



Global  
Green Growth  
Institute

GGGI's Green City Strategies

# Evaluation Approach Paper

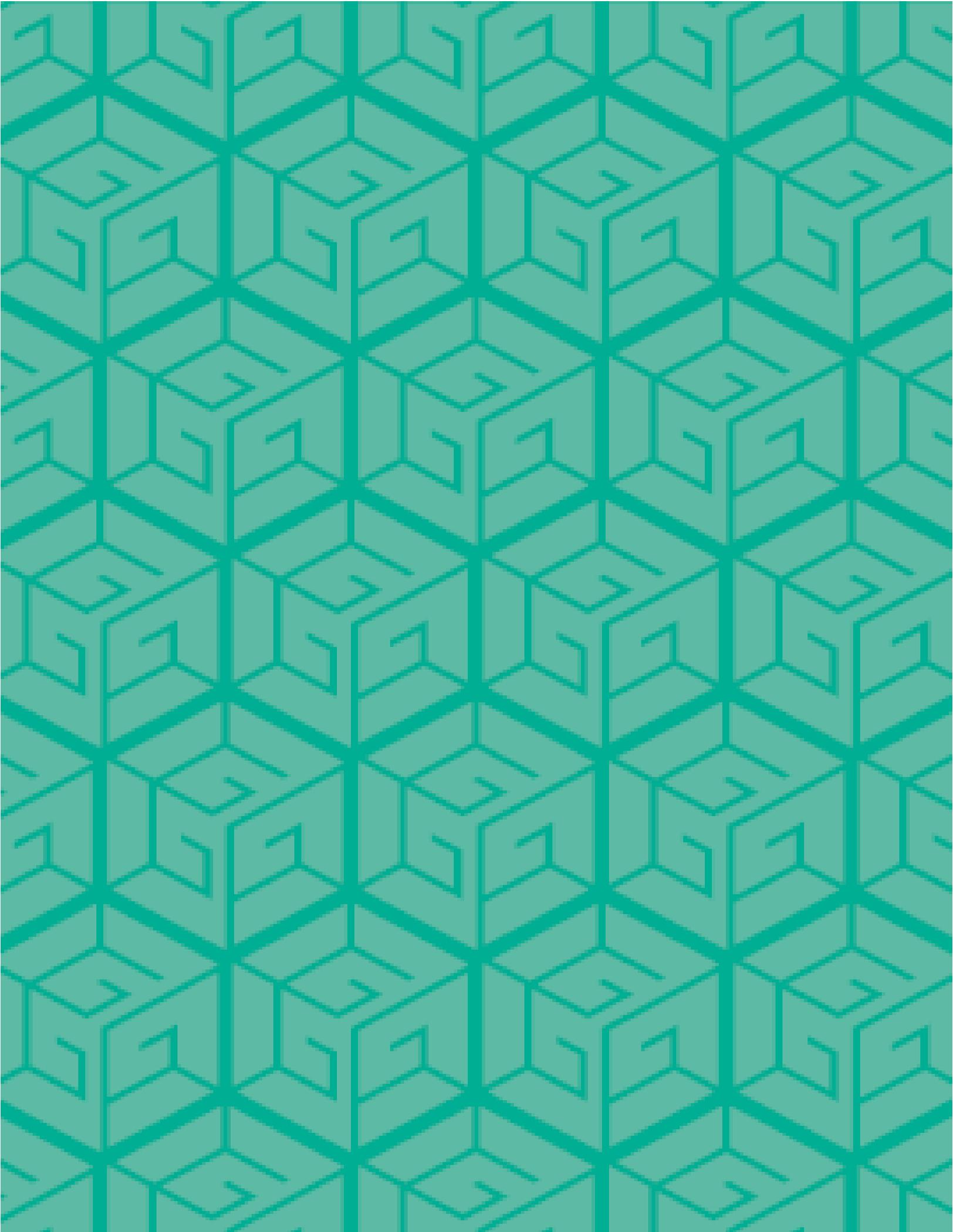
Overview of the program area and proposed evaluation design, methodology and workplan

Impact and Evaluation Unit, Operations Enabling Division, GGGI

August 2018



GGGI in Rwanda: developing implementation roadmaps for green urbanization in secondary cities



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## Executive summary

**Purpose:** In 2018, an evaluation of the impact of green city strategies on urban development policies and financing has been initiated. The main purpose of this Evaluation Approach Paper is to guide and support the independent evaluation team in conducting the evaluation of the green city strategies developed by GGGI in a sample of countries – Cambodia, Rwanda and Senegal.

**Global Context:** In response to key urban challenges faced by partner countries, GGGI's thematic focus on green cities supports an integrated, cross-sectoral and scalable approach that responds to local, national, and global needs and commitments through a green growth approach. GGGI plays a catalytic role through technical advice in sustainable urban planning and linking green investment to green cities implementation. The programming in this area is guided by a Green Cities Thematic Strategy adopted in 2017.

GGGI's priority areas under the green cities theme include (i) mainstreaming and localizing green growth into urban planning and management; (ii) supporting low-carbon, smart and climate resilient cities; (iii) solid waste management particularly focusing on waste-to-resource approaches; and iv) green mobility and non-motorized transport, linked to clean urban transportation, with a direct link to improving air quality.

**Country overviews:** Green City Development has been a key focus of program efforts between 2015 and 2018 with 12 country programs working in this thematic area. As the focus of this evaluation is on GGGI's work to develop green city strategies, a sample of country programs and green city strategies were selected. These strategies include: Green City Strategic Plan for Phnom Penh (GCSP PP) in Cambodia; National Roadmap for Green Secondary City Development in Rwanda ("NR") in Rwanda; and the Green Secondary City Guidelines and Implementation Roadmap (IR) in Senegal.

This paper provides an overview of the urban **context** in each country, GGGI's country program in terms of its evolution and **objectives** followed by a brief description of the main **outputs** under the green city thematic area delivered since inception and the **process** map describing the key steps in the development of the green city strategies in each country and specific outcomes achieved till mid-2018. Also presented is a **preliminary diagnostic** against a set of proposed criteria required to ensure successful implementation of the strategy in terms of concrete changes to urban development policies and increase in green investments in capital and/or secondary cities. A **list of key stakeholders** and **list of program documents** for each country are also provided.

**Evaluation design and workplan:** The overall objective of the evaluation is to examine whether GGGI's work to develop green city strategies in partner countries has translated into concrete changes to urban development policies and increase in green investments in capital and/or secondary cities. The focus of this evaluation is to assess the process of developing a green city strategy to determine the key success factors and areas for improvement which can guide future programming in this area.

GGGI is currently in the process of developing its Work Program and Budget (WPB) 2019-2020 and this evaluation is expected to provide concrete and actionable recommendations to guide programming. In addition, detailed guidelines and planning directions are being developed in 2018 to refine GGGI's approach to programming for green city development. This document is currently under development, and as such the evaluation is welcomed as an input to refine the future approach/strategy.

This paper identifies three Key Evaluation Questions (KEQs), the approach to answer these questions, a detailed methodology and workplan for the evaluation.

### Key Evaluation Questions:

- A. For the sample of green city strategy projects selected, how much progress has been made in creating an enabling environment for green growth in the cities where GGGI is working?
- B. What are the key criteria to ensure the successful implementation of a green city strategy?
- C. As an organization, how is GGGI sharing lessons and learning from the different green city strategy approaches adopted in the selected sample countries to replicate and deliver results rapidly and at scale?

# 1. Introduction

## 1.1 Purpose of this paper

The Impact and Evaluation Unit (IEU) was set up to commission independent evaluations of GGGI's work to support accountability needs and inform program improvements. Under IEU's [Annual Evaluation Workplan](#) for 2018, an evaluation of the impact of green city strategies<sup>1</sup> on urban development policies and financing has been initiated.

In line with GGGI's [Evaluation Policy](#), IEU has developed this Evaluation Approach Paper in close consultation with key stakeholders. The main purpose of this document is to guide and support the independent evaluation team in conducting the evaluation of the green city strategies developed by GGGI in a sample of countries. To this end, the paper provides:

- A description of the green city strategy and related program activities in selected countries; and
- A description of the proposed evaluation approach, including: the key evaluations questions; evaluation approach, methodology and data sources; and implementation arrangements and timeframes for the evaluation.

## 1.2 About GGGI

The Global Green Growth Institute (GGGI) was established in 2012 to support countries to pursue a model of economic development known as “green growth”, which aims to simultaneously promote economic growth, social inclusion and environmental sustainability. To achieve this, GGGI works with partner countries to design and deliver programs that demonstrate practical pathways to achieve green growth.

An Assembly oversees the Institute, with 28 members, a Council which serves as the executive organ of GGGI and the Management and Program Sub-Committee (MPSC) which advises the Council on financial and programmatic matters. GGGI's headquarters are in Seoul, Republic of Korea, with current operations in 27 countries.

GGGI's strategic priorities and directions are laid out in its [Strategic Plan 2015-2020](#), initially approved by the Council in 2014 and most recently updated in 2017. This strategy outlines 6 strategic outcomes (SOs) that the Institute ultimately seeks to contribute to in member countries:

1. Green House Gas (GHG) Emission Reductions
2. Creation of Green Jobs
3. Increased Access to Sustainable Services
  - 3.1. Increased Access to Clean Affordable Energy
  - 3.2. Increased Access to Improved Sanitation
  - 3.3. Increased Access to Sustainable Waste Management
  - 3.4. Increased Access to Sustainable Public Transport
4. Improved Air Quality
5. Adequate Supply of Ecosystem Services Ensured
6. Enhanced adaptation to climate change

These SOs are envisioned to be achieved through activities encapsulated in 3 intermediate outcomes (IOs):

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<sup>1</sup> In the context of this evaluation, the reference to “strategies” includes GGGI's work that has contributed to policy development at the national and municipal level. This includes strategic plans and implementation roadmaps.

- Strengthened national, sub-national, local green growth policy planning, financing and institutional frameworks;
- Increased green investment flows; and
- Improved multi-directional knowledge sharing and learning between countries on green growth.

The Strategic Plan is accompanied by a [Corporate Results Framework \(CRF\)](#), a tool that identifies the indicators and targets required to monitor and gauge the performance of GGGI's progress in delivering the Strategic Plan.

The Strategic Plan also prioritized 4 thematic areas considered key to enabling countries to pursue green growth: sustainable energy, water and sanitation, sustainable landscapes and green cities. Specific thematic strategies guide programming across country programs which were adopted in 2017.

Based on the organization-wide strategies, each country has developed a Country Planning Framework (CPF) to serve as a 5-year in-country delivery strategy that identifies s GGGI's contribution to green growth and sustainable development in partner countries.

These strategies are implemented through a biennial Work Program and Budget (WPB) which the Council approves. This outlines a portfolio of country and global programs, and supporting corporate reforms, to be implemented over a 2-year period. The first WPB period covered [2015-2016](#) and GGGI is currently implementing its second biennial WPB during [2017-2018](#). GGGI is developing the WPB for 2019-2020 and is expecting approval from the Council in October 2018.

Three divisions who work in a complementary and integrated way are responsible for the implementation of country and global programs under the WPB:

- Green Growth Planning and Implementation division (GGPI), which leads the development and implementation of GGGI's in-country green growth programs;
- Investment & Policy Solutions division (IPSD), which designs and delivers specialist products and services to support the development and financing of green growth policies. IPSD operates through two closely integrated work-streams – Green Investment Services and Policy Services which includes thematic specialists across the 4 thematic areas of sustainable energy, water and sanitation, sustainable landscapes and green cities; and
- The Thought Leadership Unit (TL) established in 2017 to encompass knowledge and research functions linking GGGI's programs to cutting-edge leadership in green growth.

GGGI's Office of the Director-General (ODG) and the Operations Enabling Division (OED) manage a range of functions and initiatives in non-programmatic and corporate areas.

More information about GGGI is available at: [www.gggi.org](http://www.gggi.org).

### 1.3 Structure of this paper

IEU has developed this Evaluation Approach Paper to guide and support the independent evaluation team in conducting the evaluation. According to the purpose elaborated in Section 1.1, the structure of the rest of this Evaluation Approach Paper is as follows:

- **Section 2 – Setting the context:** includes an overview of the key urban challenges that relate to GGGI's strategic focus areas; a summary of GGGI's Green City thematic strategy and existing approach; the current portfolio of projects in various countries along with a rationale for selecting the three countries for this evaluation; and a proposed set of criteria required to ensure successful implementation of the strategy in terms of concrete changes to urban development policies and increase in green investments in capital and/or secondary cities.
- **Sections 3 - 5 – Cambodia, Rwanda and Senegal program overviews:** the three specific sections start with a short description of the urban context in the country followed by an overview of GGGI's program; a process map outlining the steps undertaken to develop the respective green city strategies; a preliminary diagnostic

against a set of proposed criteria required to ensure successful implementation of the strategy in terms of concrete changes to urban development policies and increase in green investments in capital and/or secondary cities; and the list of program stakeholders and program documents which can guide the independent evaluation team's data collection exercise when implementing the evaluation.

- **Section 6 – Evaluation design and workplan:** includes a description of the intended purpose and use of the evaluation; key evaluation questions (aligned to the OECD DAC evaluation criteria<sup>2</sup>) and scope; evaluation design and methodology to address the key questions; and proposed evaluation workplan, budget and approach to commission an independent evaluation team. This section also includes the stakeholders involved in implementation, management and oversight of this evaluation and their roles and responsibilities. The proposed communication and engagement activities to ensure evaluation lessons and recommendations are shared with key target audiences has also been included in this section.
- **Annexures:** includes an evaluation design matrix to guide data collection by linking the key evaluation questions to more detailed questions and data sources. Also included is a draft outline of the final evaluation report and the list of program documents to be reviewed during the evaluation.

An important point to note is that the primary aim of the evaluation design, methodology and workplan proposed in this paper is to reduce the amount of up-front effort from of the independent evaluation team during the inception phase of the evaluation. However, the independent evaluation team has discretion to suggest revisions to improve the evaluation design once they have been engaged.

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<sup>2</sup> Relevance, effectiveness, efficiency, sustainability and impact – Pgs 13-14, [Evaluating Development Cooperation: Summary of Key Norms and Standards](#), OECD DAC (2010)

## 2. Green City Development and GGGI

This section includes an overview of the global urban context in terms of the key green growth-related issues in cities; a summary of GGGI's Green City thematic strategy and existing approach; the currently portfolio of projects in various countries along with a rationale for selecting three countries for this evaluation; and a proposed set of criteria required to ensure successful implementation of the strategy in terms of concrete changes to urban development policies and increase in green investments in capital and/or secondary cities.

### 2.1 Key urban challenges

In 2018, cities represent 55% of the world's population and this is expected to increase to 68% by 2050<sup>3</sup>. This represents an additional 2.5 billion people living in urban areas by 2050, with 90% of this population increase occurring in Asia and Africa. Of note, including for GGGI's approach, the fastest-growing urban areas will be cities with fewer than 1 million inhabitants.

Rapid urbanization, coupled by the fact that urban areas generate around 80% of global Gross Domestic Product (GDP)<sup>4</sup>, reinforces our understanding that cities are engines of national, regional and global growth. But this positive contribution cannot obscure the fact that urbanization is creating its own set of problems, which must be urgently addressed. The Fifth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) in 2014 found that urbanization is associated with increases in income, but higher urban incomes are correlated with higher energy use and greenhouse gas (GHG) emissions. Accordingly, the IPCC report found that urban areas account for between 67–76% of global energy use and between 71–76% of global CO<sub>2</sub> emissions. This is compounded by the increased vulnerability of cities to climate change in terms of high risk of mortality and economic losses associated with natural disasters, particularly flooding, droughts/heat waves and cyclones<sup>5</sup>. Presented below is an elaboration of the key urban challenges that relate to GGGI's strategic focus areas:

- **Lack of planning and capacity to implement plans at the local level:** It has been estimated that 65% of SDG targets require the support of local government<sup>6</sup> but cities often have neither the mandate nor the ability to implement transformative urban climate change projects and integrated urban regional planning (encompassing the city's economic hinterland and the ecosystems on which it depends). Furthermore, there is lack of capacity, institutional structures and project development resources to develop non-business as usual / low carbon infrastructure projects.

As capital and larger cities saturate, rural-urban migration is being directed towards smaller cities where the challenges of lack of planning and capacity for implementation are particularly acute. Over the next 50 years one billion more people will be added to Africa's cities with the vast majority of this growth concentrated outside of the capital and largest cities. Likewise in Asia, nearly half of urban residents live in cities of under 500,000 people. A key challenge in addressing the needs of secondary cities lies in support for 'smart'<sup>7</sup> and green urban planning, and management of financial resources. Also critical is the need for emerging cities to develop projects which match scale, need and (financial) capacities.

- **Lack of low carbon, resource efficient and connected cities:** A recent OECD analysis<sup>8</sup> classifies 60% of space in 1,100 cities as low density and recognizes the multi-dimensional aspect of this problem reflecting how

<sup>3</sup> United Nations, Department of Economic and Social Affairs, Population Division (2018). World Urbanization Prospects: The 2018 Revision. Available [online](#).

<sup>4</sup> Seto K.C., S. Dhakal, A. Bigio, H. Blanco, G.C. Delgado, D. Dewar, L. Huang, A. Inaba, A. Kansal, S. Lwasa, J.E. McMahon, D.B. Müller, J. Murakami, H. Nagendra, and A. Ramaswami, 2014: Human Settlements, Infrastructure and Spatial Planning. In: Climate Change 2014: Mitigation of Climate Change. Contribution of Working Group III to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change [Edenhofer, O., R. Pichs-Madruga, Y. Sokona, E. Farahani, S. Kadner, K. Seyboth, A. Adler, I. Baum, S. Brunner, P. Eickemeier, B. Kriemann, J. Savolainen, S. Schlömer, C. von Stechow, T. Zwickel and J.C. Minx (eds.)]. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA. Available [online](#).

<sup>5</sup> World Cities Report 2016, United Nations Human Settlements Programme (UN-Habitat). Available [online](#).

<sup>6</sup> .SSDN (2016) Getting Started with the SDGs in Cities, jointly developed by the Sustainable Development Solutions Network (SDSN) and the German Government, 2016. Available [online](#).

<sup>7</sup> This includes but transcends smart city concepts based upon IT solutions. In a broader sense, a 'smart city' can also include one that is well managed and governed, inclusive, manages its resources sustainably, and is able to provide efficient, affordable and effective services to all. Such solutions may or may be supported through technology to a lesser or greater extent.

<sup>8</sup> OECD (2018), *Rethinking Urban Sprawl: Moving Towards Sustainable Cities*, OECD Publishing, Paris. Available [online](#).

population density is distributed across the urban area and how fragmented urban land is. This affects access to service delivery, transportation footprints and degradation of peri-urban ecosystem services. The OECD recommends that policy changes through integrated planning should promote socially desirable levels of population density and minimize urban fragmentation.

- **Poor solid waste management:** A 2012 estimate by the World Bank showed that cities around the world generate about 1.3 billion tonnes of solid waste per year and this is expected to increase by 2025 to 2.2 billion tonnes per year.<sup>9</sup> The rate of waste generation will more than double over the next twenty years in lower income countries. The 2012 estimate also noted that the global costs of solid waste management will increase from USD 205.4 billion annually to about USD 375.5 billion in 2025. Cost increases will be most severe in low income countries (more than 5-fold increases) and lower-middle income countries (more than 4-fold increases). World Bank research shows that unsustainably managed waste through unregulated dumps or open burning more severely impact residents in developing countries, especially the urban poor. These practices create serious health, safety, and environmental consequences. They also prove to be a massive financial and resource burden on local governments. City strategies need to carefully consider this and manage waste in a holistic manner, focusing specifically on the 3Rs (reduce, reuse and recycle) and waste-to-resource approaches, guided by visions which support a shift away from landfill-oriented solutions.
- **Lack of access to basic services such as water, sanitation and energy:** With urbanization comes increased demands for infrastructure, and services such as sanitation, clean drinking water, and provision of energy. But the majority of cities in the developing world have been unable to keep pace with such demand. If this infrastructure gap is not closed, and in the absence of adequate property rights, millions of urban dwellers will face living in informal settlements without basic sanitation, clean drinking water, energy provision, and waste collection<sup>10</sup>. Just as important, if this gap is closed through conventional means (and materials) cities will magnify their contribution to GHGs. It is therefore essential that cities find ways to 'green' this infrastructure and services gap.
- **Inadequate green mobility options:** The world's 724 largest cities could reduce GHG emissions by 800 million to 1.5 billion tonnes of carbon dioxide equivalent (CO<sub>2</sub>e) annually by 2030, primarily through reducing personal vehicle use in favor of mass transit and supporting more walkable cities.<sup>11</sup> Increasing connectivity of public transport, renewing the focus on non-motorized transportation and investing in safe and accessible public spaces through smart planning could be one of the biggest opportunities to reduce emissions in urban areas.<sup>12</sup> Improved transport planning could also enable an important trend in electrification of the transport sector with electric vehicle (EV) sales reaching about 1.6 million in 2017 from a few hundred thousand in 2014.<sup>13</sup> One of the New Urban Agenda's primary goals is to "promote age- and gender-responsive planning and investment for sustainable, safe, and accessible urban mobility for all and resource-efficient transport systems."
- **Poor outdoor air quality:** Air quality has emerged as one of the world's leading health risks and is especially severe in some of the world's fastest-growing urban regions. Exposure to toxic air has increased significantly in recent decades in the developing countries of South and East Asia, with many cities reaching 46 micrograms per cubic meter ( $\mu\text{g}/\text{m}^3$ ) while the World Health Organization's guideline value is 10  $\mu\text{g}/\text{m}^3$ .<sup>14</sup> Urban air pollution is projected to become the top environmental cause of premature mortality by 2050.<sup>15</sup> In 2012 alone, air pollution was associated with around 7 million premature deaths<sup>16</sup> and the exposure to ambient and indoor air pollution cost the world's economy USD 5.11 trillion in welfare losses in 2013 which is particularly acute in

<sup>9</sup> Daniel Hoornweg and Perinaz Bhada-Tata, March 2012. "What a Waste: A Global Review of Solid Waste Management", Urban Development Series, Knowledge Paper No. 15, World Bank. Available [online](#).

<sup>10</sup> Floater, G., Dowling, D., Chan, D., Ulterino, M., Braunstein, J., McMinn, T., Ahmad, E., 2017. Global Review of Finance for Sustainable Urban Infrastructure. Coalition for Urban Transitions. London and Washington, DC. Available [online](#).

<sup>11</sup> Floater et al., 2014. Cities and the New Climate Economy: The Transformative Role of Global Urban Growth. The New Climate Economy. Available [online](#).

<sup>12</sup> Land use impacts on transport: How land use factors affect travel behavior, Victoria Transportation Policy Institute, July 2017, [vtpi.org](#)

<sup>13</sup> Electric Vehicle Outlook 2018, Bloomberg New Energy Finance Available [online](#).

<sup>14</sup> Brauer, Michael, Greg Freedman, Joseph Frostad, Aaron van Donkelaar, Randall V. Martin, Frank Dentener, Rita van Dingenen et al. 2016. "Ambient Air Pollution Exposure Estimation for the Global Burden of Disease 2013." Environmental Science and Technology 50 (1): 79–88.

<sup>15</sup> Environmental Outlook to 2050: The Consequences of Inaction. Paris, OECD, 2012.

<sup>16</sup> Air pollution estimates: World Health Organisation, WHO, Editor 2014: Geneva.

many of the fastest-growing, fastest-urbanizing, low-income countries.<sup>17</sup> A key policy priority for local governments is to target the source of ambient air pollution by encouraging a modal shift towards cleaner transport, promoting cleaner sources of energy (particularly in households) and incorporating key externalities (air pollution related economic and health impacts) into the cost-benefit analysis of city-level projects.<sup>18</sup>

- **Urban poverty and inequality:** The number and share of poor people living in urban areas is on the rise worldwide, increasing from 19% in 1993 to 25% in 2002.<sup>19</sup> The distribution of benefits realized due to urbanization in terms of increased job opportunities, service delivery, infrastructure and social mobility among women, the elderly and migrants is highly unequal. It is critically important to design local programs targeting health and safety, workers' rights and improved economic opportunities, agency and participation of the elderly and migrant populations in urban areas.<sup>20</sup> GGGI sees opportunities in integrating the informal sector and urban SMEs into green city approaches, to ensure that the green agenda is principally an inclusive and pro-poor one.
- **Lack of access to finance:** Cities expected to expand in developing countries have limited financial resources per capita to address the key urban challenges they face.<sup>21,22</sup> The World Bank estimates that just 4% of the 500 largest developing city governments are regarded creditworthy in international markets, severely limiting their access to private finance.<sup>23</sup> For secondary cities, access to finance is especially constrained. Building local capacity and developing own source revenues is essential for cities to progress towards achieving their goals, as well as contribute to national commitments to the SDGs and 2030 emission targets under the Paris Agreement.

To meet the ambitions of the Paris Agreement, the 2030 Sustainable Development Agenda, the New Urban Agenda<sup>24</sup> and other international agreements, cities must address these challenges by embracing a low carbon development pathway that promotes economic growth, enhanced quality of life and improved access to sustainable urban services, underpinned by compact and connected cities, innovation and civic engagement. The New Urban Agenda encapsulates this with the vision to achieve “inclusive and sustainable economic growth, leveraging urbanization for structural transformation, high productivity, value-added activities and resource efficiency, harnessing local economies and taking note of the contribution of the informal economy while supporting a sustainable transition to the formal economy.” A critical step in achieving this vision is to be able to successfully manage urban growth with limited financial and human resources through integrated planning and associated policies, especially in low-income and lower-middle-income countries.

## 2.2 GGGI's strategic response

GGGI's Green Cities Thematic Strategy,<sup>25</sup> adopted in 2017, elaborates GGGI's strategic approach to green city development aligned to Sustainable Development Goal (SDG) 11 which explicitly targets making cities and human settlements inclusive, safe, resilient and sustainable, the New Urban Agenda of Habitat III and the targets of the Paris Agreement.

GGGI's thematic focus on green cities supports an integrated, cross-sectoral and scalable approach that responds to local, national, and global needs and commitments through a green growth approach. GGGI plays a catalytic role through technical advice in sustainable urban planning and linking green investment to green cities implementation. This includes an emphasis on helping cities transform so that they become competitive,

<sup>17</sup> World Bank and Institute for Health Metrics and Evaluation. 2016. *The Cost of Air Pollution: Strengthening the Economic Case for Action*. Washington, DC: World Bank. Available [online](#).

<sup>18</sup> World Bank and Institute for Health Metrics and Evaluation. 2016. *The Cost of Air Pollution: Strengthening the Economic Case for Action*. Washington, DC: World Bank. Available [online](#).

<sup>19</sup> Ravallion, Martin, Shaohua Chen, and Prem Sangraula. 2007. “The Urbanization of Global Poverty.” *World Bank Research Digest* 1(4): 1, 8.

<sup>20</sup> Baker, Judy L., Gadgil, Gauri U. (ed) The World Bank Group. “East Asia and Pacific Group”, *Expanding Opportunities for the Urban Poor*

<sup>21</sup> Ravallion, Martin, Shaohua Chen, and Prem Sangraula. 2007. “New Evidence on the Urbanization of Global Poverty.” WPS4199: 1–48.

<sup>22</sup> United Nations. 2014. “World Urbanization Prospects: The 2014 Revision.” New York, NY: United Nations, Department of Economic and Social Affairs.

<sup>23</sup> McKinsey Center for Business and Environment and C40 Cities. *Focused acceleration: A strategic approach to climate action in cities to 2030*. 2017. Available [online](#).

<sup>24</sup> The New Urban Agenda serves as an urbanization action blueprint adopted at Habitat III, the United Nations Conference on Housing and Sustainable Urban Development which took place in Quito, Ecuador, from 17 – 20 October 2016.

<sup>25</sup> GGGI's Green City Thematic Strategy will be made available to the independent evaluation team.

prosperous, inclusive, sustainable, resilient and bankable. GGGI's global focus on supporting green cities development is underpinned by approaches supporting co-benefits across green city target goals.

The thematic approach to green cities is aligned across 5 priority areas and related service offerings which are elaborated below:

### **1. Mainstreaming green growth into urban planning and management**

GGGI has an important and ongoing role to play in supporting the development and mainstreaming of green growth concepts into national and local government policy planning frameworks. This will address and help overcome both policy and financing barriers for urban green growth. In the absence of planning and institutional strengthening, finance (including climate finance) is not likely to follow. Likewise, if policy change does not attract new forms of investment, it carries a transactional and political cost and will unlikely find the champions it needs.

Urban green growth is ultimately the responsibility of local governments, which often lack the resources, capacities, and finance to plan and implement the change that is needed. This is especially the case in secondary cities. Mainstreaming green growth concepts into urban development plans and improving technical and financial capacities of municipal governments is a key part of GGGI's focus – it provides an important link to green city models which support national agendas and priorities.

### **2. Creating more resource efficient and low carbon cities in support of a circular economy**

In supporting compact, connected, and coordinated cities GGGI is supporting innovation which decouples future urban growth from increased resource use. Closing the resource loop, through the development of urban circular economies in which the built environment can more efficiently utilize but also generate energy, where waste is converted into a resource, where water is effectively captured and recycled, and where the urban footprint is reduced, provides opportunities for cross-sectoral innovation and supporting investment.

Some solutions are technology-dependent, others are behavioral, and yet others are clearly related to policy and governance, including the management of urban and peri-urban ecosystem services and land-use planning. Decisions made today have implications for future generations – especially in the case of the built environment. In moving beyond business-as-usual, in which sectors and resources are understood and managed in silos, innovative integrated solutions can be supported through catalytic financing which 'locks-in' resource efficient circular economies and 'locks-out' the negative relationship between economic growth and environmental exploitation and waste. As these goals apply to cities at all levels of development, GGGI can provide a platform for exchange of knowledge and policy experience.

### **3. Decentralized solutions for sanitation and wastewater which better meet the needs of the urban poor and minimize environmental impact of untreated effluent<sup>26</sup>**

GGGI is focused on 'off-grid' or decentralized sanitation and wastewater solutions (such as decentralized wastewater treatment systems or DEWATS and decentralized fecal sludge management) that address unmet needs and create healthier and cleaner urban environments. In many cities fecal sludge management remains unorganized and is not linked to safe practices and technologies. Non-sewered strategies provide an opportunity for innovative service provision and technologies, including waste-to-energy and support for the urban informal sector. But by-and-large these efforts are localized and with inadequate policy support and face difficulties in scalability and sustainability. GGGI is developing ways to address both safe practices and the development of viable business practices with a focus on appropriate technologies and job creation.

### **4. Urban waste management through waste-to-resource strategies**

GGGI's approach incentivizes holistic and integrated approaches to all forms of waste management which are linked to finance, inclusive of the waste cycle and drawing attention to sustainable materials management through circular economies. It supports cities and key stakeholders to understand how to more effectively manage waste through waste valorization and where best to invest in needed infrastructure, systems and

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<sup>26</sup> This priority area is currently jointly implemented by the Green Cities and Water and Sanitation Thematic areas.

services to support a 3R approach. Through these initiatives GGGI is providing support to waste-to-resource systems which helps countries to additionally meet their NDCs.

#### 5. **Creating more connected, accessible cities in dealing with the challenges of transportation and mobility which supports healthier cities with good air quality**

Through its work on transport and mobility, GGGI is working to enable movement with minimal environmental and territorial impact, which enhances access and affordability, and which is focused on the most impactful modalities (inclusive of walkable cities). Soft infrastructure, in terms of the avoid-shift improve approach and smart city concepts, can also support sustainable urban transport and mobility towards realizing integrated and smart cities. The focus is on creating smart, sustainable, efficient, safe, integrated and low-carbon mobility (including non-motorized) in cities at varying levels of infrastructure development. In this way transport and mobility choices can support poverty reduction, the environment and health.

GGGI's focus on transport is strongly linked to positive health outcomes. GGGI supports cities create healthier, livable cities with good air quality through the implementation of air pollution reducing measures, many of which are eligible for climate finance. GGGI can help governments enact policies that incentivize cleaner vehicles, shifting to renewable energy sources and by developing information systems to help governments identify and understand their pollution sources and citizens to make sustainable and healthier activity choices.

#### **Implementing the Green Cities Thematic Strategy in 2019-2020**

GGGI is currently preparing its Work Program and Budget (WPB) for 2019-2020 and Green Cities Projects will include (i) mainstreaming and localizing green growth into urban planning and management; (ii) supporting low-carbon, smart and climate resilient cities; (iii) solid waste management particularly focusing on waste-to-resource approaches; and iv) green mobility and non-motorized transport, linked to clean urban transportation, with a direct link to improving air quality. These projects aim to secure investment through joint development of project proposals with international donors and designing innovative financing structures to address financing gaps. Country teams are also encouraged to originate projects in emerging areas of thematic priorities such as green building materials and green industry. In preparation for implementation of projects, GGGI will identify opportunities to optimize potential impact of local micro, small and medium enterprises (MSMEs) and informal sector actors in the value chain of provision of urban services as these efforts contribute to creating green jobs and improving social inclusion. This is an especially important approach in countries and regions (e.g. Africa, South Asia) where supporting employment creation and engagement with the informal sector and SMEs is essential to successful and sustainable green growth approaches.

#### **Program implementation guidelines for green city development (GCD)<sup>27</sup>**

In 2016, the GCD guidelines was published to provide guidance to GGGI program teams. The guidelines were developed according to GGGI's value chain elaborated in the Strategic Plan 2015 which describes a structured programming approach including Diagnosis, Green Impact Assessment through Sector / Sub-Sector Strategy and Planning, and Project Design and Financing. The objective was to ensure that service offerings are consistent and to showcase a common approach and commitment to work side by side with governments to promote and implement green cities. Based on GGGI's experience at the time (2016) and prior to the development of the Green Cities Thematic Strategy, the guidelines included eight steps corresponding to the four stages of the GGGI Value Chain as noted below:

- **Diagnosis and Green Impact Assessment:** 1. Macroeconomic and Social Review; 2. Institutional Assessment and Stakeholder Analysis;
- **Sector / Subsector Strategy & Planning:** 3. Assessment of Policies, Strategies, and Plans; 4. City's Baseline Assessment; 5. Setting the City's Vision, Goals, and Targets for GCD; 6. Identification and Prioritization of GCD Projects;
- **Design, Financing, & Implementation:** 7. Pre-feasibility Study; and 8. Feasibility Study.

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<sup>27</sup> Green City Development Guidelines, GGGI Technical Guideline No. 2, 2016. Available [online](#).

As part of the development of the WPB 2019-2020 and considering the need to update GGGI's implementation guidelines in accordance with the Green Cities Thematic Strategy (2017), revised Green City guidelines and planning directions are currently under development in 2018. These will both define GGGI's approach to future programming under the Green Cities thematic area, as well as highlight key success stories and lessons to date.

## 2.3 GGGI's portfolio of projects under the green cities thematic area

As described in the table below, some of the country programs have adopted a multi-sectoral approach for strategy and planning at the start and have then focused on specific sub-sectors to move towards financing and implementation support. Others have focused on providing targeted sub-sectoral support based on the demands of partner governments. Presented below is GGGI's current portfolio of green city development projects in different countries (including the year of inception of the work in-country) is described below:

No.	Country	Relevant program activities
<b>Multi-sectoral focus</b>		
1	<b>Cambodia (2015)</b>	<ul style="list-style-type: none"> <li>– Developed a National Green City Strategic Planning Methodology</li> <li>– Facilitated the development of the Green City Strategic Plan for Phnom Penh</li> <li>– Generated a list of 48 prioritized green investment projects in Phnom Penh and investment action plans for priority projects</li> <li>– Developed a Sustainable City Strategic Plan for 7 priority secondary cities</li> <li>– In the process of developing a list of prioritized green growth investment opportunities in secondary cities</li> <li>– In the process of developing the institutional mechanism and capacity for government and stakeholders in the area of urban waste water management</li> </ul>
2	<b>Viet Nam (2015)</b>	<ul style="list-style-type: none"> <li>– Developed the National-level Green Growth City Development Strategy</li> <li>– Supported the application of Urban Green Growth objectives into the National Planning Code</li> <li>– Developed the Green Growth City Index to monitor and oversee the progress of green growth implementation in all urban areas.</li> <li>– Developed a city level NDC assessment to direct cities to contribute to the achievement of Viet Nam's NDC</li> <li>– Completed an Urban Policy Review to mainstream green growth into the National Urban Development Policy</li> <li>– Completed a feasibility study for waste water management in Ben Tre City</li> <li>– In the process of developing a Green City Master Plan for one selected city</li> </ul>
3	<b>Rwanda (2014)</b>	<ul style="list-style-type: none"> <li>– Completed a Preliminary Analysis and Diagnosis for Secondary Cities</li> <li>– Developed the Green City Framework and Guidelines</li> <li>– Developed the National Roadmap for Green Secondary City Development with a focus on 6 secondary cities</li> <li>– Implemented a capacity development program to strengthen national, sub-national and local planning institutions' capacity to plan and implement green city projects</li> <li>– Developed six secondary cities' District Development Strategies incorporating key actions from the National Roadmap</li> <li>– Completed a Training of Trainers (ToT) program on the National Roadmap implementation in 6 secondary cities</li> <li>– Ongoing support is being provided for the implementation of specific green city projects (green building, eco-tourism, green city pilot, industrial parks, water and sanitation, solid waste management etc.) in secondary cities.</li> </ul>
4	<b>Senegal (2016)</b>	<ul style="list-style-type: none"> <li>– Developed the Framework for Green Secondary City Guidelines</li> <li>– Developed the Green Secondary City Roadmap for the implementation of the Secondary Cities Guidelines with a focus on 3 pilot cities</li> <li>– In the process of finalizing strategies for the development of 3 secondary cities as green cities and specific green city action plans</li> </ul>

No.	Country	Relevant program activities
		<ul style="list-style-type: none"> <li>– In the process of appointing an expert panel to lead the development of strategy and action plan development in secondary cities</li> <li>– In the process of designing innovative institutional mechanisms to develop a sustainable fecal sludge management system in a secondary city</li> <li>– In the process of supporting selected secondary cities to valorize waste management systems</li> </ul>
5	Uganda (2016)	<ul style="list-style-type: none"> <li>– Developed the National Green City Roadmap with action plans for two cities</li> <li>– Provided inputs to the National urban Policy and the National Urban Waste Management Policy</li> <li>– Supported two secondary cities to develop Green Cities Development Action Plans and Guidelines</li> <li>– In the process of developing bankable projects in the waste to energy sector in urban areas</li> <li>– Ongoing implementation of capacity building and knowledge sharing activities for urban development</li> </ul>
<b>Sub-sectoral focus</b>		
6	Fiji (2017)	<ul style="list-style-type: none"> <li>– Carried out a study on low emissions fuel for buses and trucks including an environmental and economic analysis of the impact of moving to lower sulfur fuels, as well as introducing hybrids and electric vehicles</li> <li>– Urban Ecosystem based Adaptation project to analyze negative drivers through the urbanization process with a focus on the waste sector in Fiji, Vanuatu and Kiribati</li> </ul>
7	Lao PDR (2017)	<ul style="list-style-type: none"> <li>– Ongoing support to the drafting of the National Urban Development Strategy and assessing the potential for pilot projects in urban solid waste management</li> <li>– Identified and developed a project concept for sustainable wastewater systems in a secondary city</li> <li>– In the process of conducting a baseline survey for one of the pilot projects identified: decentralized waste collection services</li> <li>– In the process of carrying out a feasibility study on electric vehicles</li> </ul>
8	Mongolia (2015)	<ul style="list-style-type: none"> <li>– Developed an Action Plan for Energy Efficient Public Buildings in urban areas</li> <li>– Supported the Municipality of Ulaanbaatar in determining its contribution to the country's NDC</li> <li>– Ongoing support for the revision of the Law on Urban Development</li> <li>– Developed the Green Construction Products Database and associated market survey</li> </ul>
9	Nepal (2017)	<ul style="list-style-type: none"> <li>– Developed an Electric Mobility NDC Implementation Plan and developing a pilot project proposal for electric buses</li> <li>– Ongoing work on a broader Green Municipal Development Program including situation analyses, identification of multi-sectoral urban service delivery and climate resilient projects and training on municipal finance</li> </ul>
10	Indonesia (2013)	<ul style="list-style-type: none"> <li>– Provided technical inputs to the regional development plan for the city of Balikpapan and other sub-national development plans</li> </ul>
11	Morocco (2017)	<ul style="list-style-type: none"> <li>– Ongoing support to adopt the methodologies, action plans and tools to implement green city and territorial development projects and develop two green city and territory project proposals to leverage financing</li> </ul>
12	Mexico (2013)	<ul style="list-style-type: none"> <li>– Developed plans to enhance air quality through improvement to the monitoring and reporting system, and the greening of public transportation systems</li> <li>– Supported the State of Morelos in efforts to modernize their public transport system, particularly as it relates to bus concession models</li> <li>– Developed economic models to support local government decision-making on sustainable transport</li> </ul>

## 2.4 Evaluating GGGI's green city strategies

Green City Development has been a key focus of program efforts between 2015 and 2018 with 12 country programs working in this thematic area as described in Section 2.3 above. This evaluation seeks to examine whether GGGI's work to develop green city strategies in partner countries has translated into concrete changes to urban development policies and increase in green investments in capital and/or secondary cities.

Based on the available budget and timeline for this proposed evaluation, a sample of country programs and green

city strategies were selected during the design and planning phase of this evaluation and are elaborated in this Evaluation Approach Paper. This sampling was based on an analysis of the portfolio of green city development projects described in Section 2.3 based on the following criteria:

- **Current status of the output:** The strategy has been developed and submitted to the relevant government authority. Strategies that are still in the process of being developed should not be selected. In addition it is important to allow for sufficient time to have passed since the completion of the output so that the chances of an outcome being achieved (or not) is higher.
- **City-wide strategies:** Based on the intended use of this evaluation, the focus will be on projects working on city-wide strategies rather than sub-sector specific ones.
- **Moving towards implementation:** Country programs which have shown clear progress of building on the strategies developed to initiate the development of implementation plans, policy recommendations, bankable projects and/ or capacity development activities.

IEU organized consultations with GGGI management, the green city thematic team based in GGGI’s headquarters and specific country teams on the shortlist of projects. Based on these discussions IEU selected **Cambodia, Rwanda and Senegal** as the sample for the in-depth case studies for this evaluation. This sample of countries provides a balance of geographical locations and different approaches adopted in the development of green city strategies to enable the assessment of the key factors that contributed to successful outcomes or not. It is important to note here that, in the context of the strategies, the key intermediate outcome is the adoption of the strategy by the relevant government authorities and other outcomes include green investments that have been mobilized and the increased capacity of local stakeholders for planning and implementation as a result of the strategy.

The focus of this evaluation is to assess the process of developing a green city strategy to determine the key success factors and areas for improvement which can guide future programming in this area. The following process-level criteria<sup>28</sup> are proposed to test the quality of the strategies:

Preconditions	Content	Implementation
– Strong leadership / commitment from the head of the city government	– Quality of baseline data collected, and analysis conducted	– Clear implementation plan and distribution of responsibilities
– Participation and ownership of key local actors	– Future foresight analysis conducted	– Clarity in monitoring and evaluation processes and systems
– Private sector inclusion	– Clarity in understanding of local political economy context (actions identified are politically feasible to implement)	– An identified institutional mechanism / arrangement to protect the strategy from political and economic changes
– Level of focus on local institutional structures and local government capacity building	– Priority actions and targets are realistic within the timeframe of the strategy / plan and considers the baseline	– Clarity about sources of funding and links to budgeting process
– Support from national government	– Clear strategic vision	
– Relevance / strategic fit to national policy, targets, goals	– Clear priorities	
	– Clear measures of success	
	– Clear mechanism / criteria to measure the success of the plan	

<sup>28</sup> The criteria were developed based on discussions with GGGI program teams and structured according to a World Bank working paper (Sivaev, Dmitry. 2015. *What makes a good city strategy? (English)*. Washington, D.C.: World Bank Group. Available [online](#)). This particular paper is based on a synthesis of findings from a large number of evaluations of city strategies and provided a systematic framework to evaluate the quality of GGGI’s green city strategies.

Preconditions	Content	Implementation
	<ul style="list-style-type: none"> <li>– Extent to which safeguards, poverty reduction, and social inclusion (including gender) have been mainstreamed into the strategy</li> </ul>	

The following Sections 3-5 provide an overview of the three case studies of green city strategies in Cambodia, Rwanda and Senegal. Each section includes:

- a short description of the urban context in the country;
- an overview of the main objectives of GGGI's program;
- a process map outlining the steps undertaken to develop the respective green city strategies;
- a preliminary diagnostic based on the quality criteria described above; and
- the list of program stakeholders and documents which can guide the independent evaluation team's data collection exercise when implementing the evaluation.

It is important to note that the preliminary diagnostics in the following sections covering the sample of green city strategies only present the description of the strategies against each criteria and do not seek to form evaluative judgements on the extent to which the criterion has been fulfilled or not. This task will be left to the independent evaluators as part of their work in addressing the key evaluation questions.

GGGI in Cambodia: developing planning frameworks to strengthen sustainable urban development



### 3. Cambodia program overview

This section provides a brief overview of the urban **context** in Cambodia, GGGI's country program in terms of its evolution and **objectives** followed by a brief description of the main **outputs** under the green city thematic area delivered since inception and the **process** map describing the key steps in the development of the Green City Strategic Plan for Phnom Penh (GCSP PP) and specific outcomes achieved till mid-2018. Also presented is the **preliminary diagnostics** against the proposed criteria described in Section 2 along with a **list of key stakeholders** and **program documents (Annex 3)** to guide the data collection process during this evaluation.

#### 3.1 Urban context in Cambodia

Cambodia has achieved remarkable economic growth over the past two decades with an average GDP growth rate of 7.6% from 1994-2015<sup>29</sup>. The growth has been pro-poor as the percentage of Cambodians living under the national poverty line fell from 47.8% in 2007 to 13.5% in 2014, according to official estimates. The traditional drivers of this strong growth and poverty reduction are facing challenges due to a progressive decline in preferential trade treatment and donor financing along with low prices of agricultural commodities. In response, Cambodia's New Industrial Development Policy 2015-2025 and National Strategic Development Plan (NSDP) 2014-2018 focus on providing enhanced opportunities to deepen diversification of the economy and movement towards higher value-added production activities focusing on the garment and tourism industries and rice cultivation.<sup>30</sup>

The economic growth experienced by the country has largely been centered in urban areas which are facing rapid, unplanned and unsustainable patterns of urban development. In fact, Cambodia has one of the fastest growing urban populations in South East Asia with its capital city, Phnom Penh, seeing its population double between 1998 and 2015 from 999,804<sup>31</sup> people to 2,065,382<sup>32</sup> (estimated) mainly through natural population growth and the in-flow of migrants from rural areas or other countries. In 2013, an estimated 85% of urban residents in Phnom Penh and major cities are migrants from rural areas.<sup>33</sup> Coupled with this urbanization trend is unplanned and uncoordinated construction leading to the lack of affordable housing, persistent tenure, formal settlements and smart traffic management systems. According to the United Nations Population Fund, the urban poor are more crowded than the average household in Phnom Penh and over 45% of poor households have six or more members. Consequently, linked to this situation are poor communities in squatter settlements on main roads, along the railways and sewage systems. These factors cause many emerging environment and social issues including inefficient land use, insufficient provision of basic services and infrastructure, loss of natural resources, increased congestion, pollution, unemployment and inequality. Without proper urban planning, these inequalities will increase.

Although Cambodia is not a heavily industrialized country, it ranked 150 out of 180 countries in the 2018 Environmental Performance Index (EPI)<sup>34</sup> covering environmental health and ecosystem vitality. The level of air pollution is well above the World Health Organization's (WHO) guideline value of 10 µg/m<sup>3</sup>, standing at 26 µg/m<sup>3</sup>.<sup>35</sup> The WHO found that air pollution caused 20,400 deaths in 2012 with 44% caused by household air pollution. This problem is exacerbated in urban areas where it is critical to reduce air pollution reduction by increasing access to clean fuels for households.<sup>36</sup> Solid waste management is a common issue across Cambodian cities and the amount of urban solid waste generated is increasing sharply. Poor waste management practices, the lack of community participation and the poor standard of landfills present serious challenges. The transportation sector also faces acute challenges due to the increasing number of vehicles and fuel consumption. In 2016, there

<sup>29</sup> World Bank Group. 2017. Cambodia : Sustaining Strong Growth for the Benefit of All. Systematic Country Diagnostic. World Bank, Washington, DC. © World Bank. <https://openknowledge.worldbank.org/handle/10986/27149> License: CC BY 3.0 IGO. Available [online](#).

<sup>30</sup> GGGI Country Planning Framework (2016-2020), Cambodia

<sup>31</sup> Cambodia's National Institute of Statistics, 2008 Survey

<sup>32</sup> JICA, "The project for comprehensive urban transport plan in Phnom Penh Capital City (PPUTMP). Final report – Executive summary," 2014

<sup>33</sup> United Nations Population Fund (UNFPA), September 2014. Available [online](#).

<sup>34</sup> Environmental Performance Index, 2018. Yale Center for Environmental Law & Policy, Yale University; Center for International Earth Science Information Network, Columbia University; in collaboration with the World Economic Forum. Available [online](#).

<sup>35</sup> Health Effects Institute. 2018. State of Global Air 2018. Special Report. Boston, MA: Health Effects Institute. Available [online](#) and accessed on 30 April 2018.

<sup>36</sup> World Health Organization. 2016. Ambient air pollution: A global assessment of exposure and burden of disease. Available [online](#).

were more than 3.2 million vehicles registered, including 2.7 million motorbikes, a 14% increase on the previous year.<sup>37</sup> Cambodia's Intended Nationally Determined Contribution (INDC) highlights the vulnerability of urban areas and commits to strengthening the resilience of urban infrastructure (through rehabilitation of road and flood protection dikes).<sup>38</sup> Further details about Cambodia's sustainable development commitments, policies and legal frameworks are elaborated in the GGGI Cambodia's [Country Planning Framework 2016-2020](#).

## 3.2 GGGI in Cambodia

The Royal Government of Cambodia (RGC) is a founding member of GGGI and signed a Memorandum of Understanding for cooperation on green growth in 2011. Under the Country Planning Framework (CPF) for 2016 to 2020 which serves as a guide for programming and is a jointly developed planning document, the Royal Government of Cambodia and GGGI have prioritized cooperation toward the following three outcomes:

**Outcome 1:** Green growth is integrated into Cambodia's urban development;

**Outcome 2:** Green growth is mainstreamed into Cambodia's national planning documents and domestic financing arrangements; and

**Outcome 3:** Energy consumption and production practices become more sustainable.

The following is a brief overview of the main program areas in Cambodia plotted against the timeline since inception:

**2011-2013:** GGGI assisted the RGC with establishing its national policy framework and institutional arrangements for green growth. GGGI assisted the Ministry of Environment in coordinating the development of the National Policy on Green Growth 2013-2030 (NPGG) and National Strategic Plan on Green Growth 2013-2030 (NSPGG). GGGI also contributed to mainstreaming green growth principles into the government's central planning documents (both the Rectangular Strategy Phase III 2014-2018 and the National Strategic Plan 2014-2018 (NSDP). GGGI supported the establishment of institutional structures for inter-ministerial coordination on green growth, through supporting the establishment of the National Council for Green Growth (NCGG) and its General Secretariat. After the formation of the National Council for Sustainable Development (NCSD), the NCGG was integrated with the National Committee on Climate Change.

**2014:** During a period of institutional reforms within the RGC (including establishment of the NCSD), GGGI conducted analytical research to underpin potential green growth programs. This included assessments of: (1) Cambodia's potential for green energy uptake; (2) policy and institutional barriers to sustainable city development; and (3) green growth opportunities for the private sector. GGGI and the RGC held a planning workshop in September 2014, which led to the prioritization of green cities development as GGGI's program focus in Cambodia in 2015-2016.

**2015-2016:** GGGI established a country office and commenced the implementation of the Cambodia Green Urban Development Program (GUDP). This was GGGI's first, full-fledged program with the RGC, but built on GGGI's earlier work on diagnosis and impact assessment at the national level. The project's objective was to address Cambodia's urban challenges by developing a green city strategic planning methodology and pilot this in the city of Phnom Penh along with investment options for priority projects by identifying public and private financing sources and assessing interventions to target urban poverty. Section 3.3 provides more details as the focus of this evaluation is the GUDP.

In July 2016, the RGC and GGGI renewed their partnership by signing a Memorandum of Understanding (MoU) for collaboration from 2016-2020 and launching GGGI's Cambodia Country Planning Framework covering the same period. The renewed partnership encouraged multi-stakeholder involvement in green growth, especially the participation from the private sector for green growth cooperation.

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<sup>37</sup> Sorn Sarath 2016. "3.2 m cars, motorbikes registered", The Phnom Penh Post, 8 March 2016. Based on data from the Ministry of Public Works and Transport. Available [online](#).

<sup>38</sup> Royal Government of Cambodia, "Cambodia's Intended Nationally Determined Contribution," submitted to the UNFCCC on September 30, 2015. Available [online](#).

**2017-2018:** Continuing to build on GGGI’s earlier work, it was recognized that Cambodia’s secondary cities urgently need comprehensive urban planning, green transport planning and mobilization of investment to deliver basic services, including wastewater treatment, renewable energy supply, waste management, and public transport. The aim of GGGI’s support under the GUDP Phase II was to support the government in its planning, financing, and implementation of sustainable long-term urbanization initiatives.

In addition to the GUDP II during the 2017-2018 period, the start of a separate project was with the objective of mainstreaming green growth into the next phase of national level development planning, particularly the new Rectangular Strategy being developed for the 2019-2023 period and the NSDP. The project’s aim was to strategically position GGGI and operate effectively at a whole-of-government level and to support national planning priorities for the period 2019-2023 that are in line with Cambodia’s international commitments and domestic policies for green growth. It is important to note here that analysis of this project is not under the scope of this evaluation.

**2019-2020:** Initial planning for the ongoing program in Cambodia is currently underway in June 2018 and the focus is to continue supporting national and subnational governments to strengthen their capacity to develop, fund and implement green, inclusive urban projects. The focus of the GUDP Phase III will be on hands-on implementation of city strategies developed previously to tackle wastewater and sanitation which is one of the major urban challenges for Cambodia’s cities. In addition, GGGI is initiating the design of an energy efficiency project based on this priority identified in the Country Planning Framework.

GGGI’s staff in Cambodia are currently based in the Ministry of Environment (MoE) and the Ministry of Interior (MoI) and the main government counterpart is the National Council for Sustainable Development (NCSA). The source of the budget for the program so far is GGGI’s core funds and proposals are currently under development to secure funding from earmarked sources. Shown below is the overview of the budget and proportion disbursed till the end of 2017.

Year	2015-2016	2017
Budget allocated	USD 1,577,373	USD 800,630
% of budget disbursed	87%	79%

### 3.3 Green Urban Development Program in Cambodia

The official launch of the GUDP Phase I was in August 2015 with the establishment of the GGGI country office in Phnom Penh and the appointment of the Country Representative. The design of the project for the initial period of two years covering 2015-2016 included four main outputs:

- 1. Green City Strategic Planning Methodology:** The aim of the methodology is to guide policy makers, at national and sub-national levels, with a roadmap to introduce and implement principles of sustainable and inclusive green growth in their urban development strategies. The methodology is organized around ten key steps covering governance arrangements, a baseline assessment, vision and goal setting, a review of key urban sectors,<sup>39</sup> identification of priority objectives and actions, identification of potential projects followed by a prioritization exercise, modeling urban green growth scenarios to illustrate the impact of potential interventions, development of a list of priority projects and the implementation arrangements for the plan. The methodology was endorsed by the Minister of Environment on behalf of the Government of Cambodia in August 2016.
- 2. Green City Strategic Plan for Phnom Penh (GCSP PP):** Following the steps outlined in the above methodology, the GCSP PP was developed as a pilot in Cambodia with a 10-year time frame in mind. The process included extensive consultations with national level stakeholders as well as the Phnom Penh Capital Administration (PPCA). The official adoption of the plan by PPCA has not taken place as of June 2018 but is expected by the

<sup>39</sup> The methodology identified the following 8 urban sectors: 1) urban planning; 2) urban vulnerability; 3) energy; 4) transport; 5) built environment; 6) manufacturing; 7) solid waste management; and 8) public spaces and cultural heritage.

end of 2018. GGGI has continued building on the GCSP PP submitted to the PPCA by supporting the implementation of specific priority projects in the city.

3. **A list of 48 priority projects for green investments:** Identification of the projects was based on 10 criteria and the shortlisting was based on a consultative process using a multi-criteria analytical approach. The projects selected address challenges in the eight key urban sectors of urban planning as outlined in the Green City Strategic Planning Methodology.
4. **Two Investment Action Plans for shortlisted projects:** From the full list, 13 projects were further shortlisted, and more detailed project descriptions were included as part of the GCSP PP. GGGI selected 2 specific projects to further develop investment action plans to enable implementation:
  - a. **Energy Efficiency (EE) Fund for Small and Medium Enterprises (SMEs):** The investment action plan was for a pilot fund to improve access to finance for energy efficiency at SMEs in the manufacturing sector. The plan includes both a pre-feasibility study and resource mobilization plan. The pre-feasibility study identified solutions to how SMEs can invest in EE through either loan or guarantee schemes and the latter was found to be conducive to the needs of the SMEs in Cambodia. It was noted that the Fund will require an equity investment of USD 6.4 million, to facilitate approximately USD 30 million in loans for energy efficiency investments.
  - b. **Wastewater treatment in peri-urban areas of Phnom Penh:** This included a prefeasibility study, resource mobilization and implementation plan for two proposed pilot wastewater management systems and a replication program for the greater peri-urban areas of Phnom Penh. The study found that small-scale decentralized systems require low initial investments and operational costs and modular forms can be mass produced and easily installed. The highly treated effluent can be discharged locally in accordance with environmental regulations or reused for garden watering or irrigation. The study not only identified the required technology for the decentralized system but also the payment system to make it sustainable and the implementation modalities.

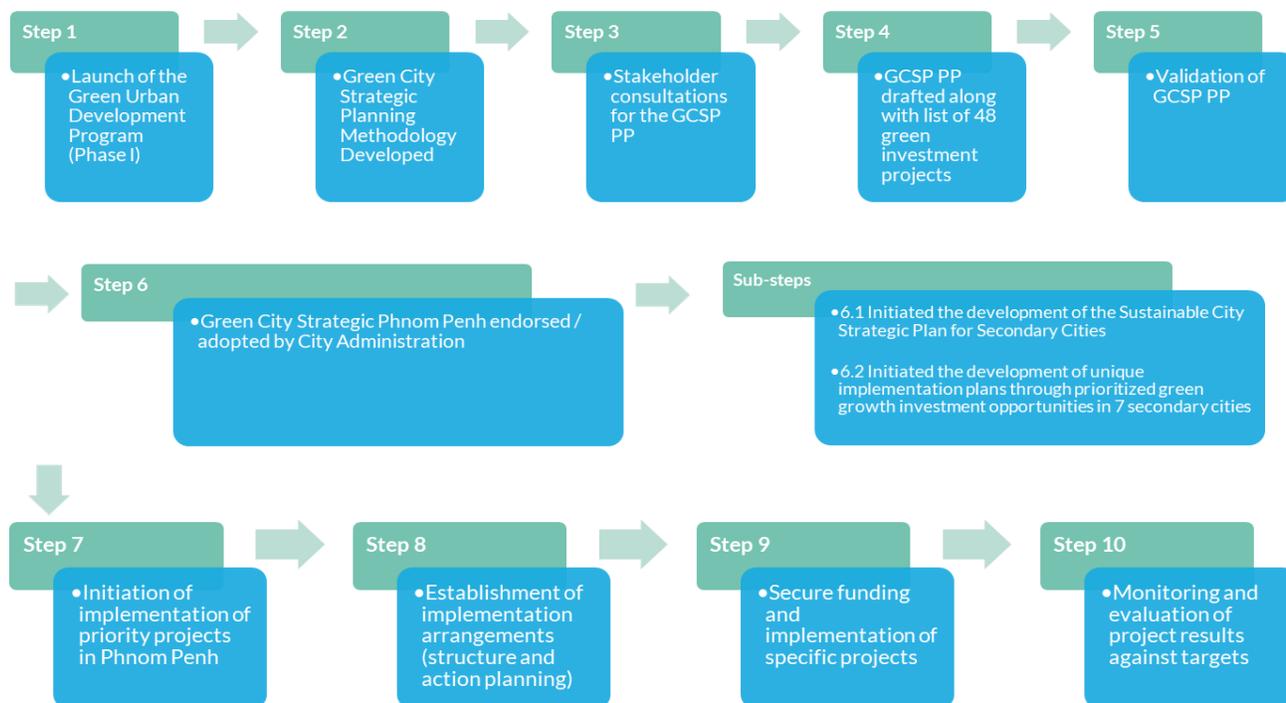
The Phase II of the GUDP was initiated in 2017 to cover GGGI's Work Program and Budget period of 2017-2018 and includes the following 4 main outputs:

1. **Sustainable City Strategic Plan 2018-2030:** Drawing on the experience in Phnom Penh and applying the methodology developed in Phase I, the Strategic Plan was developed with a focus on 7 secondary cities - Siem Reap, Battambang, Sihanoukville, Kep, Kampong Cham, Bavet and Soung. The approach included an assessment of the existing master plans and city-planning documents to identify gaps and policy recommendations and a situation analysis on the ground. Following a multi-stakeholder consultation approach, the Strategic Plan was developed and presented to the NCSD and Ministry of Interior (MoI) in 2017. The official adoption is expected by the end of 2018.
2. **A list of prioritized green growth investment opportunities in secondary cities:** A list of 100 priority green city actions was developed after many rounds of consultations with the national and sub-national governments. Ongoing work in 2018 is expected to develop a shortlist of 7 projects for which detailed concept notes will be produced. Out of the 7 projects, one will be selected for a pre-feasibility study.
3. **Policy recommendations for green transport in Phnom Penh:** This output was not progressed after the completion of a background study on parking reform in Phnom Penh. The output was dropped because of the lack of engagement from the PPCA and the budget was reallocated to the urban wastewater management output (described below).
4. **An institutional mechanism and capacity development for government and stakeholders in urban wastewater management:** GGGI provided inputs to the draft sub-decree on the management of sewer and wastewater treatment systems. The sub-decree was officially approved and endorsed by the RGC in December 2017. GGGI also conducted a scoping study on wastewater treatment in secondary cities, looking into institutional arrangements and technical and financial management of the existing treatment plants. Ongoing work in 2018 includes support to the Ministry of Public Works and Transport (MPWT) to set up a sub-technical working group (TWG) on urban wastewater and sanitation and develop a guideline to facilitate the implementation of the sub-decree.

The GUDP Phase III for 2019-2020 is at design stage as of June 2018 and the independent evaluation team will be provided with further details during the evaluation.

The scope of this evaluation in Cambodia will cover the period 2015 to mid-2018 and focus on the GUDP Phase I and Phase II. The Green City Strategic Plan for Phnom Penh (GCSP PP) will be the key strategy to be analyzed and the process of developing this is illustrated in Section 3.4 below. Several secondary results in terms of policy development and investments have been realized till date and expected to be realized soon and these will also need to be considered in the analysis under this evaluation.

### 3.4 Process map



The process map illustrated above provides an overview of the key steps involved in the development of the Green City Strategic Plan for Phnom Penh (GCSP PP) and the expected implementation modalities prescribed under the plan. The following section provides details under each step and includes specific results achieved by the end of June 2018:

#### Step 1: Launch of the Green Urban Development Program (Phase I), August 2015

The GUDP Phase I was launched in August 2015 with a consultation workshop titled “Cambodia Green Urban Development Program and Green Growth Best Practices”. The three main objectives of the workshop were: (1) familiarize participants with the work of GGGI and the concept of green urban development; (2) brainstorm the green city vision statement for Phnom Penh; and (3) collect feedback on GGGI’s proposed green urban development program activities in Cambodia. was attended by over 70 people from local government, relevant line ministries, civil society, and development partners. A large delegation from PPCA attended the event. The workshop created the buy-in for the vision of green urban development, particularly for the GCSP PP.

The development of the methodology was jointly led by the NCSD and GGGI and implemented by the consultant, International Centre for Environmental Management (ICEM). The GCSP PP was developed with collaboration between the Department of Green Economy, General Secretariat of the NCSD, the PPCA, and GGGI, supported by the consultants’ team from ICEM.

## **Step 2: Green City Strategic Planning Methodology Developed, August 2016**

A draft of the methodology was developed and presented at a policy workshop in October 2015. The workshop was used to generate stakeholder feedback on the draft GGGI Country Planning Framework as well on the draft methodology. Over 80 participants from local government, relevant line ministries, civil society, and development partner-organizations attended the workshop, which served to move forward the design of an inclusive methodology for Green Cities Strategic Planning and a pilot Green City Strategic Plan for Phnom Penh. The official adoption of the English version of the Green City Strategic Planning Methodology was in August 2016. Post the workshop in October 2015, the development of the GCSP PP was also initiated while the final adoption of the methodology was pending.

## **Step 3: Stakeholder consultations for the GCSP PP, January-March 2016**

A third policy workshop on the green urban development goals and identification of potential green city projects for the city of Phnom Penh was organized in January 2016 with the objectives to: (1) develop an overarching vision and the specific urban green growth goals; (2) identify key green growth challenges within the eight key urban sectors identified in the methodology; (3) identify potential green city actions (projects and potential policy reforms). This consultation involved a wide range of stakeholders and considered the various perspectives of city government, national authorities, other urban stakeholders and development partners on each sector reviewed. About 90 participants attended the event, of which about one third were from PPCA.

A fourth policy workshop on prioritization of the green city development projects was organized in March 2016 with the main objective to shortlist the potential green city development projects, based on a list of potential options developed by GGGI and ICEM in consultation with the Department of Green Economy. The list was developed after conducting a review of the existing investment plans in the city. The result of the shortlisting exercise was that 10 priority green city projects were identified through multi-criteria analysis. There were 40 participants attending the meeting, including from the relevant ministries, PPCA and development partners.

## **Step 4: GCSP PP drafted along with list of 48 green investment projects, January – April 2016**

The drafting and analysis were conducted by ICEM under close supervision of GGGI and the Department of Green Economy. The draft was reviewed by key experts from local academic partners, NGOs, PPCA and GGGI's headquarters.

## **Step 5: Validation of the GCSP PP, April 2016**

The fifth policy workshop on the GCSP PP and the list of priority green investment projects was organized in April 2016 to receive feedback. Another round of prioritization of green city development projects was conducted, resulting in a second short-list, from which the top 10 projects were retained and 3 additional projects were identified. About 70 participants took part in the event, including representatives from PPCA.

Following the workshop, detailed concept notes were developed for the 13 projects and the final GCSP PP was drafted. It was translated and submitted to the Department of Green Economy and PPCA by the end of 2016.

## **Step 6: Green City Strategic Phnom Penh endorsed / adopted by PPCA**

Although all outputs were delivered, the process to have the plan endorsed was delayed because GGGI did not officially sign an agreement with the PPCA. Following the submission of the GCSP PP at the end of 2016, GGGI has continued to engage with the PPCA through at least seven meetings to facilitate the adoption. Specific comments for revisions were received, including: the link with the Urban Transport Master Plan 2035, Phnom Penh Municipal Master Plan on Land Use 2035 and the Master Plan on Drainage and Sewerage Improvement in Phnom Penh; and the institutional arrangements for implementation as the Governor of Phnom Penh was changed in 2017. The GCSP PP was subsequently revised and re-submitted and further consultations with the new Governor's team have been undertaken. The formal adoption of the GCSP PP is expected in the third quarter of 2018 after demonstrated progress has been noted in the implementation of priority projects such as wastewater treatment systems.

It is critical to note that the completion of the methodology and GCSP PP set the necessary foundation to initiate other outputs in 2017-2018 under GUDP II. The specific outputs have been described in Section 3.3 and an overview of the key steps in the process of developing these has been included below:

- **Step 6.1: Initiated the development of the Sustainable City Strategic Plan for Secondary Cities**

A similar methodological approach to the GCSP PP was followed in close collaboration with NCSD and the General Department of Administration in the Ministry of Interior (MoI) supported by a consultant team from Grue + Hornstrup A/S for data collection only. The project agreement prior to the implementation of activities was signed between GGGI, NCSD and MOI.

Under this output, a Program Management Unit (PMU) was established, consisting of members from both GGGI and the officials from government implementing partners (NCSD and MoI). The PMU plays a significant role in monitoring and coordinating the implementation of all the activities that lead to the achievement of the output. Furthermore, it symbolizes the joint ownership of the output to achieve a common goal.

During the scoping phase for the development of the Strategic Plan, common issues were noted in the 7 selected cities, and it was decided that the best value for money would be achieved by developing one common plan which can serve as the basis for developing local masterplans. Five national and sub-national level multi-stakeholder consultations and capacity development workshops were held during the development of the Strategic Plan in 2017 and were attended by representatives from key ministries of the national government, municipalities, and local authorities from the seven selected secondary cities. The workshop programs discussed various green city development related topic such as solid waste management transport, waste water and sanitation, energy and prioritization of green city projects.

The official adoption of the Strategic Plan is expected by the end of 2018 and this will be primarily through MoI which is responsible for public administration of all Cambodia's provinces and cities.

A key development in Cambodia is the ongoing decentralization and administrative reforms being implemented by the National Committee for Sub-national Democratic Development. It is expected that these reforms will empower city administrations to implement their local masterplans and integrate the Strategic Plan into these. A new environment code<sup>40</sup> is currently under development and is expected to increase the legislative mandate to enable cities to develop local green city plans.

- **Step 6.2: Initiated the development of unique implementation plans through prioritized green growth investment opportunities in 7 secondary cities**

As part of the Strategic Plan, a list of 80 priority actions was identified by the 7 secondary cities based on which a shortlist of 7 will be selected for the development of detailed concept notes and 1 out of these (potentially fecal sludge management in Siem Reap) will be selected for a more detailed pre-feasibility study based on the needs of and in consultation with potential investors.

## **Step 7: Initiation of implementation of priority projects in Phnom Penh**

According to the GCSP PP, the greening of Phnom Penh will start with pilot, demonstration projects to test innovative approaches and prove the viability and benefits of urban green growth.<sup>41</sup> GGGI selected 2 specific projects from the 13 priority projects identified under the GCSP PP to further develop investment action plans to enable implementation. The projects included: Energy Efficiency (EE) Fund for Small and Medium Enterprises (SMEs) and Wastewater treatment in peri-urban areas of Phnom Penh. These two projects were selected based on consultations with NCSD and their potential to attract finance. The overall goal is to be able to demonstrate success and attract other development partners to contribute to the transformation of the city as envisioned in the GCSP PP. Brief descriptions of GGGI's projects have already been included in Section 3.3 above.

## **Step 8: Establishment of implementation arrangements (structure and action planning)**

The specific arrangements for implementation are recommended in the GCSP PP. It is recommended that an Advisory Board and four Technical Working Groups (TWGs) are established to support PPCA to effectively

<sup>40</sup> Article by Nick Beresford, Country Director at United Nations Development Programme in Cambodia. Available [online](#).

<sup>41</sup> Green City Strategic Plan for Phnom Penh, Pg. 95.

implement the strategic plan. These implementation arrangements (and following steps 9 and 10) are expected to be undertaken after the official adoption of the GCSP PP by the PPCA.

The role of the Advisory Board will be to provide strategic advice and oversight on implementation. The terms of references (TOR) for the NCSD mandates the establishment of 5 working groups, including one for sustainable cities. This working group can potentially serve as the advisory board for the GCSP PP.

To establish the TWGs, the first step will be to develop the TORs and select members of the TWGs (based on existing structures or newly established ones). The next step will be to prepare detailed work plans for each TWG to serve as a roadmap for implementation. Once the TWGs have been established, the following step will be to conduct a detailed baseline analysis for each green growth sectoral objective and indicators (building on existing qualitative analysis included in the GCSP PP) to determine robust quantitative projections and corresponding targets (based on indicators already identified under each overarching goal). Priority actions and projects will then be identified followed by determining the financing requirements (municipal budget or external sources) and the development of a financial mobilization plan.

### Step 9: Securing funding and implementation of specific projects

As mentioned above, each TWG will propose a financial mobilization plan which lays out the resources needed to implement their activities and the strategy to get those resources. Possible funding sources include PPCA and line ministry budget, development partners (ADB, JICA, AFD, etc.), international funds (GEF and GCF) and the private sector investment. An overview of these potential funding sources has been included in the GCSP PP.

### Step 10: Monitoring and evaluation of project results against targets

Based on the detailed work plans and targets established by each TWG, each TWG will be requested to submit a report to PPCA which outlines the progress and challenges in the implementation of the priority actions, projects and resource mobilization. PPCA will then compile all the TWG’s findings and produce a consolidated report for the Advisory Board. A mid-term and end-of-term evaluation will also be conducted by an external consultant, under the direction of PPCA, who will be recruited on a merit basis through competitive bidding. The results of the monitoring and evaluation will be also made publicly accessible.

## 3.5 Preliminary diagnostic

Based on the proposed criteria described in Section 2.4 above, preliminary diagnostic below only presents the description of the GCSP PP against each criteria and does not comment on the extent to which the criterion has been fulfilled or not. This preliminary information can be used as a basis to initiate the evaluation by the independent team.

Stages	Description	Preliminary diagnostics for Cambodia
Preconditions	Strong leadership / commitment from the head of the city government	An MOU was signed with the NCSD at the national level during the launch of the GUDP Phase I (this was not a detailed project agreement). A MOU or project agreement was not specifically signed with the PPCA but a large number of representatives attended the policy workshops organized during the development of the GCSP PP.
	Participation and ownership of key local actors	The following groups of local stakeholders participated in the policy workshops during the development of the GCSP PP. Community based organizations and non-governmental organizations including Sahmakum Teang Tnaut (STT) and People in Need Cambodia (PIN). Academic institutions particularly the Pannasastra University, which houses the Cambodian Institute for Urban Studies (a think-tank) was extensively involved in the consultations and review process. Other institutions who were consulted included the Royal University of Phnom Penh and Royal University of Fine Arts. Consultations with multilateral organizations, bilateral donors, international NGOs and foundations were also carried out.

Stages	Description	Preliminary diagnostics for Cambodia
	Private sector inclusion	Consultations were conducted with private sector companies and their associations including Cambodian Chamber of Commerce, Garment Manufacturers Association in Cambodia (GMAC), American Chamber of Commerce (AMCHAM) and the European Chamber of Commerce (EUROCHAM). The level of participation of representatives from this group during the policy workshops was low.
	Level of focus on local institutional structures and local government capacity building	The policy workshops organized during the development of the methodology and GCSP PP included a substantial capacity building component aimed at key national level ministries, PPCA and other local stakeholders. The aim was not only to familiarize these stakeholders with GGGI's work but also to improve their understanding of key urban green growth challenges and potential solutions.
	Support from national government	The GCSP PP was developed in close collaboration with the NCSD under the leadership of the Minister of Environment. There was a high level of participation from national line ministries during the policy workshops, review of the GCSP PP as well as the shortlisting and identifying priority projects.
	Relevance / strategic fit to national policy, targets, goals	<p>The GCSP PP builds on and is aligned to the national level Rectangular Strategy and NSDP with which GGGI has been closely involved. There is a natural alignment due to the work GGGI is doing under the policy alignment project in 2017-2018.</p> <p>The GCSP PP does not include specific targets but outlines the key indicators which can serve as the basis for TWGs to develop detailed work plans and ambitions for the GCSP PP.</p>
<b>Content</b>	Quality of baseline data collected, and analysis conducted	There is mainly qualitative analysis of specific sub-sectors and provides a broad socio-economic profile of the city. It is expected that more specific, sub-sectoral data will be collected by the TWGs as part of baseline assessments and target setting and guided by the GCSP PP.
	Future foresight analysis conducted	A business as usual and mainstreaming green growth scenario analysis has been included which is mainly qualitative in nature but provides a good starting point for the TWGs to develop detailed baselines and set targets.
	Clarity in understanding of local political economy context (actions identified are politically feasible to implement)	The priority actions under each of the key urban sectors and the list of priority green city projects were developed based on extensive consultations with PPCA officials and was backstopped by a strong analytical, multi-criteria approach. In addition, flexibility is engrained in the plan as the TWGs have the mandate to modify the actions and projects based on the more detailed baseline assessment and target setting exercise that they are expected to undertake.
	Priority actions and targets are realistic within the timeframe of the strategy / plan and considers the baseline	There is a broad baseline analysis of critical challenges included based on which priority actions and a 10-year implementation timeframe has been established. Targets have not been included and it is envisioned that the TWGs will develop these.
	Clear strategic vision	<p>“By 2026 Phnom Penh will become a clean, green and competitive city offering safe and quality lifestyle to its residents”.</p> <p>The vision emerges from a shared vision for the future of the city, which is based on an emerging international consensus around urban green growth as a response to the challenges of rapidly urbanizing countries such as Cambodia. This vision is validated by the national policies on green growth that the RGC has established and has been further validated via the urban green growth consultations within the scope of this program.</p>

Stages	Description	Preliminary diagnostics for Cambodia
	Clear priorities	Priority actions have been identified for each of the 8 urban sectors along with list of 48 investment projects.
	Clear measures of success	Indicators have been included against the priority actions and objectives under each of the urban sectors, but specific targets are expected to be developed by the TWGs.
	Clear mechanism / criteria to measure the success of the plan	M&E arrangements are highlighted but it is under the mandate of the TWGs to establish and ensure robust M&E systems based on baseline and target setting.
	Extent to which safeguards, poverty reduction, and social inclusion (including gender) have been mainstreamed into the strategy	<p>One of the main overarching green city development goals in the GCSP PP is the “Increase social inclusion, reduce poverty levels, and improve urban welfare”.</p> <p>Gender inequality is a key challenge, with a major imbalance in participation in the policy workshops between men and women (less than 15 women attended each workshop out of a total of more than 60). GGGI has actively engaged the Ministry of Women’s Affairs in the program since October 2015, to advocate for the ministries to encourage women’s participation. Ongoing work in the secondary cities has considered this critical priority and continued engagement with the Ministry of Women’s Affairs.</p> <p>There is a Women and Children’s Commission under the PPCA but representatives from here did not attend the policy workshops.</p> <p>Under the implementation arrangements there is no specific mention of ensuring mandating gender balance or inclusion of vulnerable groups in Advisory Group or TWGs. However, the Ministry of Women’s Affairs is expected to be part of the Advisory Board.</p>
<b>Implementation</b>	Clear implementation plan and distribution of responsibilities	<p>Implementation arrangements described are at a high level and focus on the establishment of the governance arrangements and guidelines for how the TWGs can prepare more detailed workplans.</p> <p>It is important to note that the GCSP PP follows the specific format mandated by the RGC for a specific type of policy document (a strategic plan) which differs from others (law, sub-decree, implementation guidelines etc.). Therefore, the extent of the details on implementation modalities were guided by the RGC guidelines.</p>
	Clarity in monitoring and evaluation processes and systems	High-level guidance has been provided but more detailed M&E plans and arrangements will be developed by the TWGs.
	An identified institutional mechanism / arrangement to protect the strategy from political and economic changes	The institutional mechanism is identified but does not spell out specific strategies to protect the strategy through political cycles. A specific risk management framework has currently not been developed but the TWGs are expected to consider these aspects during the development of their detailed workplans.
	Clarity about sources of funding and links to budgeting process	A high-level description of the potential sources of funding is provided which is meant to serve as guidance for the TWGs to development detailed resource mobilization plans during implementation.

### 3.6 Key program stakeholders

The following is a comprehensive list of stakeholders and their role and relationship with the GUDP project. A shortlist of critical stakeholders has been developed in consultation with the country team and will be discussed with the independent evaluation team in preparation for the data collection phase under this evaluation.

Stakeholder	Role and relationship with GGGI
Department of Green Economy, General Secretariat of the National Council for Sustainable Development (NCSD)	Main government counterpart and led the coordination for the preparation of the GCSP PP. Work primarily on the National Green Growth Roadmap established in March 2010, as well as on the National Policy on Green Growth and the National Strategic Plan on Green Growth 2013-2030
Phnom Penh Capital Administration (PPCA)	Main owner of the GCSP PP. Participated in consultations throughout the development of the plan and ongoing engagement is underway to facilitate adoption
International Centre for Environmental Management (ICEM)	Delivery partner and provided the international and Cambodian professional and technical expertise for the preparation and delivery of the Green City Strategic Planning Methodology, the GCSP PP and the capacity building materials and events
Ministry of Environment (MOE)	Member of NCSD and GGGI's staff are based in their office
Ministry of Interior (MOI)	Member of NCSD and collaborating on the ongoing work in the secondary cities
Ministry of Public Works and Transport (MPWT)	Member of NCSD and main stakeholder in the implementation of the wastewater management project being implemented by GGGI
Ministry of Mines and Energy (MME)	Member of NCSD and main stakeholder in the implementation of the Pilot EE Fund for SMEs
Ministry of Women's Affairs (MOWM)	Member of NCSD and key partner to improve gender mainstreaming in the consultation process and implementation of the GCSP PP
Sahmakum Teang Tnaut (STT)	Consulted during preparation of the GCSP PP and coordinate the "Urban Voice" program for impact monitoring of Phnom Penh development projects
People in Need (PIN)	Currently lead an informal working group on urban development. Czech NGO supporting Human-Rights Based Spatial Planning in Cambodia with a strong understanding of social issues related to resettlement and rehabilitation issues under large urban projects. Consulted during the preparation of the GCSP PP
Nexus for Development	Technical consulting firm and involved in the wastewater management project
Cambodia NGO Forum	NGO coordinating body and attended all consultations during the development of the GCSP PP
European Chamber of Commerce (EUROCHAM)	Under this the Green Business Committee has been a key stakeholder in the development of the GCSP PP
Cambodian Chamber of Commerce, Garment Manufacturers Association in Cambodia (GMAC) and American Chamber of Commerce (AMCHAM)	Private sector representatives consulted during the development of the GCSP PP
Cambodia Institute of Urban Studies (CIUS), Pannasastra University	Extensive engagement since 2015 to provide technical inputs and participate in stakeholder consultations
Enrich Institute	Specializing in research, capacity building, policy dialogue and stakeholder engagement to promote green, inclusive growth locally and regionally. Consulted during the development of the GCSP PP
Korea International Cooperation Agency (KOICA)	Potential funding partner and extensive engagement till date on the further implementation of the wastewater management project
World Bank and Japan International Cooperation Agency (JICA)	Potential funding partners for shortlisted projects
UN-Habitat	Key partner of the Ministry of Land Management, Urban Planning and Construction (MLMUPC) and the PPCA and an important stakeholder to enable the implementation of priority projects
Cambodia Climate Change Alliance (CCCA)	Alliance between MOE, EU, Swedish International Development Agency and United Nations Development Programme (UNDP)

## 4. Rwanda program overview

This section provides a brief overview of the urban **context** in Rwanda, GGGI's country program in terms of its evolution and **objectives** followed by a brief description of the main **outputs** under the green city thematic area delivered since inception and the **process** map describing the key steps in the development of the National Roadmap for Green Secondary City Development in Rwanda ("NR") and specific outcomes achieved till mid-2018. The **preliminary diagnostics** against the proposed criteria described in Section 2 along with a **list of key stakeholders** and **program documents (Annex 3)** to guide the data collection process during this evaluation.

### 4.1 Urban context in Rwanda

Rwanda has experienced marked growth over the last two decades. The latest estimates from the International Monetary Fund (IMF) project Rwanda's gross domestic product (GDP) to reach USD 9.94 billion in 2018 with a projected 2018 growth rate of 7.2%<sup>42</sup>. Between 2000 and 2015, Rwanda achieved a 7.8% average increase in annual GDP,<sup>43</sup> peaking at 8.8% in 2012 and dropping to 4.7% in 2013. Despite being one of the fastest growing economies in Sub-Saharan Africa, the country's GDP per capita is estimated by the IMF to be USD 819 in 2018, which still classifies it as a low-income country.

The Government of Rwanda (GoR) has taken decisive steps to diversify the economy but the country remains predominantly agrarian which accounts for a majority of export earnings and the sector contributing to 33% of the GDP. While most Rwandans are employed in the agriculture sector, about 72% are mainly involved in subsistence agriculture.<sup>44</sup> The GoR is seeking to become a regional leader in information and communication technologies and aims to reach middle-income status by 2020 by leveraging the service industry which currently accounts for 47% of the GDP.

According to the GoR, challenges in the financial sector of Rwanda include the country's inability to mobilize long term stable financing given that Rwanda's capital market is small and underdeveloped to enable public and private sector access to long term financing. Moreover, 28% of the Rwandan population have no access to finance and financial exclusion is exacerbated by Microfinance Institutions (MFI), banks, and Savings and Credit Cooperatives (SACCO) inability to reach out to the rural areas due to the fact that most of the MFIs are concentrated in urban and major cities.<sup>45</sup>

Rwanda has the highest population density across all African continental countries. But, except for the capital, Kigali, this is not concentrated in large cities. Close to 12 million people are spread out on a small amount of land. However, urbanization is on the rise with an annual rate of increase of 4.5% which is well above the world's average of 1.8%.<sup>46</sup> The overall proportion of the urban population has increased from 4.6% in 1978 to 16.5% in 2012. The majority of this urban population is concentrated in the capital, Kigali. In order to spread this growth, the Economic Development and Poverty Reduction Strategy (EDPRS 2) 2013-2018 and the Urbanization and Rural Settlement Sector Strategic Plan selected six secondary cities for the promotion of urban development outside of the capital city: Rubavu, Musanze, Huye, Rusizi, Nyagatare, and Muhanga.<sup>47</sup> Moreover, the evolving National Strategy for Transformation (NST1) under the new Vision 2050 has the objective of accelerating urbanization by not only increasing urbanization to 35% by 2024 but to improve rural settlements by scaling up the existing Integrated Development Program (IDP) model villages factoring all the pillars of green growth.

The improved governance and planning systems at the national level has contributed to substantial progress in reducing poverty in the country since 2000. According to the Integrated Household Living Conditions Survey

<sup>42</sup> International Monetary Fund, Available [online](#).

<sup>43</sup> Trading Economics, "Rwanda GDP Annual Growth Rate 2000-2015," 2015

<sup>44</sup> National Institute of Statistics of Rwanda, Rwanda Poverty Profile Report - Integrated Household Living Conditions Survey, EICV4 (2013/14). Available [online](#).

<sup>45</sup> Rwanda Financial Sector Strategy, 2013-2018, Financial Sector Development Secretariat, MINECOFIN. Available [online](#).

<sup>46</sup> Ministry of Infrastructure, GoR, Urbanization and Rural Settlement Sector Strategic Plan 2013-2018 (Kigali, 2011).

<sup>47</sup> Rwanda National Urbanization Policy 2015.

(EICV) conducted by the GoR in 2013-2014, poverty has continuously decreased from 58.9% in 2000/01 to 39% in 2014.<sup>48</sup> Extreme poverty has also declined, from 40% in 2000/01 to 24% in 2010/11.

The country has experienced changes in rainfall and temperature over recent decades which has manifested in disaster events throughout the country. Since 1970, Rwanda has experienced a 0.35°C increase per decade in annual mean temperature, which is slightly higher than the global average at 0.27°C.<sup>49</sup> In urban areas, air quality is a growing concern where particulates concentration between 100 to 150 µg/m<sup>3</sup> (micrograms per cubic meter) are consistently observed near roads during the dry season, while the maximum allowable standard in the country is 35 µg/m<sup>3</sup>.<sup>50</sup> The GoR has taken concrete steps to address these issues through clear development strategies and guiding principles to incorporate green growth into development action. Further details about Rwanda's sustainable development commitments, policies and legal frameworks are elaborated in the GGGI Rwanda's Country Planning Framework 2016-2020.

## 4.2 GGGI in Rwanda

In March 2015, GoR's Cabinet approved the ratification of GGGI's establishment agreement followed by a Presidential Order, and a Host Country Agreement in 2016. The agreement cemented GGGI's partnership with the GoR but activities on the ground had already been initiated since 2012.

The Country Planning Framework (CPF) for 2016 to 2020 which serves as a guide for programming and is a jointly developed planning document, sets the green growth objectives that GGGI will support aligned to GoR's national development priorities for economic growth, poverty reduction, social inclusion and environmental sustainability. The CPF is articulated around the following three outcomes:

**Outcome 1:** Rwanda's urbanization is guided by green growth principles;

**Outcome 2:** Resource-efficient, low-carbon technologies and infrastructure solutions are understood and prioritized in urban development projects; and

**Outcome 3:** Sustainable financial instruments support green growth projects.

The following is a brief overview of the main program areas in Rwanda plotted against the timeline since inception:

**2012-2014:** GGGI's support was based on a clear identification of its comparative advantage based on GoR's coordination of development partners' support (through sector working groups) to achieve the national objectives in the EDPRS 2 and the Green Growth and Climate Resilience Strategy (GGCRS). The focus of the work in these initial years was to conduct baseline studies and preliminary diagnostics on green city development but without a permanent presence in the country yet.

This first project included research and analysis on green urbanization and the green economy potential of Rwandan secondary cities; developing a green city framework and guideline in the African and Rwandan secondary city contexts; and then providing strategic and practical advice for their development as model green cities.

Based on this, work on two main reports was initiated during this period: (1) preliminary analysis and diagnosis for developing secondary cities as model green cities which was completed in March 2015. This report provided a detailed economic analysis to provide a baseline to address the economic potential of Kigali and secondary cities for green growth and included a District Development Index to explore challenges and opportunities; (2) green city framework and guidelines for developing secondary cities as model green cities completed in March 2015. This established the necessary foundation for further work in 2015-2016.

GGGI also conducted research on local construction material for energy efficient and affordable housing in Rwanda.

**2015-2016:** GGGI established a country office and officially commenced with Phase I of the Climate Resilient Green Cities (CRGC) project. The focus during this period was on building a National Roadmap for Green

<sup>48</sup> National Institute of Statistics of Rwanda, *Rwanda: Integrated Household Living Condition Survey (EICV) 2013/2014 - Main Indicators Report* (Kigali, 2015)

<sup>49</sup> GoR, *Green Growth and Climate Resilience: National Strategy for Climate Change and Low Carbon Development* (2011).

<sup>50</sup> Inventory of Air Pollution Sources in Rwanda: Determination of Future Trends and Development of National Air Quality Control Strategy. Available [online](#).

Secondary City Development in Rwanda (NR), improve capacity for implementation and remove bottlenecks for implementation. Further details are provided in Section 4.3 as the focus of this evaluation is the CRGC project.

In 2016, GGGI also initiated technical support to the Rwanda National Fund for Environment and Climate Change (FONERWA) Facility. GGGI’s work in 2016 conceptualized the establishment of a Technical Support Facility to provide technical and operational support to the Secretariat, as well as direct support to the GoR in mobilizing and channeling funds for climate change and environment projects beyond the Fund. GGGI supported development of a business and sustainability plan that underscores the strategic role of the Technical Support Facility in delivering on the Fund’s mandate to mobilize resources for further Fund capitalization, facilitate access to international climate finance, and strengthen the staff capacity of the Secretariat for Fund management. The business plan reinforces GGGI’s operational support to the FONERWA Secretariat in consultation with other partners. It is important to note here that this project is not covered under the scope of this evaluation.

GGGI Rwanda’s Country Planning Framework 2016-2020 was also launched during this period.

**2017-2018:** Building on the development and launch of the NR in 2016, the current focus is on supporting implementation through technical assistance to the GoR to translate plans to implementation of green urban development projects.

Continuing support to FONERWA, the project’s objective during this period was to mobilize green growth and climate financing aligned to Rwanda’s Green Growth and Climate Resilience Strategy and EDPRS II objectives through FONERWA. To achieve this, GGGI is focusing on enhancing FONERWA Secretariat’s capacity in areas of fund management, project development, and resource mobilization.

**2019-2020:** Initial planning for the ongoing program in Rwanda is currently underway in June 2018 and the focus is to bring tangible sustainable infrastructure investments and financial instruments by developing bankable projects in the key thematic areas of green cities, sustainable landscapes and sustainable water management and sanitation.

GGGI’s main government counterpart in Rwanda is the Ministry of Infrastructure (MININFRA) and some staff members are based in the Ministry’s office. The source of the budget for the program so far is GGGI’s core funds and in 2018 additional earmarked funding has been secured from the Green Climate Fund (USD 600,000) and from the Italian Ministry for the Environment, Land and Sea (EUR 100,000). The overview of the budget and proportion disbursed till the end of 2017 is shown below.

Year	2015-2016	2017
Budget allocated	USD 2,158,685	USD 1,411,786
% of budget disbursed	60%	79%

### 4.3 Climate Resilient Green Cities Project in Rwanda

The CRGC project’s Phase 1 was designed for an initial period of two years covering 2015-2016 with five main outputs:

- 1. Green City Framework and Guideline:** This was released in early 2015 and identified opportunities for building secondary cities around a green economy, including the technologies, governance structures and planning approaches that could be explored to meet these goals. The report proposed a clear definition and vision to serve as the guiding principles for green secondary city development. It also included lessons learned from relevant international and local practices, two possible national development scenarios, a preliminary green city readiness assessment towards green growth and the opportunities and challenges of achieving consistent objectives between each city. The report also includes a monitoring and evaluation (M&E) framework including a theory of change and logframe with the focus on green technology development, governance and integrated planning to be potentially used by national (MININFRA or the Rwanda Housing Authority) or city level governments. The objective of the report was to serve as a normative framework and the basis for the NR which outlines how the framework will be operationalized.

2. **National Roadmap for Green Secondary City Development in Rwanda (NR):** The NR outlined the fundamentals (good governance, urban planning, and environmental and social safeguarding policies), pillars (building and construction sector, energy, urban mobility, production and distribution of water, sanitation, and waste management) and pull factors (economic development, job creation, and quality of life) of green city development and urbanization. The NR provided tangible, simple actions that could be used to kick-start green growth within Rwanda's secondary cities with a focus on 6 of them - Huye, Muhanga, Musanze, Nyagatare, Rubavu and Rusizi. The NR serves as the direct implementation tool for the National Strategy for Climate Change and Low Carbon Development and laid the foundation for a Pilot Green City (PGC) which is a core part of the national strategy.
3. **Green secondary cities investment strategy developed:** GGGI is supported the development of an investment strategy for green infrastructure in secondary cities. Linking this back to the NR, GGGI also developed financing and investment approaches for a PGC project, to achieve key actions in the EDPRS 2. Working with the Rwanda Environment Management Authority (REMA), GGGI is helped to develop a conceptual master plan for a PGC in Rwanda.
4. **Increased capacity on green urbanization:** The focus is to strengthen national, sub-national and local planning institutions' capacity to plan and implement green city projects. These are usually done in a training format with tools on green urbanization and green infrastructure investment, which are all geared towards improving multi-directional knowledge sharing among government bodies. GGGI also supported knowledge sharing on green growth through networks with national research institutes to provide research and planning resources on Rwanda's sustainable growth and development. Other capacity building activities included three side events hosted by the Country Program in major international events hosted by Rwanda in 2016.
5. **A pipeline of bankable projects identified:** An outreach program was conducted in March–April 2016 targeting all six secondary cities and a minimum of ten projects per city were selected. This was done in collaboration with technical committees in each city, members of the private sector, civil society and academia to make sure that projects brought to the table reflected the potential of a given region. The aim of the program was to develop at least two projects per year and solicit their funding through FONERWA. The specific projects to which GGGI is providing implementation support are described in Section 4.4 in more detail as part of the process map for the NR.

The Phase II of the CRGC project was initiated in 2017 to cover GGGI's Work Program and Budget period of 2017-2018 and includes the following 3 main outputs:

1. **Urbanization sector action plans and District Development Strategies (DDS)<sup>51</sup> reviewed to integrate key actions and recommendations from the National Roadmap:** This integration exercise was done through the location of six GGGI district assistants to work on the ground in the six secondary cities. This arrangement enhanced the collaboration with the District One-Stop Center technicians whose role it is to implement the DDSs.
2. **Submission of financing proposal for a project identified within the Roadmap for Green Secondary Cities:** Initial scoping on potential green city projects was completed in early 2017, using the MININFRA Secondary Cities Feasibility Studies for the six selected secondary cities and the project concepts submitted to FONERWA. A Green investment plan was submitted to MININFRA in March 2017. Details of specific projects that GGGI is working on are described in Section 4.4 below.
3. **Training of Trainers (ToT) on National Roadmap implementation delivered in 6 secondary cities:** The aim of this training program was to enhance the capacity of key officials from six secondary cities in planning and designing green cities and eventually enable them to independently implement and mobilize resources for green city development projects. Through this program, six project concepts in the areas of solid waste management, sustainable transportation and mobility, and renewable energy for public spaces have been developed by local governments.

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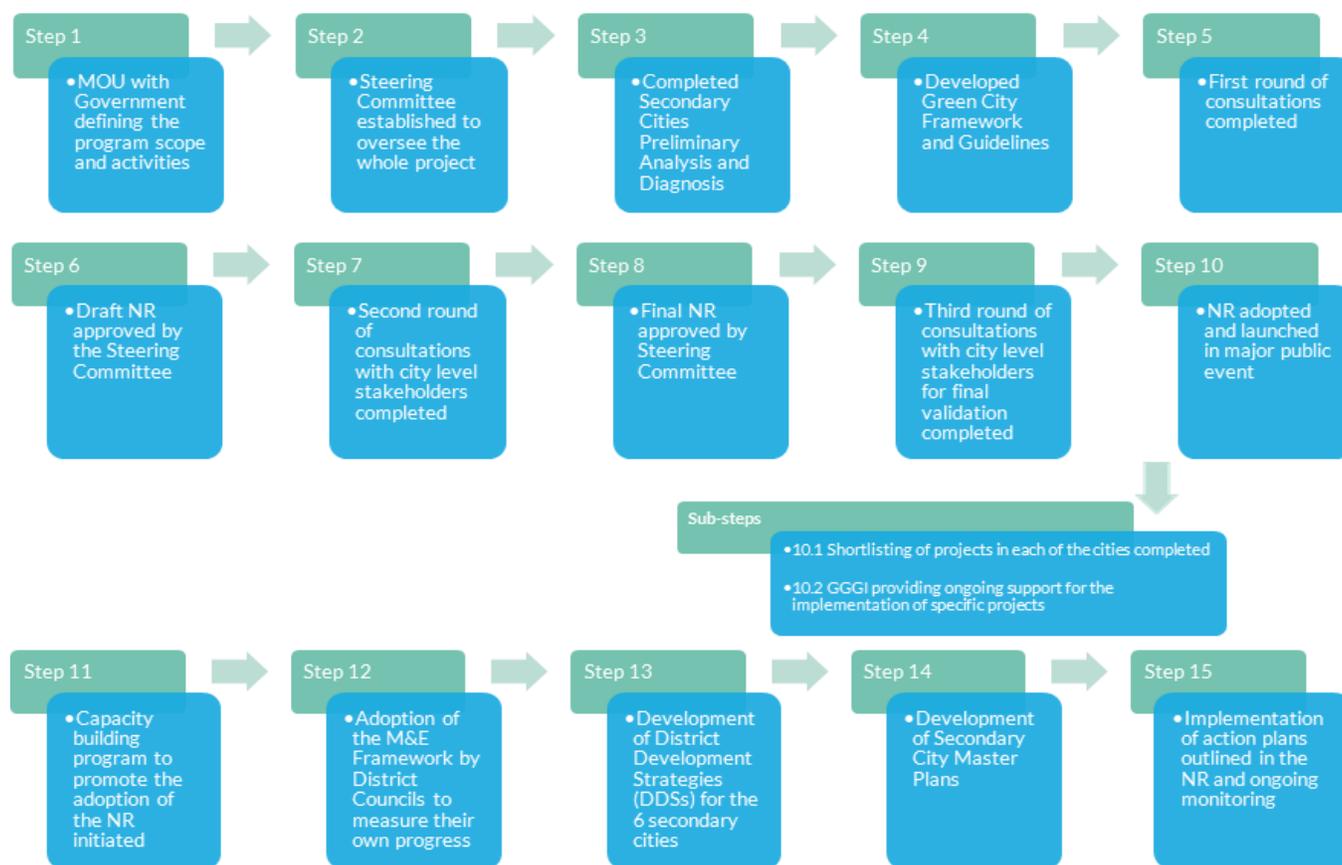
<sup>51</sup> With the introduction of the National Strategy for Transformation (NST I) replacing the EDPRS, the terminology for local development plans changed from District Development Plans to District Development Strategies. The DDS will serve as the next generation of Rwanda's medium-term strategy under NST I. GGGI results report for 2017 use these terms interchangeably.

In addition, an infrastructure gender mainstreaming strategy for MININFRA (linked to the NR) was finalized in early 2017 and is expected to be published in 2018. It outlines how the sector will strive to mainstream gender in its policies, plans, processes, programs and projects for the period 2017 to 2022.

The CRGC project’s Phase III for 2019-2020 is at design stage as of June 2018 and further details of what is being planned will be provided to the independent evaluation team during the evaluation.

The scope of this evaluation in Rwanda will cover the period 2015 to mid-2018 and focus on the CRGC project’s first two phases. The National Roadmap for Green Secondary City Development in Rwanda (NR) will be the key strategy to be analyzed and the process of developing this is illustrated in Section 4.4 below. A number of secondary results in terms of policy development and investments have been realized till date and expected to be realized in the near future and these will also need to be considered in the analysis under this evaluation.

## 4.4 Process map



The process map illustrated above provides an overview of the key steps involved in the development of the National Roadmap for Green Secondary City Development in Rwanda (NR) and the expected implementation modalities prescribed under the roadmap. The following section provides details under each step and includes specific results achieved by the end of June 2018:

### Step 1: MOU with Government defining the program scope and activities, October 2012

The Memorandum of Understanding (MOU) was signed between MININFRA and GGGI outlining the key areas of activities and support. The MOU identifies three areas of focus for GGGI: (1) analytical and technical support to the government in the development and implementation of national and/or local green growth policies and alluded to a National Territorial Vision and Strategy and Energy Efficient and Affordable Housing; (2) Capacity building;

and (3) knowledge sharing by leveraging GGGI's global network. This served as the basis for initiating work under the first project to conduct research and analysis on green urbanization and the green economy potential of Rwandan secondary cities; developing a green city framework and guideline in the African and Rwandan secondary city contexts; and then providing strategic and practical advice for their development as model green cities. Research was also conducted on local construction material for energy efficient and affordable housing in Rwanda.

GGGI did not have a permanent presence in Rwanda between 2012 and 2014 as the establishment agreement was ratified by the GoR in March 2015. Most of the work during this period was the preliminary analysis and diagnosis which established the foundation for the framework and guidelines and NR. It is important to note here that the GoR has a robust system for managing development partners in the country, including performance targets which are linked to the EDPRS<sup>52</sup> and delivered in partnership. Mainly due to the lack of permanent presence in the country, the delivery of the preliminary analysis and framework and guidelines was delayed.

## **Step 2: Steering Committee established to oversee the whole project, October 2014**

A formal terms of reference (TOR) of the Project Steering Committee (PSC) was shared with the identified members in August 2014. The TOR described GGGI's program (preliminary analysis and diagnostic, framework and guidelines, NR and capacity development) and established the objectives of the PSC, roles and responsibilities, proposed composition and structure. MININFRA and GGGI were recognized as co-chairs, the Rwanda Housing Authority (RHA) as the secretariat along with Ministry of Environment (previously part of the Ministry of Natural Resources (MININRENA)) represented by the Rwanda Environment Management Authority (REMA), Ministry of Local Government and Social Affairs (MINALOC) represented by Local Development Agency (LODA) and Ministry of Finance and Economic Planning (MINECOFIN) as co-vice chairs and advisers. The members also included Ministry of Trade and Industry (MINECOM), City of Kigali and secondary cities, the private sector and civil society stakeholders. The first meeting was organized in October 2014. Other members to the PSC were added later including the Rwanda Natural Resources Authority (RNRA), Rwanda Initiative for Sustainable Development (RISD) and the Ministry of Gender and Family Promotion (MIGEPROF).

The establishment of the PSC was a critical step to ensure that the project delivered the committed outputs within a specific timeframe. GGGI's presence in the country was strengthened in early 2015 and extensive consultations with the PSC were held to agree on a revised timeline for the submission of the key outputs.

## **Step 3: Completed Rwanda Secondary Cities Preliminary Analysis and Diagnosis, March 2015**

The report and detailed appendices were completed in consultation with a wide range of stakeholders and key experts. This component was managed by green city experts based on GGGI's headquarters in Seoul and completed in March 2015.

## **Step 4: Developed Green City Framework and Guidelines, March 2015**

This was built on the foundation created by the preliminary analysis and diagnosis and provided a systematic approach targeted at achieving the transition to a green city and green local economy, which are practical and realistic and aimed at progressive improvements in governance, investment, infrastructure and green enterprises. It was initially due to be completed in July 2013 and the apart from the reason outlined above about the lack of permanent presence in the country, there were also issues with the technical quality of the initial work done by the contracted delivery partner. But after the overall project was brought back on track in early 2015, the report was completed in March 2015. The report also clearly identified the steps involved in developing the NR.

## **Step 5: First round of consultations completed, March 2015**

The preliminary analysis and diagnosis and framework and guidelines were approved by the PSC in March 2015. But due to the previous delays the work on the NR has to be considerably fast tracked. This second PSC meeting also included new members including the Ministry of Gender and Family Promotion (MIGEPROF). The main

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<sup>52</sup> In this case, GGGI's project was directly linked to two priorities in the EDPRS 2 - Priority Area 4: to transform the economic geography of Rwanda by facilitating and managing urbanization and promoting secondary cities as poles of economic growth; and Priority Area 5: incorporates a green economy approach to economic transformation with two interventions related to the promotion of green urbanization and green innovation in the industrial and private sectors (linked to the Pilot Green City concept as a flagship project for green urbanization)

objective of this first round of consultations with the PSC was to agree on a clear work plan and target delivery date for the NR (which was set for June 2015).

#### **Step 6: Draft NR approved by the Steering Committee, June 2015**

Drawing on the membership of the PSC, informal technical working groups for various sections (fundamentals, pillars and pull factors) were formed to review and guide the development of the NR. This approach helped fast track the process and the draft NR was presented and approved by the PSC in June 2015. At this stage, it was noted that due to the timelines for completion the primary content and structure of the NR was in place based on data collected during the development of the previous components of the project. However, consultations with the local stakeholders in each of the 6 secondary cities was to be undertaken after the approval of the draft NR. The approval itself was with a caveat to further develop specific actions and interventions for each secondary city rather than generalizing them at national level.

#### **Step 7: Second round of consultations with city level stakeholders completed, July 2015**

The objective of this second round of consultations was to discuss and capture local opportunities and priorities and was an extensive process involving a range of stakeholders in each secondary city, including: the Executive Committee of Secondary City Districts (highest governing body in the city made up of the mayor, two deputy mayors for economic and social issues, and other members), technicians responsible for specific sub-sectors like transport, energy etc., healthcare officers, engineers, citizens, reserve force and churches. The approach to these consultations was to ensure that the messaging was clear that the NR was still under development and local stakeholder inputs were critical. The stakeholders were shown their local masterplans, data from the preliminary analysis and diagnosis and inputs were gathered on the true picture of the urban development scenario.

It is important to note here that the 6 secondary cities had masterplans but at different levels of focus. These masterplans were developed when these cities were technically districts so had a much broader geographical scope than the urban boundaries of the cities. Only the introduction of the EDPRS II officially recognized these cities so this created a challenge in finding disaggregated data relative to the new urban boundaries.

#### **Step 8: Final NR approved by Steering Committee, September 2015**

Based on the first round of consultations, substantial revisions to the NR were made and approved by the PSC in fourth meeting in September 2015.

#### **Step 9: Third round of consultations with city level stakeholders for final validation, end of 2015**

After final NR was approved, another round of consultations at the city level was undertaken for final validation. This was important because between the previous round of consultations and this one, the local authorities were able to collect further disaggregated data which was used to make final revisions to the NR. Another objective of this round of consultations was to identify bankable projects and conduct an initial prioritization exercise.

#### **Step 10: NR adopted and launched at the World Economic Forum (WEF) for Africa, May 2016**

This high-level launch was by the Minister of MININFRA in the presence of the Mayors from the secondary cities (2 of the Mayors were not present as they were unable to reach Kigali due to landslides). This launch was the official adoption of the NR and paved the way for the implementation of specific projects. Moving forward, GGGI selected a number of priority projects to support implementation and this is briefly discussed below.

- **Step 10.1: Shortlisting of projects in each of the cities completed, July 2016**

An outreach program was conducted in March – April 2016 targeting all six secondary cities and a minimum of ten projects per city were selected. The overall objective of this outreach was to present the NR to local leaders to ensure them that it included their respective development priorities gathered during earlier consultations and look for their collaboration and ownership in its implementation. An outreach report was drafted which served as the basis for the project concepts submitted to FONERWA in March 2017 using the MININFRA Secondary Cities Feasibility Studies for the six selected secondary cities.

- **Sep 10.2: GGGI providing ongoing support for the implementation of specific projects**
  1. **RwGBO and Green Building Minimum Compliance Standards:** In November 2016, the official launch of the Rwanda Green Building Organization (RwGBO) was held, which was the result of one of the key pillars in the NR. GGGI also supported the development and drafting of a national roadmap for Rwanda's green buildings accompanied by the identification of green building indicators. At the national level in 2017, GGGI worked to integrate the recommendations of the NR into policy in the building and construction sector through the support to Rwanda Housing Authority (RHA) to develop a Green Building Minimum Compliance and Standards. The standards are expected to come into effect from mid-2018 and will ensure sustainability and the efficient use of building material resources in the construction sector.
  2. **Rubavu Eco-tourism project:** In 2016, development of the first bankable project was initiated out of Rubavu District, where mount Rubavu was going to be developed as an eco-tourist site capable of generating visibility and jobs for the city. GGGI conducted robust financial modelling to ensure project viability and sustainability following the requested grant for capital expenditure from FONERWA. The proposal was submitted for financing in May 2017 with the value of USD 800,000.
  3. **Cactus park:** In 2017, GGGI helped mobilize USD 60 million in private investment for a Cactus Green Park development in Kigali as part of the Green Pilot City project, which will serve as a model for the implementation of the national green urbanization policy. Pre-feasibility studies into the Cactus Green Park development were financed by FONERWA and found that substantial changes had to be made to make the project commercially viable. GGGI provided extensive support to complete architectural drawings and pricing structures. These pricing structures included recommendations to reduce emissions in the design process, a recommendation to use local construction materials, innovative waste water treatments and renewable energy generation and energy efficient designs. This support allowed the private investment group, Horizon, to finish its business planning and move forward with the estimated USD 60 million Cactus Park development.
  4. **Greening the new Bugesera International Airport:** GGGI supported the first phase of greening the new Bugesera International Airport. GGGI's technical advisory focused on the value engineering of the airport design to optimize energy and water efficiency as well as recommendations for the use of sustainable building material resources with local and recycled content.
  5. **Capacity building for Water and Sanitation Corporation (WASAC):** GGGI provided technical support to WASAC on Fecal Sludge Treatment Plant projects in Rwanda. The African Development bank has indicated their support for GGGI's capacity building over a three-year period and assistance to WASAC. By building these capacities, WASAC would be able to design and implement projects in FST and other areas of sanitation, leading to a continuous pipeline of bankable projects under the Rwanda Water and Sanitation Program.
  6. **Other projects in 2019-2020:** GGGI is currently working on projects in electro mobility, bicycle sharing in two secondary cities and the development of eco-industrial parks.

### **Step 11: Capacity building program to promote the adoption of the NR initiated, May 2017**

The Training of Trainers (ToT) on the NR was aimed at government stakeholders in the six secondary cities who reviewed the priority areas in the NR and identified specific projects to be developed and submitted for funding to FONERWA. In May 2017, the launching workshop of the ToT program was delivered in partnership with MININFRA. The workshop was attended by 36 officials from six secondary cities. Upon the completion of the first training, 6 green city project concept notes were produced by local government officials from secondary cities. Full proposals developed through the workshop program will be taken to the next phase for resource mobilization and project financing, with the assistance of GGGI's investment specialists. The trainers are expected to replicate the lessons from this capacity building to other selected technicians at the secondary cities.

An additional training was organized in December 2017 aimed at sector level technicians on how to develop projects, financing options and proposal elaboration. The project concepts developed as an outcome of this training have been taken into the pre-feasibility study for sustainable solid waste management in two secondary cities.

## Step 12: Adoption of the M&E Framework by District Councils to measure their own progress

Based on the green performance index developed in the preliminary analysis and diagnosis component and the logical framework included in the framework and guidelines component, the NR includes the Green Secondary Cities Performance Index (26 KPIs under 9 categories) which can be used to monitor the level of green development in secondary cities. It is expected that the use of this index will be mandated by Ministerial order from MININFRA to measure urban performance and will enable the National Institute of Statistics (NIS) to coordinate with sector ministries. The NIS is currently reviewing the implementation modalities (frequency, monitoring, inclusion of additional socio-economic indicators etc.).

## Step 13: Development of District Development Strategies (DDSs) for the 6 secondary cities

The DDSs will serve as the next generation of Rwanda's medium-term strategy under the National Strategy for Transformation (2018-2024) (NST I). The development of the DDSs was facilitated by the location of six GGGI District Assistants to support the District One-Stop Center technicians whose role it is to implement the District plans. The assistants collected data and assisted with drafting and the DDSs are currently being finalized in mid-2018. In addition, the role of the district technical assistants is critical to support the One Stop Centers in land use planning, infrastructure project analysis and follow up on the implementation of projects identified in the NR. The assistants have also provided inputs to the districts' annual investment planning exercise. The development of the first 6 DDSs based on the NR is aimed to influence the development of a further 24 DDSs in other districts.

## Step 14: Development of Secondary City Master Plans

GGGI in collaboration with the National Designated Agency, (NDA) REMA, developed in June 2017 a "Readiness and preparatory support proposal to implement Green City Development Projects in Rwanda's Secondary Cities". This proposal has received approval from GCF and will support the preparation of a detailed green master plan for one priority secondary city as part of the promotion of the green urbanization and will serve as an implementation plan to deliver the NR. The proposal gives GGGI the opportunity to showcase to the Government and other concerned stakeholders the possibility of accessing green finance for sustainable development. This work is expected to influence the development of similar masterplans in the remaining 5 priority secondary cities.

## Step 15: Implementation of action plans outlined in the NR and ongoing monitoring

The NR includes specific actions with roles and responsibilities assigned to specific entities at national and local level. GGGI is undertaking ongoing work with the Ministry of Environment is to map the key action points to prevent overlap and repetition between the national and local level and identify key performance indicators (KPIs) to enable monitoring. These actions are expected to feed into the annual investment plans for the secondary cities.

In terms of the future implementation of the NR, it is important to note that it is "owned" by MININFRA who has the responsibility to identify the specific institutional mechanism and timeline for implementation. The NR was designed to be an evolving tool, with its basic architecture in place the action plans can be updated based on the evolving priorities and needs. It includes KPIs but no targets and timelines (which would have to be incorporated into the performance contracts of the local governments) and serves as a blueprint for various stakeholders working on green urbanization in the cities. This flexibility has allowed for implementation to be initiated through the development of the DDSs and masterplans in the secondary cities which have specific KPIs and timelines.

## 4.5 Preliminary diagnostic

Based on the proposed criteria described in Section 2.4, preliminary diagnostic below only presents the description of the NR against each criteria and does not comment on the extent to which the criterion has been fulfilled or not. This preliminary information can be used as a basis to initiate the evaluation by the independent team.

Stages	Description of criteria	Preliminary diagnostics for Rwanda
Preconditions	Strong leadership / commitment from the	MININFRA is responsible for initiating, developing, and facilitating urban development programs and for supervising the implementation of quality standards and norms. The Rwanda Housing Authority (RHA) is the agency

Stages	Description of criteria	Preliminary diagnostics for Rwanda
	head of the city government	responsible for urbanization, which is dominated by responsibilities in settlements and building construction. The ownership of the NR rests with MININFRA and draws from the MOU signed at the start of the country program in 2012. In addition, the Ministry of Local Government (MINALOC) is responsible for coordination of good governance and high-quality territorial administration programs including in the 6 secondary cities.  The Mayors (who attended the launch of the NR), local government officials, department heads, and technicians of the districts of Rusizi, Huye, Muhanga, Rubavu, Musanze and Nyagatare participated extensively in the consultation process.
	Participation and ownership of key local actors	Extensive inputs were provided by a range of local stakeholders, specifically under each city's priority areas and local action plans. The stakeholders included the Executive Committee of Secondary City Districts, Technical staff, locally based civil society organizations, locally based private sector representatives, academic and research institutions. In addition to local staff, MININFRA and RHA staff also participated in these workshops.
	Private sector inclusion	Representatives from Private Sector Federation of Rwanda and local private sector federations in the secondary cities were consulted during the process.
	Level of focus on local institutional structures and local government capacity building	There was a specific focus on capacity building through the TOT program conducted as hands on, practical training by using the priorities identified in the NR. Also, the embedded structure of GGGI experts both at the national (Ministries) and sub-national (6 secondary cities) provides the opportunity for daily knowledge transfer and backstopping to government technicians.
	Support from national government	MININFRA is responsible for urban development and rural settlement and RHA was also a key national level stakeholder with the mandate for housing regulations and masterplan implementation.
	Relevance / strategic fit to national policy, targets, goals	The NR is directly linked and builds on the priorities set in the EDPRS II (Priorities 4 and 5) and serves as a practical guide for implementation. The NR is also meant to be a direct implementation / operational tool for the Green Growth and Climate Resilience Strategy (GGCRS) that was adopted by the GoR in 2011.
<b>Content</b>	Quality of baseline data collected, and analysis conducted	Under the preliminary analysis and diagnosis component a detailed economic analysis was conducted to provide a baseline to address the economic potential of Kigali and secondary cities for green growth. This report also included a District Development Index to explore challenges and opportunities.
	Future foresight analysis conducted	Future foresight analysis was done in parallel (during the development of the NR) by UN-Habitat for two secondary cities under a project called Spatial Development Framework. The NR drew on this analysis so did specifically include extensive modelling but does include an analysis of planning scenarios and transition pathway options (crossroads scenario and city-region scenario)
	Clarity in understanding of local political economy context (actions identified are politically feasible to implement)	Extensive consultations with local government (Executive Council of Secondary City Districts) and joint identification of priorities and action plans has enabled an understanding of the local political economy context.
	Priority actions and targets are realistic within the timeframe of	Priority actions were jointly developed with local stakeholders, but specific targets and a timeframe were not included. The NR is meant to be an evolving tool with the basic structure in place to adapt to evolve priorities and needs. It is also aimed to be integrated into the DDSs and local

Stages	Description of criteria	Preliminary diagnostics for Rwanda
	the strategy / plan and considers the baseline	masterplans which have targets and timelines for implementation. Additionally, as the NR is aligned with the NST I (2018-2024), it will broadly follow the government planning process.
	Clear strategic vision	The vision articulated in the NR covers a variety of green city goals and was developed in consultation with national and local stakeholders considering the diversity of the local development contexts in the six secondary cities.
	Clear priorities	Clear priority actions are identified under each foundation, pillar and pull factors. The action plan at the end of the NR summarized the priorities at the national and local level and identifies the responsible organization for implementation. It is important to note that these responsibilities for implementation can evolve and change based on the existing structure of government at the time of implementation considering new ministries / agencies being established or existing agencies merged affecting their roles and mandates.
	Clear measures of success	The Green Secondary Cities Index <sup>53</sup> includes 26 indicators under 9 categories with assigned weights and descriptions. Specific targets against these are not included in the NR but this approach is consistent with the government's planning and implementation cycle where results monitoring is captured in the Sector Strategic Plans (SSPs) and the annual performance contracts (imihigo) of government agencies.
	Clear mechanism / criteria to measure the success of the plan	The NR includes a description of the implementation and monitoring arrangements by identifying specific criteria for investment decisions, introducing the Green Secondary Cities Index and actions plans with assigned responsibilities. The NR also recognizes that the DDSs and local masterplans that will be developed will be the vehicle for implementation.
	Extent to which safeguards, poverty reduction, and social inclusion (including gender) have been mainstreamed into the strategy	The word "inclusive" is mentioned in the vision and "Safeguards" is one of three foundations in the NR. The Ministry of Gender and Family Promotion (MIGEPROF) was also closely involved in the development of the NR as a member of PSC.  In addition, the Infrastructure Gender Mainstreaming Strategy (to be published in 2018) was developed to serve as a broader and practical tool to mainstreaming safeguards, poverty reduction, gender and social inclusion in infrastructure planning (urbanization, water & sanitation, energy, transport) and implementation.
<b>Implementation</b>	Clear implementation plan and distribution of responsibilities	Implementation plan is in the form of action plans and there is a clear distribution of responsibilities for national and local stakeholders in the NR. Moreover, the governments SSPs and annual performance contracts (imihigo) unpack the pillars of the NR into actionable targets with outputs shared amongst the relevant government and development partners to take forward each year.
	Clarity in monitoring and evaluation processes and systems	There is a monitoring tool recommended through the index which is expected to be mandated by Ministerial order from MININFRA to measure urban performance and will enable the National Institute of Statistics (NIS) to coordinate with sector ministries for regular monitoring.
	An identified institutional mechanism / arrangement to protect the strategy from political and economic changes	The urbanization division in MININFRA owns the NR and has the responsibility to identify the specific institutional mechanism and timeline for implementation.  In addition, the DDSs and masterplans which are influenced by the NR identify clear institutional mechanisms for implementation. Currently, there have already been different projects and programs that have evolved as a result of increased awareness on the need for green and inclusive

<sup>53</sup> Based on the African Green City Index by the The Economist Intelligence Unit. Assessing the environmental performance of Africa's major cities. Munich, 2011.

Stages	Description of criteria	Preliminary diagnostics for Rwanda
		urbanization. These include the affordable housing scheme, affordable housing fund, urbanization center of excellence, RwGBO and work initiated by non-governmental organizations guided by the pillars, guidelines and actions identified in the NR.
	Clarity about sources of funding and links to budgeting process	The NR provides guidance on what to consider when making investment decisions (CBA, win-win, technology, pricing etc.) but there are no clear links to the government budgeting process. It also identifies the need to develop DDSs and masterplans which clearly identify investment links. In addition, the specific projects identified by GGGI through the outreach and investment strategy and funding proposals are being developed to be submitted to funding sources including FONERWA, AfDB, GCF etc.

## 4.6 Key program stakeholders

The following is a comprehensive list of stakeholders and their role and relationship with the CRGC project. A shortlist of critical stakeholders has been developed in consultation with the country team and will be discussed with the independent evaluation team in preparation for the data collection phase under this evaluation.

Stakeholder	Role and relationship with GGGI
Ministry of Infrastructure (MININFRA)	Host ministry and is the co-chair of the Project Steering Committee (PSC).
Ministry of Environment (MOE) / former Ministry of Natural Resources	Part of PSC for NR and overseeing the development of a new environment policy which will affect green city development
Ministry of Local Government (MINALOC)	Part of PSC for NR and coordinating ministry for the 6 Executive Council of Secondary City Districts
Ministry of Gender and Family Promotion (MIGEPROF)	Part of PSC for NR and key partners in developing the infrastructure gender mainstreaming strategy
Ministry of Finance and Economic Planning (MINECOFIN)	Part of PSC for NR and in the focal Ministry for national planning and budgets
Rwanda Environmental Management Agency (REMA)	Part of PSC for NR and is the NDA for GCF and coordinating the GCF readiness work for the masterplan in one secondary city. REMA is a subsidiary agency of MoE
Rwanda Housing Authority (RHA)	Secretariat of the PSC for the NR and first institute in the country where GGGI staff was embedded. RHA is a subsidiary agency of MININFRA
Local Development Agency (LODA)	Under MINALOC and participated in the PSC for the NR
City of Kigali	Initial plan was to develop a NR for 6 secondary cities and Kigali, so the local government was consulted for the NR. The Pilot Green City project is being implemented in Kigali. GGGI is part of the Urbanization Advisory Council for Kigali, and also provided technical advisory support to the City of Kigali on the review of the city Master Plan.
Executive Committees of Secondary City Districts - Huye, Muhanga, Musanze, Nyagatare, Rubavu and Rusizi	Consulted during the development of the NR and now responsible for implementation of priority areas / projects and local action plans identified in the NR (through the DDSs and masterplans)
One stop center managers in secondary cities	The key government staff that will lead the implementation of the NR at the secondary city level, participated in the consultation process and continue to work closely with GGGI district technical assistants
Rwanda Fund for Environment and Climate Change (FONERWA)	Main climate financing body in Rwanda and main source of potential funding for most of the projects in the NR
World Bank	Key partner for urban development in Rwanda and currently working with GoR in the 6 secondary cities to develop basic infrastructure (roads and

Stakeholder	Role and relationship with GGGI
	drainage network) based on grants and concessional loans. Also, the co-chair of the urbanization and human settlements sector working group
UN-Habitat	Main partner of GoR in the urban policy space and technical partner in the development of the NR
DFID	Provides funding for FONERWA
GIZ	Strategic partner in FONERWA
Rwanda Green Building Organization (RwGBO)	Established as a key outcome from the NR facilitated by GGGI and the responsible agency for the work to develop the green certification standards
Landmark Architects	Private sector real estate developer responsible for the formation of the Rwanda Institute of Architects and supported the establishment of RwGBO
Light Earth Designs	Delivery partner / contractor for the work on the Cactus Park and Green City Pilot conceptual design
Private Sector Federation of Rwanda	Participated in consultations during the development of the NR
Rwanda Institute of Sustainable Development (RISD)	Part of PSC for NR and the umbrella organization representing civil society organizations in Rwanda
Rwanda Civil Society Organization	Participated in consultations during the development of the NR
Institute of Policy and Applied Research (IPAR) Rwanda	Technical partner during the development of the NR and serves as an independent agency to evaluate the government performance contracts
Rwanda Institute of Architects (RIA)	Participated in consultations during the development of the NR
University of Rwanda	Participated in consultations for the NR and there is ongoing collaboration with this key academic sector partner especially in disseminating the green building concepts with the Architecture faculty.

## 5. Senegal program overview

This section provides a brief overview of the urban **context** in Senegal, GGGI's country program in terms of its evolution and **objectives** followed by a brief description of the main **outputs** under the green city thematic area delivered since inception and the **process** map describing the key steps in the development of the Green Secondary City Guidelines and Implementation Roadmap (IR) and specific outcomes achieved till mid-2018. The **preliminary diagnostics** against the proposed criteria described in Section 2 along with a **list of key stakeholders** and **program documents (Annex 3)** to guide the data collection process during this evaluation.

### 5.1 Urban context in Senegal

A key economic hub of West Africa, Senegal has experienced increasing economic growth since the Government of Senegal (GoS) adopted an ambitious development strategy, Plan Senegal Emergent (PSE), in 2014 to make the country an emerging economy by 2035. The latest estimates from the International Monetary Fund (IMF) project Senegal's gross domestic product (GDP) to reach USD 19.72 billion in 2018 with a projected growth rate of 7%<sup>54</sup>. The services sector contributed over one third of the economic expansion, while the industry's contribution increased to approximately 23%. While agriculture is the greatest contributor to employment (46.1% in 2015), its contribution to GDP is only 16.2%. Meanwhile, more than 90% of those employed work in the rural and informal sector.<sup>55</sup> The country's GDP per capita is USD 958.07 based on World Bank data for 2016 which classifies it as a low-income country.

The country's population nearly doubled between 1988 and 2010, from approximately 6.8 million to 12.5 million inhabitants and has reached about 15.4 million in 2016. A large proportion (46.7%) was under the national poverty line based on a 2011 estimate by the World Bank. GDP growth is well below the rates necessary for significant poverty reduction, and a growing reliance on capital-intensive exports rather than labor-intensive sectors limits the creation of new jobs<sup>56</sup>. Repeated shocks in recent years have further hampered progress, with poverty incidence decreasing only by 1.8 percentage points between 2006 and 2011, and the number of poor increasing to reach 6.3 million in 2011. However, geographic disparities are very pronounced, with almost 2 out of 3 residents poor in rural areas, especially in the south, versus one in four in Dakar.

Senegal has a relatively high urbanization rate with 45%<sup>57</sup> of its population living in cities. Dakar occupies a small region of only 0.3% of the country's land but is home to 23% of the total population and 75% of the urban population. Over the period of 1960 to 2000, average urban population grew rate was 4.1% while annual demographic growth average was only 2.7%. According to the World Bank, the last urban growth rate measured in 2014, was 3.9% and it is projected that the bulk of this growth will occur in secondary cities.

Senegal ranked 126 out of 180 countries in the 2018 Environmental Performance Index (EPI)<sup>58</sup> covering environmental health and ecosystem vitality. Ineffective urban development planning has led to consistent environmental issues, such as flooding and land degradation, and has exacerbated the country's inability to cope with rapid urban growth. Unregulated exploitation of sand quarries and unsafe settlements in the city periphery without adequate social infrastructures and services have also compounded the effects of social inequality and urban poverty. Although the GoS suffers from an acknowledged lack of capacity to implement effective solutions to its challenges, its recognition of the need for change, the adoption of the PSE and the National Strategy for Sustainable Development (NSSD) in 2015 showcases its commitment to green growth. Further details about Senegal's sustainable development commitments, policies and legal frameworks are elaborated in the GGGI Senegal's Country Planning Framework 2016-2020<sup>59</sup>.

<sup>54</sup> International Monetary Fund, Available [online](#).

<sup>55</sup> Senegal Country Planning Framework 2016-2020

<sup>56</sup> Senegal Country Planning Framework 2016-2020

<sup>57</sup> World Bank, 2014

<sup>58</sup> Environmental Performance Index, 2018. Yale Center for Environmental Law & Policy, Yale University; Center for International Earth Science Information Network, Columbia University; in collaboration with the World Economic Forum. Available [online](#).

<sup>59</sup> Forthcoming and will be shared with independent evaluation team

## 5.2 GGGI in Senegal

Senegal became a member of GGGI in November 2014, making it the first West African member country. GGGI further cemented its presence in the country with the signing of the Host Country Agreement in April 2017.

The Country Planning Framework (CPF) for 2016 to 2020 which serves as a guide for programming and is a jointly developed planning document, lays out the green growth strategic responses of GGGI's operations with the ultimate goal to achieve the "reduced GHG emissions for improved public health, creation of green services and green jobs as a result of green growth strategy development and implementation". GGGI will support Senegal to achieve this through the following three outcomes:

**Outcome 1: Green Cities:** The green growth model is integrated in urban planning around and inside the green cities in Senegal, including the identification and mobilization of financing for bankable green programs and projects in renewable energy and energy efficiency, water and sanitation, waste management, transport and land occupation and land use planning;

**Outcome 2: Land Use:** Senegal adopts inclusive land development planning and land use practices as a pillar of its green growth transition through resource-efficient and low carbon technologies in agro-forestry, renewable energy for productive use and bio-economy with sustainable financial instruments; and

**Outcome 3: Green Governance:** Governance systems, tools and processes are in place at local/national levels to provide a healthy, vibrant and innovative environment in which citizens and businesses can flourish and seize the economic opportunities of a low carbon future.

The following is a brief overview of the main program areas in Senegal plotted against the timeline since inception:

**2016:** GGGI's work in the country started with a focus on key priorities articulated by a range of stakeholders consulted and taking into key development priorities based on scoping missions conducted in 2015. The focus during this year was around green cities (improved housing, more energy-efficient technology, and improved water resource management), renewable energy (improve productivity without harming natural resources with a focus on developing a National Climate Fund) while integrating capacity building support. Under the green cities thematic area, the main result during this year was the development of the Green Secondary City Guidelines and Implementation Roadmap (IR). The development of the guidelines and roadmap will help diversifying the country's economic poles beyond the capital city of Dakar, accommodating the rapid urban population growth, meeting the housing needs, attracting private investors therefore more job opportunities, decreasing energy consumption, etc.

**2017-2018:** Moving towards implementation, the focus of the work during this biennium period was to build on the IR and apply it in three selected pilot cities to build the capacity of key stakeholders in Senegal, and to provide a set of recommendations for actions required in selected pilot cities.

With the objective of supporting the ongoing efforts to fulfill the ambitions of the PSE, GGGI developed the National Green Growth Strategy (NGGS) to better shape, prioritize, and strengthen green growth actions.

GGGI's work on renewable energy also continued to explore the potential for energy-based solutions to improve productivity, as well as renewable energy resource development for greener growth. GGGI is working on designing and developing financial proposals for two green energy bankable projects.

**2019-2020:** Initial planning for the ongoing program in Senegal is currently underway in July 2018 and the focus is expected to continue programs on green cities and green growth governance by consolidating and moving towards securing investments for implementation and scaling up with emphasis on replication of successful models at regional, and local level (e.g. district, municipalities) as well as national level. New programs are also being designed in the GGGI thematic program area of sustainable landscapes and renewable energies for productive uses in rural areas.

GGGI's staff in Senegal are currently based in the Ministry of the Environment and Sustainable Development (MoESD) which is the main government counterpart in the country. The source of the budget for the program so far is GGGI's core funds and proposals are currently under development to secure funding from earmarked sources. The overview of the budget and proportion disbursed till the end of 2017 is shown below. As the green

cities related output is part of a single results framework, the budget figures include the work done under the full project.

Year	2016	2017
Budget allocated	USD 844,936	USD 1,252,488
% of budget disbursed	63%	85%

### 5.3 Green Growth Pathways for Cities in Senegal

The overall GGGI program in Senegal has multiple elements (under one common results framework) and the focus of this evaluation is on the specific outputs related to the green cities thematic area. During 2016, the main output delivered was the Green Secondary City Guidelines and Implementation Roadmap (IR) along with related capacity building work which is described below:

- **Green Secondary City Guidelines and Implementation Roadmap (IR):** GGGI supported the GoS by elaborating the guidelines for the development of green secondary cities, and the roadmap with necessary concrete measures for their implementation in pilot green cities. This is aimed to be a reference document for the development of green secondary cities in the country.

The guidelines are meant to be a reference framework and focuses on 5 key themes called pillars: energy & energy efficiency, transport, land use, water and sanitation and solid waste. Mapped against each pillar, are 23 guidelines for developing green secondary cities.

The implementation roadmap (IR) used multi-criteria analysis to identify the priority secondary cities followed by pre-feasibility studies in 6 cities to identify the challenges, urban issues and strategic potential for green growth. Finally, 3 pilot cities were selected by the Steering Committee chaired by the Ministry of the Environment and Sustainable Development (MoESD): Kolda, Tivaouane and the urban pole of Diamniadio. The IR draws on the Green Secondary City Guidelines, to map, against each of the 5 pillars and 23 guidelines, specific actions to be implemented for developing green secondary cities.

As can be gleaned from the description above, these are two separate documents but interlinked and need to be reviewed together to best understand the green city strategic focus of GGGI's work in Senegal.

Stakeholders were mobilized from the government, international organizations, NGOs, universities and research institutions to take part in consultations and workshops. A technical committee on green cities was also established and five working groups on land use, water and sanitation, transport, energy and waste management were created. This enabled the adoption of the guidelines and roadmap in December 2016. More details about the consultation process are included under the description of the process map in Section 5.4.

A key factor to enable the adoption of the IR (and other outputs delivered) was the establishment of an extensive institutional mechanism consisting of:

- Steering Committee, on the strategic aspects;
- Program Advisory Committee, for the monitoring of the deliverables;
- Thematic Technical Committees, for the reviews of technical contents and methodologies;
- Panel of Experts, for in-depth inputs on specific technical matters;
- Working Group, for the support in the elaboration and review of the country collaboration framework with GGGI.

The second phase of the Green Growth Pathways was initiated in 2017 to cover GGGI's Work Program and Budget period of 2017-2018. Along with the development of the National Green Growth Strategy and the identification of green energy bankable projects, the main output under the green cities thematic area was to pilot the IR in 3 cities which is described below:

- **Application of the IR in 3 pilot cities:** Based on the 3 pilot cities selected in the IR, GGGI supported the development of the strategies to develop the cities as green cities and developed related Green City Action Plans (GCAP).

In Kolda, GGGI developed the Strategy for Development of Kolda as a Green City. The process involved organizing the Forum on Kolda’s future with the Vision of the city, and the Green City Action Plan (GCAP) development in a participatory way, with the establishment of the Committee for Local Concertation (CLC) as a technical forum formalized through a municipal decree.

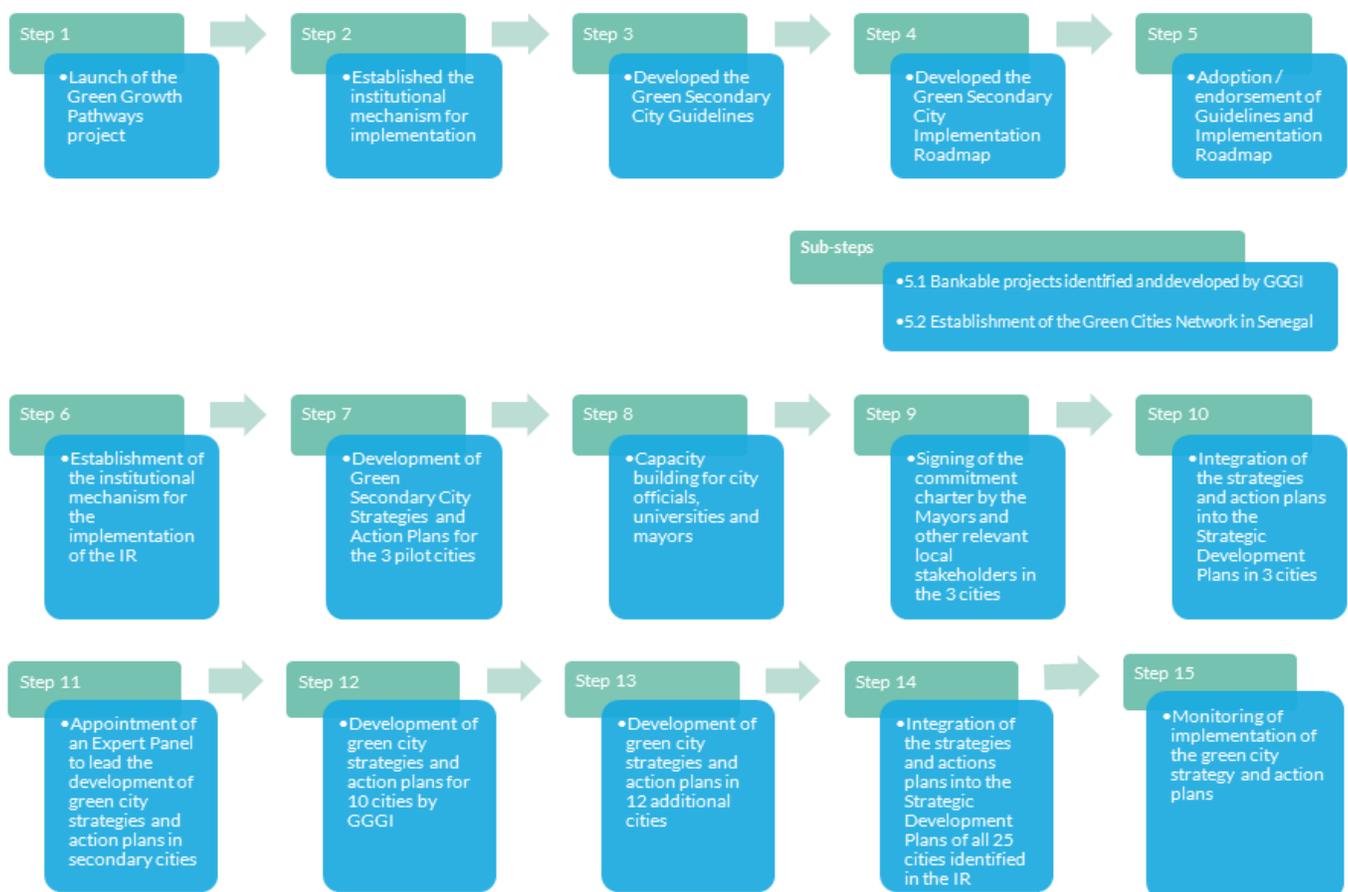
A similar approach was followed in Tivaouane for the development of the Strategy for Development of Tivaouane as a Green City by 2035 and the related GCAP.

The strategy and action plan in the urban pole of Diamniadio is expected to be completed by the end of 2018.

In 2019-2020, the work on developing city level strategies and action plans in other secondary cities is expected to continue and further details of what is being planned will be provided to the independent evaluation team during the evaluation.

The scope of this evaluation in Senegal will cover the period 2016 to mid-2018 and focus on the green city components of the Green Growth Pathways in Senegal project. The Green Secondary City Guidelines and Implementation Roadmap (IR) will be the key strategy to be analyzed and the process of developing this is illustrated in Section 5.4 below. A number of secondary results in terms of policy development and investments have been realized till date and expected to be realized in the near future and these will also need to be considered in the analysis under this evaluation.

## 5.4 Process map



The process map illustrated above provides an overview of the key steps involved in the development of the Green Secondary City Guidelines and Implementation Roadmap (IR) and the expected implementation modalities prescribed under the roadmap. The following section provides details under each step and includes specific results achieved by the end of June 2018:

### **Step 1: Launch of the Green Growth Pathways project, late 2015**

A cooperation agreement between the GoS and GGGI was reached at the end of 2015 and outlined the main interventions to be undertaken in 2016 (second year of the first WPB period for GGGI). The interventions covered three main areas: Green Secondary City Guidelines, Green Secondary City Implementation Roadmap and development of bankable projects (particularly in the area of energy for productive use E4PU). This agreement was reached based on scoping missions carried out by staff from GGGI's headquarters in 2015. The country representative was the first staff member to be based in-country and joined in March 2016.

### **Step 2: Established the institutional mechanism for implementation, December 2016**

The institutional mechanism to oversee the implementation of all of GGGI's interventions was established through a Ministerial Decree from the Ministry of the Environment and Sustainable Development (MoESD). The decree identified the main objectives of the GGGI's interventions for the period 2016-2020 and the membership and structure of the institutional mechanism as described in 5.3 above.

### **Step 3: Developed the Green Secondary City Guidelines, 2016**

The guidelines serve as a reference framework for green city development in secondary cities and a number of key activities were undertaken to develop this:

1. Methodological workshop, July 2016: This was used to discuss the steps to be undertaken to develop the guidelines and its main contents. The attendees included various representatives from ministries, universities, associations, directorates, civil society and private sector.
2. Establishment of the technical committee for green cities, August 2016: The first meeting of technical committee was organized to officially establish it and the discussion covered the pillars and strategic axes of the guidelines.
3. Formation of 5 technical working groups (TWGs) around the 5 pillars, August-December 2016: The TWGs provided the content to be included under each pillar including the key challenges, program response and guidelines. Each TWG included a president who was responsible for organizing the working sessions for the group. The members of the various TWGs included representatives from various ministries and civil society groups. Specifically, the TWGs were led by: energy & energy efficiency by the National Agency for Renewable Energy (ANER), transport by the Executive Council of Urban Transport in Dakar (CETUD), land use by the Directorate of Urban Planning and Architecture, water and sanitation by the World Bank's Water and Sanitation Millennium Project and solid waste by the African Institute for Urban Management (IAGU).
4. Regional workshop, September 2016: A 2-day regional workshop was organized in Saly to discuss the challenges around each of the pillars and strategic axes; to define the guidelines for each strategic axis; and to share with the Mayors attending the workshop the best practices in green city activities in their cities.
5. Second technical committee meeting, December 2016: The draft of the guidelines was presented and validated by the technical committee.
6. Final validation, December 2016: Two weeks after the second technical meeting a validation workshop was organized with the Program Advisory Committee, the Steering Committee and other stakeholders and this was chaired by the Minister of the Environment and Sustainable Development.

### **Step 4: Developed the Green Secondary City Implementation Roadmap, 2016**

The guidelines identified the methodology, strategic pillars and guidelines for each and the Implementation Roadmap took the guidelines further by identifying specific actions. The following key activities were undertaken to develop this:

1. Definition of secondary cities based on the definition agreed upon in Section 4.3 of the guidelines.

2. Development of criteria for the multi-criteria analysis (MCA) which was applied to the full list of 348 secondary cities in Senegal.
3. Identification of 25 cities which qualified under the MCA to be covered by the scope of the Implementation Roadmap.
4. Validation of the Implementation Roadmap: This was also presented and validated at the second technical committee meeting in December 2016 where the guidelines were also validated. Two weeks after the validation of the guidelines, another national workshop (with the same participants as the validation workshop for the guidelines) was organized to validate the Implementation Roadmap.
5. Shortlist of 6 cities: Additional criteria were identified for a second round of shortlisting based on the list of 25 cities already shortlisted.
6. Prefeasibility studies in 6 cities: The studies provided an overview of the urban problems and challenges and projected the costs of implementation of specific actions of the IR in the city.
7. Selection of 3 pilot cities by the Government: Based on the findings of the prefeasibility studies, the Steering Committee completed the final selection of Kolda, Tivaouane and the new urban pole of Diamniadio in April 2017. The final draft of the IR was completed after this based on the prefeasibility studies.
8. Establishment of measures of success: Based on the findings of the prefeasibility studies in the 6 cities, indicators and targets for measuring performance against the IR was developed.

### **Step 5: Adoption / endorsement of Guidelines and Implementation Roadmap (IR), December 2016**

The National Commission on Sustainable Development (NCSD) endorsed the Green Secondary City Guidelines and Implementation Roadmap and the Minister of the Environment and Sustainable Development as the chair of the Steering Committee adopted the IR. In addition, the Ministry of Urbanization and the Ministry of the Plan Senegal Emergent also jointly adopted the IR for implementation.

Following the adoption of the IR, GGGI selected some of the priority actions elaborated in the IR for further development. In some cases, opportunities were identified prior to the finalization of the IR and subsequently included.

- **Step 5.1: Bankable projects identified and developed by GGGI**

1. **Fecal Sludge Management (FSM) system in Tivaouane:** The objective is to develop a system that is sustainable and affordable to the urban poor for a secondary city of Senegal. This project serves as a demonstration for the application of the IR under the water and sanitation pillar.
2. **The Renewable Energy and Energy Efficiency Fund (REEF):** This aligned to the priority action identified in the IR - set up a dedicated fund and give priority to public-private partnerships. The REEF is an innovative national financing vehicle designed by GGGI in collaboration with African Development Bank (AfDB) and Sovereign Investment Fund (FONSIS) aiming at accelerating the development of renewable energy (RE) projects, including rural electrification and energy efficiency (EE) in Senegal. Requested by Senegal, the REEF was officially launched on October 2017 to provide subordinated debt to RE, EE and solar off grid projects and aims to address the financial, technical and institutional barriers which these projects encounter in Senegal. Funding for REEF will be sought from the GCF and from AfDB which will also endeavor to attract additional partners to reach the Fund's initial target size of USD 200 million.
3. **Electrical and Electronic Equipment Waste (EEEW) management:** A proposal for earmarked funding has been developed by GGGI to further this priority action which is identified in the IR - develop capacity, institutional framework and appropriate technologies for the EEEW management, recycling and reuse chain.
4. **Slaughterhouse waste to energy project, known as THECOGAS:** This was one of the first projects to be identified by GGGI before launching the IR and contributes to the achievement of its objectives. will serve as a demonstration project for institutional procedures by which project guarantees are provided for waste to energy projects. The project is one of the first waste to energy projects to secure a guarantee

from Guarantee Fund for Private Sector Investment (FONGIP), a sovereign guarantee and investment fund dedicated to small and medium-sized enterprises (SMEs) in Senegal. The guarantee will then be used as an incentive to apply for debt finance from a concessional credit line funded by the green finance fund of Agence Francaise de Developpement (AfD) administered through Société Générale des Banques du Senegal (SocGen). The loan from SocGen Bank is yet to be approved as of mid-2018.

- **Step 5.2: Establishment of the Senegalese Green Cities Network, early 2017**

Recognizing the importance of green growth and through their participation in consultation process for the development of IR, the Senegalese Green Cities Network comprising of 40 cities was established with GGGI's support. The goal is to work collaboratively towards a common vision for green growth through knowledge sharing. GGGI is providing ongoing capacity building support to the network and the IR can serve as a knowledge tool to build the capacity of mayors for implementation of green city development actions in their cities. In turn, the network can serve as a useful platform to engage with mayors across the country to advocate for green city development.

### **Step 6: Establishment of the institutional mechanism for the implementation of the IR**

The IR's implementation arrangements recommend the establishment of an inter-ministerial committee to own the IR and can be co-chaired by the Ministry of the Environment and Sustainable Development and Ministry of Land-use. A draft of the ministerial decree to establish this committee has been prepared and the official formation is pending as of June 2018.

### **Step 7: Development of green city strategies and action plans for the 3 pilot cities, 2017-2018**

GGGI's work in 2017-2018 has been focused on supporting the application and use of the IR through the development of green city strategies and action plans for Kolda, Tivaouane and the urban pole of Diamniadio. The following are the main activities undertaken:

1. Preparatory mission, May-June 2017: The missions were used to engage with the Mayor, municipality and other relevant stakeholders and administrative authorities. The missions also included visits to potential project sites in the cities and better understand local needs.
2. Receipt of a commitment letter from Mayor to GGGI, May and August 2017: Letters were received from Tivaouane (May) and Kolda (August) as a commitment from the local government to participate in the strategy development process and confirm the appointment of a focal point in the municipality for this exercise.
3. Organization of a launch ceremony, July 2017: The launch ceremony for this exercise was used to initiate the process and was chaired by the Minister of Environment and Sustainable Development (Kolda) and Minister of Land-use (Tivaouane).
4. Establishment of the local institutional mechanism: A Mayoral decree established the local committees in Tivaouane and Kolda with the responsibility of dissemination of the strategy and consisting of the Mayor, Municipal Council, technical staff from the government, civil society, private sector and community representatives.
5. Development of the work plan: This was developed in consultation with the local committee and confirmed the timelines for the main activities.
6. Forum of the Future of the City, September and November 2017: This was a critical step in the formulation of the strategies and action plans for each city to obtain broad based buy-in. In Kolda, the Forum was first organized to identify the sectoral vision and strategic orientation for each pillar in September 2017 followed by the establishment of the local committee for technical inputs. This order was reversed in Tivaouane (due to the ban by the administrative authorities to hold public events due to the death of the key religious authority of the City) where the Forum was organized in November 2017 in the form of a Technical workshop on project formulation for Tivaouane Green Secondary City. In addition, capacity building activities were conducted for the members of the local committee in Tivaouane (which is a department compared to Kolda which is the regional capital).
7. Drafting of the urban diagnostic, strategy and action plan, December 2017: This was done by GGGI staff and included the identification of priority projects in the cities.

8. Validation: This was completed in Kolda in May 2018 and Tivaouane in June 2018 and involved a workshop with the local committee.

Diamniadio New City: An operational agency has been constituted to develop the city and technical committee for the green city strategy and action plan has been formed under this. This committee has developed the sectoral vision under each pillar and identified the strategic axes which are yet to be finalized. There have been delays due to the lack of engagement from members of the committee.

### **Step 8: Capacity building for city officials, universities and mayors**

At the national level GGGI is working with the Municipal Development Agency and United Nations Industrial Development Organization (UNIDO) to establish a platform to promote the development of sustainable cities. This is aimed to improve the national urban policies, share best practices and conduct capacity building of local stakeholders.

### **Step 9: Signing of the commitment charter by the Mayors and other relevant local stakeholders at Kolda and Tivaouane**

This serves as the commitment to ensure continuity in implementation regardless of political changes in the future. The local stakeholders include some members of the local committee, members of the municipal council and other local stakeholders from religious institutions and private sector.

### **Step 10: Integration of the green city strategies and action plans into the Strategic Development Plans in the 3 cities**

The priorities defined in the strategies and action plans are defined for a 5-year period and subsequently need to be reviewed. The objective is to integrate the priority projects into the Strategic Development Plans in the cities which are for a period of 5 years. This plan is currently being drafted in Kolda but was drafted in Tivaouane in 2017 but there is some level of alignment. The responsibility for this rests with the local committee.

### **Step 11: Appointment of an Expert Panel to lead the development of green city strategies and action plans in secondary cities**

At the national level, 20 experts were identified as resource persons to scale up the work done in the 3 pilot cities. GGGI has conducted information sessions and training of trainers to facilitate the process of deploying these experts to 10 additional cities (2 in each). A formal letter was sent from GGGI to each member's organization seeking confirmation for time allocation and allotment to work on these strategies and action plans for the 10 secondary cities.

### **Step 12: Development of green city strategies and action plans for 10 cities by GGGI**

The main task at this stage is to identify the 10 cities from the remaining 22 cities included in the IR. The goal is to replicate the work in the 3 pilot cities to scale up and maximize impact eventually cover all 25 cities. The preparatory missions in the new cities will include GGGI staff but other steps will be undertaken by members of the panel. GGGI's role is to provide methodological steps and develop the diagnostics section and template to inform the strategy.

### **Step 13: Development of green city strategies and action plans for 12 additional cities**

The next stage in the scale up strategy will be to replicate the development of the strategies and action plans in the remaining cities. The lessons learned from the work in the previous 10 cities through the Expert Panel will directly feed into adjustments or improvements in the process.

### **Step 14: Integration of green city strategies and action plans and into the Strategic Development Plans of all 25 cities identified in the IR**

This last stage in the scale up process is the replication of the ambition in the 3 pilot cities and will include the signing of the commitment charter.

## Step 15: Monitoring of implementation of the green city strategy and action plans

The local committee will own the local strategies and actions plans and the commitment charter will be used to enable buy-in. The integration with the Strategic Development Plans in each city is a key factor in ensuring that the green city vision articulated by the local stakeholders is realized.

### 5.5 Preliminary diagnostic

Based on the proposed criteria described in Section 2.4, preliminary diagnostic below only presents the description of the IR against each criteria and does not comment on the extent to which the criterion has been fulfilled or not. This preliminary information can be used as a basis to initiate the evaluation by the independent team.

Stages	Description	Preliminary diagnostics for Senegal
Preconditions	Strong leadership / commitment from the head of the city government	Under the leadership from Ministries of the environment, local governance, cities and urban planning, the institutional mechanism helps ensure buy-in. The process of implementing the IR through the green city strategies and action plans includes the establishment of the local committee under a Mayoral decree which demonstrates the commitment of the local leadership. In addition, the Senegalese Green City Network serves as an important platform to engage, advocate and secure buy-in from local governments.
	Participation and ownership of key local actors	At the national level, the institutional mechanism facilitated the involvement of key stakeholders including government, civil society and the private sector. At the city level, the participatory process through the pre-feasibility studies and the development of the green city strategies and action plans facilitates local ownership.
	Private sector inclusion	The private sector was included in the TWGs at the national level and local business associations and chambers of business are members of the local committee. The commitment charter to implement the green city strategies and action plans also allows for a formal process of obtaining buy-in from the private sector. The private sector is also an important stakeholder engaged in the identification of specific projects that GGGI is working on to serve as a replicable model.
	Level of focus on local institutional structures and local government capacity building	The establishment of the local committee ensures that local institutional structures are brought into the process of implementing the IR through the green city strategies and action plans. Capacity building has been a priority throughout the consultation process. The workshops, meetings and forums organized focus on knowledge sharing. Specific capacity building workshops have also been organized during the development and roll out of the IR. Moreover, the Green City Network is also an important platform for capacity building of local governments.
	Support from national government	High level support from the Ministers of environment and local government has been showcased by their participation in the Steering Committee meetings and launch functions. Moreover, a letter was received from the President of Senegal expressing his support to GGGI's work, urging the Minister of Environment & Sustainable development, the Minister of Energy & Development of Renewable Energy and the Prime Minister to focus on the work of GGGI.
	Relevance / strategic fit to national policy, targets, goals	The IR directly draws from the objectives and priorities articulated in the PSE and other sectoral strategies. The PSE places emphasis on sustainable development in conjunction with better control of land tenure through well thought-out land use planning that respects the environment.
Content	Quality of baseline data collected, and analysis conducted	The pre-feasibility studies include baseline data collection and analysis which form the basis for the development of the local action plans in the 3 priority

Stages	Description	Preliminary diagnostics for Senegal
		cities. Some of the baseline data was also sourced from the urban master plans and strategic development plans.
	Future foresight analysis conducted	Scenario analysis and modelling of impacts from the roll out of the IR has not been undertaken and it is expected that this will be done at the project level as part of the design work.
	Clarity in understanding of local political economy context (actions identified are politically feasible to implement)	The main avenue to achieve this was through the involvement of the Mayors in the consultation process for the IR and as leaders of the local committee for the development of the green city strategies and action plans. The commitment charter signed by a wide range of stakeholders also serves as a mechanism to improve the likelihood of implementation of the actions.
	Priority actions and targets are realistic within the timeframe of the strategy / plan and considers the baseline	The priority actions identified are based on extensive consultations as well as hard data from the pre-feasibility studies conducted. Specific targets and timelines for implementation are not included in the IR but expected to be articulated through the integration of the green city strategies and action plans in the local Strategic Development Plans which will be developed for a 5-year period.
	Clear strategic vision	The IR includes a strategic vision and mission, and this is replicated in the local green city strategies which clearly define the vision for each city.
	Clear priorities	The IR includes priority actions mapped against each pillar and guideline. The priority actions were developed through extensive consultations and provide an operational framework for implementation.
	Clear measures of success	The IR does not explicitly identify performance indicators, and this is expected to be articulated in the local action plans.
	Clear mechanism / criteria to measure the success of the plan	M&E arrangements are not included in the IR but integrated into the local action plans. The success of the plans can also be measured by intermediate outcomes in terms of specific actions that the IR recommends in terms of the efforts made by the mayors and local partners, the commitment charter and level of participation which serve as lagging indicators for successful roll out of the IR
	Extent to which safeguards, poverty reduction, and social inclusion (including gender) have been mainstreamed into the strategy	During the formulation of the institutional mechanism, safeguards and social inclusion were key aspects covered. The Ministry in charge of Women, Children and the Family attended the final validation workshop for the IR. A representative from this Ministry (through the Department for Community Development in the municipality) also participates in the local committee at the secondary city level.
<b>Implementation</b>	Clear implementation plan and distribution of responsibilities	The IR includes a high-level implementation approach which includes developing bankable projects and replication in other cities, although details are not provided. The IR also lists out the potential stakeholders involved. The local action plans define the specific projects and implementation process. Clear responsibilities are assigned at the project level in the local action plans
	Clarity in monitoring and evaluation processes and systems	A framework of indicators in the IR provides the basis for monitoring but no specific arrangements or processes or distribution of responsibilities are included in the IR
	An identified institutional mechanism / arrangement to protect the strategy from	The institutional mechanism in the form of the inter-ministerial committee to be set up to oversee the implementation of the IR is strong platform to ensure sustainability. At the secondary city level the sustainability of the green city strategies and action is solidified through the commitment charter

Stages	Description	Preliminary diagnostics for Senegal
	political and economic changes	which includes government, civil society, religious institutions and the private sectors.
	Clarity about sources of funding and links to budgeting process	A detailed costing plan for the implementation of specific actions was included in the pre-feasibility studies. The IR itself does not identify potential sources of funding. Potential financing sources are identified at the project level in the local action plans.

## 5.6 Key program stakeholders

The following is a comprehensive list of stakeholders and their role and relationship with the cities component of the Green Growth Pathways in Senegal project. A shortlist of critical stakeholders has been developed in consultation with the country team and will be discussed with the independent evaluation team in preparation for the data collection phase under this evaluation.

Stakeholder	Role and relationship with GGGI
Ministry of the Environment and Sustainable Development	Co-chair of Steering Committee and host ministry. The Minister has attended key events during the development of the IR
Ministry of Territorial Governance and Land-use Planning	Co-chair of Steering Committee and the Minister has attended key events during the development of the IR
Ministry of Finance	Member of the Steering Committee
Ministry of Energy and Petrol	Member of the Steering Committee and in the technical working group set up during the formulation of guidelines
Ministry of Transport	Member of the Steering Committee and in the technical working group set up during the formulation of guidelines
Ministry of Hydraulics	Member of the Steering Committee
Ministry in charge of Women, Children and the Family	Participated in the validation workshop and has focal points in the local committees.
Economic Social and Environmental Council	Important institutional mechanism for advocacy and member of the Steering Committee.
Directorate of Planning and Economic Provisions of the Ministry of Finance	Represented the Ministry of Finance in the Steering Committee
Directorate for Local Development	Main focal point in the Ministry of Land-use
Directorates for: Environment and Classified Establishments, Green Financing and Partnerships and Urban Planning and Architecture	Members of the Program Committee
Municipal Development Agency	Member of the Program Committee and key partner to establish a national level platform to promote the development of sustainable cities
National Agency for Spatial Planning	Member of the Program Committee
Senegalese Religious City Modernization Program	Member of the Program Committee
City Modernization Program (PROMOVILLES)	Member of the Program Committee
African Institute of Urban Management (IAGU)	Member of the Program Committee

Stakeholder	Role and relationship with GGGI
National Agency for Major Projects and Investments (APIX)	Working with GGGI to develop a green city approach in Saly
General Delegation to the Urban Poles (DGPU)	Agency in-charge of the development of the new urban pole of Diamniadio and participated in the technical committee established at the city level for the development of the green city strategy and action plan.
National Agency of Eco Villages	Part of technical working group under the energy pillar
National Renewable Energy Agency	Part of technical working group under the energy pillar
Energy Efficiency in Buildings Project	Part of technical working group under the energy pillar
Public Buildings Construction Agency	Potential partner to promote the development of green buildings
Right to the City Foundation	Participated in the validation workshop for the IR
National Agency for Urban Sanitation (ONAS)	Part of technical working group under the energy pillar and partner in the project on fecal sludge management
Executive Center for Urban Mobility in Dakar (CETUD)	Financed by the World Bank to develop the bus rapid transport system in Dakar and part of the technical working group under the transport pillar
Directorate of Water Resource Management	Participated in the validation workshop for the IR
Directorate of Urban Landscapes and Green Spaces	Part of technical working group under the land-use pillar
Directorate of Surveillance and Control of Land use (DSCOS)	Participated in the validation workshop for the IR
Unit for Waste Management (UCG)	Part of technical working group under the waste pillar
Millennium Program for Water and Sanitation (PEPAM)	Led the technical working group under the water and sanitation pillar
National Agency for Water (SONES)	technical working group under the water and sanitation pillar
Directorate of Land Transportation	Participated in the validation workshop for the IR
Program for Creation of Green Jobs (PACEV)	UNDP supported program and partner in developing the concept note for Kolda. Also participated in various consultations. The head of PACEV is also a member of the expert panel
Association of Local Elected Officials	Member of the Steering Committee
Association of Employers of Senegal (CNES, CNP and MEDES)	Member of the Steering Committee
Senegal Mayors' Association; Senegalese Association of Standardization; Senegalese Association of Urban Planners; Order of Architects; National Union of Chambers of Commerce, Industry and Agriculture of Senegal	Members of the program committee
Mayor of Tivaouane	Key local stakeholder who participated in the consultation process during the development of the IR and owns the green city strategy and action plan along with other specific stakeholders (particularly the focal point from the Ministry of Women)
Mayor of Kolda	Key local stakeholder who participated in the consultation process during the development of the IR and owns the green city strategy and action plan along with other specific stakeholders (particularly the focal point from the Ministry of Women)



GGGI in Senegal: supporting the development of principles and implementation tools for green city development to inform future national planning initiatives

## 6. Evaluation design and workplan

This section of the paper includes a description of the intended use of the evaluation, key evaluation questions and proposed evaluation design, methodology and workplan.

### 6.1 Intended use of the evaluation

Green City Development has been a major thematic focus of program efforts between 2015 and 2018 and this evaluation has been commissioned based on GGGI's [Annual Evaluation Workplan 2018](#) which was approved by GGGI's management in December 2017. The evaluation will examine whether GGGI's work to develop green city strategies in partner countries has translated into concrete changes to urban development policies and increase in green investments in capital and/or secondary cities. More specifically the objectives of this evaluation are:

- **Determine the key outcomes to date of a sample of GGGI's green city strategies**, in terms of key urban development policy changes that have resulted from the adoption of the strategies, the green investments that have been mobilized and the increased capacity of local stakeholders for planning and implementation as a result of the strategies.
- **Document lessons** from the approach adopted by different country teams in the development of their respective green city strategies to enable the sharing of best practices and provide guidance for future programming in support of green cities.
- **Develop a diagnostic framework** based on the lessons learned to serve as a guide for future programming in this area. The framework can include key success factors relating to preconditions, content and implementation that can be used by project managers initiating the development or revision of urban development strategies. As contextual differences exist, the aim is to not replicate the specific solutions but provide guidance on the approach and method of reaching the solutions.

GGGI is currently in the process of developing its Work Program and Budget (WPB) 2019-2020 and initial drafts indicate that 17 countries will work in the green cities thematic area which represents a substantial scale up from 2017-2018 where 12 countries were involved. A number of new programs are being initiated and this evaluation is expected to provide concrete and actionable recommendations to guide programming. In addition, detailed guidelines and planning directions are being developed in 2018 to refine GGGI's approach to programming for green city development. This document is currently under development, and as such the evaluation is welcomed as an input to refine the future approach/strategy.

GGGI's Strategic Plan period ends in 2020 and the process of developing a new plan is expected to begin by the end of 2018. This evaluation is also expected to be used as an input to guide the development of this new strategic plan for the organization.

### 6.2 Key Evaluation Questions (KEQs)

The independent evaluation team is expected to evaluate GGGI's work in developing green city strategies using a sample of country case studies and by assessing the following three key evaluation questions (KEQs). The indicative issues under each KEQ is also described. The questions selected are a combination of descriptive and cause and effect questions<sup>60</sup> that aim to determine the results till date of a sample of green city strategies developed by GGGI.

An evaluation design matrix to guide data collection by linking the key evaluation questions to more detailed questions and data sources is included in Annex 1 which will be discussed and finalized with the selected independent evaluation team.

- A. *For the sample of green city strategy projects selected, how much progress has been made in creating an enabling environment for green growth in the cities where GGGI is working?***

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<sup>60</sup> Descriptive: Questions that seek to determine what the program is doing and are important to determine the approach followed; Cause and Effect: Questions that determine what difference the program is making and are important to determine the results till date.

This question seeks to gather adequate evidence of results achieved to date in the sample of countries selected for this evaluation where GGGI has developed green city strategies. The focus here is on key urban development policy changes that have resulted from the adoption of the strategy, the green investments that have been mobilized and the increased capacity<sup>61</sup> of local stakeholders for planning and implementation because of the strategy.

**B. *What are the key criteria to ensure the successful implementation of a green city strategy?***

This question seeks to analyze a sample of Green City Strategies developed by GGGI to determine the key criteria required to ensure successful implementation in terms of concrete changes to urban development policies and increase in green investments in capital and/or secondary cities. The criteria will build on existing literature to develop a context specific diagnostic framework applicable to GGGI. In addition, the process will provide key insights on the quality of the green city strategies developed in the sampled countries and their likelihood for success (i.e. implementation in terms of concrete changes to urban development policies and increase in green investments).

**C. *As an organization, how is GGGI sharing lessons and learning from the different green city strategy approaches adopted in the selected sample countries to replicate and deliver results rapidly and at scale?***

The focus of this question is to analyze GGGI's institutional approach till date in guiding programs to achieve the successful implementation of green city strategies. The recently adopted thematic strategy for green city development and ongoing structural reforms in GGGI will be considered when examining this KEQ. The focus here is to provide actionable recommendations to strengthen GGGI's approach to green city development (currently being revised as part of the WPB 2019-2020 process). The secondary focus will be on how GGGI can facilitate the sharing of best practices and lessons learned between countries working on green city strategy projects which will have broader implications to GGGI's internal structure and approach to knowledge sharing.

## 6.3 Evaluation approach

There are a number of methodological issues associated with the evaluation of the quality of city strategies and most of the literature points to the challenges in adopting an outcomes-based approach. This is mainly because of the difficulty of isolating the impact of the strategy from various other countervailing and intermediating factors. A process-based approach allows for the assessment of the key elements required to ensure that a strategy is successful (i.e. implemented) and can result in real outcomes. This is compounded by the fact that GGGI's work in this space has been ongoing for only a few years and tangible outcomes may not have been realized till date. Therefore, a combination of approaches and mixed methods (non-experimental) are proposed to answer each of the key evaluation questions.

**A. *Assessment of a sample of green city strategies (KEQ A)***

Based on the process map described in this approach paper for each green city strategy, validate the results achieved till date in terms of key urban development policy changes as a consequence of the adoption of the strategy, the green investments that have been mobilized, project developed and the increased capacity and engagement of local stakeholders for planning and implementation because of the green city strategy.

The methodology will include gathering credible and reliable evidence to validate the achievement of intended/unintended/positive/negative outcomes. It will also be necessary to develop strong arguments of how the program has contributed to specific outcomes. Evidence will be gathered through primary data collection (key informant interviews) and review of relevant program documents.

**B. *Develop a diagnostic framework to develop green city strategies (KEQ B)***

Examine the set of criteria proposed and preliminary diagnostics conducted in this evaluation approach paper to determine the final set of criteria to be used in the evaluation. The focus here will be to assess the sample of green

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<sup>61</sup> A particular focus of GGGI's increasing maturity in programming in this area that needs to be examined here includes detailed assessments to better understand local development problems and identification and project development capacity through drafting of project / concept notes for non-BAU projects.

city strategies against the quality criteria with the objective of narrowing down to a set of key criteria which are critical to ensure the successful implementation of green city strategies.

The methodology will focus on identifying the final set of criteria based on secondary literature review, experience of the independent evaluation team and in consultation with the program teams. The next step will be to develop an assessment framework in the form of a simple rubric and scoring system with clear definitions. The sample of green city strategies will then be assessed to test their quality and likelihood of success. The definitions and data used in the assessment need to allow for meaningful comparison across time and countries or regions. The last step will involve the narrowing down / shortlisting of the most critical criteria to ensure the successful implementation of green city strategies.

### **C. Assessment of GGGI's approach to green city strategy development (KEQ C)**

Based on the determination of the results till date from the process map and assessment of the quality of the green city strategies, the approach here will be to assess GGGI's current institutional approach and provide actionable recommendations on how to strengthen it. This will include an examination of how GGGI currently shares best practices and lessons learned and provide actionable recommendations for improvement.

The methodology will include a review of the Green City Thematic Strategy, Green City Development Technical Guidelines No. 2 (2016) and Draft Thematic Approach and Planning Directions (currently under development) based on the evidence gathered when answering KEQs 1 and 2. Further evidence will be gathered through primary data collection (key informant interviews) to understand GGGI's process of designing and implementing projects. Actionable recommendations will then be developed to help refine / update / modify GGGI's approach to green city strategy development.

## **6.4 Evaluation methodology**

The methodology described below is not linear and includes inter-related steps which can be performed concurrently to maximize outputs in the limited timeframe and participation of stakeholders throughout the evaluation. The following is a description of the key phases, related steps and deliverables.

### **Phase 1: Inception**

The evaluation will be initiated with an inception meeting between the selected evaluation team and the IEU team. The main points of discussion during this meeting can include:

- Understanding the need for this evaluation in the context of GGGI's broader strategic priorities, its intended uses and target audience; and
- Overview of the Evaluation Approach Paper to initiate the discussion on the scope, approach, methodology and workplan;

Following the inception meeting, the evaluation team will be provided access to this Evaluation Approach Paper and all relevant program documents. Based on an initial review, the next step will be to finalize the scope, approach, methodology and workplan for the evaluation based on an agreement between the evaluation team and IEU. The Green City thematic team based in GGGI's headquarters, country program teams (Cambodia, Rwanda and Senegal) and other GGGI teams involved in knowledge sharing across the organization will be introduced to the evaluation team to initiate discussions and begin organizing the field visit.

An inception report will be developed by the evaluation team and it is expected that a majority of the content will build on this Evaluation Approach Paper. The evaluation approach and methodology may be revised in consultation with the evaluation team once they have been engaged.



#### **Deliverable:**

An inception report (Deliverable 1) which includes the final evaluation methodology, workplan and an agreed outline / table of contents of the final evaluation report.

The next step will include a detailed desk review of key program documents. It is important to note that all program documents in Cambodia and Rwanda have English versions but a majority of the program documents in Senegal are in French.

## Phase 2: Data collection

The first step under this phase will be the designing of instruments for data collection. The main participatory research tools that can be included are focus group discussions and key informant interviews. The evaluation design matrix provided in Annex 1 of this paper provides the basis for the development of the data collection tools and is guided by the OECD DAC criteria.

Field visits to the sampled country programs (Cambodia, Rwanda and Senegal) will then be conducted. It is expected that these field visits will be for a period of 5 days and include discussions with a sub-set of the stakeholders identified under each program in this paper (a shortlist has already been developed). A key aspect to consider here will be the predominant use of French during data collection in Senegal and Khmer in Cambodia, to a limited extent. At least one member of the independent evaluation team is expected to be fluent in French, in addition to English to facilitate this process. In Cambodia, local translators can be hired for some of the stakeholders who will need to be engaged in Khmer. Meetings with stakeholders in the secondary cities in Rwanda and Senegal will be organized to cover at least two in each country. This will need to be finalized in consultation with the country teams when planning the site visits.



### Deliverable:

Data collection tools can include discussion guidelines and customized questionnaires for different groups of stakeholders. The data collection tools will be shared with IEU prior to the in-country missions.

## Phase 3: Analysis

Based on a pre-defined timeline, the evaluator will provide high level feedback (initial findings and conclusions) to IEU, Green City thematic team in HQ and country teams post the field visits. This is critical to ensure a “no surprises” approach to facilitate adequate buy-in from the program teams at GGGI.



### Deliverable:

Initial findings and conclusions post the field visits. This can be high level feedback from the discussions with stakeholders prior to the detailed analysis and report writing.

Following the above discussion, the next step will include a detailed review and analysis of the data collected during the field visits, including a review of additional documentation that may have been sourced. Appropriate qualitative and quantitative data analysis will be conducted with the aim of triangulating to arrive at reliable and credible findings, conclusions and recommendations.

## Phase 4: Reporting

Upon completion of the analysis phase, the draft evaluation report will be developed and submitted for an initial review to the IEU team. After incorporating any comments related to factual errors (if required), the draft evaluation report will be submitted to the Green Cities thematic team in HQ and country program teams in Cambodia, Rwanda and Senegal. Once this first round of review and feedback is received, the draft report will be shared with GGGI's management team. Following a presentation to the program and management teams, the report can be revised (if required) and management responses can be incorporated to finalize the evaluation report. It will be important to disseminate the findings and recommendations from the final report to all program teams across GGGI to maximize the utility of the evaluation. Accordingly, an all-staff call will be organized in consultation with the IEU team.



**Deliverable:**

Draft evaluation report (Deliverable 2) including findings, conclusions and recommendations. Based on this, a presentation (in Microsoft PowerPoint format) will be prepared. This will be presented to the Green Cities thematic team, country program teams and GGGI’s Management Team.

The final evaluation report (Deliverable 3) including management responses to recommendations.

Presentation of reports can be done remotely based on the location / home office of the independent evaluation team. All reports must be in English, in accordance with GGGI’s formatting requirements, and submitted in a digital format.

The final report will be shared with the main government counterparts in Cambodia (NCSD), Rwanda (MININFRA) and Senegal (MoESD), other relevant strategic partners in the countries, GGGI’s members and staff, and published on GGGI’s website.

## 6.5 Evaluation workplan

Based on the above methodology, the following workplan is proposed to complete the expected deliverables under the evaluation. The timelines are indicative and will be finalized in consultation with the selected independent evaluation team.

An important consideration before finalizing the time-period during which this evaluation will be conducted is the availability of government and other stakeholders for interviews during the field visits. The elections in Cambodia in July 2018 may affect the availability of key stakeholders during the planned field visits in end-September or early October 2018.

Evaluation phase	Key steps	Month 1				Month 2				Month 3				Month 4			
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Inception	Inception meeting	█															
	Finalize scope and design		█														
	Desk review	█	█	█													
	Submit inception report			█													
Data collection	Develop data collection tools			█													
	Field visits				█	█	█	█									
Analysis	Presentation of initial findings post field visit								█								
	Qualitative and quantitative data analysis									█	█	█					



institutions) only key informant interviews of a limited number of stakeholders is required for data collection rather than large scale beneficiary surveys. Therefore, a team with two members is expected to be sufficient for this evaluation.

For this assignment, the team to be provided by the selected firm is expected to meet the following requirements.

### **Team leader and Green City Strategy Specialist**

The Team Leader shall be responsible for:

- for managing other members of the evaluation team;
- liaising with IEU on all matters under this contract; and
- ensuring all deliverables are met in a timely manner and to an acceptable level of quality.

The Team Leader should possess at least 10 years of relevant experience and expertise in:

- educational background in urban planning or a related field with experience in urban service delivery and / or developing low carbon city level strategies;
- analyzing the effectiveness of policies, strategies or programs in urban development with a focus on promoting green growth;
- strong knowledge of the institutional context, process and drivers for developing, financing and implementing urban development policies, strategies or programs at sub-national level;
- effectively engaging stakeholders from governments, development agencies and non-government or private sector organizations in an international development / multicultural context; and
- strong communication skills, including proven ability to author clear and concise evaluation or analysis reports and present evaluation or research findings/recommendations to senior audiences.

Fluency in English and French is essential. Prior experience working in Cambodia, Rwanda and/or Senegal is highly desirable.

### **Evaluation specialist**

The Evaluation specialist will be responsible for:

- providing specialist inputs to ensure that this evaluation is conducted in line with the Norms and Standards for Evaluation of the United Nations Evaluation Group.<sup>62</sup>

The Evaluation specialist should possess at least 8 years of relevant experience and expertise in:

- leading or participating in a senior role in evaluations of international development programs of a similar nature, including design and use of relevant data collection and analytical methods;
- developing, implementing or reviewing urban development or environmental policies, strategies or programs;
- effectively engaging stakeholders from governments, development agencies and non-government or private sector organizations in an international development / multicultural context; and
- strong communication skills, including proven ability to author clear and concise evaluation reports and present evaluation findings/recommendations to senior audiences.

Fluency in English is essential, and French is highly desirable. Prior experience working in Cambodia, Rwanda and/or Senegal is highly desirable.

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<sup>62</sup> United Nations Evaluation Group (2016). Norms and Standards for Evaluation. New York: UNEG. Available [online](#).

## 6.8 Communication and engagement plan

The main objectives of communicating and engaging with internal GGGI stakeholders is to maximize the utility of the evaluation's findings and recommendations and highlight synergies, promote information exchange and inter-portfolio collaboration across GGGI. The main objectives of reaching out to external stakeholders is to increase the profile of GGGI's work in-country and highlight the contribution of the programs to countries' green growth agenda. Accordingly, the following table highlights the main communication activities and the specific target audience.

Communication activities	Audiences / Key stakeholders				
	GGGI's management team	GGGI staff	GGGI's governing bodies	Government partners	Key program partners in-country
Presentation of key findings, recommendations	√				
Presentation on all-staff calls		√			
Dissemination of full evaluation report and summary				√	√
Full evaluation report published on GGGI's website	√	√	√	√	√
Summary of key findings and recommendations published on GGGI's website	√	√	√	√	√
Social media (Twitter, Facebook, LinkedIn) posts of key findings and recommendations	√	√	√	√	√

## Annex 1 – Evaluation design matrix

The following table links the Key Evaluation Questions (KEQs) to the specific evidence required to answer them, the related OECD DAC criteria and the data collection method.

KEQ	Evidence sought	Data collection method
For the sample of green city strategy projects selected, how much progress has been made in creating an enabling environment for green growth in the cities where GGGI is working?	<ul style="list-style-type: none"> <li>- Evidence that the green city strategy has influenced the city masterplan or investment plans</li> <li>- Evidence that specific green city projects are being implemented as a result of being prioritized in the green city strategy</li> <li>- Evidence that the green city strategy has influenced the local municipality or national level stakeholders to better understand the need for green growth</li> </ul>	<p><u>Document analysis</u></p> <ul style="list-style-type: none"> <li>• The specific green city strategy document and corresponding methodology / guideline</li> <li>• Project results reports</li> <li>• Official government decision documents (decrees, laws, codes etc.)</li> <li>• Minutes of meetings and reports from key stakeholder consultations</li> </ul> <p><u>Interviews</u></p> <ul style="list-style-type: none"> <li>• The national level ministry / department</li> <li>• Key members of the institutional mechanism set up to oversee the development of the strategy</li> <li>• Local government representatives</li> </ul>
What are the key criteria to ensure the successful implementation of a green city strategy?	<ul style="list-style-type: none"> <li>- Evidence of how the green city strategy measures up to each criterion</li> <li>- Evidence of how the shortlisted criteria affect the successful implementation of the green city strategy</li> </ul>	<p><u>Document analysis</u></p> <ul style="list-style-type: none"> <li>• The process map evaluated in the evaluation approach paper</li> </ul> <p><u>Interviews</u></p> <ul style="list-style-type: none"> <li>• The national level ministry / department</li> <li>• Local government representatives</li> <li>• GGGI HQ and country program teams</li> </ul>
As an organization, how is GGGI sharing lessons and learning from the different green city strategy approaches adopted in the selected sample countries to replicate and deliver results rapidly and at scale?	<ul style="list-style-type: none"> <li>- Evidence that the thematic strategy and technical guidelines were effectively designed to address identified needs</li> <li>- Feedback from HQ and country program teams about GGGI's current and desired approach to green city strategy development – critical steps, essential stakeholders and content</li> </ul>	<p><u>Document analysis</u></p> <ul style="list-style-type: none"> <li>• Green City Thematic Strategy</li> <li>• Green City Development technical guideline No. 2</li> <li>• GGGI Strategic Plan</li> </ul> <p><u>Interviews</u></p> <ul style="list-style-type: none"> <li>• Green city thematic team based in HQ</li> <li>• Country program teams</li> </ul>

## Annex 2 – Table of contents for evaluation report (draft)

This table of contents is a **draft** and will be reviewed and confirmed with the independent evaluation team as part of their inception report (deliverable 1).

Section	Content
1. Executive summary	
2. Introduction	<ul style="list-style-type: none"> <li>• Purpose of the evaluation</li> <li>• Key evaluation questions</li> <li>• Evaluation scope and approach</li> <li>• Overview of GGGI's Green Cities Thematic Area, Strategy and Approach</li> </ul>
3. Key results of GGGI's Green Cities Programs in Cambodia, Rwanda and Senegal	<ul style="list-style-type: none"> <li>• Cambodia's Green Urban Development Program</li> <li>• Rwanda's Climate Resilient Green Cities project</li> <li>• Senegal's Green Growth Pathways for Cities</li> </ul>
4. Assessment of the sample of green city strategies	<ul style="list-style-type: none"> <li>• Assessment of the Green City Strategic Plan for Phnom Penh</li> <li>• Assessment of the National Roadmap for Green Secondary City Development in Rwanda</li> <li>• Assessment of the Green Secondary City Guidelines and Implementation Roadmap</li> </ul>
5. GGGI's current strategy and approach to Green City Development (GCD)	<ul style="list-style-type: none"> <li>• Assessment of GGGI's institutional approach to GCD</li> </ul>
6. Conclusion – overall findings and recommendations	<ul style="list-style-type: none"> <li>• Main findings</li> <li>• Recommendations</li> </ul>

## Annex 3 – Indicative list of program documents

The following is an indicative list of documents to be reviewed as part of this evaluation and will be provided to the independent evaluation team.

- GGGI Refreshed Strategic Plan 2015-20
- GGGI Green City Thematic Strategy
- Green City Development Guidelines, GGGI Technical Guideline No. 2, 2016
- Evaluation Approach Paper – GGGI’s Green City Strategies
- Project proposal submissions for GGGI Work Program & Budgets 2015-2016 and 2017-2018
- GGGI End of Year Project Results Reports for 2015, 2016 and 2017

### Cambodia

- GGGI Cambodia Country Planning Framework 2016-2020
- GGGI outputs delivered under the GUDP project, including:
  - Green City Strategic Planning Methodology
  - Green City Strategic Plan for Phnom Penh 2017-2026 - Executive Summary and Full Report
  - Investment action plan 1: Pre-feasibility study and Resource Mobilization Plan: Improving Access to Finance and Technical Support for Energy Efficiency Investments in Cambodia
  - Investment Action Plan 2: Wastewater treatment in peri urban areas of Phnom Penh
  - Sustainable City Strategic Plan for Secondary Cities – DRAFT
  - Scoping study on wastewater treatment in secondary cities – DRAFT

### Rwanda

- GGGI Rwanda Country Planning Framework 2016-2020
- GGGI outputs delivered under the CRGC project, including:
  - Rwanda Secondary Cities Preliminary Analysis and Diagnosis
  - Rwanda Green City Framework and Guidelines
  - National Roadmap for Green Secondary City Development in Rwanda (NR)
  - Infrastructure gender mainstreaming strategy for MININFRA
  - Report of the District Consultation Workshops in development of the National Roadmap July 2015
  - Report and Findings of the Secondary Cities Outreach, July 2016 (pipeline of projects)
  - Pilot Green City – inception report and final report
  - Terms of Reference (TOR) and minutes of meetings of Steering Committee
  - District Development Strategies - draft for 6 cities
  - Financing proposal for eco-tourism park in Rubavu submitted to Rwanda’s green fund
  - 3-year capacity building plan for the Water and Sanitation Corporation (WASAC)
  - Report on Capacity Building Training (Training Of Trainers)
  - Green Climate Fund (GCF) proposal for development of one secondary city masterplan

## Senegal

- GGGI Senegal Country Planning Framework 2017-2021 - draft
- GGGI outputs delivered under the Green Growth Pathways for Cities project, including:
  - Green Secondary City Guidelines (in French only)
  - Green Secondary City implementation roadmap (in English and French)
  - Workshop reports, minutes of meetings during the development of the IR (in French only)
  - Pre-feasibility studies in secondary cities (Kolda, Tivaouane and Diamniadio and in French only)
  - Strategy for Development of Kolda as a Green Secondary City by 2035 and the Green City Action Plan (GCAP) (in French only)
  - Strategy for Development of Tivaouane as a Green Secondary City by 2035 and the Green City Action Plan (GCAP) (in French only)
  - Workshop reports, minutes of meetings during the development of the green city strategies and action plans (in French only)

