construction of objects)
An overview of the world's best practices in the field of "green procurement" and proposals to eliminate barriers in the existing system of procurement of goods, works and services in the Republic of Belarus, which prevent the purchase of products taking into account energy efficiency and environmental requirements.

[33] The project could consider developing a database facilitating the search of documents and including short summaries of their contents. See for example the resource libray of ECF: https://www.ecf.com/resources/library

Title of Key Knowledge Products
Green Financing of Infrastructure Projects at the City Level: Opportunities and Problems of Implementation in The Republic of Belarus.

Table 16: Key knowledge products

One key lesson learnt regarding replication is the need to actively engage the relevant institutions: the insufficient engagement of MoAC and BelNIIP has greatly reduced the project's prospects for the replication of actions, beyond the delivery of plans with uncertain implementation. Another lesson is the importance of including low-cost measures within the project; these measures (usually restricting car use) do not face relevant financial barriers for replication, but are distrusted by decision makers due to its disruptive and even controversial nature; technical visits (as those organized by the project) to other cities and successful demonstrations have proven essential in convincing reluctant decision makers to implement them.

During its last months of activity, the project has delivered reports on green financing, access to international resources by cities, green procurement and urban digitalization. All these could be considered as part of an exit strategy aiming at addressing barriers to replication and at linking the project and its participating cities with emerging topics that could be part of future projects in Belarus. However, the PMU has not delivered (or discussed at PB) an explicit exit strategy, and there is no evidence of the initiatives mentioned above being effective in mobilizing local or national governments.

Key enabling factors for the project's achievements have been the strong initial involvement (at least until 2019) of the MoNREP, the engagement of high-level decision makers in the participating cities and the strong interest of cities in financing opportunities from international projects. All these conditions are necessary- but not sufficient- for replication. The project has still the possibility of emphasizing the potential of low-cost measures (which have already been identified in some deliverables, at least in the transport sector), so that replication does not rely solely on the uncertain availability of international financing.

3.3.12. *Progress to Impact*

Progress towards the long-term impacts of the project has been modest. Although the implementation of the project has resulted in significant progress in GUD capacity building and GUD planning, these contributions have not resulted in the expected GHG emission reductions and energy savings. This is mainly due (see section 3.3.1) to the final design and implementation of pilots, which significantly differed from the ProDoc, without taking into consideration whether they could reach the targets initially envisaged.

In spite of these shortcomings, there are valuable impacts achieved by the project:

- Professionals and decision-makers in many cities in Belarus have gained first-hand contact with the principles and practice of green urban development, through their involvement in the design and approval process of the plans provided by the project.
- Decision-makers in the participating cities and at the national level have been provided with a portfolio of recommendations to mainstream GUD principles in local and national policies.
- Although active public participation has been low, the general public in the participating cities has gained access to basic information on the principles of green urban development.

The modest impact of the project is to some extent explained by the weak causal links between the project outputs and the project outcomes: the project has completed virtually all its planned activities, but these have not had the impact expected in terms of regulatory reforms, changes in mobility and energy use or replication.

In accordance with good international practice on green urban development, the project could have considered gender and social issues, such as job creation potential in public transport, better job conditions in minibus services or the emergence of job opportunities in the areas of energy efficiency and urban mobility. However, the feasibility studies on public transport or smart metering completed by the project did not include these aspects (and the one of public transport was not implemented, except in what refers to the improvement of some bus stops). The project could also contribute to the update of urban planning curricula in the universities that have collaborated with the project.

From a gender and vulnerable groups perspective, the performance of the project was disappointing. These dimensions were largely ignored during data collection and were not integrated within the preparation of the various plans and pilots. This is in sharp contrast with the increasing relevance of gender and social issues in urban studies worldwide, and particularly in mobility in the last years, and the growing concerns among planners about the need to explicitly analyze challenges such as the prioritization of short distance trips (particularly those below 15 minutes) rather than over-focusing on long distance motorized trips; adequate staff relation with customers; personal security and harassment; or the design of targeted participatory activities with women and other vulnerable groups with many "time-poor" individuals, which have difficulties to engage in conventional participatory events[34].

[34] Drăguțescu, A. et al (2020). Addressing Gender Equity and Vulnerable Groups in SUMPs. This publication provides an excellent overview of gender challenges in urban mobility planning. Available at https://www.eltis.org/sites/default/files/sump_topic-guide_gender-equity_vulnerable-groups_final.pdf

4. MAIN FINDINGS, CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

4.1. Main Findings

Overall results (attainment of objectives) (see section 3.3.1).

The project partially attained its objective to develop green urban development plans and pilot green urban development initiatives in small and medium cities in Belarus. A review of the PRF indicators shows that many of the PRF indicators' expected targets were achieved, totally or partially, but this does not include the core GHG and energy saving indicators, which fell far below targets. This suggests a weak link between outputs and outcomes during implementation.

Evaluation question #1: Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?

The project's relevance is rated as satisfactory. The project objectives are fully consistent with the beneficiaries' requirements, country needs, global priorities and partners' and donor's policies. However, some key political circumstances changed since the project was designed. Changes at the MoNREP's executive level at the MoNREP in 2019 slightly weakened the involvement of the government in project implementation, especially in what refers to the adoption of the project's proposals for regulatory and policy reforms at the national level.

Evaluation question #2: Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?

The extent to which the project's objectives have been achieved is moderately satisfactory. The project has been extremely successful in developing high-quality plans and other documents on green urban development to the relevant authorities: the participating municipalities and the national government. However, the ownership and practical use of the project's outputs by the recipient authorities has not been fully satisfactory. The project established good relationships with some governmental institutions (MoNREP, MoIA, MoE), but not with others (MoAC, BelNIIP, MoTC), and this reduced the ability of the project to establish a fluent dialog to get its proposals implemented; the result is that only a tiny fraction of them have been included in the relevant policies and regulations.

The project made a remarkable job in delivering virtually all the expected outputs, but it was unsuccessful in pushing its institutional partners beyond their comfort area and undertake measures perceived as potentially controversial, but which have proven to be necessary to significantly mitigate GHG emissions in the urban transport and energy sectors. Lacking sufficient guidance in the ProDoc, the project did not identify and execute its potential contributions to gender equality, the empowerment of women and a human rights-based approach.

Evaluation question #3: Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?

The efficiency of the project in using its resources to achieve outcomes is moderately satisfactory. The project has carefully managed its limited resources and completed its activities. However, the achievement of the envisaged outputs (recommendations, plans, investments in pilots, training…) has not resulted in the achievement of the global environmental and development objectives (GHG and energy saving reductions and regulatory and governmental reforms), reflecting poor design and feasibility assessment of these activities. Furthermore, the insufficient integration of gender equality and human rights may have prevented the project from obtaining enhanced benefits.

Project management has been moderately satisfactory. The project needed an extension, due to the long delay in receiving the government's registration necessary to start operations, but it managed such extension efficiently, completing all the remaining tasks and, in some cases, undertaken additional ones. However, the added value of these additional ones, is not clearly justified, as they did not yield significant improvements regarding the achievement of outcomes. The project management structure was efficient in generating the expected outputs. A controversial issue among interviewees is whether the insufficient ambition of some activities could have been solved if the PMU would have included any international consultants, as envisaged in the ProDoc.

Evaluation question #4: Sustainability: To what extent are there financial, institutional, social-political, and/or environmental risks to sustaining long-term project results?

Substantial financial, institutional and socio-political risks remain to sustaining the long-term project results, making overall project's sustainability moderately unlikely. Financially, the continuation of the project almost completely relies in the availability of international financing; socially, the acceptance of disruptive low-carbon measures remain low; at the institutional level, the ownership of the project by some key stakeholders (MoAC and BelNIIP) is very low.

Evaluation question #5: Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress or improved governance?

Progress towards the long-term impacts of the project has been modest. Although the implementation of the project has resulted in significant progress in GUD capacity building and GUD planning, these contributions have not resulted in the expected GHG emission reductions and energy savings. This is mainly due (see section 3.3.1) to the final design and implementation of pilots with significant differences compared to the ProDoc, without taking into consideration whether they could provide the impacts initially expected in the ProDoc.

4.2. Conclusions

Each conclusion below is followed by a recommendation in the next section, with the same number.

Conclusion #1. The project has confirmed the feasibility of the UNDP's approach in the region to urban policies. This approach had been developed in the transport and energy efficiency fields, and it was expanded in this project to comprehensive GUD planning.

Conclusion #2. The composition of the PMU envisaged in the ProDoc included four consultants (two international, two national) covering the areas of GUD and sustainable transport. In practice, each of these areas were covered by just one national consultant. This decision served to reduce costs and to speed up implementation processes, thanks to their familiarity with the general context in the country. International expertise was mobilized through short-term assignments to international consultants in both areas to review the key plans (three GUDPs and the ISUMP) and provide recommendations (see section 3.3.3, p.49). Such approach was not completely effective in helping the project achieve its targets on GHG and energy savings (see p.22 and p.49). It can be concluded that this approach did not provide all the necessary expertise in terms of contact with international experience and the ability of the PMU to push forward more ambitious pilots, including disruptive policy measures necessary to achieve the project's targets.

Conclusion #3. Project's results- especially in what refers to regulatory and institutional reforms, and to replication/sustainability- cannot be achieved without strong cooperation with the key national government's institutions. During project design, an Lack of active involvement of MoAC and BelNIIP had been confirmed, and when this assumption did not materialize (which became a political issue, even if it could be also due to the competences of both institutions , constant staff changes at MoAC and to the commercial nature of BelNIIP), the UNDP CO addressed the issue at the technical level, bud did not mobilize at its highest executive level to address a key challenge for the project at the appropriate political level..

Conclusion #4. Although total co-financing exceeded the amount presented in the ProDoc, there is not sufficient evidence that all the reported investments were linked to the project's scope. The reporting templates on co-financing did not provide sufficient details were not reviewed periodically with the co-financing partners in order to assess their alignment with the project.

Conclusion #5. Project's deliverables were not taking into account sufficiently with the expected project outcomes, especially in what refers to the attainment of GHG and energy savings. This includes the various plans delivered by the project (lacking sufficient guidance on concrete short-term actions) and the design of pilots (with feasibility studies not sufficiently assessing their GHG mitigation potential). (See section 3.3.3, p.48). In particular, the project's results confirm- like in many other projects- that it is unlikely that significant GHG emission savings can be achieved without the introduction of car-restriction measures and the improvement of public transport services. The ProDoc had

identified demonstrations consistent with the GHG mitigation targets, but they were replaced by others with insufficient mitigation potential, which prevented the project from attaining its core targets. (See sections 2.7, 3.1.3, and 3.3.1, p.24, 29 and 46).

Conclusion #6. The environmental and social screening procedure (ESSP) did not identify any significant gender and social equity impacts in the project, and the ProDoc did not specifically address these issues. Although this is understandable at the time the project was designed, as the potential of transport projects to deliver significant social and gender impacts had not been sufficiently stressed by GEF and within UNDP, it resulted in poor performance in the gender dimension. The PMU considered that the contents of the project's activities were already addressing gender and social equity challenges, without undertaking a detailed analysis to verify whether this was actually the case and without monitoring potential gender and social impacts (see section 3.2, p.37). In conclusion, the project did not sufficiently address the gender and social dimensions, in accordance with UNDP policy and with the recommendations of the MTR. The limited awareness about these issues among the persons interviewed during TE underlines the need to strengthen the links with international best practice in this area in future projects in the country since the project design stage.

Conclusion #7. Working groups of a technical nature are effective in facilitating the collaboration among stakeholders at the technical level during project implementation. Such approach was implemented at the local level in the pilot cities, with excellent results, complementing and supporting the steering role of the Project Board. Should the project had followed a similar approach at the national level, it could have resulted in a stronger engagement of some ministries[35].

Conclusion #8. Adaptive management did not make fuly use of the tools available: risks were not sufficiently updated and PRF was not updated after MTR. .

Conclusion #9. A better developed knowledge management approach could have facilitated accessibility to the impressive number of documents produced by the project. Although the project's website provides access to some project documents, many potentially useful technical documents are not included, and the project has not developed an efficient database of documents; the project's website would need an efficient search tool to facilitate access to these documents, once included.

Conclusion #10. The project formalized its communication strategy in a written form and the PIRs provided general information on is progress. However, the project team did not prepare periodical monitoring reports of the many communication actions completed during its lifespan, which would have provided periodic metrics on the impact of these activities.

Conclusion #11. The activities undertaken within output 1.5 were insufficient to provide adequate and timely MRV of components 2 and 3, at a time when changes in the pilots would still have been feasible. This was a major barrier to efficiently monitor progress towards GHG reduction targets and can also be a barrier for the project's sustainability. (See section 3.1.2, p.27).

Conclusion #12. The project's results in GHG mitigation and energy efficiency suggest that the GHG and energy savings that can be expected from GUD-related pilots are low, and that the success of such projects strongly relies on favorable prospects for wide replication of concrete transport and energy-efficiency measures in the pilot cities and in additional cities. The project has successfully mobilized a good number of cities for replication, but the necessary support from the national government is not completely guaranteed.

Conclusion #13. There is evidence that the COVID pandemic seriously reduced PT use, and cities will need to undertake urgent action to recover public transport. Such action could be based on the proposals included in the project's ISUMP and Feasibility Study on Public Transport in Polotsk and Novopolotsk, which were not implemented yet.

[35] the MoNREP expects intersectoral cooperation to be strengthened in the future, for example in the framework of the second national plan for a green economy.

4.3. Recommendations

Each of the recommendations below is related to the conclusion with same number presented in the previous section.

Recommendation #5. In future projects, the UNDP CO could consider undertaking, early enough and prior to implementation, independent assessment by international consultants of project's deliverables critical to the achievement of core targets such as GHG emission and energy reductions[36].

Recommendation #3. In future projects, the UNDP CO executive level is recommended to intervene at the proper political level whenever there are signs of insufficient political commitment from national, regional or local governments, and particularly during transitioning periods in political leadership.

Recommendation #1. Project designers and managers could be encouraged to include, within ToRs related to the development of plans and strategies, the identification of short-term low-cost actions for immediate or future implementation, so that the project's sustainability does not rely only on the availability of resources for investments.

Recommendation #4. PIRs should pay more attention to the assessment of the actual involvement and commitment (including co-financing) of key stakeholders- particularly the national government- and to include mitigating measures if necessary. The materialization of co-financing can be facilitated by a specific focus on this issue and the inclusion in the PMU of experts with experience and skills in raising and monitoring co-financing.

Recommendation #7. In future urban projects, the regional hub is recommended to strengthen the role of working groups of a technical nature at the local and national levels. If open to the permanent participation of CSO and NGOs (including those representing women and other disadvantaged groups), they could also facilitate the integration of gender and social dimensions during implementation. This can be an effective way to consolidate the project's profile, to make key stakeholders (and particularly local and national governments) accountable regarding their commitments and to facilitate the replication and sustainability of the project. Setting up such working groups could ideally be considered as a specific output during project design, but could also be integrated within project management in different ways (participation at the Project Board, advisory or working groups…).

Recommendation #6. The UNDP CO is recommended to integrate a social and gender perspective within ToR for technical assistance in future projects, particularly for those without a Gender Action Plan. Such gender perspective should be provided based in proper research of the state of affairs and provide practical tools and guidance for implementation of the gender perspective.

Recommendation #12. In accordance with the M&E work plan in ProDoc, the Project Manager is recommended to produce a final project report including considerations to facilitate future replication, such as highlighting the results from pilots, including an estimate of actual GHG emissions saved and beneficiaries, and provide guidance to municipalities for implementation of the GUDPs, SECAPs and ISUMP delivered by the project. It is also recommended to produce a final declaration signed by the cities participating in the project- that could also be opened to the MoNREP and other stakeholders- stating their support to the GUD principles and their commitment to implement the remaining project's actions and recommendations.

Recommendation #8. In future projects, the UNDP CO is encouraged to make sure that the risk matrix is regularly discussed at the PB and updated, and that changes to PRF after MTR are approved by the PB and included in the PIRs.

Recommendation #9. Strengthen knowledge management tools to facilitate access to the project's deliverables, e.g., by developing a database with a logical structure and providing basic information of the most relevant documents produced by the project, so that it can serve as an essential knowledge management tool after project termination. Such database could be integrated in the project website or, at least, be available for the key project stakeholders and for future UNDP projects.

[36] 91.1 kt CO2 and 112.2 respectively (see section 3.3.1).

Recommendation #2. In future urban projects, the UNDP CO is recommended to consider including in the PMU a long-term position with strong expertise in different countries in the design and implementation of disruptive GHG mitigation measures, such as a Chief Technical Advisor (CTA).

Recommendation #10. In future projects, the UNDP CO is encouraged to make sure that the ToR of the communications specialist includes regular monitoring of dissemination activities with adequate metrics and include these metrics in annual PIRs.

Recommendation #11. In future GHG mitigation projects, the UNDP CO is encouraged to make sure that MRV tools are established early enough to properly assess and monitor the GHG savings from the project's pilots and to regularly report to the PB and PIRs.

Recommendation #13. The project manager is encouraged to consider including in the final project report a summary of the project's recommendations on PT reforms and non-infrastructural improvements based on the Feasibility Study on PT in Polotsk and Novopolotsk. This can help cities to recover PT in the post-COVID period.

4.4. Lessons Learned

The following best practices deserve to be highlighted from the project:

- Lesson #1. Excellent performance can be achieved by the project management team when the roles of its members are clearly defined and avoid overlapping and when they are supported by local coordinators at the demonstration sites. Performance could be further improved through a wider inclusion of international experts within the team (as foreseen in the ProDoc) and from stronger interaction among the sectoral experts participating in the PMU.
- Lesson #2. Quality control of the consultants' deliverables (as provided by the PMU in this project) are crucial to attain results. It could be more effective through the mobilization of international consultants for such tasks, as they can provide a wider background for the revision.

Lesson #3. Effective public communication- with a variety of messages tailored to the various targeted audiences through a variety of media channels- makes a relevant and positive difference in providing visibility to the project and keeping engaged the participating cities throughout the whole project's lifespan.

Some project practices may have been influential in not achieving all the expected results:

- Lesson #4. A formal awareness-raising plan with explicit strategies to increase the support to disruptive measures and policies is necessary to attain the core project's objectives on GHG and energy savings in demonstration cities.
- Lesson #5. Need for an adequate description and management of complex political risks. The risk of some decision-makers changing priorities and stepping back from their commitments was inadequately assessed in the ProDoc and in the annual PIRs, particularly in what refers to MoAC. It is well-known that this political risk is the most difficult one to manage in GEF projects, and that it is difficult to provide general advice on how to manage and mitigate it. The involvement of the UNDP CO executive level is crucial to manage and mitigate this risk.
- Lesson #6. The achievement of the project's core mitigation targets (GHG and energy savings) can be compromised is facilitated by early adaptive management, with a focus on the smooth delivery of the co-financing resources committed by key stakeholders.

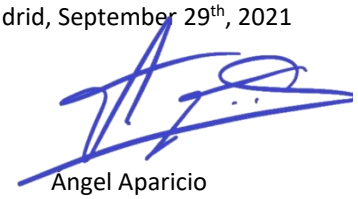
The table below provides ratings for the various aspects addressed in this Terminal Evaluation.

Evaluation ratings	Rating	Comments
Overall Terminal Evaluation Rating	MS	
1. Monitoring and Evaluation: Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory, (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)	Rating	
M&E design at entry	S (5)	
M&E Plan Implementation	MS (4)	
Overall quality of M&E	MS (4)	

2. IA & EA Execution: Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory, (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)	Rating	
Quality of UNDP implementation	S (5)	
Quality of Execution- Executing Agency	S (5)	
Overall quality of implementation/ Execution	S (5)	
3. Assessment of Outcomes	Rating	
Relevance	S (5)	
Effectiveness	MS (4)	
Efficiency	MS (4)	
Overall Project Outcome Rating	MS (4)	
4. Sustainability: Likely (L); Moderately Likely (ML); Moderately Unlikely (MU); Unlikely (U)	Rating	
Financial resources	MU	
Socio-economic	MU	
Institutional framework and governance	MU	
Environmental	L	
Overall Likelihood of Sustainability	MU	
5. Impact: Significant (S), Minimal (M), Negligible (N)	Rating	
Environmental status improvement	N	
Environmental stress reduction	M	
Progress against stress/ status change	M	
OVERALL PROJECT RESULTS	MS	

Table 17: Terminal Evaluation Ratings

Madrid, September 29th, 2021



Angel Aparicio

ANNEXES

Annex 1. Terms of Reference
Annex 2: Evaluation Question Matrix
Annex 3: Questionnaire used and summary of results
Annex 4: Rating Scales
Annex 5: TE mission itinerary
Annex 6: List of persons interviewed
Annex 7: List of documents reviewed
Annex 8: Signed UNEG Code of Conduct form
Annex 9: Signed MTR final report clearance form
Annex 10: GEF Tracking Tool
Annex 11: Terminal Evaluation Audit Trail
Annex 12: Overview of PRF Indicators

Annex 1: Terms of Reference

"Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus"

GEF financed UNDP Project "Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus"

Terminal Evaluation
Team Leader
Terms of Reference

Title: International Consultant - Terminal Evaluation of the GEF financed UNDP Project "Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus"

Programme:	GEF Project: "Belarus: Supporting Green Urban Development in Small and Medium Sized Cities in Belarus", (PIMS No 4981)
Reporting to:	Programme Officer, UNDP Belarus
Duty Station:	Home based (telecommunicating modality)
Type of contract:	Individual Contract (IC) or Reimbursable Loan Agreement (RLA) based on Long Term Agreement (LTA)
Duration:	approximately 27 working days
Dates:	1st June 2021 – 30th September 2021

1. INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full- and medium-sized UNDP-supported GEF-financed projects are required to undergo a Terminal Evaluation (TE) at the end of the project. This Terms of Reference (ToR) sets out the expectation for the TE of the full-sized project titled "Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus" (PIMS #4981) implemented through the Ministry of Natural Resources and Environmental Protection of Belarus (Ministry of Environment), which is to be undertaken in March 2021 - June 2021. The project officially registered in the Republic of Belarus on 27 October 2016 and is in its fourth year of implementation. The TE process must follow the guidance outlines in the document "Guidance for Conducting Terminal Evaluation of UNDP-Supported, GEF-Finances Projects" (http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf).

2. PROJECT BACKGROUND INFORMATION

Belarus is a highly urbanized country with the majority of population living in the cities.

The current challenge for Belarus is being able to design and implement a comprehensive set of sustainable actions towards green city status by saving energy, reducing GHG emissions, as well as other measures that are beneficial to the economies and environments of these cities. In Belarus, there are no cities which currently meet this definition of a green city. There are only cities which aspire to this status but are impeded in realizing this goal by a lack of knowledge, experience and planning capacity related to green urban development.

The project aims to remove barriers to support further investment in green urban development by cities in Belarus, with a particular emphasis on energy-efficiency in street and public buildings lighting and sustainable transport initiatives.

The objective of the Project is the growth of development of green urban development plans and pilot green urban development initiatives related to energy efficiency and sustainable transport in small and medium cities in Belarus. This objective is to be achieved through 4 components: i) Development and adoption of green urban development plans; ii) Development of pilots on sustainable urban transport in Novopolotsk and Polotsk; iii) Development of pilots on energy efficiency in Novogrudok; and iv) Replication mechanisms for green urban development in Belarus.

The Document of the Project «Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus» was signed by the last party on 30 October 2015. In view of the lengthy national procedure for the project approval by the Government and its registration by the Ministry of Economy of Belarus, the Project was approved by the resolution of the Council of Ministers of the Republic of Belarus as of 27 October 2016. The inception workshop held in July 2017. The mid-term review has been arranged in one year and seven months after the inception report (January-April, 2019).

The Project is expected to generate lifetime direct GHG emission reductions of 77.8 ktonnes of CO_2 equivalent through improved urban transport efficiencies in the cities of Polotsk and Novopolotsk and 13.3 ktonnes of CO_2 equivalent through energy efficiency pilots in Novogrudok municipality. Indirect emission reductions (top-down and bottom-up) will range from 25.2 to 231 ktonnes of CO_2 equivalent.

The total budget of the Project is 3,091,000 USD with co-financing in 12,435,420 USD.
The mid-term review of the project was completed in May 2019. It's main conclusion was that the project had been doing a good job in preparing reports, documents, and plans such as green urban development plans (GUDPs) but that over the second half of the project it should focus on leveraging co-financing and implementing green urban demonstration projects.

The project has been extended till 27th of October 2021.

COVID-19 and social-political crises impacted the projects' outputs. On 23/11/2020 125,482 people have tested positive for COVID-19 in Belarus; 1,104 COVID-19 patients have died. From 01.11.2020 the entrance for foreigners to the country is restricted except arriving through the Minsk National Airport. On 3 November 2020 in Belarus the list of countries with cases of COVID-19 has been updated (http://minzdrav.gov.by/ru/dlya-belorusskikh-grazhdan/strany-krasnoy-zony.php).

Persons arriving from the countries mentioned in the List through the Minsk National Airport are required to be in self-isolation for 10 calendar days from arrival in the Republic of Belarus.

Due to COVID-19 several construction contracts within the Project have been delayed (difficulties with approval of permission documents caused by isolation period in some organizations issuing permits for works; delays with supplying import materials, illness of personal; restriction rules for resources supplying organization on any works in the private flats).

Social-political crises in Belarus after the presidential elections in August 2020 added additional risks for the project implementation including (1) impossibility of attracting funding for the implementation of measures incorporated in developed strategic documents (EBRD announced the suspension of financing of government projects; World Bank also is not going to develop new projects for the country; EU initiated several stages of economic sanctions for the Belarussian government); (2) deterioration of the financial condition of project contractors (growth of non-payments, disruption of equipment supplies); (3) mistrust of the population at the local level to local authorities and rejection of decisions and measures implemented by city administrations and (4) delays in amendments to existing legislation on green urban planning, sustainable transport, ESCOs, etc.

3. OBJECTIVES OF THE TE

The TE report will assess the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report could also include the aspects of the pilot cities' responses to COVID-19 and the impact of the pandemic on the way of implementing green urban development activities.

The TE report promotes accountability and transparency, and assesses the extent of project accomplishments.

4. TE APPROACH & METHODOLOGY

The TE report must provide evidence based information that is credible, reliable and useful.

The TE team will review all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, the Project Document, project reports including Annual Project Review/PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based evaluation. The TE team will review the baseline and midterm GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the CEO endorsement and midterm stages and the terminal Core Indicators/Tracking Tools that must be completed before the TE virtual interviews and field mission by the national evaluator begins.

The TE team is expected to follow a participatory and consultative approach ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), Implementing Partners, the UNDP Country Office(s), the Regional Technical Advisor, direct beneficiaries and other stakeholders.

Engagement of stakeholders is vital to a successful TE. Stakeholder involvement should include interviews with stakeholders, including but not limited to executing agencies, senior officials and task team/component leaders, key experts and consultants in the subject area, Project Boards, project beneficiaries, academia, local government and CSO, etc. Additionally, the TE team is expected to conduct field missions at least to Polotsk, Novopolotsk, and Novogrudok, including the following project sites constructed pilots on sustainable transport infrastructure and energy efficiency *(it is expected that only national evaluator will visit pilot municipalities as the circumstances due to COVID-19 global pandemic permit).*

The specific design and methodology for the TE should emerge from consultations between the TE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the TE purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The TE team must use gender-responsive methodologies and tools and ensure that gender equality and women's empowerment, as well as other cross-cutting issues and SDGs are incorporated in the TE report.

The final methodological approach including interviews schedule, field visits and data to be used in the evaluation must be clearly outlined in the TE Inception Report and be fully discussed and agreed between UNDP, stakeholders and the TE team.

The final report must describe the full TE approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of evaluation.

As of 11 March 2020, the World Health Organization (WHO) declared COVID-19 a global pandemic as the new coronavirus rapidly spread to all regions of the world. Travel to the country has been restricted since 01/11/2020. The TE team should develop a methodology that takes this into account the conduct of the TE virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and

evaluation questionnaires. This should be detailed in the TE Inception Report and agreed with the Commissioning Unit.

As the TE is to be carried out virtually then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the final TE report.

Remote interviews may be undertaken through telephone or online (skype, zoom etc.). International consultants can work remotely with national evaluator support in the field if it is safe for them to operate and travel. No stakeholders, consultants or UNDP staff should be put in harm's way and safety is the key priority.

A short validation mission may be considered if it is confirmed to be safe for staff, consultants, stakeholders and if such a mission is possible within the TE schedule. Equally, qualified and independent national consultants will be hired to undertake the TE and interviews in country as long as it is safe to do so.

5. DETAILED SCOPE OF THE TE

The TE will assess project performance against expectations set out in the project's Logical Framework/Results Framework (see ToR Annex A). The TE will assess results according to the criteria outlined in the Guidance for TEs of UNDP-supported GEF-finance Projects: (http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf).

The Finding section of the TE report will cover the topics listed below. A full outline of the TE report's content is provided in ToR Annex C.

The asterisk "(*)" indicates criteria for which a rating is required.

Findings

i. Project Design/Formulation

- National priorities and country driven-ness
- Theory of Change
- Gender equality and women's empowerment
- Social and Environmental Standards (Safeguards)
- Analysis if Results Framework: project logic and strategy, indicators
- Assumption and Risks
- Lessons from other relevant projects (e.g. same focal area) incorporated into project design
- Planned stakeholder participation

- Linkages between project and other interventions within the sector
- Management arrangements

ii. Project Implementation

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance
- Monitoring & Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)
- Implementing Agency (UNDP) (*) and Executing Agency (*), overall project oversight/implementation and execution (*)
- Risk Management, including Social and Environmental Standards (Safeguards)

iii. Project Results

- Assess the achievement of outcomes against indicators by reporting on the level of progress for each objective and outcome indicator at the time of the TE and noting final achievements
- Relevance (*), Effectiveness (*), Efficiency (*) and overall project outcome (*)
- Sustainability: financial (*), socio-political (*), institutional framework and governance (*), environmental (*), overall likelihood of sustainability (*)
- Country ownership
- Gender equality and women's empowerment
- Cross-cutting issues (poverty alleviation, improved governance, climate change mitigation and adaptation, disaster prevention and recovery, human rights, capacity development, South-South cooperation, knowledge management, volunteerism, etc., as relevant)
- GEF Additionality
- Catalytic Role / Replication Effect
- Progress to impact

Main Findings, Conclusions, Recommendations and Lessons Learned

- The TE team will include a summary of the main findings of the TE report. Findings should be presented as statements of fact that are based on analysis of the data.
- The section on conclusions will be written in light of the findings. Conclusions should be comprehensive and balanced statements that are well substantiated by evidence and logically connected to the TE findings. They should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into

the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GEF, including issues in relation to gender equality and women's empowerment.

- Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation.
- The TE report should also include lessons that can be taken from the evaluation, including best practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the particular circumstance (programmatic and evaluation methods used, partnerships, financial leveraging, etc.) that are applicable to other GEF and UNDP interventions. When possible, the TE team should include examples of good practices in project design and implementation.
- It is important for the conclusions, recommendations and lessons learned of the TE report to incorporate gender equality and empowerment of women.

The TE report will include an Evaluation Ratings Table, as shown below:

ToR Table 2: Evaluation Ratings Table for the GEF financed UNDP Project "Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus"

Monitoring & Evaluation (M&E)	Rating[1]
M&E design at entry	
M&E Plan Implementation	
Overall Quality of M&E	
Implementation & Execution	**Rating**
Quality of UNDP Implementation/Oversight	
Quality of Implementing Partner Execution	
Overall quality of Implementation/Execution	
Assessment of Outcomes	**Rating**
Relevance	
Effectiveness	
Efficiency	
Overall Project Outcome Rating	
Sustainability	**Rating**
Financial resources	
Socio-political/economic	
Institutional framework and governance	

[1] Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight & Execution, Relevance are rated on a 6-point scale: 6=Highly Satisfactory (HS), 5=Satisfactory (S), 4=Moderately Satisfactory (MS), 3=Moderately Unsatisfactory (MU), 2=Unsatisfactory (U), 1=Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), 1=Unlikely (U)

Environmental	
Overall Likelihood of Sustainability	

6. TIMEFRAME

The total duration of the TE will be approximately 27 working days (27 home-based) over a time period of (4 months) starting on 1st March, 2021, 2020. The terminal evaluation is planned remotely with a mission to pilot municipalities only by national evaluator if the circumstances due to COVID-19 pandemic permit.

The tentative TE timeframe is as follows:

Options for site visits should be provided in the Inception Report.

TIMEFRAME	NUMBER of DAYS	ACTIVITY
25 January 2021	-	Application closes
26 May 2021	-	Selection of TE team
01 June 2021	-	Preparation period for TE team (handover of documentation)
22 June 2021	5	Document review and preparation of TE Inception Report
26 June 2021	2	Finalization and Validation of TE Inception Report
12 July 2021– 30 July 2021	10	Virtual interviews with stakeholders (*only national evaluator will visit pilot municipalities if the circumstances due to COVID-19 pandemic permit and will submit reports to the International Evaluator*)
2 August 2021		Mission wrap-up meeting & presentation of initial findings
2 August - 2 September 2021	8	Preparation of draft TE report
2 September 2021		Circulation of draft TE report for comments
15 September 2021	2	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
22 September 2021		Preparation and Issuance of Management Response
30 September 2021		Expected date of full TE completion

7. TE DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	**TE Inception Report (Deliverable 1)**	TE team clarifies objectives, methodology and timing of the TE	No later than 2 weeks before the remote interviews with stakeholders: 26 June 2021	TE team submits Inception Report to Commissioning Unit and project management
2	**Presentation (Deliverable 2)**	Initial Findings	End of remote interviews: 2 August 2021	TE team presents to Commissioning Unit and project management
3	**Draft TE Report (Deliverable 3)**	Full report (*using guidelines on content outlined in ToR Annex C*) with annexes	Within 3 weeks of the end of remote interviews: 2 September 2021	TE team submits to Commissioning Unit; reviewed by RTA, Project Coordinating Unit, GEF OFP
4	**Final TE Report* + Audit Trail (Deliverable 4)**	Revised final report and TE Audit trail in which the TE details how all received comments have (and have not) been addressed in the final TE report (*see template in ToR Annex H)*	Within 1 week of receiving comments on draft report: 15 September 2021	TE team submits both documents to the Commissioning Unit

*All final TE reports will be quality assessed by the UNDP Independent Evaluation Office (IEO). Details of the IEO's quality assessment of decentralized evaluations can be found in Section 6 of the UNDP Evaluation Guidelines.

8. TE ARRANGEMENTS

The principal responsibility for managing the TE resides with the Commissioning Unit. The Commissioning Unit for this project's TE is UNDP Country Office in Belarus.

The Commissioning Unit will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the TE team. The Project Team will be responsible for liaising with the TE team to provide all relevant documents, provide the stakeholder list with contact details (phone and email), support with implementation of remote/virtual meetings and visit of the National Evaluator to pilot municipalities.

9. TE TEAM COMPOSITION

A team of two independent evaluators will conduct the TE - one team leader (with experience and exposure to projects and evaluations in other regions globally, International Evaluator) and one team expert from Belarus (National Evaluator). The terminal evaluation is planned remotely with a mission to pilot municipalities only by national evaluator. The International Evaluator is designated as the team leader and will be responsible for the entire TE review and respective TE deliverables mentioned above in line with this ToR, with inputs from the project. The National Evaluator will provide assistance to the International Evaluator in line with a separate ToR focusing on preparation of the baseline data, organizing and participation in the review mission to pilot municipalities, incorporation of detailed comments received into the TE report and data collection and summarizing of the main points from reports, interviews and monitoring data of the implemented pilots.

The evaluator(s) cannot have participated in the project preparation, formulation and/or implementation (including the writing of the project documents), must not have conducted this project's Mid-Term Review and should not have a conflict of interest with the project's related activities.

The selection of consultants will be aimed at maximizing the overall "team" qualities.

Qualifications for Team Leader:

- Advanced university degree (at least the Master level) in environmental studies, urban planning and/or development, engineering, business, economics or law;
- Minimum seven (7) years of relevant professional experience (environmental studies, urban planning and/or development, engineering, business, economics or law) post Master's degree;
- Previous experience with results-based monitoring and evaluation methodologies demonstrated by an example of evaluation of at least one other UNDP or other GEF implementing agency project funded by GEF in the past five years;
- Understanding of the UNDP and GEF concept of adaptive management based on one example in the evaluation report previously performed by consultant;
- Fluency in English confirmed by a diploma, certificate or other relevant document;
- Prior working experience in the Europe and CIS region;
- Strong report writing skills and experience in writing and presenting reports to a high professional level (an example of 2 reports and 2 presentations that include graphs, pictures, diagrams to enhance the reporting quality shall be provided).
-

10. EVALUATION ETHICS

The TE team will be held to the highest ethical standards and is required to sign a code of conduct upon acceptance of the assignment. This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The evaluator must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The evaluator must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

11. PAYMENT MODALITIES AND SPECIFICATIONS

Payment is made upon satisfactory completion of the deliverables described below with written confirmation from (Project Manager and UNDP Belarus CO Programme Officer (Certificate of Payment) according to the following schedule:

- 20% payment upon satisfactory delivery of the final TE Inception Report and approval by the Commissioning Unit (finalization of Deliverable 1);
- 40% payment upon satisfactory delivery of the draft TE report to the Commissioning Unit (finalization of Deliverable 2 and Deliverable 3);
- 40% payment upon satisfactory delivery of the final TE report and approval by the Commissioning Unit and RTA (via signatures on the TE Report Clearance Form) and delivery of completed TE Audit Trail (finalization of Deliverable 4).

Criteria for issuing the final payment of 40%[2] (Deliverable 4):

- The final TE report includes all requirements outlined in the TE TOR and is in accordance with the TE guidance.
- The final TE report is clearly written, logically organized, and is specific for this project (i.e. text has not been cut & pasted from other TE reports).
- The Audit Trail includes responses to and justification for each comment listed.

[2] The Commissioning Unit is obligated to issue payments to the TE team as soon as the terms under the ToR are fulfilled. If there is an ongoing discussion regarding the quality and completeness of the final deliverables that cannot be resolved between the Commissioning Unit and the TE team, the Regional M&E Advisor and Vertical Fund Directorate will be consulted. If needed, the Commissioning Unit's senior management, Procurement Services Unit and Legal Support Office will be notified as well so that a decision can be made about whether or not to withhold payment of any amounts that may be due to the evaluator(s), suspend or terminate the contract and/or remove the individual contractor from any applicable rosters. See the UNDP Individual Contract Policy for further details:

https://popp.undp.org/_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PSU_Individual%20Contract_Individual%20Contract%20Policy.docx&action=default

Each of the installments shall be paid within 30 days after completion of corresponding deliverables according to the payment schedule.

In line with the UNDP's financial regulations, when determined by the Commissioning Unit and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the TE, that deliverable or service will not be paid.

Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.

12. APPLICATION PROCESS[3]

Process of identification and selection of the TE Team leader will be realized using UNDP corporate GPN/ExpRes consolidated roster platform (https://undp.sharepoint.com/teams/gpn/digitalinitiatives/dli-cb/SitePages/Consolidation-of-Rosters.aspx) and respective mechanisms.

Recommended Presentation of Proposal:

a) **Letter of Confirmation of Interest and Availability** using the template[4] provided by UNDP;
b) **CV** and/or a **Personal History Form** (P11 form[5]);
c) **Brief description of approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page)
d) **Financial Proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template attached to the Letter of Confirmation of Interest template. If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

All application materials should be submitted to the e-mail: iryna.usava@undp.org by 20th January,2021 18.00 Minsk time. Incomplete applications will be excluded from further consideration.

Criteria for Evaluation of Proposal: Only those applications which are responsive and compliant will be evaluated. The applicant who offered the lowest all-inclusive total price and has also accepted UNDP's General Terms and Conditions will be awarded the contract.

13. TOR ANNEXES

[3] Engagement of the consultants should be done in line with guidelines for hiring consultants in the POPP: https://info.undp.org/global/popp/Pages/default.aspx

[4] https://intranet.undp.org/unit/bom/pso/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx

[5] http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc

- ToR Annex A: Project Logical/Results Framework
- ToR Annex B: Project Information Package to be reviewed by TE team
- ToR Annex C: Content of the TE report
- ToR Annex D: Evaluation Criteria Matrix template
- ToR Annex E: UNEG Code of Conduct for Evaluators
- ToR Annex F: TE Rating Scales
- ToR Annex G: TE Report Clearance Form
- ToR Annex H: TE Audit Trail

ToR Annex A: Project Logical/Results Framework

PROJECT RESULTS FRAMEWORK
Primary applicable Key Environment and Sustainable Development Key Result Area (same as that on the cover page, circle one): 1. Mainstreaming environment and energy OR 2. Catalyzing environmental finance OR 3. Promote climate change adaptation OR 4. Expanding access to environmental and energy services for the poor.
Applicable GEF Strategic Objective and Program: GEF-5 CCM Strategic Program 2: Promote Market Transformation for Energy Efficiency in Industry and the Building Sector; and GEF-5 CCM Strategic Program 4: Promote Energy Efficient, Low-Carbon Transport and Urban Systems
Applicable GEF Expected Outcomes: For Program 2: a) Appropriate policy, legal and regulatory frameworks adopted and enforced; b) Sustainable financing and delivery mechanisms established and operational; and c) GHG emissions avoided, and **for Program 4**: a) Sustainable transport and urban policy and regulatory frameworks adopted and implemented; b) Increased investment in less-GHG intensive transport and urban systems; c) GHG emissions avoided.
Applicable GEF Outcome Indicators: For Program 2: a) Extent to which EE policies and regulations are adopted and enforced; b) Volume of investment mobilized; c) Tonnes of CO_2 equivalent avoided, and **for Program 4**: a) Number of cities adopting sustainable transport and urban policies and regulations; b) Volume of investment mobilized; c) Tonnes of CO_2equivalent avoided

Outcomes	Indicator	Baseline	Targets End of Project (EOP)	Source of verification	Risks and Assumptions
Project Objective: [6] The growth of development of green urban development plans and pilot green urban	▪ Cumulative lifetime project CO_2 emission reductions resulting from pilot projects and	▪ 0	▪ 91.1 [7]	▪ Project final report as well as annual surveys of energy consumption & GHG	The recent drop in oil prices does not reduce stakeholder urgency of green city development.

[6] Objective (Atlas output) monitored quarterly ERBM and annually in APR/PIR

[7] This is the direct emission reductions from investments made during the course of the 5-year Project, and extrapolated over the lifetime of these investments.

development initiatives related to energy efficiency and sustainable transport in small and medium cities in Belarus	technical assistance by EOP, ktonnes CO_2. ▪ Cumulative direct energy savings (TJ) from Project investments in sustainable transport and energy efficiency measures by EOP ▪ % of persons in green cities who are either aware of or have benefitted from green initiatives from the Project at EOP.	▪ 0 ▪ 0	▪ 112.2 [8] ▪ 50 [9]	reduction estimates from Project investments APRs and PIRs	
Outcome 1:[10] **Green urban development plans successfully developed and adopted**	• Number of enhanced national policies and regulations in the area of public lighting and urban transportation that have been reviewed and approved by EOP	• 0 • 0	• 4[11] 3[12]	• Official documentation on policies and regulations • Reports on workshop proceedings Policy circulars and advisories	Continued government support for enhancing current legal framework as well as regulations, standards and codes towards GUD

[8] 19.6 TJ from Component 2 investments, 6.4 TJ from Output 3.2 investment, and 86.2 TJ from Output 3.3 investment

[9] This should include persons who are aware of or have used sustainable transport in Polotsk or Novopolotsk, and are aware of or have benefitted from EE initiatives in Novogrudok. The EOP target of 50% will be measured as a survey near the EOP date with the impact of measuring the human impact of the Project

[10] *All outcomes monitored annually in the APR/PIR.*

[11] This includes two national policies and two sets of regulations on sustainable urban transport and EE public lighting

[12] For pilot cities of Polotsk, Novopolotsk and Novogrudok.

	• Number of officially approved green urban development plans in Project cities by EOP				
Outcome 2: Successful pilots on sustainable urban transport completed in Novopolotsk and Polotsk	• Kilometers of private car travel displaced from modal switches to public transport by EOP • Average number of minutes of reduced bus journey time through sustainable urban transport measures in Novopolotsk and Polotsk • Number of persons using improved public transport services during Year 5	• 0 • 0 • 0	• 4.3 million [13] • 10[14] • 75,000 [15]	• Completed feasibility studies • Awareness raising campaign assessments and feedback from participants M&E reports on pilot project usage and energy saved	• State funds are available to finance these capital intensive projects.
Outcome 3: Successful pilots on energy efficiency completed in Novogrudok	• GJ saved on LEDs installed for street lighting and public areas (indoor and outdoor), as well as	• 0	• 21,423	• Feasibility studies • Replication plans	State funds are available to finance these energy efficiency measures

[13] To be done as a survey, the details of which are provided under Output 2.7 in Para 79. The target was estimated as 250 cars not traveling some 26 km/day during 220 days per year over a 3-year period during the Project.

[14] To be done as a survey and based on Route No. 5 to and from Polotsk and the Naftan Refinery where dedicated bus lanes and synchronized traffic lighting have reduced corridor journey times. Details of activities to design the survey are provided under Output 2.7

[15] Based on TEEMP analysis of an estimated 55.75 million passengers using the system during Year 5. This would translate into 152,700 person-trips on average each day or approximately 75,000 persons using the improved public transport systems (if they make 2 person-trips daily)

	new control gear and EMIS by EOP Lifetime GJ saved from EE measures on municipal laundry by EOP	0	• 215,605 [16]	M&E reports on energy saved through the use of EE lighting in Novogrudok	
Outcome 4: Growth in green city development in Belarus	• Number of completed or updated SEAPs and/or GUDPs by EOP • Number of officers in government who are dedicated to the promotion of urban low carbon growth to Belarusian cities by EOP • Number of hits on national website for promoting GUD by EOP	• 2 [17] • 0 0	• 13 [18] • 8 10,000	• Municipal SEAP reports • Municipal green urban development planning reports Reports from the Green Cities of Belarus	Continued government support and availability of state funds for scale-up of GUD in other municipalities

[16] Based on 10 years of service life from laundry equipment (see Table II-10)

[17] Includes completed SEAPs for Polotsk and Novogrudok which need to be updated towards the EOP

[18] Includes SEAP for Novogrudok, Novopolotsk, an updated SEAP for Polotsk, 10 new SEAPs for 10 additional municipalities

ToR Annex B: Project Information Package to be reviewed by TE team

1.Project Identification Form (PIF)
2.UNDP-GEF Project Document with all annexes;
3.CEO Endorsement Request
4.Project Inception Report
5. Mid-Term Review report and management response to MTR recommendations6.All Project Implementation Reports (PIR's)
7.Progress reports (annual with associated workplans and financial reports)
8.Minutes of Project Board Minutes
9.GEF Tracking Tools (from CEO Endorsement, midterm and terminal stages)
10.Financial data, including actual expenditures by project outcome, including management costs, and including documentation of any budget revisions
11.Co-financing data with expected and actual contributions broken down by institutions
12.Logs (Monitoring Logs, Offline Risk Logs, Lessons Learned Logs and Offline Issues Logs)
13.CDRs
14.Electronic copies of project outputs (booklets, manuals, technical reports, articles, etc.)
15.Sample of project communications materials
16.Summary list of formal meetings, workshops, etc. held, with data, location, topic and number of participants
17.Any relevant socio-economic monitoring data, such as average incomes / employment levels of stakeholders in the target area
18.List of contracts and procurement items over US$5,000 (i.e. organizations or companies contracted for project outputs
19.List of related projects/initiatives contributing to project objectives
20.Data on relevant project website activity – e.g. number of unique visitors per month, number of page views, etc. over relevant time period
21.UNDP Country Programme Document (CDP)
22.List/Maps of project sites
23.List and contact details for project staff, key project stakeholders, including Project Board members, RTA, Project team members, and other partners to be consulted
24.Project deliverables that provide documentary evidence of achievement towards project outcomes.

and other documents requested by TE Evaluation Team.

ToR ANNEX C: Content of the TE report

i. Title page
   - Title of UNDP-supported GEF-financed project
   - UNDP PIMS ID and GEF ID
   - TE timeframe and date of final TE report
   - Region and countries included in the project
   - GEF Focal Area/Strategic Program
   - Executing Agency, Implementing partner and other project partners
   - TE Team members

ii. Acknowledgements

iii. Table of Contents

iv. Acronyms and Abbreviations

1. Executive Summary (3-4 pages)
   - Project Information Table
   - Project Description (brief)
   - Evaluation Ratings Table
   - Concise summary of findings, conclusions and lessons learned
   - Recommendations summary table
2. Introduction (2-3 pages)
   - Purpose and objective of the TE
   - Scope
   - Methodology
   - Data Collection & Analysis
   - Ethics
   - Limitations to the evaluation
   - Structure of the TE report
3. Project Description (3-5 pages)
   - Project start and duration, including milestones
   - Development context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope
   - Problems that the project sought to address, threats and barriers targeted
   - Immediate and development objectives of the project
   - Expected results
   - Main stakeholders: summary list
   - Theory of Change
4. Findings

   (in addition to a descriptive assessment, all criteria marked with (*) must be given a rating19)

   4.1 Project Design/Formulation
   - Analysis of Results Framework: project logic and strategy, indicators
   - Assumptions and Risks
   - Lessons from other relevant projects (e.g. same focal area) incorporated into project design
   - Planned stakeholder participation

[19] See ToR Annex F for rating scales.

- Linkages between project and other interventions within the sector

4.1 Project Implementation

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance
- Monitoring & Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)
- UNDP implementation/oversight (*) and Implementing Partner execution (*), overall project implementation/execution (*), coordination, and operational issues
- Risk Management, including Social and Environmental Standards (Safeguards)

4.2 Project Results and Impacts

- Progress towards objective and expected outcomes (*)
- Relevance (*)
- Effectiveness (*)
- Efficiency (*)
- Overall Outcome (*)
- Sustainability: financial (*), socio-economic (*), institutional framework and governance (*), environmental (*), and overall likelihood (*)
- Country ownership
- Gender equality and women's empowerment
- Cross-cutting Issues
- GEF Additionality
- Catalytic/Replication Effect
- Progress to Impact

5. Main Findings, Conclusions, Recommendations & Lessons
   - Main Findings
   - Conclusions
   - Recommendations
   - Lessons Learned
6. Annexes
   - TE ToR (excluding ToR annexes)
   - TE Mission itinerary, including summary of field visits
   - List of persons interviewed
   - List of documents reviewed
   - Evaluation Question Matrix (evaluation criteria with key questions, indicators, sources of data, and methodology)
   - Questionnaire used and summary of results
   - Co-financing tables (if not include in body of report)
   - TE Rating scales
   - Signed Evaluation Consultant Agreement form
   - Signed UNEG Code of Conduct form
   - Signed TE Report Clearance form
   - *Annexed in a separate file*: TE Audit Trail
   - *Annexed in a separate file:* relevant terminal GEF/LDCF/SCCF Core Indicators or Tracking Tools, as applicable

ToR ANNEX D: Evaluation Criteria Matrix template

Evaluative Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF Focal area, and to the environment and development priorities a the local, regional and national level?			
(include evaluative questions)	*(i.e. relationships established, level of coherence between project design and implementation approach, specific activities conducted, quality of risk mitigation strategies, etc.)*	*(i.e. project documentation, national policies or strategies, websites, project staff, project partners, data collected throughout the TE mission, etc.)*	*(i.e. document analysis, data analysis, interviews with project staff, interviews with stakeholders, etc.)*
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?			
Sustainability: To what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?			
Gender equality and women's empowerment: How did the project contribute to gender equality and women's empowerment?			
Impact: Are there indications that the project has contributed to, or enabled progress toward reduced environmental stress and/or improved ecological status? Did situation with COVID affected the way of implementing green urban development activities? Does the strategic approach proposed by the green development suitable to combat with epidemic?			

ToR ANNEX E: UNEG Code of Conduct for Evaluators

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals and targets: utility, credibility,

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Evaluator: _____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at ____APARICIO MOURELO, ANGEL CARLOS (FIRMA) 28/05/2021_____ (Place) on _____ (Date)

Signature: _____

impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

ToR ANNEX F: TE Rating Scales

Ratings for Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight, Execution, Relevance	Sustainability ratings:
6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings 5 = Satisfactory (S): meets expectations and/or no or minor shortcomings 4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings 3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings 2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings 1 = Highly Unsatisfactory (HU): severe shortcomings Unable to Assess (U/A): available information does not allow an assessment	4 = Likely (L): negligible risks to sustainability 3 = Moderately Likely (ML): moderate risks to sustainability 2 = Moderately Unlikely (MU): significant risks to sustainability 1 = Unlikely (U): severe risks to sustainability Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability

"Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus"

TOR ANNEX G: TE Report Clearance Form

Terminal Evaluation Report for *(Project Title & UNDP PIMS ID)* **Reviewed and Cleared By:**

Commissioning Unit (M&E Focal Point)

Name: _____

Signature: _____ Date: _____

Regional Technical Advisor (Nature, Climate and Energy)

Name: _____

Signature: _____ Date: _____

"Belarus: Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus"

ToR Annex H: TE Audit Trail

To the comments received on *(date)* **from the Terminal Evaluation of** *(project name) (UNDP Project PIMS #)*

The following comments were provided to the draft TE report; they are referenced by institution/organization (do not include the commentator's name) and track change comment number ("#" column):

Institution/ Organization	#	Para No./ comment location	Comment/Feedback on the draft TE report	TE team response and actions taken

UNDP Programme Officer

Name: Igar Tchoulba

Signature: Igar Tchoulba

Annex 2: Evaluation Question Matrix

Evaluative criteria	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
GEF focal area objectives (CCM:2 – Promote Market Transformation for Energy-Efficiency in Building and Industrial Sectors and "CCM:4 – Promote energy-efficient low carbon transport and urban systems). - Plans, policies & regulations adopted by cities - Plans, policies & regulations adopted by national government - SUT and energy-saving investments - GHG emission and energy savings	GHG emissions at project level Energy savings at project level Project investment at project level Co-financing investment	GEF TT, PIR, Annual PR, Project team interview. Cities: SUT investments GHG estimates, if available (PMU) PM Local officials Project reports including indicators	Desk review, interviews
Local objectives: Commitments linked to the Covenant of Mayors Polotsk & Novopolotsk: SEAP 2014-2020 (GHG reduction: 20% of 2012 baseline). GUDPs, ISUMP Novogrudok: SEAP, GUDP	GHG emissions at city level Energy savings at city level Project investment at city level Co-financing investment at city level	PM Polotsk, Novopolotsk and Novogrudok municipalities Changes in Local Master Plans Polotsk, Novopolotsk and Novogrudok reports to Covenant of Mayors	Interview on GUDP and SEAP to local officials Interview to PM
National objectives as stated in the National Strategy of Sustainable Development (NSSD-2030) (linked to outcome 1).	How has the project contributed to the implementation of NSSD-2030, precisely? Are there any lines in the national budget associated to any of these changes?	PM NPD, MENRP MENRP Ministry of Economy Ministry of Finance Ministry of Transport or Transtechnika MoAC IRUP Progress reports of the various national strategies.	Desk review, interviews
UNDP Country objectives (CPD 2016-2020): (a) strengthening effective governance systems that are inclusive, responsive and accountable; (b) pursuing a green growth trajectory based on the principles of	Local officials receiving training. Participatory processes within the project	UNDP CO PM	Interviews

Evaluative criteria	Indicators	Sources	Methodology
inclusion; and (c) ensuring universal access to basic services for vulnerable groups	Technical tools successfully transferred. Public transport availability and quality for vulnerable groups		
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
Project objective (CO2 reduction, TT)	Direct CO2 emission reductions/ direct energy savings	PM, PIR, TT	Verification of estimates
Outcome 1.	Approval of GUDPs Modification in local Master Plans as a result of the project	PIR, PM Executive committees of Polotsk, Novopolotsk and Novogrudok	Interviews
Outcome 1	Feasiblity studies provided by the project in each city and city's response to them	PM Executive committees of Polotsk, Novopolotsk and Novogrudok Copies of feasibility studies Official decisions of feasibility studies	Desk review, interviews
Outcome 1 Changes in key national plans and regulations due to the project, notably: (1) National strategy of sustainable development – 2035. (2) Law on road traffic. (3) Technical document of Building Regulations SN 4.3.01.08 "Planning and development of settlements". (4) Technical documents of Building Regulations SN 4.3.01.09 "Town-planning projects of general, detailed and special planning". (5) Building Code TKP 45-3.03-227-2010 "Streets of settlements. Construction Design Standards".	Identification of the changes in these national documents due to project's contributions. Are there any lines in the national budget associated to any of these changes?	PM NPD, MENRP MENRP Ministry of Economy Ministry of Finance Ministry of Transport or Transtechnika MoAC IRUP Progress reports of the various national strategies.	Desk review, interviews

Evaluative criteria	Indicators	Sources	Methodology
(6) Methodological recommendations on Development of Green Urban Development Plan (GUDP). (7) 7th National Comm to UNFCCC 2019. (8) Draft second NDC (if available). (9) National Energy Conservation Programme 2021-20250.			
Outcome 2	Key mobility changes between mobility surveys conducted in 2018 and 2020 (Novopolotsk and Polotsk) Three PRF indicators related to Outcome 2.	PM, Project regional coordinator for NP and Polotsk Executive committees of Novopolotsk and Polotsk Municipal budget lines to finance actions included in the feasibility studies Technical estimates of PRF indicators	Desk review Interviews
Outcome 3	2 PRF indicators related to Outcome 3	PM, Project regional coordinator for Novogrudok Executive committee of Novogrudok Municipal budget lines to finance actions included in the feasibility studies Technical estimates of PRF indicators	Desk review Interviews
Outcome 4	Approval of SEAPs and GUDPs delivered by the project to other cities. Actions implemented and investment mobilized by SEAPs and GUDPs	PM Executive committees of the participating cities MNREP	Desk review Interviews.
Outcome 4	Participants in training events (local civil servants, national civil servants, local decision makers, national decision makers, NGOs, others)	PM Project communication consultant (2017-2021)	Desk review Interviews

Evaluative criteria	Indicators	Sources	Methodology
	Positions in local and national governments mainly dedicated to the implementation of GUDPs and SEAPs Project's website hits (monthly, since website opens). Pieces of news in TV, radio, newspapers Articles in technical and scientific journals Social media (channels, number of entries, number of followers)		
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
Budget compliance	% of budget compliance, per year and per outcome Key contracts (technical assistance and procurement)	UNDP CO, Project AFA Review of annual statements of expenditure.	Desk review Interviews
Adaptive management	Identification of key changes in project workplan and budget Delays in contract signature. Delays in contractors' deliveries	PM, NPD, AFA, Project Procurement Specialist ProDoc PB minutes MTE report PIRs	Desk review Interviews
Clear norms and standards identified	Availability of norms and standards	PM, AFA, Project Procurement Specialist UNDP CO Programme Analyst	Desk review Interviews
Decision-making & direction	Delays in key project implementation decisions	UNDP CO management UNDP CO Programme Analyst	Interviews PIR

Evaluative criteria	Indicators	Sources	Methodology
	Quality of strategic direction (NPD, PB)	PM, NPD Executive Committees of Novopolotsk, Polotsk, Novogrudok PSB minutes, PIRs	
Partnerships with key partners	Cofinancing Satisfaction of partners covering 3 dimensions: (1) clear identification of shared objectives; (2) dedication of resources; (3) achievement of expectations.	UNDP CO management UNDP CO Programme Analyst PM Executive Committees of Novopolotsk, Polotsk, Novogrudok NPD Other key project partners (as identified by PM) Annual letters reporting on co-financing	Interviews On-line survey Interviews Desk review
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
ProDoc risks: (1) stakeholders not providing information	Actual materialization of risk. Actual implementation of mitigation measures Actual impact on project	PM UNDP CO Programme Analyst NPD Executive Committees of Novopolotsk, Polotsk, Novogrudok MTE, PIRs	Interviews, desk review
ProDoc risks: (2) financing of demonstration and replication projects	Id.	Id.	Interviews, desk review
ProDoc risks: (3) technical risk (lack of capacities at government level)	Id.	Id.	Interviews, desk review
ProDoc risks: (4) lack of priority due to low oil prices	Id.	Id.	Interviews, desk review
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress or improved governance?			
Environment: Enabling progress to climate change mitigation	National GHG inventory	UNDP country office Project stakeholders	Interviews
Environment: Enabling progress to air quality	Air quality in Novopolotsk, Polotsk	UNDP country office Project stakeholders	Interviews

Evaluative criteria	Indicators	Sources	Methodology
Gender: Women's mobility; access to jobs; safety and security in public spaces Integration of gender considerations in plans and policies	Qualitative assessment	UNDP country office Project stakeholders	Interviews
Governance: Progress in participatory, fact-based decision making	Qualitative assessment	UNDP country office Project stakeholders	Interviews
Urban mobility: quality, affordability, social inclusion	Qualitative assessment	UNDP country office Project stakeholders	Interviews
Energy efficiency: social inclusion, affordability	Qualitative assessment	UNDP country office Project stakeholders	Interviews
Technical capacities: professionals, government officials, academia…	Qualitative assessment	UNDP country office Project stakeholders	Interviews
Cultural: Individual mobility behaviour, car-dependence, sound energy consumption	Qualitative assessment	UNDP country office Project stakeholders	Interviews
Any other relevant impacts?	Qualitative assessment	UNDP country office Project stakeholders	Interviews

Annex 3: Questionnaire used and summary of results

0. Describe your personal experience with this project (5 minutes max). Describe your personal experience with this project: which are the key events in which you have participated, the main stakeholders you worked with, the main challenges and successes. If you were not personally involved at some of these stages, just state what you consider that happened there, based on what your colleagues or stakeholders told you, or just move to the next stage.

- The project design stage (until ProDoc signature date, 30/10/2015).
- The project kick-off stage (until inception workshop, 6/7/2017).
- The project consolidation stage (until beginning MTR, Jan 2019)
- The MTR process and recommendations. Did you participate in any MTR activities? (Jan-Apr 2019).
- The project final stage (April 2019- now). Focus on recent developments, particularly those not documented yet.

1. Relevance. Which policy objectives do you think the GUD project has contributed to, and how? Focus on those objectives relevant for your organization; these could be GEF objectives (to increase green urban development policies and investments, and to decrease GHG emissions from mobility and energy sectors) or UNDP Belarus Country Programme Document objectives:

- Priority area 1: Stronger systems of inclusive and responsive governance (promoting the role of civil society in… national and local policies and programmes; improve public service delivery);
- Priority area 2: Shift… to energy efficiency and green growth while maintaining inclusive and sustainable social policies ("UNDP will assist in applying the principles of green economy and gender-sensitive green urban development by … improving energy efficiency standards…").
- Priority area 3: Institutions are strengthened to progressively deliver universal access to basic services, with a focus on vulnerable groups. (Support capacity development of state institutions, local authorities, academia, private sector and civil society).

Consider also local (city-wide) objectives (social, environmental and economic objectives, as stated in local master plans, SEAPs, SUMPs or other policy documents) and national objectives, as stated in the National Sustainable Socio-Economic Development Strategy 2030, National Urban Planning Policy 2016-2020, National Green Economy Action Plan (2016), Belarus First INDC (2016)…, in the areas of urban development, climate change mitigation, transport, energy efficiency and others.

2. Efficiency. Review of project management and governance

Project Management and decision-making. How efficient has the project been in terms of resources and time in these areas?

- PMU internal activities.
- PMU: contracting and supervision of consultants and contractors.
- PMU: follow-up and mobilisation of project co-financing.
- Project Board: Decision-making, strategic guidance, liaise with local, regional (where relevant) and national governments.
- National Project Director: decision-making, strategic guidance, liaise with local, regional and national governments.
- Key stakeholders' contributions (co-financing, information provision, decision-making)

Project risk matrix review. Four main risks are identified in the ProDoc: (1) stakeholders not providing information; (2) financing of demonstration and replication projects; (3) lack of technical capacities at government level; (4) lack of priority given to energy-efficiency due to low oil prices.

Four additional risks were identified at the inception workshop (July 2017): (1) slow adoption of new standards; (2) weak inter-agency interaction; (3) unavailability of sustainable funding of GUD planning; (4) tight implementation schedule.

And four additional risks mention in MTE report, all related to an insufficient focus on activities that will strategically facilitate long-term change. (1) risk that the project does not achieve enough of the needed change in policy/ legislation; (2) risk that the project does not impact the urban planning process in Belarus; (3) risk that the plans being prepared are in practice not of high quality; (4) risk that initiatives in the plans cannot get financed; (5) risk that the demos are either not realized or do not have good quality or adequate GHG ERs.

- Identify the main risks the project has successfully dealt with, and any relevant action you are aware of to mitigate these risks)
- Identify the main risks the project could not successfully deal with. Could anything have been done differently to mitigate these risks?

3. Effectiveness. Review of project outcomes and outputs based on PRF

- In which project outcomes and outputs were you involved?
- For each output (or the main ones) you were involved in:
    - Review the achievement of the relevant indicators' targets for each output.
    - How effective has been the project in the delivery of each output?
    - How would you define the quality of the deliverables within each output?
    - Have the outputs been accepted and used by the stakeholders, target groups and final beneficiaries?

To what extent has each output contributed to the achievement of the outcome it was related to? Which were the major factors influencing the achievement or non-achievement of these outcomes?

4. Sustainability: **Sustainability and replication issues.**

- Which are the strongest project outputs/outcomes, more likely to be sustained? Which outputs/outcomes are more likely to be replicated? (Consider the local, regional, and national levels).
- What has the project done to facilitate replication?
- Which stakeholders (technical, political, economic, social) may become champions to sustain and replicate the project legacy?
- Which are the main barriers for project sustainability and replication?

5. Project impacts: gender and vulnerable groups

- Data collection: Which of the data collection activities have explicitly differentiated by gender? And by other key social traits (income, disabilities, age…)?
- Design and implementation of activities. Please, identify those project activities that were designed and implemented taking explicitly into consideration gender (or other vulnerable groups') aspects.
- Identify impacts of the project benefiting women and other vulnerable social groups (in the areas of mobility, access to jobs or facilities, safety, security, public space practice…).
- Any other comments on the gender dimensions of the project.

6. Other project impacts

Please, identify the main achievements and impacts of the project in the following areas:

- Environment: Enabling policies on climate change mitigation.
- Environment: Enabling policies on air quality.
- Governance: More participatory decision-making processes at the local and national levels
- Governance: Decision making better based upon factual evidence, data and information, in the areas of urban development, mobility, energy efficiency.
- Urban mobility: Improvements in terms of quality, affordability, social inclusion.
- Energy efficiency: improvements in terms of energy consumption, energy costs.

- Technical capacities: Identify the main groups that have improved their technical capacities: public transport operators, traffic police, local government officials, national government officials, NGOs, academia…
- Cultural: Changes in awareness, acceptance and support to sustainable policies in the areas of mobility (refraining from car-dependence) and energy efficiency (energy consumption, choice of efficient electric appliances…).
- Any other relevant impacts?

Annex 4: Rating Scales

Ratings for Progress Towards Results: (one rating for each outcome and for the objective)		
6	Highly Satisfactory (HS)	The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as "good practice".
5	Satisfactory (S)	The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.
4	Moderately Satisfactory (MS)	The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.
3	Moderately Unsatisfactory (HU)	The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.
2	Unsatisfactory (U)	The objective/outcome is expected not to achieve most of its end-of-project targets.
1	Highly Unsatisfactory (HU)	The objective/outcome has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets.

Ratings for Project Implementation & Adaptive Management: (one overall rating)		
6	Highly Satisfactory (HS)	Implementation of all seven components – management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as "good practice".
5	Satisfactory (S)	Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.
4	Moderately Satisfactory (MS)	Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action.
3	Moderately Unsatisfactory (MU)	Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action.
2	Unsatisfactory (U)	Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.
1	Highly Unsatisfactory (HU)	Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management.

Ratings for Sustainability: (one overall rating)		
4	Likely (L)	Negligible risks to sustainability, with key outcomes on track to be achieved by the project's closure and expected to continue into the foreseeable future
3	Moderately Likely (ML)	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review
2	Moderately Unlikely (MU)	Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
1	Unlikely (U)	Severe risks that project outcomes as well as key outputs will not be sustained

Annex 5: TE mission itinerary

The mission itinerary presented here was implemented by the national TE consultant, as restrictions imposed by the COVID-19 pandemic prevented the international TE consultant to travel to Belarus.

Polotsk-Novopolotsk

Day, time	Activity	Participants	Location
8 July 09:45	Arrival to Polotsk	Ulad Vialichka, National Consultant	---
8 July 10:00 - 11:00	Interviews with local stakeholders	Vladimir Chernevich, Director of Autopark 2, Polotsk Ulad Vialichka, National Consultant	Polotsk, Stroitelnaya street 1
8 July 11:00 - 12:30	Interviews at Executive Committee	Sergei Leichenko, 1st deputee chair of Polotsk Executive Committee Ulad Vialichka, National Consultant	Polotsk, Tolstoi street 6
8 July 12:30 - 13:30	Interviews at Executive Committee	Marina Muranova, specialist of department of communal services of Polotsk city administration, member of the GUDP commission Ulad Vialichka, National Consultant	Polotsk, Tolstoi street 6
8 July 14:00 - 15:00	Interviews at Executive Committee	Vitaliy Kontorov, Ekaterina Razhanets, Traffic police of Polotsk (MIA) Ulad Vialichka, National Consultant	Polotsk, Tolstoi street 6
8 July 15:30 - 16:30	Interviews with local stakeholders	Alexandr Yarmats, Information partner in Polotsk and Novopolotsk, Chief editor of local news portal Gorod 214 Ulad Vialichka, National Consultant	Novopolotsk, Molodezhnaya street 5
8 July 16:30 - 19:00	Direct observation of the project demonstrations and installments in Polotsk and Novopolotsk	Anastasia Pachkovskaya, regional project coordiniator on Polotsk and Novopolotsk Ulad Vialichka, National Consultant	Polotsk, Novopolotsk
9 July 07:45	Arrival to Novopolotsk	Ulad Vialichka, National Consultant	---
9 July 08:00-09:00	Interviews at Executive Committee	Albert Shakel, Deputy Head of Novopolotsk Executive Committee Ulad Vialichka, National Consultant	Novopolotsk, Molodezhnaya street 74
9 July 09:00-10:00	Interviews at Executive Committee	Sergei Shamrilo, Head of the Department of Communal Services of Novopolotsk Executive Committee Ulad Vialichka, National Consultant	Novopolotsk, Molodezhnaya street 74
9 July 10:00-11:00	Interviews at Executive Committee	Ivan Rashcninski, Director of Autobus Park #6 in Novopolotsk, also elected member of local council of deputies Ulad Vialichka, National Consultant	Novopolotsk, Molodezhnaya street 74
9 July 11:00-12:00	Interviews with local stakeholders	Aleksandr Medel, deputy chair of NGO VERSTA (bicycle users) Ulad Vialichka, National Consultant	Novopolotsk, Molodezhnaya street 74
9 July 12:30-13.30	Interviews with local stakeholders	Leonid Kulazhenko, Deputy director of housing maintenance and repair organization Ulad Vialichka, National Consultant	Novopolotsk, Molodezhnaya street 102a
9 July, 14:00-15:00	Interviews with local stakeholders	Nikolai Bliznev, former officer of Polotsk traffic police and later – Bus operator in Polotsk Ulad Vialichka, National Consultant	Polotsk, Tolstoi street 6
9 July 15:30	Return to Minsk	Ulad Vialichka, National Consultant	

Novogrudok, 22 July 2021

Day, time	Activity	Participants	Location
22 July 07:45	Arrival to Novogrudok	Ulad Vialichka, National Consultant	---
22 July 08:00 - 09:00	Interviews at Executive Committee	Nikolai Baranovski, Director of the State Enterprise of Communal Service of Novogrudok Ulad Vialichka, National Consultant	Novogrudok, Kotovski street 20
22 July 10:15 – 12:00	Interviews at Executive Committee	Elena Perko, head of economy department of Novogrudok Executive Committee Ulad Vialichka, National Consultant	Novogrudok, Mitskevich street 11
22 July 12:15 – 13:15	Interviews at Executive Committee	Aleksandr Kaliuk, former head of communal services department of Novogrudok Executive Committee Ulad Vialichka, National Consultant	Novogrudok, Mitskevich street 9a
22 July 13.30 – 13.45	Direct observation of installed street lightening	Ulad Vialichka, National Consultant	Novogrudok, Mitskevich street
22 July 14.00 – 15:00	Interview with chair of homeowners' association. Direct observation of installed equipment	Sergei Shumski, chair of 2 associations in 2 separate buildings Ulad Vialichka, National Consultant	Novogrudok, Karski street 22, 24
22 July 15:30	Return to Minsk	Ulad Vialichka	

Annex 6: List of persons interviewed

(NC: interview made by national consultant; IC: interview made by international consultant; NA: interviewee not responded to the invitation or declined to be interviewed).

#	Interviewee	Date	Comments
1	Igar Tchoulba (UNDP. Programme Analyst)	24/06/2021	IC
2	Natallia Labaznova (UNDP. former AFA)	22/06/2021	IC
3	Iryna Usava (UNDP. Project Manager)	23/06/2021	IC
4	Alena Kuzmenkova (UNDP. Project AFA)	23/06/2021	IC
5	John O'Brien (UNDP Regional Office. RTA)	28/06/2021	IC
6	Vera Sysoyeva (UNDP. GUD consultant)	24/06/2021	IC
7	Ivan Filiutsich (UNDP. EE consultant)	25/06/2021	IC
8	Pavel Astapenia (UNDP. ST consultant)	28/06/2021	IC
9	Ruslan Khilkevich, (UNDP. Former commun. specialist)	28/06/2021	NC
10	Olga Lelykova (UNDP. Communication specialist)	28/06/2021	NC
11	Yuliya Vaskova (UNDP. Procurement specialist)	23/06/2021	IC
12	Anastasiya Pachkouskaya (UNDP. Polotsk & Novop. reg. coordinator)	02/07/2021	IC
13	Viktoria Hryb (UNDP. Novogrudok regional coordinator)	15/07/2021	IC
14	Roland Wong (Prodoc designer)	21/06/2021	IC
15	Eugenia Katsigris (MTR international consultant)	25/06/2021	IC
16	Tim Crawshaw (Prodoc. Designer of pilots)	22/06/2021	IC
17	Frank M. Wefering (GREENMAN-PEDERSEN INC, SUT int. consultant)	NA	IC
18	Vicente Iborra (International consultant, GUD)	02/08/2021	IC
19	Mikhail Stepura (MLA+SPB, design of 3 model neighborhood plans)	06/08/2021	IC
20	Aliaksandr Haroshka (MoNREP. Current National Project Director)	08/07/2021	IC/NC
21	Lukina Larisa (MoNREP)	08/07/2021	IC/NC
22	Pilipchuk Andrey Stepanovich (Former contact person for the project at MoNREP)	06/07/2021	NC
23	Natallia Inchina (MoNREP. Current focal point. Head of the Department for Regulation of Impacts on the Air, Climate Change and Expertise)	08/07/2021	IC/NC
24	Olga Veramey (MoAC)	23/07/2021	NC
25	Andrei Minenkov (DEE)	18/08/2021	IC
26	Alena Sinilo (MoE)	23/07/2021	NC
27	Sergei Leichenko (Municipality of Polotsk)	08/07/2021	NC
28	Marina Muranova (Polotsk. Housing and communal services)	08/07/2021	NC
29	Dmitri Kyksenok (Formerly at Polotsk traffic police department)	08/07/2021	NC
30	Vladimir Chernevich (Polotsk, public transport provider)	08/07/2021	NC
31	Nikolai Bliznev (Polotsk, former traffic police and now PT operator)	09/07/2021	NC
32	Albert A. Shakel (Novopolotsk. Deputy chairman of Exec. Committee)	09/07/2021	NC
33	Sergei Shamrilo (Novopolotsk. Housing and communal services)	09/07/2021	NC
34	Ivan Rashchinski (Novopolotsk public transport provider)	09/07/2021	NC
35	Leonid Kulazhenko (Novopolotsk, Deputy director of housing maintenance and repair organisation)	09/07/2021	NC
36	Alexandr Yarmats, Information partner in Polotsk/Novopolotsk, Chief editor of local news portal Gorod 214 (Novopolotsk infopartner)	09/07/2021	NC
37	Aleksandr Medel, Deputy chair of NGO VERSTA (Novopolotsk)	09/07/2021	NC

#	Interviewee	Date	Comments
38	Nikolai Baranovskii (Novogrudok. Housing and communal services)	22/07/2021	NC
39	Elena Selevich (Novogrudok. Executive Committee)	22/07/2021	NC
40	Aleksander Kaliuk (Novogrudok. Executive Committee)	22/07/2021	NC
41	Sergei Shumski, (Novogrudok partner NGO: Head of 2 House Cooperatives where smart metering was installed)	22/07/2021	NC
42	Dmitri Navoi (MoIA, traffic police)	15/07/2021	NC
43	Igar Pankov (Belarusian Union of Transport Workers)	06/07/2021	NC
44	Aleksandr Hizhnyak (BelNIIP, Director)	25/08/2021	NC
45	Ivan Shchadranok (Interakcia, CoM's East project)	07/07/2021	NC
46	Natallia Andreenko (Ecopartnership, CoM's STRONG project)	NA	
47	Pavel Harbunou (Ecoidea, Minsk Cycling Project)	14/07/2021	IC
44	Oleg Bazarevich (Belarus National Technical University)	NA	
45	Irina Pyl (Green finance expert)	07/07/2021	IC
46	Marina Falaleeva (SECAP adaptation expert)	06/08/2021	IC
47	Vladimir Rak (Project expert for the development of an action plan for sustainable energy development)	07/07/2021	NC
48	Polina Vardevanian (Project Expert on Green Urban Development)	06/07/2021	NC
49	Kristina Gaučė (Int consultant on sustainable urban mobility)	12/08/2021	IC
50	Marina Kucherova (Consultant. Engineer for implementation of pilots)	NA	
	Nikolay Yakubouski (Brest)	NA	NC
	Vladimir Zuew (Baranovichy)	02/08/2021	NC
	Olga Sudzikovskaya (Mstislavl)	NA	NC
	Kozlov Vitalii (Pruzhany)	05/08/2021	NC
	Sergei Kolesnev (Slavgorod)	NA	NC
	Natallia Sidorova (Korma)	06/08/2021	NC
	Tatiana Pushkova (Gorodok)	NA	NC
	Elena Kazyra (Zelva)	02/08/2021	NC
	Irina Prudnikova (Krichev)	NA	NC
	Aleksandr Medel (Versta Cycling association)	22/07/2021	NC

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Annex 7: List of documents reviewed

#	Document Name	Availa-bility	Comments
1	PIF	X	
2	UNDP Project Document	X	
3	CEO Endorsement Document and Annexes	X	
4	Project Inception Report	X	
5	Project Implementation Reports (PIRs)	X	
6	Quarterly progress reports	0	
7	Audit reports	0	(1)
8	GEF Tracking Tools at CEO endorsement, midterm and terminal evaluations	X	(2)
9	Mid-term Evaluation report	X	
10	MTE: Management's response	X	
11	UNDP country programme document(s)	X	
12	Minutes of the Project Board Meetings	X	
13	Project site location maps	X	
14	Polotsk-Novopolotsk ISUMP	X	
15	Polotsk GUDP	X	
16	Novopolotsk GUDP	X	
17	Novogrudok GUDP	X	
18	Polotsk SECAP	X	
19	Novopolotsk SECAP	X	
20	Motslavl SECAP	X	
21	Pruzhany SECAP	X	
22	Slavgorod SECAP	X	
23	SymbioCity project Brest	X	
24	Korma GUDP	X	
25	Zelva GUDP	X	
26	Gorodok GUDP	X	
27	Krychau GUDP	X	
28	Model neighborhood planning Polotsk	X	
29	Model neighborhood planning Novopolotsk	X	
30	Model neighborhood planning Novogrudok	X	
31	Ex-ante mobility surveys in Polotsk and Novopolotsk (2018)	X	
32	Ex-post mobility surveys in Polotsk and Novopolotsk (2020)	0	
33	List of main contractors (over USD 5,000)	X	
34	Budgetary expenses	X	
35	Summary of training events	0	
36	Summary of main communication events	0	
37	Technical and research publications	0	
38	South-South cooperation activities	0	
39	Local resolutions on adoption of GUDPs or other plans	X	
40	LOA between UNDP and MNREP	0	

(1) This project was not audited.

(2) GEF TT does not include final project values of core indicators.

Annex 8: Signed UNEG Code of Conduct form

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Name of Consultant:
Ángel Aparicio

Signed in *Madrid* on *23 June 2021*

Signature: _____

Name of Consultant:
Ulad Vialichka

Signed in *Minsk* on *23 June 2021*

Signature: _____

Annex 9: Signed TE report clearance form

(To be completed by the Commissioning Unit and UNDP-GEF RTA)

Midterm Review Report Reviewed and Cleared By:

Commissioning Unit

Name: Igar Tchoulba, UNDP Programme Officer

Signature: Igar Tchoulba Date: 04-Oct-2021

UNDP-GEF Regional Technical Advisor

Name: John O'Brien, Regional Technical Advisor

Signature: John O'Brien Date: 04-Oct-2021

Annex 10: GEF Tracking Tool

Tracking Tool for Climate Change Mitigation Projects (For Terminal Evaluation)

Special Notes: reporting on lifetime emissions avoided

Lifetime direct GHG emissions avoided: Lifetime direct GHG emissions avoided are the emissions reductions attributable to the investments made **during the project's supervised implementation period** , totaled over the respective lifetime of the investments.
Lifetime direct post-project emissions avoided: Lifetime direct post-project emissions avoided are the emissions reductions attributable to the investments made outside the project's supervised implementation period, but supported by financial facilities put in place by the GEF project, totaled over the respective lifetime of the investments. These financial facilities will still be operational after the project ends, such as partial credit guarantee facilities, risk mitigation facilities, or revolving funds.
Lifetime indirect GHG emissions avoided (top-down and bottom-up): indirect emissions reductions are those attributable to the long-term outcomes of the GEF activities that remove barriers, such as capacity building, innovation, catalytic action for replication.
Please refer to the Manual for Calculating GHG Benefits of GEF Projects.

Manual for Energy Efficiency and Renewable Energy Projects
Manual for Transportation Projects

For LULUCF projects, the definitions of "lifetime direct and indirect" apply. Lifetime length is defined to be 20 years, unless a different number of years is deemed appropriate. For emission or removal factors (tonnes of CO2eq per hectare per year), use IPCC defaults or country specific factors.

General Data	Results at Terminal Evaluation	Notes
Project Title	Supporting Green Urban Development in Small and Medium-Sized Cities in Belarus (BGUD)	
GEF ID	5372	
Agency Project ID	4198	
Country	Belarus	
Region	ECA	
GEF Agency	UNDP	
Date of Council/CEO Approval	January 26, 2015	Month DD, YYYY (e.g., May 12, 2010)
GEF Grant (US$)	3.091.000	
Date of submission of the tracking tool	June 16, 2021	Month DD, YYYY (e.g., May 12, 2010)
Is the project consistent with the priorities identified in National Communications, Technology Needs Assessment, or other Enabling Activities under the UNFCCC?	1	Yes = 1, No = 0
Is the project linked to carbon finance?	0	Yes = 1, No = 0
Cumulative cofinancing realized (US$)	11.618.931	
Cumulative additional resources mobilized (US$)	20.000	additional resources means beyond the cofinancing committed at CEO endorsement

Objective 1: Transfer of Innovative Technologies		
Please specify the type of enabling environment created for technology transfer through this project		
National innovation and technology transfer policy	0	Yes = 1, No = 0
Innovation and technology centre and network	0	Yes = 1, No = 0
Applied R&D support	0	Yes = 1, No = 0
South-South technology cooperation	0	Yes = 1, No = 0
North-South technology cooperation	1	Yes = 1, No = 0
Intellectual property rights (IPR)	0	Yes = 1, No = 0
Information dissemination	1	Yes = 1, No = 0
Institutional and technical capacity building	1	Yes = 1, No = 0
Other (please specify)		
Number of innovative technologies demonstrated or deployed	3	
Please specify three key technologies for demonstration or deployment		
Area of technology 1	Energy_Efficiency	
Type of technology 1		specify type of technology
Area of technology 2	Energy_Efficiency	
Type of technology 2		specify type of technology
Area of technology 3	Transport_Urban	
Type of technology 3		specify type of technology
Status of technology demonstration/deployment	2	0: no suitable technologies are in place 1: technologies have been identified and assessed 2: technologies have been demonstrated on a pilot basis 3: technologies have been deployed 4: technologies have been diffused widely with investments 5: technologies have reached market potential
Lifetime direct GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime direct post-project GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (bottom-up)		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (top-down)		tonnes CO2eq (see Special Notes above)

GEF Climate Change Mitigation Tracking Tool Version: 1.0 1

Objective 2: Energy Efficiency		
Please specify if the project targets any of the following areas		
Lighting	1	Yes = 1, No = 0
Appliances (white goods)	1	Yes = 1, No = 0
Equipment	1	Yes = 1, No = 0
Cook stoves		Yes = 1, No = 0
Existing building		Yes = 1, No = 0
New building		Yes = 1, No = 0
Industrial processes		Yes = 1, No = 0
Synergy with phase-out of ozone depleting substances		Yes = 1, No = 0
Other (please specify)		
Policy and regulatory framework	2	0: not an objective/component 1: no policy/regulation/strategy in place 2: policy/regulation/strategy discussed and proposed 3: policy/regulation/strategy proposed but not adopted 4: policy/regulation/strategy adopted but not enforced 5: policy/regulation/strategy enforced
Establishment of financial facilities (e.g., credit lines, risk guarantees, revolving funds)	2	0: not an objective/component 1: no facility in place 2: facilities discussed and proposed 3: facilities proposed but not operationalized/funded 4: facilities operationalized/funded but have no demand 5: facilities operationalized/funded and have sufficient demand
Capacity building	3	0: not an objective/component 1: no capacity built 2: information disseminated/awareness raised 3: training delivered 4: institutional/human capacity strengthened 5: institutional/human capacity utilized and sustained
Lifetime energy saved		MJ (Million Joule, IEA unit converter: http://www.iea.org/stats/unit.asp) Fuel savings should be converted to energy savings by using the net calorific value of the specific fuel. End-use electricity savings should be converted to energy savings by using the conversion factor for the specific supply and distribution system. These energy savings are [illegible]
Lifetime direct GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime direct post-project GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (bottom-up)		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (top-down)		tonnes CO2eq (see Special Notes above)

Objective 3: Renewable Energy		
Please specify if the project includes any of the following areas		
Heat/thermal energy production		Yes = 1, No = 0
On-grid electricity production		Yes = 1, No = 0
Off-grid electricity production		Yes = 1, No = 0
Policy and regulatory framework		0: not an objective/component 1: no policy/regulation/strategy in place 2: policy/regulation/strategy discussed and proposed 3: policy/regulation/strategy proposed but not adopted 4: policy/regulation/strategy adopted but not enforced 5: policy/regulation/strategy enforced
Establishment of financial facilities (e.g., credit lines, risk guarantees, revolving funds)		0: not an objective/component 1: no facility in place 2: facilities discussed and proposed 3: facilities proposed but not operationalized/funded 4: facilities operationalized/funded but have no demand 5: facilities operationalized/funded and have sufficient demand
Capacity building		0: not an objective/component 1: no capacity built 2: information disseminated/awareness raised 3: training delivered 4: institutional/human capacity strengthened 5: institutional/human capacity utilized and sustained
Installed capacity per technology directly resulting from the project		
Wind		MW
Biomass		MW el (for electricity production)
Biomass		MW th (for thermal energy production)
Geothermal		MW el (for electricity production)
Geothermal		MW th (for thermal energy production)
Hydro		MW
Photovoltaic (solar lighting included)		MW
Solar thermal heat (heating, water, cooling, process)		MW th (for thermal energy production, $1m^2$ = 0.7kW)
Solar thermal power		MW el (for electricity production)
Marine power (wave, tidal, marine current, osmotic, ocean thermal)		MW
Lifetime energy production per technology directly resulting from the project (IEA unit converter: http://www.iea.org/stats/unit.asp)		
Wind		MWh
Biomass		MWh el (for electricity production)
Biomass		MWh th (for thermal energy production)
Geothermal		MWh el (for electricity production)
Geothermal		MWh th (for thermal energy production)
Hydro		MWh
Photovoltaic (solar lighting included)		MWh
Solar thermal heat (heating, water, cooling, process)		MWh th (for thermal energy production)
Solar thermal power		MWh el (for electricity production)
Marine energy (wave, tidal, marine current, osmotic, ocean thermal)		MWh
Lifetime direct GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime direct post-project GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (bottom-up)		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (top-down)		tonnes CO2eq (see Special Notes above)

Objective 4: Transport and Urban Systems		
Please specify if the project targets any of the following areas		
Bus rapid transit		Yes = 1, No = 0
Other mass transit (e.g., light rail, heavy rail, water or other mass transit; excluding regular bus or minibus)		Yes = 1, No = 0
Logistics management	1	Yes = 1, No = 0
Transport efficiency (e.g., vehicle, fuel, network efficiency)	1	Yes = 1, No = 0
Non-motorized transport (NMT)	1	Yes = 1, No = 0
Travel demand management	1	Yes = 1, No = 0
Comprehensive transport initiatives (Involving the coordination of multiple strategies from different transportation sub-sectors)	1	Yes = 1, No = 0
Sustainable urban initiatives	1	Yes = 1, No = 0
Policy and regulatory framework	2	0: not an objective/component 1: no policy/regulation/strategy in place 2: policy/regulation/strategy discussed and proposed 3: policy/regulation/strategy proposed but not adopted 4: policy/regulation/strategy adopted but not enforced 5: policy/regulation/strategy enforced
Establishment of financial facilities (e.g., credit lines, risk guarantees, revolving funds)		0: not an objective/component 1: no facility in place 2: facilities discussed and proposed 3: facilities proposed but not operationalized/funded 4: facilities operationalized/funded but have no demand 5: facilities operationalized/funded and have sufficient demand
Capacity building	3	0: not an objective/component 1: no capacity built 2: information disseminated/awareness raised 3: training delivered 4: institutional/human capacity strengthened 5: institutional/human capacity utilized and sustained
Length of public rapid transit (PRT)		km
Length of non-motorized transport (NMT)		km
Number of lower GHG emission vehicles		
Number of people benefiting from the improved transport and urban systems		
Lifetime direct GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime direct post-project GHG emissions avoided		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (bottom-up)		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emissions avoided (top-down)		tonnes CO2eq (see Special Notes above)

Objective 5: LULUCF		
Area of activity directly resulting from the project		
Conservation and enhancement of carbon in forests, including agroforestry		ha
Conservation and enhancement of carbon in nonforest lands, including peat land		ha
Avoided deforestation and forest degradation		ha
Afforestation/reforestation		ha
Good management practices developed and adopted		0: not an objective/component 1: no action 2: developing prescriptions for sustainable management 3: development of national standards for certification 4: some of area in project certified 5: over 80% of area in project certified
Carbon stock monitoring system established		0: not an objective/component 1: no action 2: mapping of forests and other land areas 3: compilation and analysis of carbon stock information 4: implementation of science based inventory/monitoring system 5: monitoring information database publicly available
Lifetime direct GHG emission avoided		tonnes CO2eq (see Special Notes above)
Lifetime indirect GHG emission avoided		tonnes CO2eq (see Special Notes above)
Lifetime direct carbon sequestration		tonnes CO2eq (see Special Notes above)
Lifetime indirect carbon sequestration		tonnes CO2eq (see Special Notes above)

Objective 6: Enabling Activities		
Please specify the number of Enabling Activities for the project (for a multiple country project, please put the number of countries/assessments)		
National Communication		
Technology Needs Assessment		
Nationally Appropriate Mitigation Actions		
Other		
Does the project include Measurement, Reporting and Verification (MRV) activities?		Yes = 1, No = 0

Annex 11: Terminal Evaluation Audit Trail

#	Author	Location	Comment /Feedback	TE team response
1	John O'Brien. Regional Advisor	Exec. Sum & sections 4.2, 4.3	Reorder and merge conclusions and recommendations or reorder conclusions logically and establish clear links between conclusions and recommendations.	Conclusions are reordered, addressing (1) design and implementation, (2) management, (3) replication and follow-up. Each recommendation has now the same number of the conclusion it is related to.
2	MoNREP	Exec. Sum., project description, p.8 (also p.12)	Clarification on the statements that no additional energy efficiency measures have been taken by the cities (some examples follow).	Statement clarified as follows: "…no additional transport or energy efficiency measures have been taken by the pilot cities providing GHG savings during the project lifetime". Note that he actions mentioned in the comment have not provided energy of GHG savings by now.
3	Ksenia Litsiankova, Integration, Monitoring and Evaluation Assistant	p. 9, Conclusion #2.	Needs clarification whether it refers to the whole PMU or consultants/experts working on the project activities.	Text added to clarify that it refers to the PMU positions on GDY and sustainable transport.
4	Iryna Usava, Project Manager	p. 9, Conclusion #2.	It is a very controversial statement as international expertise has been used within the implementation of the Components 1, 2 and 3 of the Project. We have to balance between the best practices and general context in the country (mentality, availability of specialists for the exploitation, acceptability by public, coordination of the national, regional and local levels and etc.).	Conclusion revised to focus on the need for adequate expertise to push forward ambitious pilots including disruptive measures to achieve the pilot's core targets.
5	Vera Sysoyeva (PMU, GUD consultant)	p. 9, Conclusion #2.	In contrast with developing countries Belarus has established and comprehensive environmental and municipal governance, that makes direct embedding of the best international practice unacceptable. In their turn Belarusian experts can deliver examples of the best practises from local context and own knowledge of the state-of-art approaches. Cooperation of local and international experts was needed to produce locally tailored solutions and to adopt international recommendations	Conclusion revised. Note that the combination chosen by the project was not fully able to push forward ambitious pilots including disruptive measures to achieve the pilot's core targets.
6	John O'Brien. Regional Advisor	p. 9, Conclusion #2.	It would be good to be more specific about whose mixed views you are referring to.	Conclusion revised. Note however that the confidentiality of the informants needs to be respected.

#	Author	Location	Comment /Feedback	TE team response
7	MoNREP	p.9. Conclusion #3	Unfortunately, we didn't manage to involve the Ministry of Architecture and Construction and BELNIIP as a structural unit of the Ministry of Architecture and Construction in active work, although the Ministry of Natural Resources made significant efforts and invited them to participate in the project boards and consultations on the project. One of the problems: constant change of the employees of the responsible department. As part of the strategic environmental assessment, it is possible to further promote the principles of green urban development in urban development projects.	The issue of constant changes of staff at MoAC is now mentioned in section 3.1.5, p.32 and in conclusion #3. The potential of the MoNREP to promote GUD principles through the strategic environmental assessment process is now mentioned in section 3.1.5, p.32.
8	John O'Brien. Regional Advisor	p. 9, Conclusion #3.	The recommendation is that UNDP CO management should be more involved in lobbying for policy/regulatory change. Please reframe as a recommendation.	Recommendation #3 addresses this.
9	MoNREP	p.9. Conclusions #4 and #5 (now c.#4)	Two factors led to missing the CO2 reduction targets: (1) ambitious goals and (2) the complexity of calculating the reduction of CO2 emissions. It is necessary to check once again the calculations of the indicators for the reduction of CO2 emissions.	There is not much evidence of the relevance of both factors. The ProDoc (annexes 3 and 4) provided detailed information on the assumptions necessary to reach the targets, which do not seem too ambitious (e.g 250 car commuters changing to PT). The ProDoc also provided guidance on how to monitor pilots in components 2 and 3.
10	Iryna Usava, Project Manager	p. 9, Conclusion #4 (now c.#5).	Proposal: to add explanations why it is hard to achieve: (1) high expectation of CO2 emissions from transport in ProDoc; (2) decrease of public transport; (3) implemented pilot with laundry by Novogrudok municipality (with 78% of the energy savings goal; most of low cost measures with high numbers on energy savings are implemented, currently most of activities are more expensive with low numbers of energy savings).	See response to similar comment from MoNREP above. This issue is discussed in section 3.3.3, p.48 and a reference to such section is made here.
11	John O'Brien. Regional Advisor	p. 9, Conclusion #4 (now c.#5).	What is the recommendation. I would say it is that adaptive management needs to be undertaken earlier in a project's lifetime to bring it back on track. I suggest you state the CO2 and energy saving target.	This is addressed as recommendation #4. GHG and energy saving targets added as a footnote.
12	Iryna Usava, Project Manager	p. 9, Conclusion #5 (now c.#5).	The conclusion also needs to be discussed. The explanations from the experts are needed why activities foreseen is ProDoc are not sufficient and what actions could be sufficient from the experts' point.	A mention to the relevant sections of the report is included here; (See sections 2.7, 3.1.3, and 3.3.1, p.24, 29 and 46).

#	Author	Location	Comment /Feedback	TE team response
13	Iryna Usava, Project Manager	p. 9, Conclusion #6 (now c.#6).	Additional explanations are needed from the experts and examples, what is expected from the Project. The women's focus group was analyzed both in surveys and in the course of green planning, based on the detailed recommendations of the project "Integration of a gender focus in the environmental sector in Belarus"	Mention added to the section addressing these efforts (3.2). Text is added, stating what was expected: explicit considerations in key documents (GUDPs, feasibility studies, ISUMP) on how measures had been designed in accordance with the gender/social information gathered, and which effects would be expected
14	Vera Sysoyeva (PMU, GUD consultant)	p. 9, Conclusion #6.	Gender dimension was addressed in the amount relevant to the Project objectives. The GUDP of each city takes into account gender specifics of the settlement and proposes a range of gender sensitive city activities. Research and public survey used gender optics as well as project design proposals incorporated the most recent solutions which promoted gender mainstreaming	See response above.
15	John O'Brien. Regional Advisor	p. 9, Conclusion #6 (now c.#6).	What is the recommendation associated with this conclusion? Is it that gender action plans and environmental safeguards management frameworks need to be much stronger?	Addressed in recommendation #6, which suggests integrating the gender dimension within ToR for consultants, when there is no Gender Action Plan, as was the case in this project.
16	Ksenia Litsiankova, Integration, Monitoring and Evaluation Assistant	p. 10, Conclusion #6: …in spite of its efforts to address this, the project failed to advance gender and social equity challenges.	To make sure these efforts are described later in the document.	Reference to the relevant section of the report (3.2) added.
17	MoNREP	p.9. Conclusion #7 (now c.#12)	The experience of pilot projects is currently being studied. The cities of Belarus are already adopting the experience of Polotsk and Novopolotsk. Expectations are too high: it takes time for decisions already made to become a habit, until all decisions are made by residents, it takes time to evaluate the benefits of decisions made. And in the future - to take on additional obligations to cities and set new goals. The main thing is not to rush, but to take into account the decision-making and moods in the urban community as harmoniously as possible.	The conclusion now stresses the relevance of future replication and the need for sustained governmental support in the future.
18	MoNREP	p.9, conclusion #8 (now c.#2)	Agree that it is necessary to continue to work towards promoting sustainable urban mobility, to involve additional international and national experts, taking into account the experience and lessons learned in coordinating the decisions of the Green Cities Project	These points are kept in the new wording of c.#2.

#	Author	Location	Comment /Feedback	TE team response
19	John O'Brien. Regional Advisor	p. 9, Conclusion #8 (now c.#2).	The recommendation here is surely that the project did not use international consultants effectively and in particular there was no long term dedicated international CTA. This is a lesson learned for many projects but especially this one.	Addressed in recommendation #2.
20	MoNREP	p.9, conclusion #9 (now c.#7)	At the national level, a working group on urban issues has not been created, however, issues of regional development are discussed separately, separate sub-items of state programs are being developed. Thus, within the framework of the second national plan for a green economy, several separate sections are devoted to green cities and the topic of mobility. Therefore, in the future, intersectoral cooperation at the national level will be established. The experience of discussions within the Project Management Committee has shown the constructiveness and importance of such cooperation.	A footnote to this conclusion is added stating that "the MoNREP expects intersectoral cooperation to be strengthened in the future, for example in the framework of the second national plan for a green economy".
21	John O'Brien. Regional Advisor	p. 9, Conclusion #9 (now c.#7).	What is the recommendation? Projects should establish working groups at the national level also – not only at the local level. Since the MENR was implementing partner for this	Addressed in recommendation #7.
22	MoNREP	p.9, conclusion #10 (now c.#11)	The measurement, verification and reporting system is now being developed separately as part of another project. Experience shows how difficult it is to work with the selection of pilot projects and the development of methods. The experience of the Green Cities Project and the experience of Novogrudok in modernizing street lighting is planned to be studied within the framework of the MRV project. Calculations from transport are much more complicated in comparison with energy efficiency and require additional study. Within the framework of one project, it is impossible to expect the implementation of solutions and an MRV system.	Text has been added to make it clear that MRV in the project (output 1.5) was intended to cover only progress in the pilots (components 2 and 3), and not a comprehensive MRV system.
23	Iryna Usava, Project Manager	p. 10, Conclusion #10. (now c.#11)	Creation of the MRV system is not foreseen in the ProDoc, only assessment and collection of data. The establishment of the MRV system for transport is time consuming (around 3 years), expensive, needs specialists and CO2 reduction from transport is quite low in comparison with CO2 reduction from landfills, energy efficiency projects and etc.	Text revised to state that the ProDoc envisaged MRV to cover only pilots (components 2 and 3) and to refer to the report section discussing this (3.1.2).
24	MoNREP	p.9, conclusion #12 (now c.#10)	Information about the project is sufficiently presented in the media, both at the national and local levels.	The conclusion has been revised.

#	Author	Location	Comment /Feedback	TE team response
25	MoNREP	p.9, conclusion #14 (now c.#12)	Please, clarify what reforms the experts refer to.	The conclusion makes now refer to the key document: the feasibility study on PT, which included changes in PT routes and frequencies control of marshrutkas, and vehicle emissions, among others.
26	Iryna Usava, Project Manager	p. 10, Conclusion #14 (now c#13)	Disagree. The Project has a communication strategy. Supporting documents are enclosed.	Text revised, based on the contents of the document received.
27	John O'Brien. Regional Advisor	p. 9, Conclusion #15 (now c.#4).	So, what is the recommendation to fix this? More focus on securing co-financing early on and hiring staff with the right skills for this is a clear lesson learned. Early focus on raising co-financing.	Addressed in recommendation #4.
28	John O'Brien. Regional Advisor	p. 11. Lessons learned.	What about the lesson the early adaptive management is necessary? What is the lesson learned about leveraging cofinancing.	Added as lesson #6.
29	John O'Brien. Regional Advisor	p. 11. Recommendations.	This whole section should be integrated with the conclusions as there is a lot of repetition here.	Conclusions and recommendations have been aligned and share the same number for easy reference. Following the TE Guidance, conclusions and recommendations are presented in different subsections.
30	Iryna Usava, Project Manager	p. 11, Recommendation 1 (now r.#5)	It's not clear what is expected from the Project manager. During the final seminar, which is planned for the 16th of September, all international consultants contributed to the project will be involved and we will discuss the results of the Project.	Text revised. Recommendation is addressed to the UNDP CO and refers to future GHG mitigation projects.
31	John O'Brien. Regional Advisor	p. 12. Former recommendation #8. (Networking)	This is a new recommendation. But how will UNDP CO do this with no funding given. For discussion.	This recommendation was deleted. Rec. #7 includes a signed declaration, which could facilitate follow-up.
32	Iryna Usava, Project Manager	p. 21, section 2.6. There is no evidence of participatory procedures in the preparation of the various plans (GUDPs, SECAPs, SUMPs) by the project.	What kind of evidence are expected from the experts? We made several rounds of interviews, collect proposals in shopping centers, participating in city events to collect ideas and mapping of the problems, involve portal gorod214 for collection of ideas.	Text revised to state that these activities were carried out. The issue now highlighted is that it was not possible to identify how the participatory activities influenced the project's actions. It is that kind of evidence which is missing.

#	Author	Location	Comment /Feedback	TE team response
33	Vera Sysoyeva (PMU, GUD consultant)	p. 21, section 2.6. "Low involvement of local stakeholders"	This statement does not correspond with the performed planning activities. Residents as well as shop owners had access to local coordinators in each city, and could address project team directly, as it had occurred with Gromy case in Polotsk. Communication channels included chats, media channels and municipal feedback services. Online and offline surveys served as broad scope instruments. Working meetings and round tables in world-café format were organised with participation of citizens of different age, position and gender.	Text revised. See comment above.
34	Iryna Usava, Project Manager	p.26. Section 3.1.1	It's beyond of the Project control, especially taking into account the political and finance situation in the country.	Sentence added to state that the implementation of actions on financing was beyond the project's control.
35	Iryna Usava, Project Manager	p.29. Section 3.1.2	It's clearly explained in the ProDoc (which cities should be included in the estimate of project's beneficiaries)	The language in the ProDoc was ambiguous, and it could also include replicating cities. After MTR, it was clear it referred only to the 3 pilot cities. As this section refers to the design stage, it is good to mention this issue.
36	Vera Sysoyeva (PMU, GUD consultant)	p. 32, section 3.1.7. "integration of gender considerations"	Gender aspect was sufficiently considered according to the planned objectives. The project itself was merely focused on gender issues due to the topic specifics here in Belarus. See p.11. The comprehensive research and proposals were developed within the project "Integration of a gender focus in the environmental sector in Belarus". It is advised to consider new project tasks taking into account current pressure on civil society institutions in Belarus and limited possibilities to exercise recently performed NGOs functions. There were consultations with Antonina Yelistratova, UNDP Social Inclusion Coordinator and gender expert …, who adjusted initial communication recommendations on inclusion gender issues in the project. There are reports on surveys conducted in 2018 and 2021 with gender specific data analysed	GUDPs, ISUMP and other documents provide little information on gender issues (perhaps gender analysis from surveys was not adequately reported in the plans and translated into actions), and there is no explicit narrative on how the actions included in the plans have integrated or are addressing gender issues. Note that these plans were prepared before the 2020 political crisis.
37	Ksenia Litsiankova, Integration, Monitoring and Evaluation Assistant	p. 43, "those measures"	Meaning COVID & lockdown measures?	Yes. Text has been revised

#	Author	Location	Comment /Feedback	TE team response
38	Vera Sysoyeva (PMU, GUD consultant)	p.50, section 3.3.4 "project management" on "model districts"	Disagree with the statement. The three Concepts of Urban transformation fully meet and exceed the Output 1.3. "… Provision of designs for a model residential area that meets the principles and norms of green urban development that will promote new approaches to spatial planning in Belarus and abroad" (see ProDoc p. 36). ProDoc does not say about physical implementation of the design. Reasonable management had allowed to develop case studies in 3 different urban typologies with great value for less money. The design proposals integrate GUD with the existing legal and regulatory framework with the help of Project's recommendations on formulating planning regulations for investment sites. The implementation prospects face no barriers. The results achieved serve as valuable replication source as study and descriptive material.	Text revised to state that "although formally aligned with the description in ProDoc's output 1.3 do not provide sufficient guidance for their implementation".
39	Vera Sysoyeva (PMU, GUD consultant)	p.53, section 3.3.8 "mobility data"	Besides mobility survey there have been other gender sensitive studies done, as well as gender mainstreaming was incorporated in GUDP and transformation concepts	See response above on gender.
40	Vera Sysoyeva (PMU, GUD consultant)	p. 56, Evaluation question 2: … The project failed to properly identify and execute its potential contributions to gender equality, the empowerment of women and a human rights-based approach.	Agree, but as stated in the report it was not covered in the ProDoc from the start. So, it is hard to say that project "failed", as there was no such clear goal initially.	Text revised, to include mention to the ProDoc, and wording changed.
41	Ángel Aparicio. TE consultant	Co-financing figures	Co-financing figures need to include the last information provided by the municipality of Novopolotsk for year 2020.	Figures revised

Annex 12: Overview of Project Components and PRF Indicators

- Component 1: Development and adoption of green urban development plans (GUDPs). These plans will be based on the demonstration activities under outcomes 2 (sustainable urban mobility) and 3 (energy efficiency). The key outputs will be the GUDPs for the three cities and a best practice guide for urban planning in Belarus. It also includes the identification the integration of GUD with the exiting legal and regulatory framework in Belarus.
- Component 2: Development of pilots on sustainable urban transport in Novopolotsk and Polotsk. The completion of the pilots is based on (1) the preparation of an integrated sustainable urban mobility plan (ISUMP) including both cities, (2) a feasibility study for a cycling network and implementation of some cycling facilities, (3) concrete strategic interventions (which initially include traffic signal synchronization along one corridor in each city, improvement of one junction near the airport area in Polotsk, bus priority lanes and integration of buses, marshrutkas and bicycles, and improvement in public transport services, including bus stops) and (4) investments in the cycling network, public transport services and infrastructure and traffic light synchronization (as a way to speed up bus services on those corridors). The corridor served by bus route #5 is identified as a likely choice for these actions.
- Component 3: Development of pilots on energy efficiency in Novogrudok. The pilots initially envisaged refer to the use of LEDs for public lighting and common areas and the modernization of the municipal laundry (the latter subsequently replaced by a pilot of smart metering systems in residential buildings, as the municipal laundry was modernized before the project could start).
- Component 4: Replication mechanisms for green urban development in Belarus (some replication outputs are also provided in component 3- for public lighting). This includes new or updated SEAPs for the participating cities, SEAPS of GUDPs in another 10 municipalities and an institutional mechanism for coordinating green urban development activities in Belarus.

The Project Results Framework in the ProDoc included the following indicators[37]:

Indicators related to the project objective:

- Cumulative direct and indirect CO2 emission reductions resulting from project interventions, and technical assistance to municipalities for SUT functional and detailed engineering plans by EOP, tons CO2 (the savings contributions from each project intervention are presented in ProDoc, Table 12, with total direct emissions of 91.1 kt CO2e during the project's lifetime).
- Cumulative direct energy savings from project investments (EOP target: 112.2 TJ).
- Beneficiaries: Percentage of persons in green cities that are aware or have benefited from the project's initiatives (EOP target: 50%).

Indicators related to Outcome 1 (Green urban development plans successfully developed and adopted):

- Number of enhanced national policies and regulations in the area of public lighting and urban transportation that have been reviewed and approved by EOP (EOP target: 4).
- Number of officially approved green urban development plans in Project cities by EOP (EOP target: 3).

Indicators related to Outcome 2: Successful pilots on sustainable urban transport completed in Novopolotsk and Polotsk.

- Kilometers of private car travel displaced from modal switches to public transport by EOP (EOP target: 4.3 million, estimated as 250 cars not traveling some 26 km/day during 220 days per year over a 3-year period during the Project).

[37] The MTR report recommended changes in Some indicators, however, there is no evidence of approval of the modifications of the PRF by the Project Board, and PIRs keep referring to the original indicators and targets..

- Average number of minutes of reduced bus journey time through sustainable urban transport measures in Novopolotsk and Polotsk (EOP target: 10 minutes, based on bus route No. 5).
- Number of persons using improved public transport services during Year 5 (EOP target: 75,000 persons per day in year 5 or 55.75 million of passengers per year in the whole PT system).

Indicators related to Outcome 3: Successful pilots on energy efficiency completed in Novogrudok:

- GJ saved on LEDs installed for street lighting and public areas (indoor and outdoor), as well as new control gear and EMIS by EOP (EOP target: 21,423 GJ).
- Lifetime GJ saved from EE measures on municipal laundry by EOP (EOP target: 215,605 GJ assuming a service life of 10 years) (EOP target: 215,605 GJ).

Indicators related to Outcome 4: Growth in green city development in Belarus:

- Number of completed or updated SEAPs and/or GUDPs by EOP. (EOP target: 13, including SEAPs in the three pilot cities plus 10 additional municipalities).
- Number of officers in government who are dedicated to the promotion of urban low carbon growth to Belarusian cities by EOP. (EOP target: 8 officers).
- Number of hits on national website for promoting GUD by EOP (EOP target: 10,000).