

**Norway's Support to the Ethiopia Sector Reduction
Mechanism (SRM) project implemented by the GGGI
2013-2016**

Case no. 1700286

End-review

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Acronyms

AF	Adaptation Fund
CDKN	Climate Development Knowledge Network
CPF	Country Programme Framework
CR	Climate Resilience
CRGE	Climate Resilient Green Economy
DFID	Development for International Development
ECRC	Ethiopian Climate Research Center
EDRI	Ethiopian Development Research Institute
EEPFE	Environmental Economics Policy Forum for Ethiopia
EFD	Environment for Development
FTI	Fast Track Investment
GCF	Green Climate Fund
GGGI	Global Green Growth Institute
GTP	Growth and Transformation Plan
JDR	Joint Donor Report
MANRM	Ministry of Agriculture and Natural Resource Management
MEFCC	Ministry of Environment, Forest and Climate Change
MoFEC	Ministry of Finance and Economic Cooperation
MOI	Ministry of Industry
MOUDC	Ministry of Urban Development and Construction
MOWIE	Ministry of Water, Irrigation and Electricity
MRV	Measurement, Reporting and Verification
NCDP	National Capacity Development Project
NICFI	Norwegian International Climate- and Forest Initiative
NICFI	Norway's International Climate and Forest Initiative
NOK	Norwegian kroner
NPC	National Planning Commission
ODA	Overseas Development Assistance
PES	Payment for Ecosystem Services
PMO	Prime Minister's Office
PPP	Public Private Partnership
REDD+	Reducing Emissions from Deforestation and Forest Degradation
SCIP	Strategic Climate Institutions Programme
SRM	Sector Reduction Mechanism
TOR	Terms of reference
WRI	World Resources Institute

Executive Summary

Norway commissioned an end-review of its support to the Global Green Growth Institute (GGGI) in Ethiopia for the period 2013-2016. GGGI has been supporting the Government of Ethiopia in developing and implementing a strategy for the country's transition to a Climate Resilient and Green Economy (CRGE), working through advisers in the government system who facilitated development of policies, systems, and mechanisms for planning and implementing CRGE initiatives.

The purposes of the end-review centred on obtaining an independent assessment of the achievement of the targets of Norway's support, efficiency and effectiveness of project implementation, and inputs to future considerations for Norwegian support to GGGI Ethiopia.

The end-review encountered an unclear goal- and results frameworks of GGGI and gaps in the organization's reporting on progress and results achievement. The documentation available did not allow the end-review to assess GGGI's goal-achievement and progress against planned activities and results. The end-review used alternative more pragmatic ways to document to the extent possible GGGI's contributions to key areas in the CRGE process.

The main findings of the review are as follows:

- The goal- and results-frameworks followed by GGGI during the period, and hence the basis for Norway's support, have been shifting and never clearly defined, allowing GGGI a wide space to operate within. This has challenged GGGI's accountability for results and weakened the basis for managing and prioritizing staff time and resource towards delivering results.
- GGGI's operational focus has been overly broad due, among other, due to its endeavor to be responsive to government needs. The balance between focus and responsiveness is not straightforward to manage for GGGI.
- GGGI has become a fully trusted adviser to government, serving at times as its one-stop shop for CRGE facilitation. More experienced advisors over time may have strengthened this role.
- GGGI has been engaged in most of key CRGE processes and become a central player behind Government's effort to move forward on the CRGE agenda, but the level and significance of GGGI's contribution varied. GGGI has played a particularly valuable and decisive role in the following important areas:
 - ⇒ Sector CR strategy development – such high level strategic input is essential in guiding the overall CRGE process.
 - ⇒ Technical support in strategy and guideline development for different line ministries, particularly – REDD+ strategy, Rural Jobs creation strategy, energy efficiency guidelines, CRGE/GTP II integration guideline/checklist
 - ⇒ Providing key resource people to the CRGE facility supporting it to implement better its role in fund mobilization, disbursement and follow up.
 - ⇒ Oversight over the development of the NCDP – which lays out a comprehensive national capacity needs assessment across sectors and at regional levels.
 - ⇒ Providing policy and technical advice for the Ethiopian government in the latter's Chairmanship role of the LDCs group at the UNFCCC negotiation.

- GGGI has over time adapted its services well to the evolving CRGE context, but GGGI needs to clarify its role with the CRGE strategy's increasing emphasis on implementation
- GGGI has been effective in supporting selected CRGE areas where it allocated adequate staff time and the right competences, but GGGI was less effective in adding value to processes where its input was limited or its competences not exactly right.
- GGGI's wide spread of its resources indicates the organization could have been more effective and efficient; but the unclear results framework and available progress reports do not allow solid findings on these points.
- GGGI's inputs to the CRGE areas appear sustainable since they are owned by government, but GGGI's capacity development and knowledge transfer are so far not sustainable due to high staff turnover in government systems and lack of a systematic capacity development approach.
- GGGI prepares a large amount of progress reporting, but reporting for the support period does not adequately show progress against plans; outcomes and outputs are not clear; and it does not make sufficient use of indicators, targets, and baselines.
- GGGI has ensured a focus on gender mainstreaming in the support to the CRGE policy-level processes, but gender mainstreaming at project implementation level may need more attention. GGGI has no strategy or direct focus on human rights in their work.

The **main conclusions** of the end-review are the following.

- GGGI's performance framework has not been clear, therefore it is not possible to establish clearly if targeted results and activities were achieved as planned
- GGGI has contributed significantly to integrating green growth into development planning for reduced emissions and vulnerability in Ethiopia.
- GGGI has proved to be a trusted advisor to Government that focuses fully on the green growth agenda
- GGGI plays a key role in providing the technical assistance required by Government institutions to enable Ethiopia achieve its ambitious goals.
- The organization has however not contributed in a significant or decisive way in every area or process it engaged in and it has engaged in a too broad agenda.
- GGGI's contribution to Ethiopia's CRGE strategy could be greater and delivered more efficiently had GGGI engaged in a more selective, narrow, and deep way in the CRGE processes.
- GGGI's administrative and financial management are up to standards but its managing- and reporting for results have been weak.
- Norway made a significant contribution by enabling GGGI play its role in Ethiopia's CRGE, but Norway's exit is too early to allow GGGI reach maturity and ensure the pay-offs to Norway's investment.
- Norway can further its objectives on climate change and forestry in Ethiopia by supporting GGGI Ethiopia for a transitional period, allowing it to find a sustainable basis for operating

The main **recommendation** is that **Norway should continue provide earmarked support to GGGI Ethiopia for a transitional period**, based on clear goal- and results frameworks, adequate results monitoring, and an explicit and clear exit strategy.

1. Introduction

1.1 End-review background and objectives

Established at the Rio+20 United Nations Conference on Sustainable Development in 2012, the Global Green Growth Institute (GGGI) is mandated to support and promote strong, inclusive and sustainable economic growth in developing countries and emerging economies. With status as inter-governmental organization, GGGI's mission is to advance green growth by helping to develop, implement and deepen understanding of green growth strategies in the target countries.

GGGI has operated in Ethiopia in support of the country's agendas on climate resilience and a green economy since 2010. Ethiopia's overarching aim is to build a middle-income economy by 2025 that is resilient to climate change and without increasing Ethiopia's carbon emissions. The country's two main instruments are the Growth and Transformation Plan (GTP), to deliver on the economic growth objective, and the Climate Resilient Green Economy (CRGE) Initiative for ensuring the growth is green and resilient.

GGGI supported the development of Ethiopia's Climate Resilient Green Economy strategy in 2013 which subsequently was the basis for the Sector Reduction Mechanism (SRM) intended to link reduction targets with bankable projects and funding. Subsequently the CRGE facility was established to replace the SRM, and since then a series of further actions were taken to move forward on the CRGE process in the country (as summarized in Box 2).

Norway in 2013 awarded GGGI a grant of up to NOK 45,828,000 to implement the Ethiopia SRM Project (2013-2015) to support GGGI's work to promote implementation of CRGE Strategy. GGGI should embed a 'hybrid team' in the government institutions to impact on policy decisions and plans, consisting of GGGI experts, government officials, local partners, and others. The team was to serve as a close and trusted advisor to government, respond to government requests, learn from local expertise and transfer skills and analytical tools to government officials. Since then, the GGGI hybrid teams have engaged in a variety of policy-level processes in response to the evolving CRGE context in Ethiopia.

Norway's support to GGGI has been managed by the Royal Norwegian Embassy in Addis Ababa (the Embassy). While the initial grant was for 2013-2015, Norway provided a no-cost extension up to December 2016 following a series of under-disbursements the first years. The goal- and results framework providing the programmatic basis for Norway's support was changed early in the process. Norway's support has financed almost the entire GGGI Ethiopia work program during the period, using in practice core-funding as modality. Hence the Agreed Programme Summary and TOR refer to "the project", the support constituted funding of GGGI's Ethiopia program overall¹

In early 2017 Norway commissioned an end-review of the support with the following purposes:

- to provide an independent assessment of whether targets set by the project have been met
- assess the project implementation in relation to efficiency and effectiveness

¹ The report uses the term "GGGI" to refer to GGGI Ethiopia's program, the main object of the end-review. The review uses "GGGI corporate" when referring to the GGGI global organization.

- help inform any future considerations for earmarked Norwegian support to GGGI Ethiopia

This document is the report of the end-review. The review was undertaken by an independent consultancy team², based on document reviews and interviews with stakeholders in Addis Ababa during 15-19 May 2017.

The review team would like to thank the GGGI office and Norway for the assistance in organizing the end-review and all stakeholders for the open and constructive discussions. This is an independent review and the views and conclusions expressed are the responsibility of the consultants and do not necessarily reflect those of Norway.

2.1 Reservations and approach

The end-review has had the character of a rapid assessment, with a brief input of time for documentary reviews and preparation and four days of interviews in Addis Ababa. The TOR contained a wide set of questions that in agreement with Embassy were prioritized during the review process to align the ambitions with time available for meetings and assessment.

The end-review encountered a basic challenge of results frameworks being unclear and missing information on progress and results achievement against plans. The available results frameworks do not have clearly defined outcomes, outputs, and objectively verifiable indicators, and progress reports do not show progress and results against baselines and targets. The progress reports do not specify GGGI's exact level of input and importance in contributing to the reported results. The fact the goal-framework for the support shifted during implementation created some uncertainty over the basis for assessing effectiveness and results-achievement.

These gaps impacted directly on how the end-review was conducted and the extent to which questions in the TOR could be answered with basis in adequate evidence. The extent of these information gaps became clear to the review team as the documentation was made available to the team just before and during the mission. This made it necessary in the very last phase up to the field-work to decide an alternative approach for obtaining the necessary information on GGGI's progress and achievements.

The review-team opted for an open-ended approach as the most practical way to document and assess GGGI's results during the brief time available for the mission. Rather than using the not fully informative results frameworks and progress reports as principal basis, the review team i) reviewed progress reports broadly to identify results areas with GGGI contributions for further assessment by the review, ii) asked stakeholders open-ended questions on where and how in their experience GGGI had contributed to CRGE processes, and iii) probed with interviewees to understand as accurately as possible how GGGI contributed and to what extent GGGI contributed in minor or significant (or lead) ways to each key area identified.

A main contribution of the end-review is therefore a more exact documentation of GGGI's contribution to key results areas in Ethiopia's CRGE process than provided by the available results frameworks and progress reports. The review team then used this documentation as basis for assessing GGGI's overall results-achievement and as input to address other key topics in the TOR.

² Thomas Juel Thomsen (Team leader), Arsema Andargatchew, and Wondwossen Sintayehu.

This approach can however not provide an exhaustive and fully accurate and balanced account of GGGI's contributions, since there are limits to what can be obtained from interviewees in brief interview sessions.

Another challenge faced by the end-review was to meet the TOR's call for meetings with civil society, local stakeholders, and others. This was not possible, since meetings with GGGI's many direct partners filled the space available for the mission and few such local actors with knowledge of GGGI's work would be available.

In response to the TOR, the end-review report is structured as follows:

- Section 2 reviews the evolution in the GGGI program and CRGE context. This sets the scene for the assessment of GGGI's contribution to the results.
- Section 3 reviews GGGI's overall progress and results, drawing on the mapping of key individual CRGE results with GGGI inputs
- Section 4 maps the individual CRGE results that GGGI contributed to
- Sections 5-10 review general topics of the Term of Reference (TOR), such as institutional and socio-economic linkages, cross-cutting issues, budgets, and financial management.
- Section 11 presents the conclusions and recommendations

2. Summary of the GGGI project and its context

2.1 Programmatic basis and objectives

Norway's support has funded GGGI's operations in Ethiopia almost entirely during the support period. The modality of support has for all practical purposes been core-funding against the underlying program framework. GGGI's programmatic framework and hence the basis for Norway's support has however shifted during the support period.

GGGI's initial work program supported by Norway was defined in the "Agreed Programme Summary" (attached as annex to the Grant letter/Agreement between Norway and GGGI, March 2013)³. Box 1 shows the goals and targets defined in the Agreed Programme Summary which also listed an initial indicative set of outputs, approach, and deliverables for 2013-2015. To monitor results the Agreed Programme Summary listed certain high-level indicators. These indicators and targets were defined in a general and incomplete way, which suggests a further step was anticipated at the time for specifying and operationalizing the results framework.

Box 1: Outcomes and results defined in the Agreed Programme Summary

The outcomes of the Project are as follow:

1. Integration of green growth into development planning.
2. Reduced emissions and vulnerability in Ethiopia by 2025.

The expected results of the Project are:

1. A harmonized approach to climate investment planning which leverages existing development investments.
2. Over \$200 m climate finance attracted for the Climate Resilient Green Economy (CRGE) Facility (by 2015).
3. Development partner engagement on climate change effectively coordinated by the Environmental Protection Authority (by 2014) now the Ministry of Environment, Forests and Climate Change.

³ The Agreed Programme Summary was a summary of the "Detailed Project Proposal", March 2013.

4. Investments plans completed and successfully attracting investment for up to three sectors by 2014 and an additional three sectors by 2015.
5. Better understanding of the political economy of green growth planning.

During 2013 GGGI began to follow a different results framework than the Agreed Programme Summary (this was discussed during the JDR 2013). In 2014, the Embassy and GGGI formally agreed to change goal and results framework in a revision of the Grant Agreement. The revised grant agreement of 2014 instead defined four outcomes:

1. Better planning related to CRGE in terms of poverty reduction, GHG emissions and vulnerability reduction
2. More efficient use of resources related to CRGE to enable poverty reduction and climate related outcomes
3. More effective delivery of national plans and programs related to CRGE focused on poverty reduction and resource efficiency
4. Institutions engaged with the CRGE are strengthened.

These four outcome-areas then constituted the guiding framework for GGGI's work program and formal basis for Norway's core-funding support since 2014. They also set the structure for GGGI's reporting on progress (Planning, Resources, Delivery and institutions). The review team notes that these are high-level outcomes in the CRGE context which GGGI could not achieve by itself. Meanwhile the new outcomes were not translated into lower-level operational outcomes and outputs for GGGI to deliver, with accompanying indicators, targets, and baselines. GGGI's goal- and results framework has therefore not been clear during the support period.

A further change happened in 2015 with the development of GGGI Ethiopia's 2016-2020 Country Programme Framework (CPF). The CPF is the office's first long-term strategy, developed together with Government, and defining six outcomes targeting the "structural challenges" of moving Ethiopia towards a CRGE. The CPF defines GGGI's role "to provide strategic and technical advice across federal level institutions (and some regional), focused on strengthening planning, capacity and delivery of the CRGE vision". The CPF is significant as a joint Government/GGGI expression of needs and long-term, holistic plan for the GGGI in Ethiopia. Meanwhile the CPF is currently underfunded but still represents a broad and challenging agenda for GGGI to implement. It is to be expected that GGGI will have to further clarify and narrow the priorities during implementation.

The shifting and generic goal-frameworks for the support period weaken the basis for ensuring GGGI's accountability for results and the organization's ability to manage and prioritize its activities towards achieving results. The end-review TOR refer to the goal-framework of the original Agreed Program Summary which did not in practice guide GGGI's work during the period (meaning to assess results against this framework is of historic interest only). Moreover, GGGI's goal-frameworks define outcomes in a high-level and generic way with limited details on indicators, targets, baselines, and means of verification. This makes it unclear on what basis to measure and hold GGGI accountable for its performance, or what targets it should use to prioritize the implementation of the work program. This has given GGGI greater space to spread its resources widely and engage in activities that may not strictly have contributed to any pre-defined results.

2.2 GGGI's operational focus

GGGI has applied a broad focus to its work program during the support period. Staff has been allocated to up to six ministries, agencies, and sector organizations. The office has continuously engaged in a shifting and wide set of activities during the period, as illustrated by Annex C's summary of activities in GGGI's progress reports for 2014-2016. Annex C shows how GGGI's activities span a wide range of processes and themes, and suggests how activities are initiated not necessarily based on medium- or long-term plans. It also shows how GGGI also engage in activities that were not planned or possible to place neatly within the pre-defined outcome areas.

GGGI's operational focus has been driven mainly by Government's demands and requests with limited direction from own goals or strategic priorities. GGGI's approach to planning and deciding activities is to respond Government's needs and opportunities as they arise along the way for supporting the CRGE process in the institutions hosting GGGI advisers. GGGI's used its goal framework of four outcomes primarily as workstreams to organize its activities after the fact rather than to guide its planning and prioritization in a goal-oriented way. GGGI continued as such to operate in the opportunity-driven and reactive way observed by the JDR 2013.

GGGI recognizes the inherent challenge of being highly responsive and spreading too wide. However GGGI explains there has also been a process from a point where government partners expected even more of GGGI than accepted by the organization in the recent period. This illustrates the dilemma and balance GGGI have to manage to ensure its role as trusted advisor.

2.3 The GGGI approach – hybrid teams

Central to GGGI's approach is the use of hybrid teams embedded in the government institutions to impact on policy decisions and plans, serving as close and trusted advisors to the Government, responding to government requests and needs, learning from local expertise and transferring skills and analytical tools to government officials and research partners. This element of the Agreed Program Summary has been fully implemented and remains the main feature of GGGI's operational approach in Ethiopia. Table 1 shows that GGGI currently has advisors in five Government institutions.

The review team finds that GGGI has succeeded in the ambition to become a trusted partner to Government. It owes this achievement to being responsive to government needs and managing to stay clear of any other agendas than to support the CRGE implementation as per Government plans. GGGI has been placed centrally (e.g. at the level of the PMO) and has in practice become a one-stop shop for Government to get facilitation-support to drive stakeholder processes or establishing key strategies or guidelines to take the CRGE implementation forward.

The review team notes that GGGI appears to have further strengthened its position as trusted partner to Government since the 2013-JDR, which may be linked to the shift to more senior-level GGGI advisers. At the time of the 2013 JDR, it had reached 8 experts, few of whom had senior-level experience. Now the GGGI team consists of 12 individuals (including a Country Representative and management and administration team). All the current GGGI advisers have long-standing experience from institutions in developing countries, particularly from Africa including Ethiopia. They have solid technical backgrounds and much experience from driving institutional processes in political bureaucracies. The review team finds GGGI's technical capacity has become more solid since the 2013 JDR.

Table 1: Distribution of GGGI advisors to Government institutions

Government institution	GGGI advisor in place (*positions not yet filled)
MEFCC	<ul style="list-style-type: none"> • Institutional & Partnership advisor • Forestry advisor • MRV Advisor*
MANRM	<ul style="list-style-type: none"> • Food security and disaster risks reduction advisor • GGGI Agriculture advisor*
MOFEC	<ul style="list-style-type: none"> • Climate finance advisor • Facility programme manager
MOI/IPDC	<ul style="list-style-type: none"> • Industry advisor
PMO	<ul style="list-style-type: none"> • CRGE and climate change advisor
MOWIE	<ul style="list-style-type: none"> • Energy advisor*
MoUD	<ul style="list-style-type: none"> • Urban advisor*
NPC	<ul style="list-style-type: none"> • Results and knowledge management advisor* • Green growth economist*

2.5 Reporting on progress and results

GGGI prepares a substantial amount of reporting on progress and results in response to GGGI corporate and donor (Norway's) requirements. The office submits different reports to GGGI corporate and to Norway. A review of the different reports by the review team shows their content to be consistent, suggesting it should be possible to prepare just one set of reports.

GGGI's progress report for the support period do not attempt to clearly show the status of activities and results against plans, indicators, and targets (Annex C sums up progress reports for 2014-2016). The reports do not meet normal reporting formats, for instance they lack baselines and do not show progress on pre-planned activities and outputs.⁴ Also the reports are not easily understood, mixing activities, outputs, and outcomes under the same headings. Many of the activities listed are processes with GGGI involvement but with no explanation of GGGI's precise contribution. In some cases the same text is repeated from previous years, but with no specification of actual status. There is limited demonstration of results or progress against plans and outputs and targets and milestones for activities and deliverables are not defined. The challenges of GGGI's broad results framework with its lack of verifiable indicators, baselines, and targets to some extent carry over to the progress reports.

GGGI's reporting on progress and results also faces the inherent challenge that the organization delivers its results in collaboration with partners, making it more difficult to specify GGGI's contributions to the outcomes, outputs, and activities reported. This challenge must be recognized. Notwithstanding this challenge the review team finds that GGGI's reports could have clearer specifications of how and to what extent GGGI contributed to activities and outputs reported.

The weak reporting on results does not mean that GGGI has not delivered important results. But the basis for showing results and assessing progress against planned goals, results, and activities for mutual accountability between GGGI and its partners is weak. Meanwhile this way of planning and reporting activities has been accepted by Norway and GGGI corporate.

⁴ The review team was received progress reports for 2015 and up that included indicators, baselines, and targets, but reports received the support period did not have such information.

2.6 GGGI's changing operational environment

GGGI exists in Ethiopia to create value for the country's CRGE process. The review team's discussions with stakeholders on GGGI's contributions frequently centered on how GGGI had responded to or should adapt to the evolving needs of the CRGE context. The CRGE process has evolved since 2013, leading to new challenges and needs as summarized in Table 2.

The general view by stakeholders consulted is that much of the work to establish the larger policy and planning framework for a CRGE is now complete, but that work remains to design the operational strategies, guidelines, and systems for monitoring and follow-up. But stakeholders also highlight the need to move forward on implementation. In this regard the need is also to clarify for implementation what the main tasks and division of roles should be, particularly for coordination of implementation.

The review team finds that GGGI has adapted well to the evolving needs of the CRGE context. However there is need to clarify GGGI's exact role in the upcoming period with its greater emphasis on implementation.

Table 2: Key trends in the CRGE process

Much has happened in Ethiopia's process to build a climate resilient and green economy since 2013. There has been considerable progress especially in areas of policy design, planning of options for intervention, and setting up mechanisms to facilitate implementation. The noteworthy developments in the CRGE framework include:

- The main policy and overarching strategies are now in place; importantly, the CRGE has been integrated into the Growth and Transformation Plan II (GTP II).
- The CRGE Facility was established as a mechanism to channel funding to CRGE investments, providing the linkage from policy to finance for implementation.
- The initial funding has been mobilized and invested; while funding is still limited, more resources may be on their way.
- The private sector is expected to play a critical role in funding and implementing the CRGE, and a Private Sector Engagement strategy was recently put in place to direct the CRGE's efforts of mobilizing the private sector in this effort.
- A number of new sector strategies integrate CRGE goals and approaches. Climate Resilience strategies exist for agriculture and forestry as well as water and energy sectors. A rural job creation strategy includes a focus on the creation of green jobs.

With these building-blocks of policies and strategies in place, stakeholders now speak of the need to focus on implementation. While first steps to execute projects have been taken, there is a larger discussion among stakeholders on what exactly implementation means and what it requires. This situation and issues are depicted below:

- Fast Track Investment Projects (FTI) have been implemented and completed, while other non-FTI projects are currently under implementation. Given the scale of needs, these are still few however. FTI projects were funded through the CRGE facility to initiate the CRGE implementation on the ground. These projects were submitted by different Ministries to the facility and implemented in the various regions across the country. The projects addressed

CRGE related activities that need to be taken into consideration by various sectors such as forestry, water, energy, transport and agriculture.

- Bankable investment project proposals have been prepared for some areas and this is regarded as the main step to take CRGE implementation forward. In particular, the CRGE facility has prepared Adaptation Fund (AF) and Green Climate Fund projects (GCF). While the AF is approved for 10 Million USD, the GCF proposal is currently under revision following comments from GCF's independent technical advisory panel. Meanwhile the number of proposals is low, and quality reported to be an issue in some cases. The REDD+ project initial proposal was not up to donor's expectations and required a re-design. The GCF proposal on 'Responding to the increasing risk of drought' did not pass quality checks by the GCF Board independent technical advisory panel.
- Ensuring capacity at regional and Woreda levels to carry out the operational planning and implementation of projects is noted by stakeholders as critical. This makes developing such capacity and gradually transferring tasks and responsibilities to relevant sub-national government bodies in an orderly way an important implementation task. A comprehensive capacity needs assessment was done in 2016, but several actors interviewed noted the need to deepen and tailor a similar exercise at Woreda, Kebele and community level, accompanied by capacity development efforts. So far, there is no decision on how to address this.
- The need to coordinate and clarify roles/responsibilities between implementing partners, within and across sectors, is noted as one of the biggest implementation challenges. For instance, there seems to be a gap between REDD+ implementation and the on-going land use plan development at the PMO. These issues require not only mechanisms for intersectoral coordination but also high-level leadership, at the PMO level, for instance.
- Ensuring adequate capacity in Government and within the CRGE facility to enable the latter perform its role of oversight and follow-up on projects, and for Government to engage effectively with donors, as well as consistent monitoring of the implementation of potential GCF and REDD+ programmes. The structure and capacity of the facility to ensure adequate monitoring of projects may need attention.
- Finally, it can be anticipated that the overall CRGE strategies and policies developed thus far will have to be followed up by further work for enactment of detailed legislations, regulations and guidelines in order to translate high-level ambition into practical actions. This means the need to improve and change "systems", through these tools will remain during implementation. Stakeholders recognize that the focus on policies and systems cannot be abandoned when moving into implementation. The exact needs have however not yet been mapped.

3. Implementation progress and results

This section assesses the overall results by GGGI during the support period, drawing among other on the review team’s attempt in section 4 to document the key main CRGE result areas that GGGI contributed to.

3.1 Significant results achieved by GGGI

Table 3 summarizes GGGI’s own account of its achievements as presented in its terminal report to Norway⁵. The terminal report does not present indicators and targets so the table does not contain such information to indicate progress and goal-achievement. There is therefore no information to assess GGGI’s progress and goal-achievement in respect of initial plans and expectations.

Table 3: Summary of GGGI’s Outcomes and outputs, Ethiopia, 2013-2016

Outcome 1: Better planning related to the CRGE - in terms of poverty reduction, GHG emissions and vulnerability reduction (Planning)	
Planning Output 1 - Green growth inputs developed to be included in the GTP II (2015-2020)	<ul style="list-style-type: none"> • Defining regional implementation plans/targets • Integrating CRGE principles into Disaster Risk Management SPIF • Guidance/toolkit for sector integration into sectoral GTP II
Planning Output 2 - Recommendations provided to mainstream CRGE into GTP Integration guidance:	<ul style="list-style-type: none"> • Contribute to sector guidance to integrate CRGE into GTP
Planning Output 3 – Sector-level planning instruments concerning livestock/crop, REDD+, industry, SDP and urbanisation provided	<ul style="list-style-type: none"> • Climate Resilience (CR) strategies for agriculture/forestry (2014) and water/energy (2015) • Livestock investment plan • REDD+ Strategy development inputs • REDD+ Implementation guide • Study on Unlocking Power of Cities (New Climate Economy) • Country Planning Framework development • New Climate Economy – collaborate on land use project
Planning Output 4 – Contribution to global knowledge base on green growth from the Ethiopia case	<ul style="list-style-type: none"> • New Climate Economy case study on “Ethiopia” • Green Growth Planning Guidelines • Knowledge exchange on REDD+ and forestry • CRGE Brochures for UNFCCC COP20
Outcome 2: Increasingly efficient use of resources related to the CRGE to enable poverty reduction and climate-related outcomes (Resources)	
Resources Output 1 – Support CRGE Facility to become operational and mobilise funds	<ul style="list-style-type: none"> • Support to design and implement the operational plans of the CRGE Facility • Lead on designing FTI portfolio and support to design 22 FTIs

⁵ GGGI Ethiopia Norway Grant Terminal Report, GGGI (undated). The review team examined the progress reports prepared by the GGGI, but base the presentation here only on the Terminal Report, since the content across reports is largely consistent.

	<ul style="list-style-type: none"> • Support to GCF proposal • GCF programming and accreditation support for GCF and Adaptation Fund
Resources Output 2 –Delivery of investment through the CRGE Facility	<ul style="list-style-type: none"> • Operationalization of the CRGE facility • Technical oversight and backstopping to FTIs • Strategic direction of the CRGE facility • FTI lesson learning
Resources Output 3 –Support Private Sector Investment in Ethiopia	<ul style="list-style-type: none"> • CRGE Facility private sector engagement
Outcome 3: Delivery	
Delivery Output 1 – Policy delivery mechanisms mapped and understood by the government and bottlenecks identified	<ul style="list-style-type: none"> • Study on economic effects and policy implications; water resources and extreme events, Awash Basin • REDD+ readiness and coordination support • Assessment of forest based Payment for Eco-system services • Charcoal industry assessment in Ethiopia
Delivery Output 2 – Delivery and Performance of Investments is Tracked and Results Understood	<ul style="list-style-type: none"> • FTI development • CRGE Facility Results Framework and M&E system • Development of MRV of GHG Framework • Emissions Inventory System
Outcome 4: Institutions	
Institutions Output 1 – Environment & Climate Research Centre	<ul style="list-style-type: none"> • Input to defining priority areas for research • Climate diplomacy activities
Institutions Output 2 - National Capacity Support programme proposal delivered	<ul style="list-style-type: none"> • National Capacity Development Support • Forest sector technical capacity support • Assessment of financial requirements for CRGE strategy implementation • Rural Job Creation strategy • Disaster risk management programme design
Institutions Output 3 – Lesson Learning	<ul style="list-style-type: none"> • Lessons learning exercise

Table 3 however illustrates the wide agenda GGGI has engaged in and the organization’s involvement in most of the key CRGE processes.

Overall the review team finds that the level and significance of GGGI’s contribution has varied from case to case, but GGGI has in many processes played a lead and significant role. The review team finds that GGGI has played a particularly valuable and decisive role in the following results:

- Sector CR strategy development – such high level strategic input is essential in guiding the overall CRGE process.

- Technical support in strategy and guideline development for different line ministries, particularly – REDD+ strategy, Rural Jobs creation strategy, energy efficiency guidelines, CRGE/GTP II integration guideline/checklist
- Providing key resource people to the CRGE facility supporting it to implement better its role in fund mobilization, disbursement and follow up.
- Oversight over the development of the NCDP – which lays out a comprehensive national capacity needs assessment across sectors and at regional levels.
- Providing policy and technical advice for the Ethiopian government in the latter’s Chairmanship role of the LDCs group at the UNFCCC negotiation.

The review team finds that these contributions by GGGI were significant for moving Ethiopia’s CRGE process forward. The review team also notes that GGGI’s engagement has spanned almost every area of the CRGE agenda in Ethiopia and that GGGI this way GGGI managed to become a key player across the CRGE field, in several cases playing a significant role.

3.2 Progress on implementation

GGGI may be said to have implemented a large portion of the activities defined in the Detailed Project Proposal (March 2013). This claim can be made since many of GGGI’s completed activities in Table 3 in general to match the activities listed in the Detailed Project Proposal. However, the Detailed Project Proposal defines the activities envisioned in a general way, and there does not seem to have been any implementation schedule to guide implementation Detailed Project Proposal. GGGI corporate develops consolidated workplans for a number country offices including Ethiopia, but these were not available for the review team.⁶ It is therefore not possible to assess if GGGI fully implemented its activities according to plans.

3.3 GGGI’s effectiveness and efficiency

The unclear results-frameworks and weak progress reports mean that it is not possible to assess GGGI’s effectiveness in achieving predefined goals and results. This is not a question of methodology, since one cannot assess achievement of goals that were never clearly defined or measured and to make up for the information-gap would require a major effort.

It is another consideration if GGGI has effectively delivered results in the processes it decided to engage in along the way irrespective of plans. Here the review team can offer some general observations based on the findings on GGGI’s contribution to key result areas.

The overall finding is that GGGI was effective supporting the CRGE process move forward in selected areas where it went full in with staff and resources with relevant and solid competences and time (for instance, for the rural job creation strategy).

But GGGI clearly did not always play a significant role in moving processes or adding important value. This was particularly areas where GGGI mainly contributed by providing funding, engaging consultancies with no own substantial technical or strategic input, or did not have human resources and substantive competences to play a decisive role or add value to the process. This suggests that GGGI’s effectiveness could have been higher with more results achieved by GGGI during the support period.

⁶ The review team received such multi-office work plans for 2014-2015 late on the last day of the review.

The review team also observes that GGGI's activities across the different processes did not seem strongly interconnected. It is possible that GGGI's effectiveness in generating results could have been greater by ensuring better interconnection between the activities to promote the CRGE.

The unclear results frameworks also complicate the possibility to assess GGGI's efficiency to achieve agreed results. In the absence of time sheets, salary expenditures on advisors could be allocated to the outcome/output areas most relevant to the ministries where they are placed as proxies to obtain indicators of efficiency. The same goes for expenditures on consultants. However, this was not done by the review team because the outcome/output areas are too unclear and would require substantial reorganization and vetting by GGGI during the review process to enable a meaningful basis for the calculation.

A general observation on the efficiency of the support rests on the acknowledgement by GGGI, shared by the review team as well as other actors, that the organization spread its allocation of staff time and resources too thinly across areas. This recognizes that resources were not spent as efficiently as they could have. The review team therefore finds that achievements could be even higher with the level of resources made available, although we do not have the basis for assessing how exactly and to what extent efficiency could be higher.

3.4 Sustainability of approach

While the GGGI advisers have often delivered important results for the CRGE process the review team has reservations on the sustainability of the support provided to the ministries. Embedding advisers in the government system is only sustainable if there is a clear strategy for knowledge transfer as well as an exit strategy. Without these in place, it will be a great challenge for the Government as well as development partners to build a sustainable CRGE implementation system. GGGI's support seems to lack having these in place and focuses on providing technical support as and when needed.

For example, MOWIE highly valued the contribution of the former GGGI advisor during the CRS and FTI project development and implementation phases. However now the ministry's directorate linked with the CRGE implementation has no tangible projects, which it attributes to limited technical capacity of its staff members to obtain project funding; MOWIE suffered the experience across the government-system of high staff turnover results, with the loss of the staff who engaged with the GGGI advisers not having been replaced.

3.5 Areas to be discontinued or replicated

In regard to the TOR's question on activities to be discontinued, the reduced program for 2017-2018 has already narrowed GGGI's activities considerably. More generally the need on the way forward is to focus GGGI's engagement to fewer ministries/sectors and deepening the involvement in some of these. It is outside the review team's ambit given the brief mission to define where specifically GGGI should focus. This GGGI will decide with Government. Also there is an important need to ensure GGGI's activities are interconnected to achieve impact.

The most successful results worthy for replication GGGI's way of building a position as trusted advisor to Government to be able to move Government processes forward, helping tackle bottle-necks inside the systems. GGGI has developed good working relationship with the government; its focus on the implementation of the CRGE strategy without any other agenda of its own has enabled it work with the Government in a way that takes the CRGE forward.

3.6 Achievement of goals

Finally, the TOR ask about achievement of the goals, results, and targets of Norway’s support as defined in the original Agreed Programme Summary. As explained earlier, the results framework for the support was changed in 2014 in agreement with the Embassy, and GGGI has not based its planning and reporting on the targets and results in table 4.

Meanwhile Table 4 shows the assessment on achievement of these original performance measures. The Agreed Programme Summary is not clear on whether outcomes and/or “results” should be attributed directly to GGGI’s efforts or GGGI was just expected to contribute to these. The assessment in table 4 does not attribute achievement/non-achievement to GGGI’s efforts, but only assess whether or not targets we achieved.

Table 4: Achievements of goals, results, and targets – rapid assessment by review team

Expected outcomes of Norway’s support	Assessment of achievement (by review team)
1. Integration of green growth into development planning.	Achieved. The CRGE has been integrated into the GTP II.
2. Reduced emissions and vulnerability in Ethiopia by 2025.	Not verifiable. There is no mechanism to track progress in general. MRV tools are prepared but are not yet deployed. Reported achievements if any have to be verified by Government, which is not done yet.
Expected results	
1. A harmonized approach to climate investment planning which leverages existing development investments.	In progress. A Climate Finance Tracking System is being prepared by the CRGE Facility – through a GGGI recruited consultant. The aim is to track climate finance as opposed to development projects.
2. Over \$200 m climate finance attracted for the Climate Resilient Green Economy (CRGE) Facility (by 2015).	Not achieved. The total fund that was secured by the CRGE facility by 2016 was 41.2 Million USD. 90 Million USD are expected to be secured in 2017 (10 M from AF and 80 M from the Norwegian Government).
3. Development partner engagement on climate change effectively coordinated by the Environmental Protection Authority (by 2014) now the Ministry of Environment, Forests and Climate Change.	Not achieved. Development partners continue to fund climate change initiatives through separate programmes with little effort to harmonize.
4. Investments plans completed and successfully attracting investment for up to three sectors by 2014 and an additional three sectors by 2015.	In progress. The planning years for these have been pushed to years 2015 onwards (due to several circumstances). GGGI has contributed in proposal development to AF and GCF. Three sector investment plans sought for 2015 (for agriculture, forest and Water sectors + livestock sector) integrated in a programme through a landscape approach. This was submitted to the GCF but was advised to reduce the scope focusing on water. The other investment package is on Sustainable Cities – integrating a number of cities and was to be subsequently presented for funding to the GCF. As the previous package was not successful, the government is reconsidering re-submittal of these projects to the GCF or other funding entities. Another project covering natural resource management covering agriculture, forest and water sectors was submitted to the Adaptation Fund and approved in March 2017 for 10 million USD.

5. Better understanding of the political economy of green growth planning.	Not achieved. This target area seems only to have received attention during the early part of the support period.
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4. Review of key individual results

This section documents the review team’s identification of key results in the CRGE process that GGGI has contributed to. It provides an overall status for each of the areas and subsequently attempts to specify GGGI’s contribution, including whether the organization contributed in a minor or more significant way. The documentation is informed by GGGI’s various results- and progress reports, but interviews with stakeholders are the main source.

CRGE facility

- The CRGE facility was established in 2012. Since then, it has mobilized fund equivalent to 41.2 Million USD with contributions from UK Government (25 Million USD), Norwegian Government (10.6 Million USD), Danish Government (4.6 Million USD) and Austrian Government (1 Million USD). Of the total budget, 26 Million USD is used to support Fast Track Investment (FTI) projects that are now finalized while the remaining amount is allocated to other on-going projects. The facility has moved from project based support to a programmatic approach and has recently got approved for 10 Million USD by the Adaptation Fund; it is also at the final stage of agreement with the Norwegian Government support of 80 Million USD for a national REDD+ program. The facility will continue developing proposals to mobilize fund. Future directions include diversifying funding resources including securing loans with reasonable or no interest rates.
- GGGI seconded two advisors to CRGE facility’s a core team of 13 experts, serving as Climate Change and Private Sector Advisors. The remaining team members include one advisor seconded from the Department for International Development (DFID) and ten Government staff (including 4 who are supported through UNDP’s Technical Assistance support to Ethiopia). These advisors have been contributing to the facility’s day to day activities.

Fast Track Investment (FTI) Projects

- Twenty seven FTI projects have been implemented through the six CRGE sectors across the nation. All FTI projects are finalized and reviewed by the facility and only final external evaluation remains to be conducted. FTI projects have kick started the CRGE implementation through the facility and lessons from these projects are expected to improve implementation of bigger CRGE programs. Being the first round of projects facilitated by the facility, a number of project management tools including proposal submission format, review criteria and evaluation processes etc. were developed for efficient project management by the facility. The next step for the facility is to focus on implementation of programs that have secured fund.
- Along with the other CRGE facility personnel, the GGGI Ethiopia advisors have supported the implementation of the FTI projects. The GGGI climate change advisor is part of the team that overlooks projects that are funded through the facility. Therefore, as part of this team the

advisor has a responsibility to provide technical support during proposal appraisal, monitoring and evaluation during project implementation, and facilitation of submission of reports to donors.

Accreditation – Adaptation Fund (AF) and Green Climate Fund (GCF)

- MoFEC has been accredited by the Adaptation Fund (AF) and the Green Climate Fund (GCF) in 2015. Following the accreditations, proposals were developed for both AF and GCF. The proposal for AF was approved in early 2017 for 10 Million USD grant. The GCF proposal, however, is under revision following comment from the GCF independent technical advisory panel. If the proposal is eventually approved, Ethiopia expects to receive a grant of possibly 50 Million USD from the GCF.
- The accreditation and proposal development for AF and GCF was led by Climate Development Knowledge Network (CDKN) with full support from the CRGE facility team. As part of the facility team the GGGI advisor was part of the technical team and has contributed in the write up of an assigned section during GCF proposal development. . Further GGGI's earlier engagement with the facility in the development of operational manual and M&E framework of the facility, has contributed towards achieving accreditation of MoFEC as these were among the required documents by AF and GCF. GGGI was therefore a contributor to this processes rather than a lead.

Sector Climate Resilient Strategies

- Ethiopia developed Climate Resilient (CR) strategies initially for agriculture (including livestock and forests), and water & energy sectors. The strategic document preparation was fast tracked in these two sectors as both are highly vulnerable to climate variability and represent more than 90% of total GHG emissions. These two exercises identified 41 intervention options of the agriculture and forest sectors and 11 high priority areas for water and energy sectors. The adaptation options outlined in the CR documents are integrated into the national plan and communicated internationally within the framework of the Intended Nationally Determined Contributions (INDC-Ethiopia). Later on CR strategy was developed for the transport sector. The next step, as indicated in Ethiopia's INDCs, is to develop a road map of implementation and action plans to implement these resilience measures.
- With an initial funding from the United Kingdom, GGGI recruited a consortium of consultants to do the agriculture and forest CR strategy that was finalized in 2014. Later on, GGGI's technical advisors helped to develop the vulnerability assessment and intervention options for the Ministry of Water, Irrigation and Energy. The CR strategy for the transport sector was developed and finalized in 2016 through support from UNDP. GGGI had, therefore, taken the lead role in facilitating the production of the agriculture & forest and water & energy strategies; while its advisors in MEFCC and CRGE facility contributed in the transport CR strategy through reviewing the draft and enabling it to assume its final shape.

CRGE – GTP II Integration

- The CRGE was developed just after the first phase of Ethiopia’s Growth and Transformation Plan (GTP I). Therefore, the integration of CRGE into the GTP II was essential to ensure the two initiatives are mutually supportive. As a national strategy, the CRGE had to be mainstreamed into all sectors’ GTP II planning and implementation.
- GGGI supported the process by providing technical inputs and integration guideline and checklist to the MEFCC. It could also be said that the CR preparation support of GGGI to the Agriculture, Forest, Water and Energy sectors, had indirect contributions to the CRGE – GTP II integration process through the selection of intervention options that later became the sector level targets within the GTP II. This is done through selection of the priority sub-sectors within each sector; selection of options for action as well as doing detailed analysis on the implications of the selected options. This formed the basis for the macro level integration that ensued spearheaded by the CRGE Facility (MoFEC and the MEFCC) and the National Planning Commission through support from the DFID. The sector advisors deployed at both Ministries (i.e. Water, Irrigation and Electricity as well as Agriculture and Natural Resources) by GGGI played a vital role in steering the sector level work. GGGI, therefore had contributed to the overall mainstreaming of climate mitigation and adaptation into national development planning.

National capacity support program

- One of the utmost critical issues of delivering the CRGE ambition is the evident capacity gap across sectors and regional states. To address this, the Government recognized the need and supported an initiative that conducted a sector-wide assessment of capacity requirement. Following the assessment, a five-year National Capacity Development Program (NCDP) was developed which was endorsed by MoFEC in 2016. The NCDP recommends actions aimed at engaging regional universities, regional research institutions and agricultural research centers as CRGE knowledge hubs and drive long-term capacity building in the respective regions.
- GGGI took the lead to support the process by deploying financial resources to conduct the sector-wide capacity constraints assessment and develop the national program. GGGI outsourced this task to a local firm that undertakes consultancy services on environment and development - Echnoserve Consulting Co.

Ethiopian Climate Research Center (ECRC)

- The ECRC is an offshoot of the Environmental Economics Policy Forum for Ethiopia (EPPFE) and is established to interface climate research into policies through real-time impact evaluation of CRGE’s implementation. A tripartite MoU was signed between Ethiopian Development Research Institute (EDRI), Environment for Development (EFD) and GGGI to establish the ECRC in February 2015. Since the sign-up of the MoU, however, there was not much interaction between these institutions putting its future implementation into question.
- The GGGI is currently serving as a steering committee member of the ECRC. Its place as a steering committee member may help GGGI to strategically position itself and indirectly discharge its functions of serving as a climate information hub - bridging the science/ research

gap in climate policy formulation and implementation. While this strategic positioning is a worthwhile exercise, there appears to be a gap in understanding as regards the level of contribution of the signatories of the MoU as well as perceived joint actions in the future. While acknowledging the vital role played by GGGI through the deployment of a selected group of academicians to help role out a long-term research direction on agriculture, urbanization and energy, the ECRC claims that GGGI failed to supply required and agreed level of funding as per the MoU that established the Center. On the other hand, GGGI holds that such funding was transferred to the Center to help it kick-start its mission. Despite the materiality of the facts around this issue, the review team attributes such differences in GGGI's contribution to a bigger picture of unclear reporting style of GGGI that may further hamper future partnership opportunities with the Center.

National REDD+ Process

- The REDD+ secretariat is housed in MEFCC and was established in 2013 to coordinate the REDD+ readiness phase in Ethiopia. The secretariat has been engaged in facilitating the readiness phase through creating institutional and legal enabling conditions; establishing REDD+ management structure; stakeholder consultation and participation; capacity building; developing REDD+ Strategy; developing Reference Levels and establishing MRV system. The next step is winding up the readiness phase and going forward into the implementation phase.
- GGGI has been supporting the secretariat in its REDD+ initiative since 2014 by providing high level guidance at Minister / State Minister level, actively participating in the technical working group and supporting a taskforce to develop the REDD+ strategy and implementation guideline as well as being part of stakeholder consultations at various levels. GGGI has also been engaged in delivering required trainings during the readiness phase. GGGI has supported the establishment of a REDD+ learning platform where various actors that are currently engaged in REDD+ activities in Ethiopia come together to share experiences and learn from one another. This platform is expected to be strengthened during the implementation of a national REDD+ program. Based on request from the Government, GGGI has also commissioned studies on charcoal industry assessment and Payment for Eco-System (PES) services. The studies are said to have contributed significantly in understanding charcoal as one of the drivers of deforestation and in designing small scale PES schemes at regional level, respectively. GGGI was also a member of the team that developed the initial national REDD+ investment portfolio for support from the Norwegian Government. The proposal did not meet the expectations of the Government of Norway and required additional work from international consultants. It is currently at the final stage of completion and the final proposal will lead to an agreement signing between the Norwegian and Ethiopian Governments for up to 80 Million USD support. GGGI advisor has significantly contributed in technically supporting the REDD+ readiness process.

Private Sector Engagement Strategy

- The CRGE facility aims to work with non-state actors including civil society organizations, and private sector. However, it lacks a strategy on how to engage with these stakeholders. To address this gap, the facility identified the need to initiate a private sector engagement strategy which is currently in its final stage of development. This strategy is valued by the facility and is

expected to strengthen the Public Private Partnership (PPP_ process that will support the implementation of the CRGE.

- GGGI supported the CRGE facility in developing the private sector engagement strategy. The strategy is yet to be endorsed but has been positively accepted by high officials of MoFEC. GGGI led this process and expects the endorsement of this strategy will lead to initiate a new chapter in the implementation of the CRGE.

Rural Job Opportunity Creation Directorate, Ministry of Agriculture and Natural Resources

- A new directorate - Rural Job Opportunity Creation Directorate, was established in 2016 within the Ministry. Since its establishment, the directorate has developed a rural job opportunity creation strategy that was recently endorsed. It is now engaged in developing guidelines and national program to implement the strategy.
- The directorate was supported by a GGGI advisor since its inception in developing the strategy. The advisor, along with his government counterpart, has played key role in drafting the strategy, developing concept note to secure fund from donors (DFID and Irish Aid) for consultation processes, and presentation of the strategy to high level officials leading to the endorsement of the strategy in April 2017. The most valuable input from the GGGI advisor was the inclusion of green jobs in the strategy as key principle. The advisor has further developed road map for consultations with other stakeholders including NGOs and private sectors and is now engaged in preparing implementation guidelines and designing a national flagship program to implement the strategy. The input of the advisor is highly valued and was significant for the directorate. The GGGI advisor is expected to continue support in securing fund for and implementation of the national program.

MRV/emission Inventory

- MEFCC has a directorate that overlooks Measurement, Reporting and Verification (MRV) development to support the implementation of CRGE. Emission inventory system and MRV framework is developed for all sectors and training provided. Based on a roadmap, data from different sectors is currently being collected to test the framework.
- GGGI has an advisor working closely with MEFCC's MRV directorate. GGGI led the development of the inventory system and MRV framework by outsourcing the task to an international firm. The GGGI advisor has stated that the work has made use of previous MRV project outcomes that have been led by World Resource Institute (WRI) through the Strategic Climate Institutions Programme (SCIP) Fund. GGGI however, does not currently have any communication with the Wondo Genet College of forestry that is also working on MRV through the support of the Norwegian Government. However, GGGI advisor and country representative stated that the next step of rolling out MRV to different regions and education institutions will encompass discussion and incorporation of the Wondo Genet College as one of the key institutions for MRV trainings. GGGI's support to further strengthen the MRV process in MEFCC is significant. However, they will need to strengthen their coordination of different actors in this area including the Wondo Genet College.

Prime Minister's Office (PMO)

- Ethiopia has developed an ambitious CRGE strategy aiming to take the country to middle income country status with zero net additional emission. The strategy is fully backed by the government and is widely communicated internationally. The PMO directly overlooks the progress of CRGE implementation. Ethiopia is currently chairing the Least Developed Countries (LDC) group in the UNFCCC negotiations..
- GGGI has seconded one advisor at the Prime Minister's office. This is critical in coordinating the Green Growth agenda from the PMO to sectors and gives GGGI the ability to coordinate various activities at different levels. The advisor at the PMO supports the Prime Minister by providing up-to-date information in the Green Growth and Climate change agenda with the aim to better position the office in its leadership on the climate change agenda. Production of various studies and policy briefs and representation of the PMO in UNFCCC negotiation along with MEFCC team are part of the contribution of the advisor. Another advisor placed in MEFCC is supporting the government of Ethiopia in leading the LDC group during UNFCCC negotiations. Though these advisors have high contribution in supporting the Government of Ethiopia, the sustainability of their support is doubtful unless a clear knowledge transfer strategy is put in place.

Industrial Parks Development Corporation

- Industrial Parks Development Corporation was established as a priority program in the implementation of the GTP II. The Corporation's Environmental Protection and Social Safeguard Directorate is engaged in the development of an energy efficiency and sustainability guideline to ensure sustainability of industrial parks.
- GGGI has an advisor supporting the above-mentioned directorate. GGGI's advisor took a lead in developing the energy efficiency and sustainability guideline and has also facilitated the write up of a proposal to address waste management in the industrial parks. The directorate aims to mobilize fund to implement this proposal and expects support from GGGI in this regard.

5. Policy and Institutional linkages

GGGI has consistently worked in support of Ethiopia's policies on climate change and growth during the support period. Early in the support period GGGI contributed to develop **Government's** CRGE strategy and later assisted in integrating this into the GTPII. Only in the very first part of GGGI's operations in Ethiopia were some outputs not fully owned by Government (mainly the Green Economy investment plans that were developed by consultants with limited Government input). GGGI focused most of the support period on assisting with development of Government strategies and mechanisms. Recently, the CPF 2016-2020 is designed in collaboration with Government to align with Government's goals and priorities.

The review team finds GGGI's focus and work programme to be aligned with the goals of the **Norway's International Climate- and Forest Initiative (NICFI)**⁷ (Norway's support to GGGI is

⁷ NICFI has three key objectives: 1) To ensure that the United Nations Framework Convention on Climate Change (UNFCCC) is an effective tool for reducing emissions. 2) To contribute to early actions for measurable emission

financed from the Norwegian Ministry of Climate and Environment's budget). Moreover, GGGI supports in developing the CRGE architecture generally in Ethiopia which is critical for Norway's REDD+ investments. For instance, MEFCC is currently finalizing development of a national restoration map with support from the World Resource Institute (WRI) which is expected to guide the afforestation reforestation (A/R) program of the national REDD+ program by clearly identifying areas where land for A/R is available. A GGGI advisor is a member of the technical team to prepare this map.

In addition, a recent initiative under the Prime Minister's Office aims to set up a national land-use planning framework. The framework development will need the engagement of MEFCC and particularly REDD+ secretariat to ensure alignment of the restoration map with the ongoing land-use framework development. GGGI with its advisors in various sectors, including at the PMO, is in a strong position to coordinate and facilitate this integration of actions between sectors.

Finally, MEFCC expects further support during the national REDD+ program implementation, especially focusing on advice in implementing PFM nationally and designing trainings at various levels. Additional support in the forest sector transformation program is also highly sought by the MEFCC.

The starting-point for **Ethiopia's international commitments** is the recognition that the country's contribution to global GHG emissions is relative small, but nevertheless opts to partner with the global community to fight against it. This is despite the country's LDC status that exonerates it from binding obligations under the UNFCCC and other multilateral negotiation platforms.

Recently, Government has not only championed in presenting one of the most ambitious mitigation strategies globally but have also represented African and LDC interests. From the Copenhagen Climate Summit in 2009 it has served as Chair to the Committee of African Heads of State and Government on Climate Change (CAHOSCC). Currently, it presides over the LDCs group under the UNFCCC platform and the Climate Vulnerable Forum (CVF) established to enable vulnerable states in addressing shared policy concerns in intergovernmental processes.

Ethiopia has communicated its Nationally Determined Contributions (NDCs) with an ambition of reducing 255 MtCO₂e from a projected 'business-as-usual' (BAU) emissions in 2030. While the government commits to the implementation of this goal, it also made it clear that full and effective implementation is contingent on the availability of support.

6. Socio-economic linkages and partnerships

The majority of reports indicate GGGI's **work relationship with Ethiopian authorities** to be close and marked by trust and confidence. In several cases GGGI advisors have been placed as lead for multi-stakeholder strategy processes, a sign of the trust in the advisors to deliver and broker a result that meets Government's need and priorities. This close relationship clearly exists primarily with the ministries that has GGGI advisors in their organizations. Other Government institutions with no GGGI advisors inside displayed a more vague idea of GGGI. Asked about GGGI's contribution, they showed awareness of the organization's presence but not its exact contribution. In one case the Government partner saw GGGI as a competitor that did not add value to the specific process. GGGI

reductions from deforestation and forest degradation.³) To promote the conservation of primary forests, due to their particular importance as carbon stores and for their biological diversity. All these efforts should promote sustainable development and the reduction of poverty.

seems to be appreciated most when filling a clear capacity-gap and contributing with real substance based on solid competences.

GGGI Ethiopia has no strategy or defined aim to engage with **local stakeholders** such as civil society organizations, women organizations, or other. Neither does GGGI Ethiopia have a working relationship or a direct, regular interaction with any such (local) stakeholders. The discussions with GGGI indicated this to reflect the organization's strong orientation towards the Government institutions; as a Government-advisor for whom it would be inappropriate to maintain an independent relationship with non-government actors. The review team was not able to meet with local, non-government stakeholders.

The review team discussed with GGGI the option that GGGI takes the role of promoting mechanisms for Government's engagement with local stakeholders. GGGI could help develop mechanisms for participation, accountability, and transparency in central and local-level planning and implementation processes for CRGE investment projects, environmental impact assessments, etc. This role for GGGI would not conflict with the emphasis on being a Government-advisor. GGGI recognizes it could play a role in promoting mechanisms for Government/non-Government interaction, but so far has not aimed to do so. This is partly understandable, since Government has not shown any appetite for strengthening its engagement with local actors and civil society.

The review team finds it would be important that GGGI exploits any opening by Government towards local stakeholders, not only to support democratic participation but also to ensure the relevance and sustainability of investments at local level.

Neither does GGGI have a strategy or aim to engage directly with the **private sector**. However, GGGI has worked actively to promote the private sector's role in funding the CRGE strategy. Here the main initiatives include GGGI's support to development of the CRGE Facility's Private Sector Engagement strategy. There is now a PPP unit under MoFEC the facility will work with. On balance the outcome in terms of increasing private sector investments for CRGE has however been limited.

The private sector engagement area appears to have been the relative most difficult for GGGI to develop. This is explained to a large extent by Ethiopia's special political economy which is not favorable to a significant private sector involvement, but also the general difficulty of mobilizing private sector investment for CRGE goals.

7. Cross-cutting issues

GGGI has actively contributed to integrate **gender** concerns in strategies like the CRGE, Rural Job Creation strategy, etc. The CRGE facility addresses gender as part of its social protection safeguards with screening tools to ensure gender mainstreaming in goals, results frameworks, indicators, etc. It is an outstanding question to what extent gender concerns are mainstreamed at CRGE project delivery level.

GGGI (global) has a Corporate Gender strategy referred to by the Ethiopia office. A GGGI headquarter gender-specialist is assigned to work with the Ethiopia office and will shortly visit the office to work on its gender mainstreaming effort. All current advisors at the Ethiopia office are men, so there is much room for improving its gender balance. This is already recognized by the office which reports giving priority to having more female staff in upcoming/on-going recruitment processes.

The review team finds that gender mainstreaming could be further ensured by assigning a GGGI-staff member with this as cross-cutting responsibility.

GGGI has not had a direct focus on **human rights** in their work. The advisors have not raised human rights issues in their collaboration with Government partners and neither have they tried to integrate steps to assess or ensure the respect for human rights in strategies or guidelines contributed to. Meanwhile Ethiopia has obvious human rights issues in its CRGE implementation, for instance land use rights in forestry investments.

GGGI has clear limits on its possibilities to address human rights in its activities in Ethiopia, mainly due to the country's special political economy where conditions for the debate and focus on human rights issues are difficult. GGGI's role as "close advisor" further means that it cannot meaningfully engage in advocacy or as a donor raise human rights issues directly with Government. GGGI may however have opportunities to promote integration in strategies, guidelines, project appraisals and projects of mechanisms for participation, accountability, and transparency that support human rights in a more neutral way. This may require a clear strategy by the GGGI.

The CRGE facility has procedures to integrate **environmental integrity and safeguards** in project assessments. It has a social and environmental safeguards officer assigned and manuals and screening tools to guide assessments. The review team was not able to assess these directly.

As a general observation, the CRGE facility appears to address cross-cutting issues (especially gender) mainly by screening documents for the relevant terms and principles. They do not see their responsibility extending to when funds reach sector ministries and are invested and implemented in projects. The review team find this approach inadequate for ensuring the integration of cross-cutting issues.

8. Budget and expenditures

GGGI was initially provided a grant of NOK 45,828,000 (USD 8,074 million) for the period 2013-2015. GGGI executed its budget fully in 2013 (first year of support), but spent only 59% and 49% of budgets in 2014 and 2015, respectively. Norway then granted GGGI a no-cost extension first up to June and later to December 2016. The no-cost extension ensured spending of the actual total amount disbursed by Norway (USD 6.094 million), but USD 1.137 million less than the initial grant.

GGGI's budget structure is simple. Salaries and consultancies weigh most heavy in GGGI's budget (each around 40%). Underspensing between 30-60% on these items is the main cause of the low budget execution. The main factors are difficulties in identifying qualified staff and heavy recruitment procedures with prolonged hiring processes of up to 1-1,5 years (GGGI informs these problems have now been solved).

In approximate figures, GGGI has executed USD million 0.8, 1.6, 2.2, and 2.3, respectively, in each of the years 2013-2016.

Core support from GGGI has been granted by the GGGI Council for 2017-18 for a reduced set of activities compared to the Norwegian funded program. The USD 1,5 million/year funding from the GGGI pool funds means the office in 2017-2018 will operate at around 68% of the executed budget in the two years preceding. It means the office can operate with the same overall input of staff as in previous years, but cannot carry through with all recruitments to fill its planned structure, and will have to cut other items with consultancies/outsourcing probably the target for the biggest reductions.

At the same time GGGI has decided to change its salary scale to align it with other intergovernmental organizations in Ethiopia, among other reducing salary levels for national staff at GGGI. While several key advisors are Ethiopian nationals, the effect on GGGI's staffing can only be speculated about at this point. However the new salary structure will give some added flexibility within GGGI's budget the coming years.

While never fully executed, the original budget for GGGI at roughly USD 3 million/year does not appear sustainable. Norway has funded the Ethiopia office with the largest budget available to a GGGI field office. It is not clear to the review team if an exit strategy by Norway had been defined or any plans of securing financing at the budgeted levels from the GGGI core budget or other funding had been decided. The review team finds in general that any donor plans to finance the field office should align with GGGI corporate budget and funding plans for the office.

9. Administration and financial management

The review team only did a superficial review of the TOR's administrative and financial management issues, as agreed with the Embassy.

Financial and administrative management in GGGI are highly centralized, with most responsibilities and tasks carried out at GGGI headquarters in Seoul. The 2013 JDR gave considerable attention to the procedures for financial and administrative management the Ethiopia office had to operate with: The centralized procedures were not suited for field office operations; budget and accounting structures did not match real expenditure items; bank accounts could not be opened; delays in central-level follow up on disbursements and approval. This had significant effects on delaying implementation in the first years.

GGGI corporate has decided to maintain the very centralized financial and administrative system: Payments can only be made by the field office up to USD 1000; all accounting is carried out at headquarters; recruitment processes are managed centrally; etc. The highly prolonged processes for recruiting staff and procuring consultancies have continued in the support period, causing problems for implementation as noted.

However, the Ethiopia office reported that the challenges had now been resolved, with for instance recruitment processes now taking no more than 3 months. While centralized, the financial management procedures and issuing of payments are reported to function efficiently with quick response times from headquarters. This corresponds to the general picture that earlier problems of financial management and administration of GGGI overall have been largely addressed. They are fully in line with international standards.

The review team notes that the audits for the three consecutive years 2014-2016 are without qualifications.

10. Conclusions and recommendations

The main conclusions of the end-review are the following.

- a) **GGGI's performance framework has not been clear, therefore it is not possible to establish clearly if targeted results and activities were achieved as planned.** Meanwhile

the planning- and results frameworks and progress reports used for GGGI were accepted by all parties during the support period.

- b) **GGGI has contributed significantly to integrating green growth into development planning for reduced emissions and vulnerability in Ethiopia.** GGGI has been a partner in initiating and developing Ethiopia's CRGE strategy from the start. GGGI has contributed in collaboration with other actors, but often played a decisive role. Its involvement in setting potential intervention options in sector resilience plans and the uptake of such options during the macro level CRGE-GTP integration could be considered GGGI's critical role. The overall value of GGGI's contribution in this regard is significant.
- c) **GGGI has proved to be a trusted advisor to Government that focuses fully on the green growth agenda.** GGGI's full focus in supporting Government to implement the CRGE/GTP II with no other agenda has made it Government's trusted partner. That puts GGGI in a unique position to help ensure Government embraces the essential green growth agenda in collaboration with development partners.
- d) **The organization has however not contributed in a significant or decisive way in every area or process it engaged in and it has engaged in a too broad agenda.** GGGI often contributed in relevant ways by providing inputs through its technical advisors without being the driving force. But in some cases it seemed GGGI did not add meaningful value to the processes. GGGI has perhaps been too ambitious in its desire to be part of every CRGE process in the country and to respond to Government's requests. This relates to the vague initial results frameworks and GGGI's desire as a new actor to position itself as trusted advisor to Government. Sector advisory role has its own drawbacks largely related to becoming a one-stop shop for every upcoming government request – regardless of thresholds where it could say no. GGGI is a very young organization with apparent challenges, but it is maturing and recognizes the needs to focus and report better.
- e) **GGGI's contribution to Ethiopia's CRGE strategy could be greater and delivered more efficiently had GGGI engaged in a more selective, narrow, and deep way in the CRGE processes.** GGGI need to engage in fewer processes where it can add real value; it also needs to consider the interconnection between its engagement in different sectors to maximize impact.
- f) **GGGI's administrative and financial management are up to standards but its managing- and reporting for results have been weak.** The weaknesses in financial and administrative management highlighted in the 2013-JDR seem to have been resolved. GGGI however does not focus and organize its resources and activities strongly towards clear goals and results. GGGI produces several monitoring reports, but they do not clearly show progress against planned goals, outcomes, and outputs based on verifiable indicators and targets.
- g) **GGGI plays a key role in providing the technical assistance required by Government institutions to enable Ethiopia achieve its ambitious goals.** Ethiopia set some ambitious goals in the CRGE/GTP II and NDC despite the country's minimal contribution to GHG emissions, which it can only fulfil through support of partners. Technical assistance is one of

the key support Government institutions require, partly due to inability to adequately compensate high caliber professionals. Institutions such as GGGI can fill this gap especially at this early stage of CRGE implementation.

- h) **Norway made a significant contribution by enabling GGGI play its role in Ethiopia's CRGE, but Norway's exit is too early to allow GGGI reach maturity and ensure the pay-offs to Norway's investment.** Continued transitional support can provide the space for GGGI to finally define its role, clarify its niche, and show the results that will enable it to obtain more diversified and long-term funding. Norway can be an important partner in working with GGGI to become more results-oriented, sustainable, and continue play its role in Ethiopia's climate architecture, hence ensuring the impact of NICFI's previous investments.
- i) **Norway can further its objectives on climate change and forestry in Ethiopia by supporting GGGI Ethiopia for a transitional period.** GGGI's central role in supporting Government's capacity to implement the CRGE process overall can be important for sustaining Norway's initiatives in the forestry sector. The opportunities for Norway are to allow GGGI's strengthened role in i) ensuring oversight capacity within the CRGE facility for Government-side monitoring of REDD+ projects, and ii) addressing cross-sector coordination issues in regard to land use issues with REDD+ projects. But a continued partnership will have the best chance of succeeding if viewed as supporting an institution for Ethiopia's overall CRGE process instead of mainly a project to complement Norway's REDD+ investments.

The main **recommendation** is that **Norway should continue provide earmarked support to GGGI Ethiopia for a transitional period.** It is further recommended that:

- The support should be reduced compared to previous years, but add to GGGI's current funding for 2017-2018 to allow the office to roughly operate at levels during 2015-2016.
- Norway's support should not be earmarked to activities within GGGI Ethiopia's work programme, even if some activities are of particular interest to Norway, but rather link the support and dialogue and follow up on results to the entire work program in support of GGGI's overall mission in Ethiopia
- Norway should clarify its own goals for such support in advance and have an exit strategy for the support, agreed with GGGI and Government
- The support should be conditioned by a strongly prioritized work program for the transition period which prioritizes outputs and activities within the GGGI CPF
- The work program should particularly emphasize focus on fewer sectors, coordination, ensure bankable project development..., connection between intervention areas, much more ex ante planning for results.
- The support should also be conditioned by a results framework with pre-agreed, clearly defined outcomes, outputs, indicators and targets
- GGGI should put in place a clear knowledge transfer strategy and exit strategy to make its support to sectors as sustainable as possible, despite the high staff turnover in government institutions.
- GGGI should ensure clear ToR for its advisors that are understood and endorsed by the government counterpart to minimize the use of its advisors' time on routine activities

Annex A: List of interviewees

No.	Names	Institutional representation
1	H.E. Shiferaw Teklemariam	Minister of Education
2	H.E. Kare Chawicha	State Minister, MOFEC
3	H.E. Getachew Adem	Deputy Commissioner, National Planning Commission
4	Gebrehiwot Ageba	Director, EDRI
5	Robert Mukiza	GGGI Ethiopia Country Representative
6	Mulugeta Mengist	Director, Climate Change Affairs, PMO
7	Shimelis Fekadu	CRGE Facility Coordinator, GGGI
8	Tsegaye Tadesse	Forestry Advisor, GGGI
9	Melaku Gebreyesus	Food Security Advisor, GGGI
10	Dr Solomon	REDD+ Secretariat
11	Mads Holm	Bilateral Affairs Officer, Royal Danish Embassy
12	Robi Redda	Country Coordinator, CDKN
13	Admassu Feyessa	Director, MoFEC
14	Amha Tegene	Director of Environment & Social Safeguard, IPDC
15	Judith Lutu	Finance and Procurement Officer, GGGI Head Quarters
16	Francina Phakamea	Finance Specialist, GGGI Head Quarters
17	YoonKyung Lee	Senior Budget Officer, GGGI Head Quarters
18	Kitty van der Heijden	Director Africa & Europe, World Resources Institute (WRI)
19	Medhin Fesseha	Environment & Social Safeguards specialist, CRGE Facility
20	Haileselassie Medhin	Centre Director, ECRC
21	Marianne Johansen	Forest & Climate Counselor, Norwegian Embassy, Ethiopia

Annex B: Terms of reference

Terms of Reference for End Review of the Ethiopia Sector Reduction Mechanism (SRM) Project implemented by Global Green Growth Institute (the GGGI)

1. Background

The Global Green Growth Institute (GGGI) was launched by the Republic of Korea in June 2010. GGGI is an international organization dedicated to supporting and promoting strong, inclusive and sustainable economic growth in developing countries and emerging economies. Established in 2012, at the Rio+20 United Nations Conference on Sustainable Development, GGGI is accelerating the transition toward a new model of economic growth – green growth – founded on principles of social inclusivity and environmental sustainability. GGGI’s vision is that the world makes a paradigm shift to “green growth”, a model of economic growth that simultaneously achieves poverty reduction, job creation, social inclusion as well as environmental sustainability and resource security. GGGI’s mission is to advance the practice and theory of green growth by helping to develop, implement and deepen understanding of green growth strategies.

In 2013, Norway decided to award GGGI a grant up to NOK 45,828,000 for the implementation of the Ethiopia Sector Reduction Mechanism (SRM) Project (2013 – 2015). This grant is managed by the Royal Norwegian Embassy in Addis Ababa (the Embassy). A joint donor review was done of GGGI’s work in Ethiopia in 2013. GGGI in Ethiopia is focused on the implementation of the Climate Resilient Green Economy (CRGE) Strategy that the Government of Ethiopia, with the support of GGGI, launched in November 2011. It is expected that the SRM Project will produce a number of transformational investment plans across the economy. GGGI was granted a no-cost extension for the project until December 2016. Core support from GGGI has been granted by the GGGI Council for 2017-18 for a reduced set of activities compared to the Norwegian funded program. These activities focus on:

- 1) **Supporting the CRGE implementation capacity** which includes detailing the financial requirements and funding options for full implementation of the CRGE, the development and implementation of a sector-wide measuring, reporting and verification system, bankable public-private projects as well as establishing a revolving CRGE Investment Trust Fund on among others reporting and verification of emissions and bankable projects for CRGE implementation.
- 2) **Strengthen CRGE institutions**, including developing frameworks for South-South cooperation, knowledge sharing and implementation. Further support will be given to Ethiopia’s climate diplomacy in particular focussing on the country’s leadership of the Climate Vulnerability Forum and the Least Developed Countries’s climate negotiator group.

The goal of the Project is to significantly reduce emissions and vulnerability in Ethiopia by 2025.

The outcomes of the Project are as follow:

3. Integration of green growth into development planning.
4. Reduced emissions and vulnerability in Ethiopia by 2025.

The expected results of the Project are:

1. A harmonized approach to climate investment planning which leverages existing development investments.
2. Over \$200 m climate finance attracted for the Climate Resilient Green Economy (CRGE) Facility (by 2015).
3. Development partner engagement on climate change effectively coordinated by the Environmental Protection Authority (by 2014) now the Ministry of Environment, Forests and Climate Change.
4. Investments plans completed and successfully attracting investment for up to three sectors by 2014 and an additional three sectors by 2015.
5. Better understanding of the political economy of green growth planning.

2. Purpose of the End Review

The purpose of the end review is to provide an independent assessment of whether the targets set by the Project have been met, and assess the Project implementation in relation to efficiency and effectiveness thus far. The review shall also help to inform any future possible considerations for earmarked Norwegian support to GGGI, especially in the CRGE sectors of forestry and agriculture.

3. Scope of work

Institutional framework

- Consistency and relevance with development strategies of Norway and Ethiopia, and the relationship and contribution of the support towards these.
- The place of the Project in the context of national strategies on climate, environment, forestry and agriculture, and as part of Ethiopia's international commitments.

Socio-economic context and partnerships

- The degree of local stakeholder participation, including women groups and its significance for Project success.
- Assess GGGI's overall engagement with the private sector in Ethiopia.
- Assess GGGI's ability to mobilize and/or develop mechanisms for finance of green growth initiatives in Ethiopia.
- Assess GGGI's overall work relationship with Ethiopian authorities.
- Review GGGI's strategic focus and engagement with local stakeholders, including private sector, civil society, women organizations and/or other relevant groups.

Project activities and their relevance

- The significance of the Project to contribute to the integration of green growth into development planning and to reduced emissions and vulnerability in Ethiopia.
- Status of implementation, deliverables, targets, milestones and key activities, as set out in relevant documents of the Project (Project document, work-plans, progress report, agreed meeting minutes, etc.).

Achievement of goal, results and impacts

- What results have been achieved with reference to planned activities?
- Assess whether the achievements are consistent with the level of resources made available to the Project.
- What outcomes or results could not be achieved, and why?
- What are the most successful results worthy of being used for replication of experience?
- What activities (if any) should be discontinued, and why?

Financial issues/efficiency

- Appraise GGGI's administration, budgeting, accounting, financial management, audit procedures and financial monitoring in Ethiopia.
- Assess to what degree the financial management routines and procedures are satisfactory in line with internationally accepted standards.
- Are the administrative rules and procedures efficient?
- Assess the budget planning and budget follow-up procedures of the Project.
- Assess the financial management and reporting set-up for the Project.
- Assess the financial monitoring procedures and monitoring plan.

Assumptions and Risk Management

- Assess the difficulties encountered in performing the Project activities.
- Mechanisms established to prevent any corrupt practices and mismanagement.
- Assess to what degree the risk management framework was realistic and performed efficiently.

Budget, results and impacts

- Assess the sustainability of the budget of the Project.
- Assess whether the quality of the results framework was good enough to measure the results of the Project.

Cross cutting issues

- Assess how cross cutting issues (gender, anti-corruption, protection of human rights and environmental integrity and safeguards) were integrated into the Project.

4. Conclusions and Recommendations

The review shall draw conclusions from the observations made and recommend future strategies and activities for the Project, based on experiences made as well as on acquired insight on how current challenges could be addressed. This end review should also assess to what degree recommendations from the joint donor review were taken into account by the project.

5. Implementation of the review

The end review shall be organized by the Norwegian Agency for Development Cooperation (Norad) in cooperation with the Norwegian Embassy in Addis Ababa. The end review will consist of an assessment based on existing information/desk review and a visit to Ethiopia with interviews and discussions with relevant authorities, institutions and stakeholders.

The team shall review the Project Document, Grant Agreement, progress reports, accounts, budgets and work plans, and any other relevant documentation that the Embassy in Addis Ababa will provide to the team.

Annex C: Summary of GGGI's progress reports 2014-15

	2014	2015	2016
Planning			
Output 1 Green growth inputs to be included in GTP 2015-2020	<ul style="list-style-type: none"> • GE Forestry sector targets translated into regional plans/targets (MEF) • GTP II indicators and DRM SPIF integrating CRGE (MOA) • CRGE section for MOWIE GTPII plans (MOWIE) 		
Output 2 Recommendations to mainstream CRGE into GTP	<ul style="list-style-type: none"> • Strategic framework+sector level guidance on CRGE mainstreaming into GTP • Clarifying SRM process 		
Output 3 Sector level planning instruments	<p>CR-strategies....</p> <ul style="list-style-type: none"> • CR strategy for agriculture + forestry • CR strategy for Water + Energy • Livestock investment plan • REDD+ strategy chair of core group • Disaster risk management programme design • Scoping engagement in Manufacturing 	<ul style="list-style-type: none"> • Technical support to preparation of REDD+ Strategy, working with Secretariat (Final strategy January 2016) • Technical support to preparation of REDD+ Investment portfolio (Norway-Ethiopia Partnership Agreement) • Disaster Risk Management – technical notes • Charcoal industry Assessment/Payment for Eco-system Services 	<ul style="list-style-type: none"> • Decision-making support on Tracking system for NRM • Process and training inputs for Food Security Programme (PSNP-4) (TOR, training, papers, etc.) (MOANR) • Rural Job-Opportunity Creation Strategy (MOANR) – process support, TOR, workshops, etc. Green jobs a pillar. • REDD+ Implementation Guide
Output 4 Contribute to global knowledge base	<ul style="list-style-type: none"> • New climate economy case study 	<ul style="list-style-type: none"> • Study on Unlocking Power of Ethiopia's Cities 	

	<ul style="list-style-type: none"> Developed and launched Environment and Climate Research Centre 	<ul style="list-style-type: none"> Support to operationalization of Environment and Climate Research Centre at EDRI, helping prepare research agenda (agric, water, energy, urbanization) 	
Resources			
Output 1 Integrated Resource management Framework delivered to CRGE Facility	<ul style="list-style-type: none"> Supported resource deployment through FTIs, generating USD 20,8 million for 22 investments – leading to further commitments from partners Discussion note on private sector engagement for CRGE facility Support CRGE Facility operationalization and strategic support 	<ul style="list-style-type: none"> Strategy/concept on climate finance accounting, supporting CRGE Facility to track/report on climate finance/spending 	
Output 2 – Deliver training and support on investment development to GOE	<ul style="list-style-type: none"> Support to appraisal process and training for CRGE Facility Lessons learned on FTI, leading to future programmatic focus 	<ul style="list-style-type: none"> Support CRGE Facility operationalization and strategic support (as 2014) Technical backstopping on FTI projects in three regions GCF Accreditation support and programming for CRGE Facility 	<ul style="list-style-type: none"> GCF and Adaptation Fund programming and accreditation (guidelines, operations – same as in 2015)
Output 3 – Support private sector investment in Ethiopia		<ul style="list-style-type: none"> Development of private sector engagement strategy for CRGE Facility 	<ul style="list-style-type: none"> [Clarify scope of private sector work in 2016] Assessment of financial requirements of CRGE strategy and INDC Technical input to REDD+ Investment Proposal

Delivery			
Output 1 – Policy delivery mechanisms mapped and understood by Government and bottle necks identified in the energy sector	<ul style="list-style-type: none"> • Energy-issues paper to inform Energy policy • Working with donor energy support programmes to align to Government plans 	<ul style="list-style-type: none"> • Continued support to Forestry, agriculture, energy in REDD+ strategy 	
Output 2 – Delivery of water and forest resources programmes and projects better coordinated by sector working groups	<ul style="list-style-type: none"> • Working with Water Sector Working group on Strategic Plan for WASH+WRM • Technical inputs to SCIP-project, Adaptive WRM in Ethiopia • Informal bridging in MOA • Technical work groups on Orimia REDD+ programme • Supported involvement of forestry, agriculture, energy in REDD+ strategy drafting 	<ul style="list-style-type: none"> • CRGE M&E, FTI projects development (as in 2014) • Emission Inventory system 	
Output 3 – Delivery and performance of investments is tracked and results understood	<ul style="list-style-type: none"> • Technical inputs to CRGE facility results/M&E system • Support development of FTI projects development in MOA/MEF (agriculture, forestry) and MOWIE (water) 		
Institutions			
Output 1 – CRGE Institutions have focal points with established linkages to GTP planning	<ul style="list-style-type: none"> • Proposal for improving CRGE management in MOWIE • Training MEF in climate change+forests 	<ul style="list-style-type: none"> • Established Environment and Climate Research Centre – MOU GGGI/Ethiopian Development Research Institute, doing CRGE specific research, focus on agric, forestry, energy (as 2014) 	<ul style="list-style-type: none"> •

Output 2 – National Capacity support programme proposal delivered	<ul style="list-style-type: none"> • National capacity development programme – CRGE Capacity framework and tools under NCDP 	<ul style="list-style-type: none"> • NCED: Same as in 2014 	<ul style="list-style-type: none"> • Led implementation of NCED Phase 1 (needs assessment+design), completed in 2016, 5-year capacity investment plan approved by GOE • Inputs to identify ECRC research programme. National conference April 2017.
Output 3 – Lessons learning		<ul style="list-style-type: none"> • Lessons learning exercise on GGGI role in CRGE programs (consultancy report), feed into GGGI CPF • REDD+ learning platform supported 	<ul style="list-style-type: none"> • Event for sharing lessons on CRS exercises

Annex D: List of documents

- GGGI (corporate) strategy for 2015-2020, Accelerating the Transition to a New Model of Growth.
- Agreement between GGGI and the Norwegian Embassy in Addis Ababa, 12 March 2013
- GGGI, Detailed Project Proposal, March 2013
- Agreed programme summary, Annex1 to Agreement between GGGI and Norway.
- Joint Donor Review of GGGI from 2013.
- Council decision on funding the Ethiopia program from Core funds.
- GGGI Ethiopia Progress Reports (2013, 2014, 2015, 2016 draft)
- GGGI Ethiopia Financial reports (2015, 2016)
- GGGI Ethiopia Audit Reports (2014, 2015, 2016)
- GGGI Ethiopia Country Planing Framework 2016-2020
- Ethiopia monthly program reporting to HQ – samples
- Ethiopia Results Framework 2015-2016
- GGGI Annual Report and Financial Report_2014
- GGGI Corporate Results Framework 2015-2020
- Internal monitoring Ethiopia Results Report_2015,2016
- GGGI Ethiopia Norway Grant Terminal Report 2013-2016 (received May 15)