UN environment programme

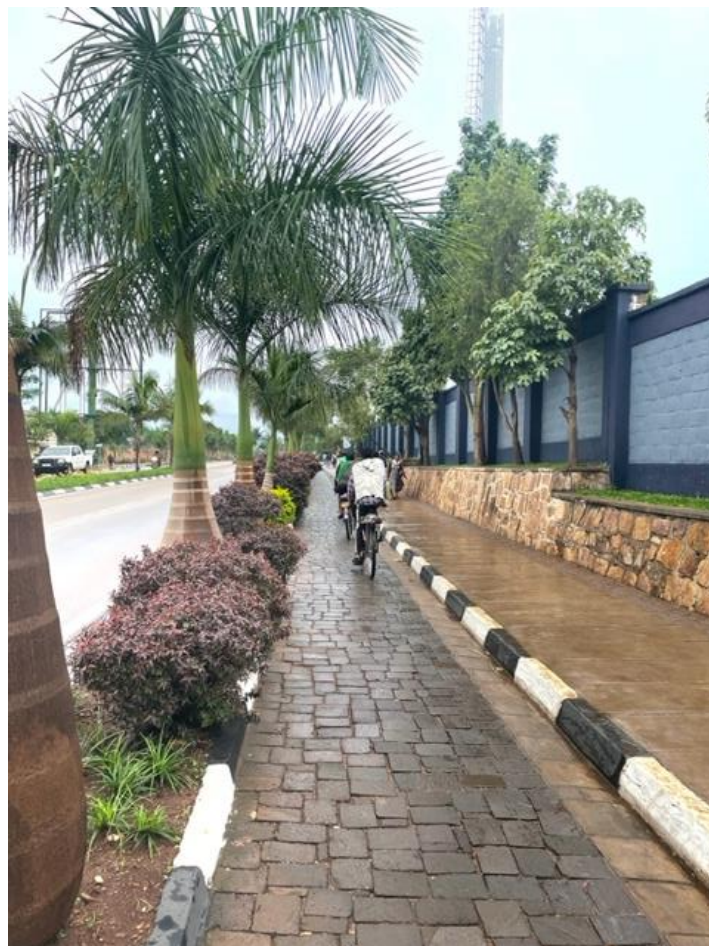# Terminal Review of the UNEP/UNDA Project

'Investing in Walking and Cycling Policies in African Cities (within least developed countries), 14AC0001; 20231'

(2020 – 2023)

Development Account
Department of Economic and Social Affairs

UNEP Industry and Economy Division

July 2024

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Front cover: Huye City, Rwanda, photographed on site visit in Huye, Rwanda, by Gail Jennings. October 2023. © Gail Jennings
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This report has been prepared by an external consultant as part of a Terminal Review, which is a management-led process to assess performance at the project's operational completion. The UNEP Evaluation Office provides templates and tools to support the review process and provides a formal assessment of the quality of the Review report, which is provided within this report's annexed material. The findings and conclusions expressed herein do not necessarily reflect the views of Member States or the UN Environment Programme Senior Management.

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Terminal Review of the UNEP / UNDA Project 'Investing in Walking and Cycling Policies in African Cities (within least developed countries)'
(PIMS ID 14AC0001; UNDA ID 20231
02/2024

ACKNOWLEDGEMENTS

This Terminal Review was prepared by Gail Jennings, as an external consultant.

The reviewer consultant would like to express her gratitude to all persons met and who contributed to this review, and for their commitment to the project. Contributors are listed in Annex III.

The reviewer would like to thank the project team and in particular Janene Tuniz, Carly Gilbert-Patrick, and Richard Ndicunguye (GGGI), for their contribution and collaboration throughout the review process. Sincere appreciation is also expressed to stakeholders who took time to provide comments to the draft report.

The reviewer hopes that the findings, conclusions, and recommendations will contribute to the successful finalisation of the current project, formulation of a next phase and to the continuous improvement of similar projects in other countries and regions.

BRIEF CONSULTANT BIOGRAPHY

Gail Jennings is a research consultant with more than 20 years of experience in project and programme design and evaluation, particularly in transportation; gender, equity, and social inclusion (GESI); and in walking and cycling. Her background is in behaviour change communication and transport strategy/policy. She has studied programme evaluation at the University of Cape Town, as part of public health studies, and also through the university's Institute for Monitoring and Evaluation, with a certificate in programme management (a monitoring and evaluation approach). Her doctoral research considers trip-making decision processes, particularly how individuals shift from unsustainable to more sustainable approaches to transportation, and she has published widely on bicycle transport in rural Africa.

Gail is based in Cape Town and works throughout the Global South.

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(Gail Jennings) – Principal Reviewer

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ABOUT THE REVIEW

Report Language(s): English.

Document Type: Terminal Review

Brief Description: This report is a Terminal Review of the UNDA funded project, 'Investing in Walking and Cycling Policies in African Cities (within least developed countries)', implemented between 2020 and 2023.The project's overall development goal was to enhance and strengthen the capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly a sub-set of vulnerable groups who use these mode). The Terminal Review sought to assess project performance (in terms of relevance, effectiveness, and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, UNDA and the relevant agencies of the project participating countries.

Key words: NMT; Non-Motorized Transport; Vulnerable groups; Walking and Cycling; Stakeholder engagement; Implementation financing; Policy development; Infrastructure investment, Active Mobility.

Primary data collection period: September 2023-January 2024

Field mission dates: Kigali, Rwanda, and Huye, Rwanda, October 2023

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LIST OF ACRONYMS

BIGRS	Bloomberg Initiative for Global Road Safety
FONERWA	Fund for Environment and Climate Change
GGGI	The Global Green Growth Institute
HVT	High-Volume Transport
ITDP	Institute for Transportation and Development Policy
NMT	Non-Motorized transport
OI	The Open Institute
PAAPAM	Pan African Action Plan for Active Mobility
PFZ	Pedestrian First Zambia
PM	Project manager
PoW	Programme of Work
SDG	Sustainable Development Goal
SEI	Stockholm Environment Institute
TA	Technical Assistance
TR	Terminal Review
UCT	University of Cape Town
UNDA	United Nations Development Account
UNDP	The United Nations Development Programme
UNEP	The UN Environment Programme
UN-Habitat	The United Nations Human Settlements Programme
UNRSTF	United Nations Road Safety Trust Fund
USD	United States Dollar
VREF	Volvo Research and Educational Foundations
WRI	The World Resource Institute

PROJECT IDENTIFICATION TABLE

Table 1: Project Identification Table

UNDA ID:	2023I	**UNEP PIMS ID:**	
Implementing Partners:	World Resource Institute Ethiopia, Global Green Growth Institute Rwanda, UNDP Zambia, University of Cape Town, Open Institute, ITDP and Walk21 Foundation		
SDG(s)	1.4.1, 1.B.1, 3.6.1, 3.9.1, 5.2.2, 5.4.1, 9.1.2, 9.4.1, 11.2.1, 11.3.1, 11.6.2, 11.7.1, 11.7.2, 13.2.1, 13.B.1.		
UNEP Sub-programme:	Chemicals, Waste and Air Quality and Climate Change	**Expected Accomplishment(s):**	SP5 EA (c) SP1 EA (b)
UNEP approval date:	December 2019	**Programme of Work Output(s):**	PoW Output 5-c-3 PoW Output 1-b-1 PoW Output 1-b-4
***Expected* start date:**	January 2020	**Actual start date:**	1 January 2020
***Planned* completion date:**	June 2023	**Actual completion date:**	30 June 2023
***Planned* project budget at approval:**	559,629 USD	**Actual total expenditures reported as of March 2024**	433,651 USD [31/12/2022]
***Planned* UNDA grant value**	559,629 USD	**Actual UNDA grant value as of March 2024**	559,629 USD
***Planned* Extra-Budgetary Financing:**	NA	**Secured Extra-Budgetary Financing as of March 2024**	N/A
First disbursement:	2020	**Planned date of financial closure:**	December 2023
No. of formal project revisions:	0	**Date of last formal project revision:**	
No. of Steering Committee meetings:	4	**Date of last/next Steering Committee meeting:**	Last: 12/07/2023 — Next: NA
Mid-term Review *(planned date):*	NA	**Mid-term Review (actual date):**	N/A
Terminal Review (planned date):	05/12/2023	**Terminal Review (actual date):**	March 2024
Coverage - Country(ies):	Ethiopia, Rwanda and Zambia	**Coverage - Region(s):**	Africa
Dates of previous project phases:	NA	**Status of future project phases:**	NA

EXECUTIVE SUMMARY

Project overview

1. The UN Environment Programme's (UNEP) "Investing in Walking and Cycling Policies in African Cities (within least developed countries)" project was implemented in Ethiopia, Rwanda, and Zambia, from 2020 to 2023. It was designed to enhance and strengthen the capacity of selected countries at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of vulnerable groups who walk or cycle.

2. In the absence of Non-Motorized Transport (NMT) infrastructure, people in African countries choose to use motorized vehicles (cars, minibuses, and motorbike taxis) to move around the cities whenever they can afford to. This movement has disastrous effects for the environment, air quality, pedestrian and cyclist road safety, congestion, overall economic efficiency and quality of life.

3. In response to the urgent need to improve the walking and cycling landscape for the environmental, safety and accessibility benefits, UNEP's Share the Road Initiative and project partners supported local and national authorities from January 2020 to June 2023 to develop a keener understanding of the value and need for NMT infrastructure and investment, through hearing directly from vulnerable road users about their needs and experiences and linking those needs to decision-making processes. The project provided technical assistance and capacity development to the authorities to develop supportive financial and policy-based NMT commitments.

4. The project was funded by the United Nations Development Account (UNDA). The USD 559,629 allocated supported engagement with key stakeholders of national ministries (transport, youth, women, and environment), city governments, educational institutions, civil society groups representing vulnerable groups, private sector, and country and regional technical partners. The project was implemented by in-country partners.

5. The project was guided by an explicit Theory of Change to address under-investment in NMT infrastructure, and the poor attention to the needs of vulnerable groups. The Theory of Change is that if technical support is provided to countries, to enhance engagement between policymakers and vulnerable groups, this will result in jointly developed policies that systematically prioritize NMT investment. If capacity is enhanced with policymakers, this will lead to a systemic prioritization and allocation of resources to NMT infrastructure, through development and amendment of necessary policies. Enhanced capacity at regional, local, and national level will lead to better design and implementation of policies, and investment decisions will prioritize the needs of pedestrians and cyclists (particularly vulnerable groups). This will lead to transformation in how urban mobility is prioritized in the three project countries. With this increased recognition for vulnerable road users among development agencies and government authorities, walking and cycling will become more attractive (e.g. through for example lower road fatalities), and this will reduce global air pollution levels.

This review

6. This Terminal Review (TR) was conducted under the overall responsibility of the UNEP Share the Road Project Team. It used a participatory approach, whereby key stakeholders were informed and consulted (where responsive) throughout the evaluation process. The findings are based on:

    • Individual interviews

- Site visit and a focus group with a country working group (Rwanda only)
- A desk review of project documentation and project outputs
- Online presentation of preliminary findings and review
- Stakeholder comment on draft, and review

Key findings

7.   The project set out to enhance and strengthen the capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly a sub-set of vulnerable groups who use these mode). This project objective was fully achieved, and the project is overall rated as Satisfactory.

8.   The TR found that the project is fully aligned with the UNEP Medium-term Strategy and Programme of Work (PoW). This project contributes to UNEP's objective to promote a global transition to no- and low-emissions mobility for improved air quality and climate change mitigation – specifically, through promoting walking and cycling policies under the Share the Road Programme. The project is also entirely aligned with the UNDA strategic priorities, and with global, regional, and beneficiary's environmental priorities.

9.   The project enhanced engagement between policymakers and groups representing vulnerable groups through a process of stakeholder mapping and working group meetings in secondary cities in each country (Ndola in Zambia, Bahir Dar in Ethiopia, and Huye City in Rwanda), as well as through national engagements. Project partners are highly satisfied with the way in which engagement was improved.

10.   Partners are convinced that this approach to engagement will be entrenched in government processes going forward, and that government stakeholders are now aware of the need to engage directly and more often with vulnerable groups representatives.

11.   The project led to each country and each selected city committing to increase NMT investment and improve NMT infrastructure, taking into account the needs of vulnerable users, particularly people living with disability. However, project outcomes to achieve formal new or amended policy were not achieved.

12.   The project is moderately likely to achieve its intended impact, as drivers to support transition from outputs to project outcomes are mostly in place. It is likely that continuous follow-up is needed to ensure transformation of how urban mobility is prioritized.

13.   Review of project documents and financial records show that financial management is highly satisfactory, with regular expenditure reports and expenditure within approved budgets.

14.   Project efficiency is also rated as highly satisfactory. The project was implemented in an efficient manner, within budget, despite Covid-19 related project delays, political instability, and staff turnover within project implementation partners. Partners note that the scale of project achievement is particularly remarkable given the relatively small budget compared to ambition. The project experienced delays early in the timeline but all outcomes were met within the overall and original timeline.

15.   The project benefited considerably from its good partnerships and developed new and fruitful transversal relationships within UN entities. Regional partnerships also proved highly valuable. The project's positive presence in Rwanda was instrumental in facilitating significant regional momentum for NMT, with the Pan African Action plan for

Active Mobility (PAAPAM) meeting in Kigali 2022, and the annual Walk21 conference, held in Kigali in 2023.

16. Project monitoring and reporting are rated as satisfactory. The initial monitoring design was ambitious, but stakeholders noted that due to early disruptions and inability to meet in person, monitoring reverted to a more default approach. The project would have benefited from clear baselines and targets, particularly clear baseline statements with respect to outcomes and indicators.

17. With respect to project sustainability, there are evidently high levels of stakeholder commitment, but project commitments are not yet integrated into policies and locked down by investment plans. Communication after project end is not certain, and collaboration frameworks such as the working groups have not continued beyond the project. Together this leads to a rating of project sustainability as moderately likely.

18. The project is rated as highly satisfactory with respect to cross-cutting issues, of attention to SDGs responsively to human rights and gender equity, and environmental and social safeguards. Communication and public awareness could be improved, and this is considered under Recommendations.

19. Four strategic questions were answered in the TR. They are in Annex IX. These are:

    1. Were civil society organizations representing the needs of vulnerable groups effectively included and empowered in NMT related stakeholder engagement activities at national and city level (in each of the three countries)?

    2. Did the project activities have a measurable impact on increasing commitment for active mobility prioritization and/or investment that integrates the needs of pedestrians and cyclists on a local and national level (particularly vulnerable groups)?

    3. Did the project make a substantial and relevant contribution to the Sustainable Mobility Unit (SMU)'s no- and low-emissions strategy and wider objectives for the African region?

    4. Did the project management team create lasting partnerships and professional connections with relevant stakeholders? Is there a willingness to continue to work together on the overall objectives?

20. The TR found that (1) civil society organizations representing the needs of vulnerable group were indeed effectively included and empowered in NMT related stakeholder engagement activities at national and city level, to a lesser or greater extent.

21. Project activities have indeed had a measurable impact on increasing commitment for NMT prioritization and/or investment that integrates the needs of pedestrians and cyclists on a local and national level (2).

22. In response to question 3, the TR found that the project will have made a substantial and relevant contribution to the SMU's no- and low-emissions strategy and wider objectives for the African region once commitments are translated into implementation.

23. Further, the project management team has created lasting partnerships and professional connections with relevant stakeholders and local organizations, and there is high willingness to continue to work together on the overall objectives (4). Lessons learned and Recommendations reflect on this.

24. Adjustments were made to the project as a direct consequence of Covid-19, such as a shift to online engagement, and a delay in in-person engagements and working group meetings. A percentage of the budget was reallocated (from travel) to enable consultant

input in developing visually engaging documentation for online meetings. Partners note that there was new interest in walking and cycling because of the immediate need to limit public transport, although this interest did not necessarily continue beyond 2021.

25. The adjustments did, however, affect the achievement of the project's full ambition. Project partners felt that the number of engaged civil society organizations was not exhaustive and that the process to achieving outcomes was hastier than optimal (due to having to conduct stakeholder engagement in a condensed period of time); this meant that technical assistance was not as embedded as it could have been.

Lessons Learned and good practices

26. The project learned important lessons regarding stakeholder engagement, initially defining stakeholders narrowly as NMT activists rather than individuals who walked and cycled. The project engaged in good practice in differentiating vulnerable groups rather than simply assuming all the shared vulnerability of all pedestrians and cyclists.

27. The project also learned valuable lessons about the value of local and regional partnerships – for project efficiency and complementary insight. Building on existing relationships (within the project and in-country) leads to more in-depth project outcomes. Likewise, building on existing policies and strategies is a better approach – in a project aimed at upscaling investment – than starting from a low base of commitment and institutional strength. These are all detailed under Lessons learned and good practices.

Recommendations

28. Recommendations 1, 2 and 4 are made for new or ongoing projects:

   • Recommendation 1: In developing a Theory of Change, ensure that at least one outcome is explicitly within the project's sphere of influence or control

   • Recommendation 2: Develop structures, processes, and mechanisms to address under-recognized co-funding by stakeholders, and stakeholder fatigue

   • Recommendation 4: Seek funding to explore strategies to strengthen the capacity of civil society organizations, especially at the city level. This could help sustain their involvement beyond project timelines, where relevant.

29. Recommendation 3 and 5 are recommended for application to this project, in the 2024 dissemination phase and ongoing:

   • Recommendation 3: Implement strategic outward-facing communication throughout the project, but immediately, for the 2024 case study dissemination and

   • Recommendation 5: Seek funding to develop a post-project framework for tracking of vulnerable group inputs and commitments, until implementation.

30. These recommendations respond to challenges identified in the Review findings and are elaborated upon under Recommendations.

Conclusions

31. Based on the findings from this TR, the project demonstrates performance at the 'Satisfactory' level (the review matrix is Annex II). The project has demonstrated strong performance in the areas of stakeholder mapping and including vulnerable groups in government dialogue.

32. Areas that would have benefited from further attention are outward-facing project communication, routine scrutiny of outputs (for gender representativity for e.g.) and more substantive technical assistance regarding intervention prioritization and developing of financing models and action planning.

I.   INTRODUCTION

33.   This report presents the Terminal Review (TR) of the UN Environment Programme's "Investing in Walking and Cycling Policies in African Cities (within least developed countries)' project, implemented in Ethiopia, Rwanda, and Zambia, from 2020 to 2023 and funded by the UN Development Account.

34.   The project contributes to UN Environment Programme's (UNEP) objective to promote a global transition to zero-and-low emission transport for improved air quality and climate change mitigation.

35.   The objective of the project was to enhance and strengthen the capacity of selected countries (Ethiopia, Rwanda, and Zambia) in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly a sub-set of vulnerable groups who use these modes).

36.   The main UN entities involved in project implementation were UN Environment (UNEP) and UNDP Zambia Office, and in an advisory capacity, UN-Habitat, UN Women and UNICEF. Implementation partners were The World Resource Institute (WRI) Ethiopia, Global Green Growth Institute (GGGI) Rwanda, and the University of Cape Town (UCT).

37.   Funded by the United Nations Development Account (UNDA), the project aimed to ensure that resources are allocated to walking and cycling facilities with a particular emphasis on the needs of vulnerable groups.

38.   The USD 559,629 allocated towards the project supported engagement with key stakeholders, with the support of in-country Implementing partners, including national ministries (transport, youth, women, and environment) within each of the countries, city governments, educational institutions, civil society groups representing vulnerable groups, private sector, and country and regional technical partners. In country partners each received USD 93,000 to support the delivery of project objectives. UCT received a total of USD 56,000 to support regional coordination.

39.   Additional funding for project activities (in-kind) was secured through partnership with the Stockholm Environment Institute (SEI), The University of Leeds, UNDP Zambia, UN-Habitat, The Walk21 Foundation, and the University of Cape Town.

40.   In line with UNDA Project Evaluation Guidelines, the Guidance Note on Planning and Conducting Terminal Evaluations of 11th and 12th Tranche projects and the UNEP Evaluation Policy, the Terminal Review (TR) is undertaken at completion of the project to assess project performance (in terms of relevance, efficiency, effectiveness, and sustainability), and determine outcomes and impacts (actual and potential) stemming from the project.

41.   The Terminal Review has two primary purposes:

-    to provide evidence of results to meet accountability requirements, and
-    to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners.

42.   No midterm reviews were conducted during the project period. However, project partners met regularly to review progress and monitor activities and the steering committee members provided strategic commentary and guidance during the project implementation period.

43.   We expect that the findings from this Review will be of value and interest to:

- Those who have been involved in implementing the project including the UN Environment Programme, the Global Green Growth Institute Initiative Rwanda Office, The World Resources Institute Ethiopia Office, UNDP Zambia, the University of Cape Town, and the Walk21 Foundation.

- All partners and parties who were expected to participate in, or benefit from, the work including civil society organizations and Non-Governmental Organizations (NGOs) in the respective countries, other development partners working on the agenda and government counterparts that were engaged in project activities.

- UNEP staff active in similar areas of work including those in the Chemicals and Health Branch of the Economy and Industry division working on air quality and gender as well as colleagues working in Sustainable Lifestyles in the Markets and Resources Branch. Other countries and organizations implementing work with UNDA funding.

- Overall, government stakeholders are expected to benefit from the knowledge generated from the review, specifically lessons learned in ensuring effective partnership with UN Agencies and local implementing partners, and the role and importance of Non-Motorized Transport (NMT). It is also likely that they will be able to assist in developing, and then using, lessons learned regarding coordination with other ministers and agencies in developing budget plans and fiscal incentives. The review results will be useful in that they will provide insight into the processes necessary to engage with agencies across different thematic areas.

- City authorities are likely to benefit from the knowledge generated from the review, particularly with regards to multi-level action and efforts to drive city and national level objectives. Civil society stakeholders will be able to use the review to hold government authorities accountable, but also to share with other organizations as a knowledge-sharing exercise. Private sector participants are less likely to benefit from or make use of the review, although it is not impossible that they will find value in understanding the challenges and processes whereby decisions and resource allocation is made in government, which does affect them. Technical and academic partners will be able to use the review for future programming and partnership planning.

II.   DESCRIPTION OF THE PROJECT

44.   The project contributes to UN Environment Programme's (UNEP) objective to promote a global transition to zero-and-low emission transport for improved air quality and climate change mitigation and forms part of the Share the Road Programme.

45.   The programme, which was initiated in 2008, brings together the environment, safety, and accessibility agendas in the context of urban transport, with the overall goal of ensuring sustainable investment in walking and cycling infrastructure. It does so by providing technical assistance and capacity building for investment at city, national and regional levels, developing guidance and resources on active mobility investment and policy development, and supporting capacity building and stakeholder engagement to raise awareness of the importance of walking and cycling in sustainable transport systems.

A.   Project objective

46.   The objective of the "Investing in Walking and Cycling in African Cities" project was to enhance and strengthen the capacity of selected countries (Ethiopia, Rwanda, and Zambia) in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly a sub-set of vulnerable groups who use these modes).

47.   Mobility plays a vital role in economic and social prosperity, connecting people, goods, and places. However, poorly planned transport systems have hard-hitting and negative consequences for everyone. Transport generates nearly a quarter of all carbon dioxide emissions and is the fastest growing contributor of greenhouse gasses. The world's global car fleet is predicted to triple between 2023 and 2050 (with more than 80% of this growth taking place in the developing world) and without disruptive action, Co^2 emissions from transport can be expected to grow from 7.7 Gt to around 15 Gt by 2050.

48.   The transport sector also feeds the air pollution that kills seven million people a year globally and contributes to increasing health problems like bronchitis, asthma, heart disease and brain damage (WHO 2018). Road fatalities, which impact vulnerable road users most, are also a leading cause of death, killing 1.3 million people every year globally.

49.   The standard response to addressing urban mobility issues has typically been to increase investment in infrastructure for motorized transport. But this prioritization of road infrastructure leads to a vicious cycle that stimulates urban sprawl, which in turn increases the use of cars.

50.   In many African countries the majority of citizens walk and cycle as their daily mode of transport, often out of necessity. For example, in Rwanda it is 50%, and in Zambia 56%; in Ethiopian cities, 54% (UNEP et al. 2019; 2020a; 2020b). People risk their lives daily doing so, due to lack of investment in safe infrastructure and to increasing air pollution. In the absence of Non-Motorized Transport (NMT) infrastructure, people in African countries choose to use motorized vehicles (cars, minibuses, taxis, motorbike taxis) to move around the cities whenever they can afford to (BFG 2022b; 2022a). This movement has disastrous effects on the environment, air quality, road safety, congestion, and overall economic efficiency and quality of life.

51.   Populations are increasing rapidly and the reliance on NMT is high in African countries, but dedicated infrastructure remains very limited. The root causes and barriers to lack of investment in NMT in African countries are multifaceted, ranging from political,

financial, institutional, social, regulatory, and technical (J. Benton, Jennings, and Walker 2021a). There is an urgent need for substantial NMT infrastructure investment, but city and national budgets are constrained and there are many other competing needs (WBR and JAA 2023b; 2023a). Historically, most countries in Africa also lack any national or city level policies to prioritize NMT, coupled with a lack of fiscal, institutional, and other measures. Quantifying the benefits of NMT is also often overlooked in favour of traditional cost–benefit assessments of motorized transport projects.

52.   In the absence of NMT infrastructure along with inadequate public transport, people in African countries choose to use motorized vehicles (cars, minibuses, taxis, motorbike taxis) to move around the cities whenever they can afford to. This movement has disastrous effects for the environment, air quality, road safety, congestion and overall economic efficiency and quality of life; private vehicle use is rising steadily along with increased congestion, poisoning of the air, and killing of pedestrians and cyclists at unacceptably high rates.

53.   Significant headway can be achieved by investing in clean transport modes such as non-motorized transport. This will require transport planning that not only provides infrastructure for non-motorized transport but also makes it attractive and comfortable to walk or cycle, to encourage more NMT use and retain existing users. To meet the needs of people who walk and cycle, it is vital to ensure that road construction, both nationally and at city level, systematically includes construction of NMT infrastructure.

54.   In response to the urgent need to address the walking and cycling landscape, the UN Environment Programme's (UNEP) Share the Road Programme and project partners supported local and national authorities in Rwanda, Zambia, and Ethiopia from January 2020 – June 2023 to develop a keener understanding of the value and need for NMT and for NMT infrastructure, through hearing directly from vulnerable road users about their needs and experiences. The project then provided technical assistance and capacity development initiatives to the authorities to develop supportive financial and policy-based commitments to improve the lives of people who walk and cycle.
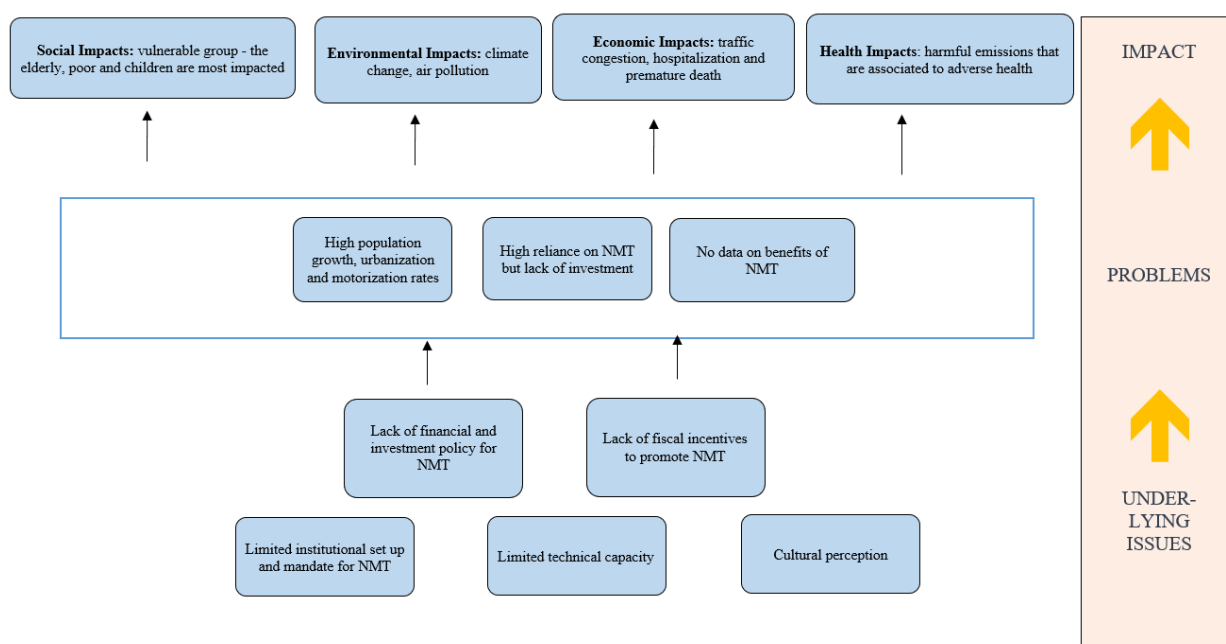
Figure 1: Problem Tree Analysis, showing the hierarchy between the problems, impacts and causes (underlying issues)

B. Results framework

55. The results framework with outcomes, outputs, and indicators, is outlined below. The entire Results Framework can be found as Annex IX.

Objective
To enhance and strengthen the capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups)

Outcome 1
OC1 – Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) in jointly developing policies which systematically prioritize NMT investment and are inclusive of the needs of vulnerable groups (at national and city level).
Indicator IA1.1 – Civil society organizations representing the needs of vulnerable groups are included in NMT related stakeholder engagement activities at national and city level (in each of the three countries) – 1 stakeholder engagement plan for working with vulnerable groups per country and at least 1 major stakeholder consultation held at city level, and at least 1 major stakeholder consultation held at national level in each country.
Indicator IA1.2 – NMT related policy development and amendments at city and national level city include plans to meet the needs of vulnerable groups; each commitment at city level and national level includes needs of vulnerable groups.
Output (OP1.1)
Output Indicator: Stakeholder engagement plan/methodology for working with vulnerable groups in the 3 countries
Output (OP1.2)
Output indicator: 3 countries/cities supported with stakeholder engagement with vulnerable groups & vulnerable group stakeholder mapping analysis (one for each country)
Output (OP1.3)
Output indicator: 3 countries/cities supported with stakeholder engagement with vulnerable groups and recommendations report from vulnerable groups on NMT prioritization areas
Output (OP1.4)
Output indicator: 3 countries/cities supported with technical assistance for identification of options for prioritizing NMT investment & recommendations report from vulnerable groups on NMT prioritization areas
Output (OP1.5)
Output indicator: Updated recommendations report from vulnerable groups on NMT prioritization areas
Output (OP1.6)
Output indicator: Working group established at national level
Output (OP1.7)
Output indicator: Working group established at city level

Outcome 2
OC 2 – Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups).
Indicator IA2.1 – 3 NMT related national investment policies or equivalent commitments developed and adopted (one in each country). Total of 3 countries
Indicator IA2.2 – NMT investment action plans developed and integrated into city wide transport planning (one in each city). Total of 3 cities.
Output (OP2.1)
Output Indicator: 3 countries/cities supported with development of a report on identification of options for prioritizing NMT investment - framework on NMT investment reality, opportunities, challenges and recommendations (for national and city level).
Output (OP2.2)
Output indicator: Report on government national workshops
Output (OP2.3)
Output indicator: Report on city workshops
Output (OP2.4)
Output indicator: Countries supported in development and drafting of chosen NMT investment policy/commitment - 1 national commitment to NMT investment or policy commitment per country
Output (OP2.5)
Output indicator: Cities supported in development and drafting of chosen NMT investment policy/commitment1 NMT investment action plan for each city
Output (OP2.6)
Output indicator: 3 case studies
Output (OP2.7)
Output indicator: Dissemination of case studies

C.   Beneficiaries and target countries

56.   Target countries were Zambia, Rwanda, Ethiopia.

57.   Secondary cities within each country were Ndola (Zambia), Huye (Rwanda), and Batu Town and Bahir Dar (Ethiopia).

58.   Beneficiaries include the stakeholders identified, including civil society and the sub-sets of vulnerable groups within the context of people who walk and cycle.

IN COUNTRY PARTNERS

ETHIOPIA

The World Resource Institute Ethiopia provided day to day technical assistance and capacity building to government and other stakeholders in Ethiopia making use of their renowned research skills and expertise.

RWANDA

The Global Green Growth Institute made use of their strategic position in the region and provided technical support as part of their efforts to improve the development planning of six (6) Green Secondary Cities in Rwanda

ZAMBIA

UNDP harnessed their strategic expertise in eradicating poverty; structural transformations; and building resilience. This project builds on and contributes to their existing Pedestrians First Project.

Figure 2: Project countries and in-country partners. Source, UNEP kick-off workshop presentation

D.   Key partners and other stakeholders

59.   Project stakeholders include not only UNEP and the implementing partners, listed below, but the change agents and civil society on whom the Theory of Change depends. The drivers of change are stakeholders, particularly vulnerable group representatives, who are aware of the lack of investment and the impact this has on their safety and health.

60.   Stakeholder mapping in-country therefore was focused on collecting details of these change-makers, including details of local, national, and regional government stakeholders, civil society stakeholders, and the sub-sets of vulnerable groups within the context of people who walk and cycle (country partners were to determine appropriate groups, but these were likely to include women, young road users, and people living with mobility disabilities).

Rwanda

61.   The Global Green Growth Institute (GGGI) Rwanda office was the country implementing partner, providing day to day technical assistance and capacity building to government and other stakeholders in Rwanda as well as organizing the project's stakeholder engagement activities with vulnerable groups. GGGI is a treaty-based international, inter-governmental organization dedicated to supporting and promoting strong, inclusive, and sustainable economic growth in developing countries and emerging economies, working across the thematic priorities of sustainable energy, green cities, sustainable landscapes, and water & sanitation. GGGI's objective in Rwanda is to support the Government of Rwanda in the achievement of the goals and targets set in its strategy documents. GGGI Rwanda country programme, guided by its fifth year Country Planning Framework, leverages GGGI's knowledge and experience in achieving green growth outcomes aligned with national priorities. These include integrating innovative approaches across GGGI's programmatic solutions for the following: 1) Green Investments, 2) Climate Action, 3) Sustainable Forests, 4) Green Buildings, 5) Waste Management, 6) Sustainable Mobility, and 7) Cross-cutting Sectors. GGGI Rwanda and

UN Environment Share the Road Programme have also previously worked together on organizing a training programme for African cities on bicycle share.

Ethiopia

62.   The World Resource Institute (WRI) Ethiopia office was the country implementing partner, providing day to day technical assistance and capacity building to government and other stakeholders in Ethiopia as well as organizing the projects stakeholder engagement activities with vulnerable groups. WRI is a global research organization that spans more than 50 countries – including Ethiopia. The Ethiopia office has been working with national and city governments on road safety issues and has also provided advice to the UN Environment Share the Road programme on development of the national walking and cycling policy for Ethiopia.

Zambia

63.   The United Nations Development Programme (UNDP) Zambia Office acted as the in-country implementing partner for Zambia, harnessing UNDP's strategic expertise in eradicating poverty; structural transformations; and building resilience, working with UN Environment and the local technical and regional partners. UNDP Zambia has in-depth country experience having delivered a variety of projects across their six signature solutions of poverty reduction, governance, resilience environment, energy, and gender. UNDP Zambia were also a key stakeholder in development of the national walking and cycling policy for Zambia.

Cross-cutting

64.   The University of Cape Town (UCT), Faculty of Engineering and the Built Environment – Centre for Transport Studies, was the regional implementing partner, focusing on ensuring consistency and quality assurance across all of the country projects, as well as providing their experience and expertise in transport-related institutional change, transition frameworks and transport policy development. The University is a long-standing partner of the UN Environment Share the Road programme, and the two have worked together on a variety of projects including a toolkit on child health and mobility for African cities and research on the climate benefits of investing in NMT in African cities.

65.   The Open Institute (OI) supported the launch of the project and provided technical assistance for the stakeholder engagement framework and initial implementation plan. Open Institute has extensive experience in the fields of collaboration and engagement with governments, citizens, civil society organizations and other players to develop policies, tools and knowledge that strengthen citizens' voices in the governance and development in their societies. Open Institute also has specific experience in supporting civil society and governments to understand mobility and accessibility needs through data and analysis.

66.   The Walk21 Foundation worked with project partners consistently throughout the project to provide strategic insights as the leading organization working on the walking agenda worldwide. They supported increased investment and prioritization of NMT at national and city level through technical assistance, stakeholder engagement and partnership strengthening. The organization is experienced in building the capacity and knowledge of governments and other stakeholders on how to make decisions which prioritize investment in the needs of people that walk and cycle and so was well positioned to support the development of the financing knowledge products and engagement with development banks.

67. The United Nations Human Settlements Programme (UN-Habitat) provided strategic inputs and advisory services to the city component of the project, working with UN Environment and the local technical and regional partners, and supporting wider capacity development efforts. The UN-Habitat Mobility team have experience in local engagement on sustainable mobility and urbanization issues in cities in all the three countries.

68. The Institute for Transportation Development Policy (ITDP) was engaged towards the end of the project to facilitate cooperation and build capacity of African governments and other stakeholders to develop a harmonized approach to walking and cycling prioritization, financing, policy, planning, and infrastructure and to share knowledge of financing and investment approaches for active mobility (challenges, opportunities, experiences) through regional upscaling events. ITDP is a global organization with an Africa Office. They have worked with over 100 cities in more than 40 nations to design and implement transport and urban development systems and policy solutions that make cities more viable, fair, and liveable.

Stakeholder groups identified in-country

Table 2: Targeted stakeholders organized according to relevant characteristics, developed at project inception phase

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
S1 – Lead National Ministries & Authorities (Road Development Authority, Ministry of Transport, Ministry of Local Government, Ministry of Housing, Ministry of Infrastructure, Ministry of Urban Planning, Ministry for Rural Areas)	Mandate to enhance and meet policy directives and strategies so that national NMT-related goals can be attained. Operating in an environment with lack of systems for NMT investment and prioritization. Project aims to support and change the systems. Engaged in capacity development activities and developing national investment policies/commitments.	Holds a lot of power. National remit for solving NMT issues. Initial political commitment given but require support to move from policy to reality. Operating in an environment with lack of systems for NMT investment and prioritization. So, need support to change the systems. Ambition of ensuring clear institutional responsibilities for NMT and new systems in place which prioritize NMT.	Will benefit from the knowledge generated from the review. Specifically, lessons learned in ensuring effective partnership with UN Agencies and local implementing partners.	Desk review and if possible, email correspondence and interviews (in person and/or by telephone/video) Share relevant review outcomes and recommendations.
S2 – Lead National Ministries & Authorities - Finance (Ministry of Finance, Treasury, Road Safety Fund)	National remit for financing transport – so responsible for providing funds.	Holds significant power if they can justify that investment in NMT is worthwhile – that the financial cost weighs up against the benefits. Through advocacy efforts and local activities have been provided with assurance that investing in NMT is worthwhile (cost benefit analysis).	Will benefit from the knowledge generated from the review. Specifically, lessons learned in coordination with other ministries and agencies in developing budget plans and fiscal incentives.	Share relevant review outcomes and recommendations.

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
S3 – National Road Safety Agency	National remit for improving road safety and lowering road injury and fatalities. Existing understanding of the political landscape and challenges facing NMT investment and prioritization. Commitment to develop right regulations and mobilize/support Cities implement NMT. Have direct link to other government institutions.	Holds significant power due to clear institutional responsibilities for road/street design to include NMT and new systems in place which prioritize NMT. Provided with opportunities to improve road safety statistics and reduce injuries through increased capacities for mobilising funding for road safety (specifically though investment in NMT).	Lessons learnt in term of project approach to prioritizing people instead of cars for future engagement with development agencies.	Desk review; interviews (in person and/or by telephone/video); focus group discussions (in person or telephone/video) or online surveys.
S4 – City Authorities Mayors for capital cities (Addis, Lusaka and Kigali) and secondary cities*. *Secondary cities have between 500,000 to 3 million inhabitants, but are often unknown outside of their national or regional context. A secondary city is largely determined by population, size, function, and economic status.*	City level remit for improving NMT infrastructure and other transport solutions in capital cities.	Holds a lot of power, can help move the project outputs forward or hinder the processes. There is a lack of financing, lack of systems to prioritize finance for NMT, competing demands for resources and often a disconnect with national government. Project aimed to drive change on all levels to ensure synergies between government agencies to address urgent needs.	Will benefit from the knowledge generated from the review. Particularly with regards to multi-level action and efforts to drive city and national level objectives.	Desk review; interviews (in person and/or by telephone/video). If possible, field visits to selected cities.
S6 – Other National Ministries & Authorities	National remit for issues such as environment, education, tourism, and health.	Holds some power. NMT has co-benefits for these stakeholders which they may	Review results are useful as they provide insight into the processes necessary to	Desk review and where possible, interviews (in person and/or by telephone/video).

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
Ministries of Environment, Education, Tourism, Health		overlook or not be aware of. Project sought to link relevant ministries, particularly those linked to the needs of marginalized groups.	engage with agencies across different thematic areas.	
S7 – Civil society groups / NGOs representing pedestrians	Provide user perspective. Currently impacted by lack of investment in NMT and opportunities to engage with local authorities and development agencies.	Passionate and in depth understanding of the needs of pedestrians and essential in the delivery of the project. Provided with opportunities for enhanced engagement with policymakers in jointly developing policies and strategies which systematically prioritize NMT.	Dissemination of the knowledge and license to hold government authorities accountable.	Desk review; interviews (in person and/or by telephone/video) and surveys. If possible, field visits and meetings in selected cities.
S8 – Civil society groups / NGOs representing people who cycle	Provide user perspective. Currently impacted by lack of investment in NMT and opportunities to engage with local authorities and development agencies.	Voice is often overlooked in favour of car driving minority. Fed up with constant advocacy with little action. Provided with opportunities for enhanced engagement with policymakers in jointly developing policies and strategies which systematically prioritize NMT.	Dissemination of the knowledge and license to hold government authorities accountable.	Desk review; interviews (in person and/or by telephone/video) and surveys. If possible, field visits and meetings in selected cities.
S9 – Civil society groups / NGOs representing	Provide user perspective. Currently impacted by lack of investment in NMT and opportunities to engage with local	Passionate and in depth understanding of the needs of	Dissemination of the knowledge and license to hold government	Desk review; interviews (in person and/or by telephone/video) and surveys. If

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
people with disabilities	authorities and development agencies.	people with disabilities. Provided with opportunities for enhanced engagement with policymakers in jointly developing policies and strategies which systematically prioritize NMT.	authorities accountable.	possible, field visits and meetings in selected cities.
S10– Civil society groups / NGO's representing the elderly	Provide user perspective. Currently impacted by lack of investment in NMT and opportunities to engage with local authorities and development agencies.	Passionate and in depth understanding of the needs of people with disabilities. Provided with opportunities for enhanced engagement with policymakers in jointly developing policies and strategies which systematically prioritize NMT.	Dissemination of the knowledge and license to hold government authorities accountable.	Desk review; interviews (in person and/or by telephone/video) and surveys. If possible, field visits and meetings in selected cities.
S11 – Civil Society groups / NGOs representing children and youth	Provide user perspective. Currently impacted by lack of investment in NMT and opportunities to engage with local authorities and development agencies.	Passionate and in depth understanding of the needs of children and youth. Provided with opportunities for enhanced engagement with policymakers in jointly developing policies and strategies which systematically prioritize NMT.	Dissemination of the knowledge and license to hold government authorities accountable.	Desk review; interviews (in person and/or by telephone/video) and surveys. If possible, field visits and meetings in selected cities.
S12 – Civil Society groups / NGO's representing women and	Provide user perspective. Currently impacted by lack of investment in NMT and opportunities to engage with local	Passionate and in depth understanding of the needs of women.	Dissemination of the knowledge and license to hold government	Desk review; interviews (in person and/or by telephone/video) and surveys. If possible, field visits

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
gender mainstreaming	authorities and development agencies.	Provided with opportunities for enhanced engagement with policymakers in jointly developing policies and strategies which systematically prioritize NMT.	authorities accountable.	and meetings in selected cities.
S13 – Civil society groups / NGO's representing people living in informal settlements and low-income communities	Provide user perspective. Currently impacted by lack of investment in NMT and opportunities to engage with local authorities and development agencies.	Passionate and in depth understanding of the needs of people living in informal settlements and low-income communities. Provided with opportunities for enhanced engagement with policymakers in jointly developing policies and strategies which systematically prioritize NMT.	Dissemination of the knowledge and license to hold government authorities accountable.	Desk review; interviews (in person and/or by telephone/video) and surveys. If possible, field visits and meetings in selected cities.
S14 – Private Sector Partners in each country (public bike share providers, construction companies, etc)	NMT is an opportunity for private sector. Innovative finance mechanisms may also include private sector. Partners were engaged with opportunities for business investment in some countries.	Hold some influence. Private sector can finance NMT investment or offer complimentary services such as public bike share schemes, management of parking, etc. Project addressed the lack of awareness of opportunities relating to NMT.	Not expected that partners would benefit significantly from the outcomes of the review, however, insights into policy processes may be useful.	Desk review; interviews (in person and/or by telephone/video).
S15 – Academia / Local Universities	Academia often have cutting edge research on approaches to transport and mobility which can positively impact practice.	Academia often lacks a relationship with national and city governments. Research findings often not	Dissemination of the knowledge and inform future programming and partnership.	Email correspondence and interviews (in person and/or by telephone/video).

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
	Project featured the development of several innovative mechanisms including a transition management framework to guide a shift in transport planning practice.	disseminated effectively to practitioners. Knowledge products and in country activities provided a framework for sharing information and creating stronger linkages with government authorities.		
S16 – Technical Partners (World Resource Institute Ethiopia)	A project beneficiary and provide day to day technical support to government focal points.	Significant influence over the project due to being the core implementing partner in Ethiopia and existing relationship with key government institutions and other stakeholders. Benefited from having the mandate to take action on a priority area identified by national government during the Covid-19 pandemic.	Dissemination of the knowledge and inform future programming and partnership.	Email correspondence and interviews (in person and/or by telephone/video). If possible, field visits and meetings at partner offices.
S17 – Technical Partners (Global Green Growth Institute Rwanda)	A project beneficiary and provide day to day technical support to government focal points.	Significant influence over the project due to being the core implementing partner in Rwanda and existing relationship with key government institutions and other stakeholders. Benefited due to project resources allocated to delivering on core	Dissemination of the knowledge and inform future programming and partnership.	Email correspondence and interviews (in person and/or by telephone/video). If possible, field visits and meetings at partner offices.

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
		organizational priorities for clean air and sustainable mobility.		
S18 – Technical Partners (UNDP Zambia)	A project beneficiary and provide day to day technical support to government focal points.	Significant influence over the project due to being the core implementing partner in Zambia and existing relationship with key government institutions and other stakeholders and status as a UN Agency. Benefited due to project resources allocated to ongoing activities to put pedestrians first.	Dissemination of the knowledge and inform future programming and partnership.	Email correspondence and interviews (in person and/or by telephone/video). If possible, field visits and meetings at partner offices.
S19 – Technical Partners (University of Cape Town)	A project beneficiary and provide day to day technical support to in country implementing partners and government focal points.	Significant influence over the project due to being the regional implementation partner and driving the development of the knowledge products and outputs. Provided with an opportunity to engage with innovative academic development and multi-country comparative work. Knowledge products and institutional outputs developed linked to leading development agencies and increase in reputational capacity to	Dissemination of the knowledge and inform future programming and partnership.	Email correspondence and interviews (in person and/or by telephone/video).

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
		manage transport related issues.		
S20 – Technical Partners (Open Institute)	A project beneficiary and provide day to day technical support to government focal points.	Some influence over the project due to being engaged in early project development. Resources were limited, however, Open Institute was given an opportunity to strengthen their mobility portfolio.	Dissemination of the knowledge and inform future programming and partnership.	Email correspondence and interviews (in person and/or by telephone/video).
S21 – International Organizations (ITDP Africa, UN Habitat and others working in the region)	Provided previous technical support in developing the NMT policies in Rwanda, Zambia and Ethiopia so has historical knowledge of the status quo.	Significant influence over the project activities due to ongoing provision of technical expertise in Ethiopia and Rwanda. Partners engaged in local activities, parallel project and steering committees. Shared expertise and experiences in workshop activities and took advantage of synergies between projects.	Dissemination of the knowledge and inform future programming and partnership.	Email correspondence and interviews (in person and/or by telephone/video).
S222 – Development Partners (World Bank, EU, AfDB, AFD, JICA, etc)	Provide large financing loans for road construction project and public transport projects and engaged in ensuring NMT is considered in future projects.	Large influence over the project activities. Often overlook investment in NMT. Knowledge products developed provide deep insights into financing for walking and cycling in Africa and support development partners in acknowledging the	Will benefit from the knowledge generated from the review. Particularly with regards to multi-level action and efforts to drive city and national level objectives and knowledge products on financing NMT developed throughout project activities.	Desk review and where possible, email correspondence and interviews (in person and/or by telephone/video).

Stakeholder	Stake in the project and the topic that the project addresses	Level of influence over topic and project / Ways in which affected by topic and project	Expected use of the review results	Way(s) to involve this stakeholder in the review process
		role of walking and cycling in growing cities.		

E.   Project implementation and execution

69.   The main UN entities involved in project implementation were UN Environment Programme (UNEP) and UNDP Zambia Office, and in an advisory capacity, UN-Habitat, UN Women and UNICEF. Implementation or project partners were The World Resource Institute (WRI) Ethiopia, Global Green Growth Institute (GGGI) Rwanda, and the University of Cape Town (UCT).

70.   The UN Environment Share the Road Programme, part of the Sustainable Mobility Unit, Chemicals & Health Branch in the Economy and Industry Division, was responsible for overall project development, co-ordination and management. It coordinated the national component of the project (with some support from the UN Environment Regional Office for Africa) as well as project communication, knowledge sharing and dissemination. The Share the Road Programme has experience in working in all the project countries in the area of walking, cycling and sustainable mobility, with an in-depth understanding of the institutional set up, mobility issues and opportunities for catalysing change. At the onset of the project, Share the Road was supporting Rwanda with the development of a national transport policy and was also supporting Zambia and Ethiopia with the development of national NMT policies, thus setting the scene for a sustainable institutional framework to support the project outcomes.

Gender and vulnerable groups

71.   The principles of equity, inclusion, and non-discrimination were central to the way in which the project was conceptualized, designed, and implemented. The entire project objective was to enhance and strengthen the capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups).

72.   Pedestrians and cyclists, by their very nature of being forced to share road space with fast moving vehicles, are already vulnerable. Road traffic injury death rates are highest in the African region, and more than half of all road traffic deaths are among pedestrians, cyclists, and motorcyclists. Once you add in a secondary vulnerability such as being young, a woman, elderly or a person with a disability, the effect magnifies.

73.   Further, the strategic partnership with UNICEF and UN Women was established to ensure at the highest level the needs of vulnerable groups were prioritized.

Implementation challenges

74.   There were no substantive changes made to the project design during implementation. However, some of the activities were delayed or reorganized. The main important issues are outlined below:

75. <u>Legal and financial delays:</u> Delays in finalizing legal agreements between UNEP and in-country partners and subsequent disbursement of funds meant that most of the project partners were delayed in receiving their funds, in the third and fourth quarter of 2020. However, all partners were able to begin activities as they awaited funds, albeit at a different timeline than originally foreseen.

76. <u>Covid-19 Pandemic:</u> The Covid-19 pandemic and the related impacts and measures such as limited travel and restrictions on in person meetings resulted in most of the activities in the first year of the project being conducted online. However, overall, activities progressed mostly because Covid-19 shone a spotlight on the urgency of city wide and national investment in walking and cycling infrastructure as part of efforts to create a resilient transport system.

77. <u>Political instability in Ethiopia:</u> initially, due to political instability in Ethiopia, it was a challenge to select a secondary city. Later in the project, the civil and political unrest and high leadership turnover in Ethiopia created several hurdles of convening physical workshops both at city and national level. This resulted in some engagements being held virtually. The political environment in Bahir Dar improved in the last half of 2022 and WRI was able to successfully conduct scoping visits including establishing a relationship with Bahir Dar University to ensure sustainability of the project. As part of this, the university assigned a contact person to work with WRI, however, ongoing conflict in the Amhara region slowed progress.

78. <u>Personnel changes in Zambia:</u> There were some unexpected personnel changes within the project partner teams that also slightly delayed progress on certain activities. The project coordinator in Zambia changed four times and this has affected timely completion of activities.

79. <u>Change in identified partners:</u> Initially Flone Initiative was the designated regional partner. However, the organization was not engaged in activities in the end, and was replaced by the University of Cape Town, which had a greater capacity to develop the regional component and monitor activities throughout project implementation.

80. <u>Survey delivery:</u> Although there were in country surveys developed to understand priority needs, the project team also developed a Covid-19 specific survey to understand priority needs in light of the pandemic. The results of this survey helped to identify capacities to respond to the pandemic in each of the project countries and across Africa.

Resources

81. The USD 559,629 allocated towards the project by the UN Development Account (UNDA) supported engagement with key stakeholders, with the support of in-country Implementing partners, including national ministries (transport, youth, women, and environment) within each of the countries, city governments, educational institutions, civil society groups representing vulnerable groups, private sector, and country and regional technical partners. In country partners each received 93,000 USD to support the delivery of project objectives. UCT received a total of 56,000 USD to support regional coordination.

82. Additional funding for project activities (in-kind) was secured through partnership with the Stockholm Environment Institute (SEI), The University of Leeds, UNDP Zambia, UN-Habitat, The Walk21 Foundation, and the University of Cape Town.

83. The details of each are indicated below:

   - Volvo Research and Educational Foundations (VREF) (in-kind USD 60,900): Provided a framework for understanding the needs amongst vulnerable NMT

groups in African cities (Cooke et al. 2022). This project was led by the University of Cape Town.

- The High-Volume Transport (HVT) Applied Research Programme, which is funded with UK Aid from the UK Government (in-kind USD 541,900) aimed to understand the awareness transport planners and decision makers have of catering for the needs of disadvantaged groups and develop a planning tool for mobility, disadvantaged groups and climate resilience (Haq 2021). This project was led by the SEI and the University of Leeds.

- The High-Volume Transport (HVT) Applied Research Programme, which is funded with UK Aid from the UK Government (in-kind USD 112,000): This research project 'made the case' for valuing walking by helping to understand more about valuing walking in Africa. It aimed to inspire the development of stronger and more supportive policy (J. Benton, Jennings, and Walker 2021b). This project was led by the Walk21 Foundation.

- UN Road Safety Trust Fund (in-kind USD 543,800): The project aimed to support the implementation of the National "Non-motorized Transport" (NMT) Strategy to improve road safety for all NMT users including pedestrians (including wheelchair and public transport users) and cyclists, in order to reduce fatalities and disabilities in Zambia (UNRSF 2023a). This project was led by UNDP Zambia.

- UN Road Safety Trust Fund (in-kind USD 200,000): This work provided technical support to city officials in their ongoing efforts to upgrade over the coming budget year more than 50 km of footpaths and introduce new bicycle lanes; to build on the government's ongoing focus to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (UNRSF 2023b). This project was led by UN Habitat.

Table 3: Co-financing contributions by organizations (in USD)

Organization	Cash	In-kind	Total	Project lead
UNDA	559,629		559,629	UNEP
VREF		60,900	60,900	University of Cape Town
HVT		541,900	541,900	SEI University of Leeds
UNRSTF		543,800	543,800	UNDP
UNRSTF		200,000	200,000	UN Habitat
HVT		112,000	112,000	Walk 21
Total	**559,629**	**1,458,600**	**2,018,229**	

Innovative elements

A transitions framework

84. The initial intention of the project was to use a Transitions Framework to analyze project success and challenges; such a framework systematizes engagement and decision-making processes, where one phase is designed as structured input into the next phase. The Transitions Approach is a new and emerging field of academic research.

85. A Transitions Framework consists of:

- Transition analysis: it involves looking back in time to understand how the present came to be. It is helpful in identifying the institutions that add value to the current systems; what worked and what did not.

- Transition management: this can be done in many ways, through a process that analyses the system, envisions the desired futures in collaboration with decision makers, explores pathways, experiments to understand what works in the current context and how the system responds to that, and assesses and translates into the unique context.

A capabilities approach

86. The project also intended to use a Capabilities Approach as a needs assessment framework for vulnerable NMT users (Cooke et al. 2022; UCT 2020a). This approach particularly helps planners understand and assess the cost that access deprivation takes on the lives of the vulnerable, and to advocate for targeted intervention to expand their capabilities. The emotional, physical, and financial costs of the trips not taken by vulnerable NMT users – the trips that could not be taken – are often underestimated. Thus, a capabilities approach shifts away from solely analysing the trips people are currently making to a future research focus on desired trips that, given NMT constraints, vulnerable populations are not able to realize.

III.   REVIEW SCOPE, OBJECTIVES AND QUESTIONS

87. The Terminal Review (TR) addresses the following review criteria, in accordance with the UNEP Norms and Standards. The set of review criteria are as follows:

    A. Strategic relevance
    B. Effectiveness, which comprises assessments of the attainment of outputs, achievement of outcomes and likelihood of impact
    C. Financial management
    D. Efficiency, including partnerships
    E. Monitoring and Reporting
    F. Sustainability

88. **Relevance:** The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country-needs, global priorities and partners' and donors' policies.

89. **Efficiency:** Measure of how economically resources/inputs (funds, expertise, time etc) are converted to results. It is most applied to the input-output link in the causal chain of an intervention. This includes an assessment of Partnerships: partnerships typically refer to joint/collaborative implementation of projects among the United Nations Development Account Implementing Entities, other UN agencies as well as sub-regional, regional, and global level stakeholders.

90. **Effectiveness:** The extent to which the development intervention's objectives were achieved, or are expected to be achieved, considering their relative importance. Effectiveness assesses the outcome level, intended as an uptake or the result of an output.

91. **Impact:** Positive and negative, primary, and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

92. **Sustainability:** Continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

93. Most review criteria (other than Sustainability and Likelihood of Impact, see below) are rated on a six-point scale as follows:

    *   Highly Satisfactory (HS)
    *   Satisfactory (S)
    *   Moderately Satisfactory (MS)
    *   Moderately Unsatisfactory (MU)
    *   Unsatisfactory (U)
    *   Highly Unsatisfactory (HU)

94. Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU).

95. The ratings against each criterion are 'weighted' to derive the Overall Project Performance Rating. The greatest weight is placed on the achievement of outcomes, followed by dimensions of sustainability.

See Annex II: Review Framework/Matrix for more details on each review criterion.

Cross-cutting Review Criteria

96. In addition, the review assesses the project's performance regarding the following cross-cutting criteria:

- **The SDGs:** Attention to the SDGs and related targets and indicators of those SDGs directly and indirectly relevant to the project concerned (1.4.1, 1.B.1, 3.6.1, 3.9.1, 5.2.2, 5.4.1, 9.1.2, 9.4.1, 11.2.1, 11.3.1, 11.6.2, 11.7.1, 11.7.2, 13.2.1, 13.B.1.) as well as attention to the principles of 'Leaving no one behind'.

- **Human Rights and Gender:** Explicit attention to the principles of equality, inclusion and non-discrimination, and the specific vulnerabilities of disadvantaged groups including women, youth, and children and those living with disabilities.

- **Environmental and Social Safeguards:** This involves a review of the environmental and social screening at the project approval stage, risk assessment and management (avoidance, minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities.

97. The Terminal Review confirms whether UNEP requirements were met to:

- review risk ratings on a regular basis; monitor project implementation for possible safeguard issues, and to

- respond (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and report on the implementation of safeguard management measures taken.

Communication and public awareness

98. The Terminal Review assess the effectiveness of:

- communication of learning and experience sharing between project partners and interested groups arising from the project during its life, and

- public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large.

99. The Review considers whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalized groups, and whether any feedback channels were established.

Strategic questions

100. In addition to the review criteria outlined above, the TR addresses the strategic questions listed below. These are answered in Annex X:

1) Were civil society organizations representing the needs of vulnerable groups effectively included and empowered in NMT related stakeholder engagement activities at national and city level (in each of the three countries)?

2) Did the project activities have a measurable impact on increasing commitment for active mobility prioritization and/or investment that integrates the needs of pedestrians and cyclists on a local and national level (particularly vulnerable groups)?

3) Did the project make a substantial and relevant contribution to the Sustainable Mobility Unit (SMU)'s no- and low-emissions strategy and wider objectives for the African region?

4) Did the project management team create lasting partnerships and professional connections with relevant stakeholders. Is there a willingness to continue to work together on the overall objectives?

101. From 2020, UNDA has requested that two Covid-19 related questions are addressed. Responses will be found in Annex XI. The following two questions also form part of the formal evaluation process:

1) What adjustments, if any, were made to the project as a direct consequence of the Covid-19 situation, and to what extent did the adjustments allow the project to effectively respond to the new priorities of Member States that emerged in relation to Covid-19?

2) How did the adjustments affect the achievement of the project's expected results as stated in its original results framework?

IV.   METHODOLOGY OF THE REVIEW

102. This Terminal Review (TR) was conducted under the overall responsibility of the UNEP Share the Road Project Team, and it used a participatory approach, whereby key stakeholders were informed and consulted (where responsive) throughout the evaluation process.

103. The UNEP Evaluation Office has developed detailed descriptions of the main elements required to be demonstrated at each level (i.e. Highly Satisfactory to Highly Unsatisfactory) for each review criterion. The review team has considered all the evidence gathered during the review in relation to this matrix in order to generate review criteria performance ratings.

104. The findings of the TR are based on a review of secondary data sources, as well as primary data collection.

105. Secondary sources include:

- Relevant background documentation, including policy and strategy documents containing national and local objectives
- Project design documents (including minutes of the project design review meeting at approval)
- Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget
- Project reports such as annual progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence, terminal project report and any other monitoring materials, etc
- Project outputs.
- These sources are documented in the section on Review Findings and are listed under Reference Documents.

106. Primary data collected to enable a further response to this review were collected as described below, under Primary data collection.

107. Secondary sources include journal papers and reports, and these are documented under Reference Documents.

Review approach

108. The purpose of the Terminal Review was to achieve depth of understanding and insight within a particular group rather than to make generalizable, representative or predictive findings. For this reason, the reviewer employed qualitative method and purposive or criterion sampling (non-random, non-probability)

109. This particular group, referred to above, comprises project implementers, project beneficiaries (such as government), and working group participants.

110. No new quantitative data was collected.

111. Given the qualitative rather than quantitative approach of the TR, data was analysed as a narrative and findings are not presented or disaggregated by gender. Nonetheless, interviews achieved a gender balance (see Annex III). The primary gender focus of the project is in its direct objective to work with and surface the voices and needs of vulnerable user groups, primarily women, children (school goers) and people with disability; this was entirely achieved.

112. Where quantified findings are made in the TR, these relate to the extent of availability of outputs, for example.

113. Through narrative analysis, exploring the 'why' of the themes identified, I then develop insights into the behaviours, decisions and motivations identified in the thematic analysis.

Primary data collection and data collection tools

114. Primary data was collected through key informant interviews with project partners and government beneficiaries, a site visit to Huye City, Rwanda (which included interviews with stakeholders and one focus group with the working group in Huye City), a webinar at which preliminary findings were presented, and peer review and comments by stakeholders of the draft Review.

115. A questionnaire (hosted online using SurveyMonkey) was shared with each interviewee a week before interview, and then used as a starting point for each interview. The questionnaire structure and content served as the interview guideline but took the form of a discussion rather than a question-and-answer session. If not all questions were covered during an interview, the reviewer returned to these at the end of the interview, or emailed specific questions.

116. The questionnaire is included as Annex VI.

117. The list of interviewees and focus group participants is included as Annex III.

118. Focus group questions were guided by the Review questions, particularly with respect to impact and sustainability (the positive and negative, primary, and secondary long-term effects produced by the intervention, directly or indirectly, intended or unintended, and the continuation of from the project intervention).

119. Confidentiality mechanisms were described to all interviewees, and consent received for the interviews. Interviews were not recorded, but verbatim notes were captured (by the reviewer). No interviewees requested anonymity with respect to their identity as an interviewee, but did not wish to be identified with any individual quotation used in this review.

Identification of respondents (sampling)

120. Review respondents were identified based on the stakeholder mapping (see Stakeholder groups identified in-country) in each of the project countries at the onset of project activities. The TR aimed to interview at least one respondent per stakeholder group, for two of the three countries.

121. Stakeholders included individuals from the implementing agency, project partners, and beneficiaries (such as participants in working groups and government beneficiaries).

122. Stakeholder groups identified to participate in review are show in in Table 5: Stakeholder groups identified to participate in review. The TR aimed to interview at least one respondent per stakeholder group, for two of the three countries.

123. Only two government representatives responded to interview requests (Rwanda and Zambia, see Table 5).

124. Project implementers and stakeholders in Huye City were interviewed individually, and one focus group was conducted with the working group in Huye City.

125. Attention was made to include identified vulnerable groups in site visit interviews in Huye City, and a gender-balance.

Table 4: Respondents' sample

	# people involved (M/F)	# people contacted (M/F)	# respondent (M/F)	% respondent
Project team (those with management responsibilities e.g. PMU)	2 F	2F	2F	100%
Project (implementing/ executing) partners *(receiving funds from the project)*	9 (4F, 5M)	9 (4F, 5M)	9 (4F, 5M)	100%
Project (collaborating/contributing[1]) partners *(not receiving funds from the project)*	3 (2F, 1M	3 (2F, 1M	3 (2F, 1M	100%
Beneficiaries: Civil society representatives				

Country selection and site visit

126. The three countries under study were Rwanda, Zambia, and Ethiopia.

127. Data collection was undertaken online in all three countries, and in person in Rwanda. The country for in-depth, in-person review was selected in consultation with the project management team: Rwanda was selected as project impact was most clear and aligned with the detailed desired outcomes. Further, Kigali was the location for the Pan African Action plan for Active Mobility (PAAPAM) meeting in 2022, from which emerged significant regional NMT momentum, demonstrating project influence. It was at this meeting that Walk21 met the Mayor of Kigali and started the conversation to host the annual Walk21 conference in the city in 2023, which furthered regional NMT momentum.

128. A site visit to Rwanda took place during the above-mentioned Walk21 conference, at which the reviewer was also able to meet with project participants and project partners from Zambia and Ethiopia. The site visit was conducted in Huye City, Rwanda, 18-20 October 2023. The site visit included one-on-one interviews (including a meeting with

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[1] Contributing partners may be providing resources as either cash or in-kind inputs (e.g. staff time, office space etc).

the mayor of Huye City), one focus group meeting with stakeholders, a visit to the bicycle-taxi training venue, and site visits to the proposed car-free zone and the current bicycle and walking infrastructure in Huye City. The reviewer was accompanied by the country implementing partner, GGGI's Richard Ndicunguye, who conducted focus group questions in Kinyarwanda and translated between English and Kinyarwanda where necessary.

Table 5: Stakeholder groups identified to participate in review. The TR aimed to interview at least one respondent per stakeholder group, for two of the three countries

Stakeholder	Approached	Achieved
National stakeholders		
Lead government representative from each country	Yes	Only two government representatives responded to interview requests.
S1 – Lead National Ministries & Authorities (Road Development Authority, Ministry of Transport, Ministry of Local Government, Ministry of Housing, Ministry of Infrastructure, Ministry of Urban Planning, Ministry for Rural Areas)		
S2 – Lead National Ministries & Authorities Finance (Ministry of Finance, Treasury, Road Safety Fund)		
S3 – National Road Safety Agency	Yes	National representatives did not respond to interview requests
S4 – City Authorities Mayors for capital cities (Addis, Lusaka, and Kigali) and secondary cities	Rwanda	Achieved in Huye City, Rwanda
S6 – Other National Ministries & Authorities Ministries of Environment, Education, Tourism, Health	No	
Civil Society stakeholders		
S7 – Civil society groups / NGOs representing pedestrians	Approached in two countries	Achieved online in Zambia Achieved in person in Rwanda
S8 – Civil society groups / NGOs representing people who cycle		
S9 – Civil society groups / NGOs representing people with disabilities		
S10– Civil society groups / NGO's representing the elderly		
S11 – Civil Society groups / NGOs representing children and youth		
S12 – Civil Society groups / NGO's representing women and gender mainstreaming		
S13 – Civil society groups / NGO's representing people living in informal settlements and low-income communities		
S14 – Private Sector Partners in each country (public bike share providers, construction companies, etc)	No	
Academic support		

Stakeholder	Approached	Achieved
S15 – Academia / Local Universities	Yes	Achieved in Rwanda, Zambia
Technical partners in each country		
S16 – Technical Partners (World Resource Institute Ethiopia)	Yes	Achieved in all countries
S17 – Technical Partners (Global Green Growth Institute Rwanda)		
S18 – Technical Partners (UNDP Zambia)		
S19 – Technical Partners (University of Cape Town)		
S20 – Technical Partners (Open Institute)		
Development partners		
S21 – International Organizations (ITDP Africa, UN Habitat and others working in the region)	yes	Achieved (UN-Habitat, Walk21)
S222 – Development Partners (World Bank, EU, AfDB, AFD, JICA, etc)	No	

Table 6: Data collection method in respect of each set of evaluation criteria

Criteria	Method
Relevance	Desk review of beneficiary requirements, country needs, global priorities, and partner and donor policies
Efficiency	Desktop review of funding mechanisms, budget, resource allocation (in comparison to results)
Effectiveness	Desk review of project documentation and reporting; key informant interviews (online and in person) to assess results against objectives but also to understand relevant importance
Impact	Desk review of project documentation and reporting; key informant interviews (online and in person) to assess effects of the intervention
Sustainability	Key informant interviews (online and in person)
Cross cutting	
SDGs	Desk review of project documentation and other literature
Human rights and gender equality	Desk review of project documentation; assessment of project beneficiary / participants and research teams/staff
Environmental and social safeguards	Desk review of project documentation
Communication and public awareness	Review of project documentation; key informant interviews; scan of media; assessment of existing communication channels and networks and how they were used

Actions taken to increase response

129.   Meetings were set up by the UN Environment project manager. There was some level of requirement and expectation that project team members and beneficiaries would make time available for the interview.

Gender disaggregation

130. This evaluation collected only qualitative data, thus the data is not reported quantitatively with disaggregation of data and respondents by sex, ethnicity, age, disability, and other vulnerability criteria. Reporting focuses on answering the evaluation and strategic questions and will report (narrative) where the above variables come into play (see also, Limitations).
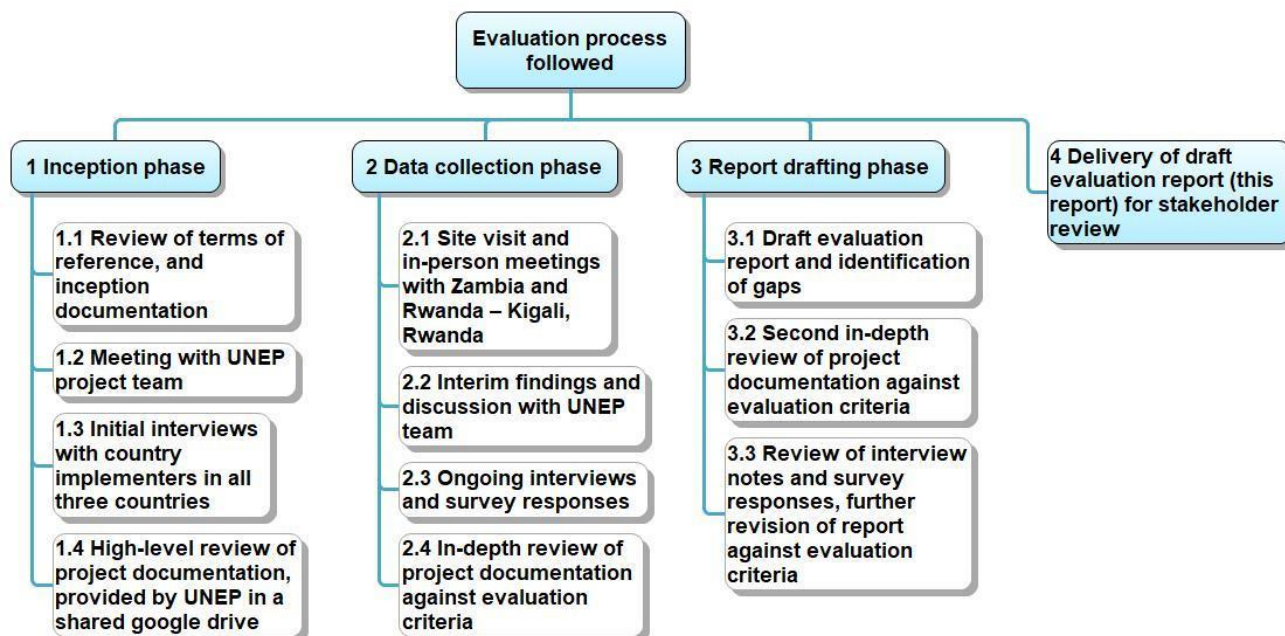
Figure 3: Evaluation process

Limitations and mitigation

	Limitation or challenge	Mitigation approach
1	The review phase started later than intended, due to delayed contracting. Time constraints made it difficult to travel to each project country and undertake in-person interviews	The use of a questionnaire hosted online and shared before interviews took place, to capture some of the narrative data that would normally be collected by in-person or bi-lateral interviews, and then follow-up interviews. The UNEP project management team set-up interviews, and supported with introductory mails
2	The review began in September 2023. The timing (year-end / year beginning or holiday season in project countries) (December 2023 and January 2024) made it challenging to set up interviews or finalize interview times with identified stakeholders.	The use of a questionnaire hosted online and shared before interviews took place, to capture some of the narrative data that would normally be collected by in-person or bi-lateral interviews, and then follow-up interviews. The UNEP project management team set-up interviews, and supported with introductory mails
3	Poor response from government officials (focal points and among the primary beneficiaries of the project.	Stakeholders were all invited to review the TR, and ongoing invitation to participate in the review.
4	Reporting, stakeholder inputs, and priorities, were not always reported by variable (e.g. gender, stakeholder group), and the gender of participants was not always noted. This means that a discussion disaggregated by gender is not straightforward.	Findings and project achievements are assessed in terms of vulnerable groups as a whole (people living with disability, people who walk and cycle) rather than by gender.

5	Baseline data did not exist for a project's results indicators with respect to quantification of stakeholder engagement and vulnerable group engagement and the project design did include a control group.	The ToC and Results Framework were assessed against both implementation (input, activities, and outputs), and result (short- and medium-term outcomes in respect of changes in capacity and systems, and changes in performance among decision-makers, social action, policies, practices, etc). Assumptions were interrogated, in respect of the assumptions about the needs, interests and behaviours of beneficiaries, and assumptions about the cause-effect relations in the Results Framework and followed across the intervention pathways to determine whether drivers and assumptions were accurately predicted or identified.
		An 'if this, then that' narrative was developed to validate the ToC.
		The Review Findings, particularly with respect to Outcomes, Likelihood of Impact, and Sustainability, are developed by contribution analysis Establishing the contribution involves considering the prior intentionality (such as approved design documentation, and the Results Framework), and clear logic of causality in the Theory of Change. Where there is evidence that a project was delivered as designed, and that causal pathways are as expected, then claims of contribution can be put forward.

Data analysis

131. Data analysis is a narrative based on the qualitative and narrative data collected and evaluated against the UNDA Criteria matrix and in line with evaluation guidance. Analysis explores the evidence that supports the causal pathways in the Theory of Change and the Results Framework.

132. Analysis is structured in line with the evaluation criteria, and overarching conclusions include a review of the project through the framework of the Theory of Change, which was revised during the project progress – for example assessing the likelihood of achieving the higher-level desired result and intermediate state using this project process, and whether the drivers and assumptions were accurately predicted or assessed (outcome mapping).

133. Such analysis attempts to isolate the effects of an intervention. Baseline data and a counterfactual (or control) are not available for review (and do not exist). Analysis therefore relies on a strong causal narrative, through chronological sequencing and evident involvement of key variables (workshops, engagement sessions) to develop a contribution narrative.

134. Findings and analysis are reported in terms of the required Likert scale for the evaluation criteria, with accompanying and explanatory narrative in answer to the strategic questions.

Data verification and triangulation

135. The review comprised several steps, including discussion of preliminary findings with project stakeholders, and sharing (and receiving feedback) from project stakeholders before finalizing the report.

136. Narrative data (qualitative data) collected has been triangulated against other data sources, such as other interviews, online reports, and project documents. Project implementers were asked to self-evaluate the project in terms of the criteria. All stakeholders were invited to review the Draft report.

Attribution, contribution, and credible association

137. This Review has used the Results Framework and the Theory of Change to follow the logical process from Outputs to Outcomes to show attribution, contribution, and credible association. This is described in the Mitigation column for Limitation number 5, above.

138. Given the chronology of the project and the exploration of the evidence pathway (outputs and outcomes) from project inception to closure, there is no alternative explanation for the project outcomes other than that of the project intervention.

Ethical considerations during the review process

139. Throughout this review process and in the compilation of the Final Review Report, efforts have been made to represent the views of both mainstream and more marginalized stakeholders. Data has been collected with respect for ethics and human rights issues.

140. All pictures taken and other information gathered was only after prior informed consent from people. All information was collected according to relevant UNEP guidelines and UN standards of conduct.

141. In addition, the implementing partners and internal team members are professional consultants and contractors and have been aware since inception that the programme will be subject to review against the results framework. Nevertheless, the reviewer shared details of the purpose of the review, indicating that it is not a 'performance appraisal' intended to find fault, and that there are no negative consequences with regard to project commitments and their continued involvement.

142. Confidentiality and anonymity are not always straightforward in a programme evaluation, as obviously key project actors are interviewed, and their insight is deliberately sought; the source could at times be identified. However, the report narrative is anonymized and does not mention individual names unless explicit permission is given.

143. The questionnaire hosted online was is foregrounded by an information and consent form.

V.   THEORY OF CHANGE

144.   The project's Theory of Change was developed at the beginning of project activities by UNEP and included in the Project Document. It was subsequently revised in collaboration with project partners in July 2023 (UNEP 2023b). I have restated it as a narrative, below, and this guides the review[2].

145.   The project's Theory of Change identifies two long-term impacts – Reduced global air pollution levels and lower road fatalities for pedestrians and cyclists; and Increased recognition for vulnerable road users among development agencies and government authorities – and maps pathways of immediate intervention to lead to this impact.

146.   The project included two outcomes, neither of which were entirely within the project's sphere of influence (each requires actions or changes in attitude or behaviour by government). This introduces project risk: the outcomes of enhanced engagement and improved capacity are evident, against the baseline (which were more or less within the project's sphere of influence), but the outcomes of new policy (outside of the project's sphere of influence) was not achieved.

147.   A more certain approach would have been to include one outcome that resulted in changes in capacity (engagement and capacity), and the second outcome to include observed changes in behaviour or action (policy).

148.   Nonetheless, this Theory of Change is logical, and as will be discussed under Likelihood of Impact, the drivers and assumptions largely hold. This TR considered outputs and outcomes in terms of the Results Framework, and in terms of what stakeholders would have liked to see in terms of a broader and more institutionalized achievement.

149.   The operational Theory of Change is shown in a graphic on the following page.

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[2] In line with Document 09 UNDA TR Review Methodology Guidance note, there was no substantial focus in this TR on reconstructing the ToC, as a ToC was included in the project initiation documentation.
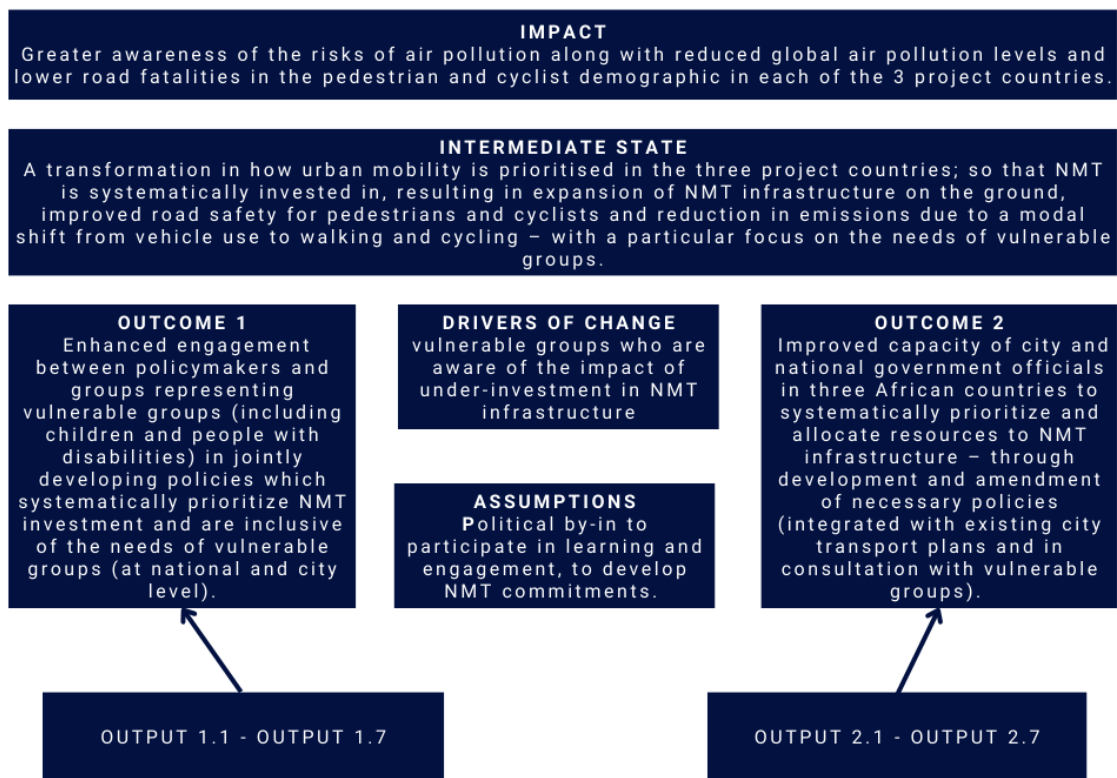
Figure 4: Operational Theory of Change, from which the Results Framework was developed. Project output indicators are included in the Results Framework (summarised in II.B) and in full as Annex IX.

A. Theory of Change narrative

150. The project was guided by an explicit Theory of Change to address under-investment in NMT infrastructure, and the poor attention to the needs of vulnerable groups. A narrative statement of the Theory of Change is that:

- **If** technical support is provided to countries, to enhance engagement between policymakers and vulnerable groups (through identified outputs and activities), **then** this will result in jointly developed policies that systematically prioritize NMT investment

- **If** capacity is enhanced with policymakers (through identified outputs and activities), **then** this will lead to a systemic prioritization and allocation of resources to NMT infrastructure, through development and amendment of necessary policies (integrating these with existing city transport plans and in consultation with vulnerable groups)

- **If** capacity is enhanced and strengthened at regional, local, and national level policymakers (through identified outputs and activities), **then** this will lead to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups)

- **If** better policies are designed and implemented, and better investment decisions are made to prioritize the needs of vulnerable groups (as a consequence of identified outputs and activities), **then** this will lead to transformation in how urban

mobility is prioritized in the three project countries. NMT will be systematically invested in, resulting in expansion of NMT infrastructure, improved road safety, and a reduction in emissions due to a modal shift from vehicle use to walking and cycling – with a particular focus on the needs of vulnerable groups

- **If** there is increased recognition for vulnerable road users among development agencies and government authorities (as a consequence of identified outputs and activities) and walking and cycling become more attractive (e.g. through for example lower road fatalities), **then** this would reduce global air pollution levels.

Root cause analysis

151. The project identifies the root causes of current under-investment in NMT infrastructure, and the poor attention to the needs of vulnerable groups, as insufficient engagement and communication between vulnerable groups and policymakers, and inadequate capacity among policy- and decisionmakers to recognize user needs and prioritize interventions. The project aims to address the root causes by:

- Identifying vulnerable groups
- Facilitating their engagement with policymakers, so that their needs are heard (and then can be taken into account)
- Facilitating an engagement (by means of the in-country partner) whereby vulnerable groups and policymakers together consider the ways in which the needs of vulnerable groups can be taken into account through infrastructure
- Facilitating an engagement (by means of the in-country partner) whereby vulnerable groups and policymakers together prioritizing infrastructure (or other) interventions.

Drivers of change

152. The Theory of Change identifies drivers of change as vulnerable groups who are aware of the impact of under-investment in NMT infrastructure, and the project undertakes activities to increase and strengthen this awareness.

Assumptions

153. The Theory of Change assumes there is political by-in to participate in learning and engagement, to develop NMT commitments. The project intends to draw on this political by-in to enhance and strengthen capacity at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups).

B.   Assessment of the Theory of Change and Results Framework

154. The Theory of Change is assessed in Section D, <u>Likelihood of Impact</u>.

155. Likelihood of Impact is assessed as Likely.

156. Nevertheless, this review makes recommendations with respect to the formulation of the ToC and Results Framework. Had the outcomes been drafted along the lines of these recommendations, the outcome would have been achieved.

Recommended revision of Impact

157. In line with the relatively small budget, the higher-level desired impacts are recommended to be separated into three and amended as per square brackets:

- Reduced global air pollution levels [Reduced air pollution levels in Africa]

- Lower road fatalities for pedestrians and cyclists [in project countries]

- Increased recognition for vulnerable road users among development agencies and government authorities [in Africa].

158. By separating each impact and by limiting the scope, it is more likely that project impact can ultimately be measured. Achievement is more likely and more reliably attributable over time.

Recommended revision of Theory of Change and Results Framework

159. The project objective as stated in the [Results Framework](#) is:

- 'To enhance and strengthen the capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups)'

160. This objective aligns with the outcome in the Theory of Change (ToC) (see Figure 4: Operational Theory of Change, from which the Results Framework was developed. Project output indicators are included in the Results Framework (summarised in II.B) and in full as Annex IX..

161. Outcome 1 is relatively ambiguous, in that the enhanced engagement should lead to policy but not necessarily that this policy is an outcome during project implementation:

162. **Outcome 1:** Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) in jointly developing policies which systematically prioritize NMT investment and are inclusive of the needs of vulnerable groups (at national and city level).

163. Outcome 2 as stated in the ToC and Results Framework to achieve the objective, on the other hand, is highly ambitious and largely outside of the project's sphere of influence. The achievement of this outcome requires governments to develop or amend existing NMT policy.

164. **Outcome 2:** Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups)

165. Among the outputs to achieve these outcomes, as stated in the Results Framework, are the following: largely within the project's sphere of influence, and propose not so much the development or amendment of policy but the drafting a chosen NMT commitment as an alternative:

- **Output achieve output 2.4:** Countries supported in development and drafting of chosen NMT investment policy/commitment: 1 national commitment to NMT investment or policy commitment per country

- **Output to achieve output 2.5:** Cities supported in development and drafting of chosen NMT investment policy/commitment: 1 NMT investment action plan for each city

166. Activities to achieve these outputs in the Results Framework refer to an NMT investment policy, plan, or equivalent commitment.

167. Outcomes 1 and 2 would have been achievable had they been stated in line with these outputs, in other words, as:

- **Outcome 1**: Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) – through <u>developing and/or drafting a chosen NMT investment policy, plan, or commitment</u> (integrated with existing city transport plans and in consultation with vulnerable groups)

- **Outcome 2**: Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – <u>through developing and/or drafting a chosen NMT investment policy, plan, or commitment</u> (integrated with existing city transport plans and in consultation with vulnerable groups)

Table 7: Recommended Reformulation of Results Statements for better measurement and achievability

Formulation in original project document(s)	Formulation for Reconstructed ToC at Terminal Review (RTOC)	Justification for Reformulation
(LONG LASTING) IMPACT		
Greater awareness of the risks of air pollution along with reduced global air pollution levels and lower road fatalities in the pedestrian and cyclist demographic in each of the three project countries.	Reduced global air pollution levels [Reduced air pollution levels in Africa] Lower road fatalities for pedestrians and cyclists [in project countries] Increased recognition for vulnerable road users among development agencies and government authorities [in Africa].	By separating each impact and by limiting the scope, it is more likely that project impact can ultimately be measured. Achievement is more likely and more reliably attributable over time.
INTERMEDIATE STATES		
A transformation in how urban mobility is prioritized in the three project countries, so that NMT is systematically invested in, resulting in expansion of NMT infrastructure on the ground, improved road safety for pedestrians and cyclists and reduction in emissions due to a modal shift from vehicle use to walking and cycling – with a particular focus on the needs of vulnerable groups.	As before	
PROJECT OUTCOMES		
Outcome 1: Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups)	Outcome 1: Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) – through <u>developing and/or drafting a chosen NMT investment policy, plan, or commitment</u> (integrated with existing city transport plans and in consultation with vulnerable groups)	The outcomes stated in the Results Framework to achieve the objective are highly ambitious and largely degree outside of the project's sphere of influence. They require government to develop or amend existing NMT policy.

Outcome 2: Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups)	Outcome 2: Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – <u>through developing and/or drafting a chosen NMT investment policy, plan, or commitment</u> (integrated with existing city transport plans and in consultation with vulnerable groups)	
OUTPUTS		
Output: Countries supported in development and drafting of chosen NMT investment policy/commitment: 1 national commitment to NMT investment or policy commitment per country	As before	
Output: Cities supported in development and drafting of chosen NMT investment policy/commitment1 NMT investment action plan for each city	As before	

VI.   REVIEW FINDINGS

A.   Strategic relevance

168. This section assesses 'the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor'. This includes an assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval.

Alignment to UNEP's Mid Term Strategy PoW and Strategic Priorities

169. This project is fully aligned with the UNEP Medium-term Strategy and PoW and is entirely suited to the priorities and policies of the target group, recipient and donor.

170. This project contributes to the UN Environment Programme's (UNEP's objective to promote a global transition to no- and low-emissions mobility for improved air quality and climate change mitigation – specifically, through promoting walking and cycling policies under the Share the Road Programme.

171. The project is fully integrated in UN Environment's Medium-Term Strategy (MTS) for 2018-2021 and supports the goals of the medium-term strategy under the Chemicals, Waste and Air Quality and Climate Change sub-programmes. This project made an important contribution to UN Environment's Chemicals, Waste and Air Quality Programme and to the Climate Change programme. The project contributes to the following expected accomplishments to UN Environment's 2020/2021 programme of work:

   • SP5 Chemicals, waste and air quality: Sound management of chemicals and waste and improved air quality contribute to a healthier environment and better health for all

   • EA:(c) National emissions sources identified, policies, legal, regulatory, fiscal and institutional frameworks and mechanisms for the reduction of air pollution developed, institutional capacity built for improved air quality, and air quality assessments done by countries with UNEP support

   • Indicator: (ii) Increase the number of governments that have developed or adopted policies/technologies/practices, standards and legal, regulatory, fiscal and institutional frameworks and mechanisms for improved air quality with UNEP support

   • SP1 Climate Change: countries increasingly make the transition to low-emission economic development, and enhance their adaptation and resilience to climate change

   • EA:(b) Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies.

   • Indicator: (i) Increase in the number of countries supported by UNEP that make progress in adopting and/or implementing low greenhouse gas emission development plans, strategies and/or policies.

172. The key comparative advantage of UNEP in working on the mobility issues outlined in this project is that it is a neutral partner that can bring together governments, private sector, and civil society to agree on moving towards more sustainable mobility. UNEP is also a neutral qualified partner for governments to advise them on policy options to support zero and low emission transport policies. The UNEP has excellent networks at regional and global level that can provide support to governments in introducing

sustainable mobility. And finally, UN Environment Programme can bring governments together at regional and global level to agree on targets and roadmaps on the introduction of cleaner mobility (as part of air quality and/or climate roadmaps).

Alignment to UNDA strategic priorities

173. The project is entirely aligned with the UNDA strategic priorities. The UN Development Account is a capacity development programme of the United Nations Secretariat aiming at enhancing capacities of developing countries in the priority areas of the United Nations Development Agenda (SDGs). The Development Account is funded from the Secretariat's regular budget and implemented by 10 entities of the UN Secretariat. It is focused on interagency coordination and working together on achieving the SDGs (UNDA 2023).

Relevance to regional, sub-regional and national (i.e. beneficiaries') environmental priorities

174. The project is fully aligned with global, regional, and beneficiaries' environmental priorities.

175. Transport challenges have been highlighted by many regional economic bodies, governments, and cities as an impediment to sustainable development. In the Paris Agreement, cleaner transport targets were included by many developing countries in their Nationally Determined Contributions. The UN Environment has played a central role in the development of regional, national, and sub-national strategies on cleaner mobility. Building on these past initiatives, this project will continue to support the implementation of the already agreed strategies and the development of new strategies and roadmaps to promote cleaner mobility – in the area of NMT investment.

176. At the fourth session of the United Nations Environment Assembly, a resolution on Sustainable Mobility (UNEP/EA.4/L.4) was adopted. The resolution, the first ever by a UN Assembly, considers sustainable mobility to include, inter alia, electric mobility, sustainable biofuels, active mobility (walking and cycling), public transport, shared mobility, low emission and efficient fuels and efficient combustion engines, hydrogen and e-fuels, and compressed liquid natural gas, aimed at improving air quality and human health, particularly in urban settings. The resolution also requested the Executive Director, within the mandate, programme of work and available resources, to promote sustainable mobility.

177. NMT is not systematically invested in right now in Ethiopia, Rwanda, and Zambia. A national NMT policy provides a good starting point for change but much more needs to be done. Rather than try and change the existing way of doing things, this project supported a re-design of the system of investing, approving, and building road infrastructure – to ensure that it includes NMT and making sure that the needs of vulnerable groups are built into the process.

178. The project aligns in a highly satisfactory manner with Ethiopia's existing concerns and values – regarding climate mitigation, air quality, road congestion, and users. Improving infrastructure for walking and cycling, and paying attention to the needs of vulnerable groups, is essential to Addis Ababa's NMT Strategy (2019-2018) (AACA 2019), launched in 2019. According to the Deputy Mayor of the City at the time, 'for too long, transport planning has focused on the needs of private car users without considering the majority of Addis Ababa residents who walk, cycle, or use public transport. This approach has exacerbated problems of congestion and road safety, both of which affect economic growth, productivity, and public health. Moving forward, the Addis Ababa City

Administration commits to investing in sustainable transport systems that help tackle climate change, facilitate trade, and improve access to education, health, and jobs.

179. *'Over the next ten years, we will develop a citywide walking and cycling network that makes sustainable modes safe, convenient, and easy to use. Better street designs will be complemented by innovative mobility services such as bicycle sharing to give more residents access to clean, healthy mobility. Greater investment in non-motorised transport will bring a number of benefits, particularly for low-income residents.' (Deputy Mayor of Addis Ababa) (AACA 2019)*

180. Ethiopia's country wide NMT Strategy (2019-2028), developed with support from UNEP, UN-Habitat and the Institute for Transportation and Development Policy (ITDP) has a high level of commitment to vulnerable groups, nothing that 'all Ethiopian citizens have the right to safe and efficient transport services and infrastructure. The NMT Strategy will ensure universal access in provision of transport infrastructure and services.' The national strategy aligns with Ethiopia's Climate Resilient Transport Sector Strategy, which notes that the promotion of NMT and efficient public transport are key means of mitigating greenhouse gas emissions and reducing energy use. The NMT Strategy includes a ten-year implementation plan for the country's investment in infrastructure.

181. The country is also committed to policy development through consultation: both strategies were developed following extensive consultation, and the national policy welcomes further engagement, noting that successful implementation of the NMT Strategy will require the joint efforts of concerned stakeholders to develop a transport system that provides safe, equitable access for all road users. 'Provision of transport services and infrastructure is a complex task that calls for concerted efforts and participation of all relevant stakeholders. Development and implementation of the NMT Strategy will be achieved through close collaboration among government departments, civil society, the private sector, and other partners' (RoE 2020).

182. Likewise, the project aligns in a highly satisfactory manner with **both Zambia and Rwanda's** existing concerns and values.

183. In **Zambia**, the Ministry of Transport and Logistics (MOTC) has developed an NMT Strategy to guide the implementation of high quality non-motorized transport systems in Zambia. The aim of the NMT Strategy is to achieve improved access through sustainable transport modes including walking, cycling, and public transport. The NMT Strategy for Zambia is consistent with the National Road Traffic Safety Policy and Action Plan, which envision "a safe road network for all road users" in line with the United Nation's Decade of Action for Road Safety, which declared a goal of reducing road fatalities by 50 percent by 2020 (RoZ 2019).

184. **Rwanda's** National Transport Policy (2019) (RoR 2021) commits the government to ensure an equitable allocation of resources to the various transport modes and equitable access to efficient and safe transport services. The Policy also exhibits strong commitment to vulnerable groups, universal access, and gender equity. Further, 'transport systems should assist in the reduction of poverty and the provision of employment. Transport investments will prioritize modes used by lower income groups, including walking, cycling, and public transport. People with small children, people carrying heavy shopping or luggage, people with temporary accident injuries, and older people can all benefit from an inclusive transport environment.'

185. Rwanda has endorsed the United Nations Sustainable Development Goals (SDGs), which include the following transport-related targets:

   • By 2020, halve the number of global deaths and injuries from road traffic accidents

- Develop quality, reliable, sustainable, and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all

- By 2030, provide access to safe, affordable, accessible, and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, people with disabilities and older people.

186. Rwanda's Intended Nationally Determined Contribution under the Paris Climate Accord stresses the need for urgent action to address Rwanda's vulnerability due to the climate crisis and reduce dependence on foreign petroleum imports. The Policy therefore intends to increase the mode share of walking and cycling, reduce the use of personal vehicles, improve road safety, and improve air quality and reduce carbon emissions.

Complementarity with existing interventions/coherence

187. This section considers the way in which the project has taken account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector, or institution) that address similar needs of the same target groups.

188. The project shows full complementarity, with no duplication, and has identified clear benefits to collaboration. These benefits become evident throughout the project, particularly regarding stakeholder engagement and drawing from the knowledge and insight of existing project teams.

189. The UN Habitat Mobility Team, through the Global Environment Facility funded project – Sustainable Transport Solutions for East African Cities project – supported Addis Ababa with technical advice and capacity building on planning for Bus Rapid Transit and its integration with NMT – as well as with the development of an NMT city strategy. In addition, UN-Habitat is also supporting the city of Hawassa with transport demand studies and pedestrian surveys as part of a larger integrated planning project.

190. At the onset of the project, UNEP was supporting the national government of Ethiopia to develop an NMT strategy that set out a clear vision and objectives for prioritizing pedestrians and cyclists.

191. The Addis Ababa City Administration together with Bloomberg Initiative for Global Road Safety (BIGRS) is working to reduce traffic crashes along major streets in the city. The Addis Ababa's road safety targets are that by 2023, the city will reduce by half the number of deaths and injuries from road traffic crashes and by 2030, will provide access to safe, affordable, accessible, and sustainable transport systems for all.

192. The UN Habitat Rwanda office, working with the Ministry of Infrastructure and the Rubavu Local Government plan to enhance the existing master plans for the urban area in Rubavu District and proposes a Planned City Extension based on UN-Habitat's principles for Sustainable Urban Development. A Planned City Extension concept plan has been prepared and approved for Rubavu, and for Nyagatare. A guideline to support secondary city authorities in city planning has also been developed. The UN Habitat Mobility Team is supporting the Government of Rwanda in developing a National Urban Policy.

193. GGGI Rwanda supports the Government of Rwanda in the achievement of the goals and targets set in its strategy documents. GGGI Rwanda country programme, guided by its five-year Country Planning Framework, leverages GGGI's knowledge and experience in achieving green growth outcomes aligned with national priorities. GGGI Rwanda and UN

Environment Share the Road Programme have also previously worked together on organising a training programme for African cities on bicycle share.

194. The UNDP Zambia office supports the prioritization of NMT and has been a key stakeholder in the UN Environment Share the Road project, attending stakeholder meetings and advocating with the government in partnership with UNEP and the upcoming Zambia Electric Mobility Project. The office also facilitated the development of Zambia's investment case in Road Safety. They are also supporting the Pedestrian First Zambia (PFZ) project which is focusing on building the capacity for stakeholders to plan the road infrastructure with the pedestrian lens. Having an investment policy on NMT will enforce the capacity built from the PFZ project.

Table 8: Summary table for Strategic Relevance assessment

Strategic Relevance	Highly Satisfactory	6
Alignment to UNEP's MTS, POW, and strategic priorities	Highly Satisfactory	6
Alignment to UNDA strategic priorities	Highly Satisfactory	6
Relevance to regional, sub-regional and national issues and needs	Highly Satisfactory	6
Complementarity with existing interventions/Coherence	Highly Satisfactory	6

Rating for Strategic Relevance: Highly Satisfactory

B.   Effectiveness

195. This section reviews the extent to which outputs are verifiable, outcomes were achieved, and impact is moderately likely.

196. The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, are also discussed.

197. The analysis is guided by the review of the Theory of Change. The section first reviews the relatively straightforward availability of outputs (a quantitative assessment of the outputs available for review) as well as the depth and nuance of the outputs (aligned with the detail of the intended output), and reviews these against the associated outcomes. Finally, the section covers the likelihood of impact.

198. The quantitative assessment lists each output, and lists and references the output available, noting its achievement against the evaluation criteria. In a more qualitative approach, the section draws substantially from interviews with project implementation partners and assess the extent to which they feel the outcomes were achieved.

Availability of outputs

199. This section assesses the project's success in producing the programmed outputs and achieving milestones as per the project design document. The impact of Covid-19 has been noted, and modifications are considered to be part of the project design.

200. Availability of Outputs is rated as Satisfactory. This is achieved through preparation of spreadsheets, reports, minutes, and other documentation, aligned with the relevant outcomes, and catalogued by the UNEP. Although the quality of outputs are uneven

across countries, all are of sufficient quality and detail to logically and systematically progress toward the assigned outcome, and align with the associated project activity. Quality standards were obtained despite Covid-19 meaning that project teams could not meet in person at inception, through online meetings. Individual online support was by the University of Cape Town (UCT) project design team.

201. High levels of ownership by country implementation partners were facilitated partly by the way in which UNEP and UCT enabled a balance between insisting on project comparability across countries (through design of monitoring and stakeholder frameworks) and giving individual country partners freedom to use their particular skills and networks. Implementation partners were free to combine meetings with stakeholders where this worked best and develop their own understandings of vulnerable stakeholders for engagement. Partners were not required to report one-on-one meetings in detail and were able to engage with UNEP informally when not engaged in formal programmed outputs.

202. Detailed reports were prepared and submitted for each appropriate project activity, output, or outcome, based on an Activity Feedback template that ensured a high level of comparability across each country.

203. Each project partner (GGGI, UNDP, and WRI) submitted a report providing an overview of the stakeholder mapping and analysis; each report was supported by a stakeholder engagement list, which identified civil society and other organizations and networks representing vulnerable groups, and identification of other stakeholders who influence investment in walking and cycling.

204. In year two (2021), project partners produced a report on national stakeholder engagement and on in-country activities (such as car-free days, cycling events, workshops and working groups, and secondary city field visits). Meeting agendas, minutes and summaries were included. Meeting minutes have a high level of detail, including ongoing activities, challenges, and ways forward. Where data was collected as part of the activity, this is included as a spreadsheet. Participants are listed although there are rarely signed registers.

205. Adherence to project reporting requirements was strictly applied by UNEP, and correspondence was available to the reviewer where in one instance reporting requirements were not met.

Outputs to achieve Outcome 1

206. **Outputs 1.1-1.3:** Participants in this review indicate that the number of engaged civil society organizations was not exhaustive enough due to mainly Covid-19 restrictions, and most of the engagements were limited to the NMT Working Groups and workshops. They would have liked to include focus groups for deeper understanding of needs. Overall, however, partners are satisfied with stakeholder engagement, and are confident that stakeholder engagement was substantially meaningful.

207. The stakeholder engagement plan and method was initially highly ambitious, with a novel capabilities and transitions approach (see Innovative elements). A combination of Covid-19 limitations, and a relatively entrenched programmatic approach to stakeholder engagement and participatory processes, however, meant that this innovation was not always carried through. An expectation remained within the government that facilitating partners would speak on behalf of vulnerable groups, rather than invite vulnerable groups directly into engagements. The extent to which vulnerable group representatives were involved in state-initiated stakeholder engagement processes varied throughout the course of the project.

208. Stakeholder analysis templates are thorough and deliver high value to the project. Stakeholder engagement lists do not always include gender breakdown, however, and initially did not delve into stakeholder groups that were not only NMT-focused (in other words, people who walk or cycle but are not NMT activist organizations as such). This is considered under Lessons Learned. Although this is not a project output, a single spreadsheet per country that collates stakeholders identified, compared to stakeholders engaged in workshops, and stakeholders participating in working groups, would be a valuable contribution. Attendance registers are not always available for review and are not always disaggregated by gender or other representativity.

209. Stakeholder engagements at times were attended by a disproportion of government representatives, with fewer vulnerable group representatives; this is the nature of the challenge, as the project identified the need to engage vulnerable groups precisely because not only are these groups currently under-represented, but there are also possibly only a few organizations with which to engage.

210. Country implementers noted the challenges to including vulnerable groups, and valued the mandate to engage these groups:

211. *'The requirement to engage with vulnerable groups was new to [government]. But it's not the easiest task – you try, you try, you invite vulnerable groups, but you have to be more intentional.'*

212. During project review, partners also noted that engagement with vulnerable groups (as opposed to government engagement) has become more common, and there was evidence of 'stakeholder fatigue' among groups engaged. Implementation 'comes years later' and vulnerable groups do not necessarily know whether, and if, their input was taken on board.

213. *'They would get per diem but were their opinions actually integrated? We need to find a way to make engagement more two-sided, to feel that their time and info is valued. That requires training to staff who are conducting these engagements.'*

214. This is discussed further in Conclusions, Lessons learned and Recommendations.

215. Stakeholder mapping and analysis was more likely to be conducted by country implementing partners <u>for</u> countries or cities rather than <u>with</u> them, as support. This was perhaps a function of the output being a country partner deliverable. This reduces or limits the extent of capacity development in support of the project outcome and objective (for both government and stakeholder groups), but also reflects the extent to which capacity development is needed in project countries. Stakeholders note for example in Ethiopia, securing government commitment was simpler than fostering direct engagement between government and vulnerable groups.

Table 9: Outputs 1.1-1.3: available to achieve Outcome 1

Output 1.1 Stakeholder engagement plan and method for working with vulnerable groups in each of the three countries
Spreadsheet and reports are available for review (UNEP 2020c; UCT 2020b)
Checklist of steps to develop outputs, for country partners (UNEP 2020f)
Output 1.2 Stakeholder analysis at national and city levels representing vulnerable groups, with countries and cities supported with stakeholder mapping analysis in each of the three countries
Spreadsheets and reports are available for review (WRI 2021a; GGGI 2021b; UNDP 2021a)
Output 1.3 Country / city level support with stakeholder engagement with vulnerable groups and recommendations report from vulnerable groups on prioritization areas
Reports are available for review (WRI 2021b; 2021d; 2022d; 2022a; UNDP 2022d; 2022b; 2021c; 2021d; GGGI 2023d; 2021d)

Zambia vulnerable group meetings
Report: Walking and Cycling Policy workshop at Mulungushi conference centre, Lusaka: May 2021 involving organizations representing vulnerable groups, including women (street vendors and marketeers), children, and people with disabilities (UNDP 2021b) (attendance register not available for review)
Concept note and notes: Chipata city workshop and field visit: November 2021(UNDP 2021c) (attendance register not available for review)
Report and attendance register: 'Consultative meeting for Safety of All NMT Users', Ndola City: September 2022 – focus on school goers as vulnerable groups, focus on road safety, site visits. City and national level engagement was combined. UNDP also conducted site visits at several schools including Dambo School, Kansenshi Secondary School and Kansenshi Combined School (UNDP 2022b; 2023a)
The above meeting in September also included participation from the Ministry of Community Development and Social Welfare. The ministry served as a key focal point for ensuring the attendance of other vulnerable groups including marketeers, the elderly, and women. Public transport operators also attended the session. (UNDP 2022b; 2023a)
Report: Multi-Stakeholder Partnership meeting, Lusaka, Waterfalls Hotel, Chongwe, 26-28 October 2022. At this workshop UNDP undertook stakeholder engagement with vulnerable groups and other stakeholders. The session was attended by both national and city level government, including representatives from Ndola, Livingstone, and Chipata – in Zambia, national and city-level workshops were combined (UNDP 2022c) (attendance register is available for review)
Rwanda vulnerable group meetings
Report and concept note: Mapathon and Workshop, Musanze – focus on youth, June 2021(GGGI 2021d) (attendance register is available for review)
Report and attendance: Huye City, December 2022 – broader vulnerable groups (GGGI 2022e; 2022f)
Reports: Don Bosco primary school – focus on school goers as vulnerable groups, site visits, mobility challenges, May 2023 (GGGI 2023d; 2021a) (attendance register is available for review)
Ethiopia vulnerable group meetings
Report and participant list: Vulnerable groups workshop (national) February 2022: 4 disability organizations (participants gender disaggregated) (WRI 2021c)
Report and attendance register) Vulnerable groups workshop (city level) July 2022: disability organizations, detailed SWOT analysis, disaggregated (WRI 2022d; 2022a)

216. **Outputs 1.4-1.5:** A Menu of Interventions had been developed to assist country partners in prioritizing areas of intervention and investment (Walk21 2020); however, it was more usual that broad options for NMT implementation were proposed in the reports (such as 'build safer infrastructure'). Details of prioritization mechanisms and processes are not always sufficiently detailed, which can lead to 'laundry lists.'

217. Prioritization, plans and commitments are uneven across countries. It is not always clear the extent to which contributions inform the NMT investment planning (as opposed NMT planning).

218. At times it is not clear of the extent to which all countries or cities were <u>supported</u> with Technical Assistance for identifying options for prioritizing NMT investment. Like with stakeholder mapping, identifying options was more likely to be conducted by country implementing partners <u>for</u> countries or cities rather than by supporting the country or city to do so. This was perhaps a function of the output being a country partner deliverable. This does risk reducing or limiting the extent of capacity development in support of the project outcome and objective (for both government and stakeholder groups) but also, as with the above, but reflects the extent to which capacity development is needed in project countries.

219. It is also not always clear from reports how recommendations reports were updated and revised after 1:1 meetings with vulnerable groups. During the review process, stakeholders noted that a better output would have been if:

220. *'We had asked vulnerable groups representatives to rank the different recommendations themselves in order of priority so that the process of prioritization is not left up solely to government officials as and when their budget permits.'*

221. A report showing initial recommendations, compared with revised recommendations, would have been a useful output.

222. Reports on 1:1 meetings were not required project outputs.

Table 10: Outputs 1.4-1.5: available to achieve Outcome 1

Output 1.4 Countries/cities supported with technical assistance (TA) for identification of options for prioritizing NMT investment & recommendations report from vulnerable groups on NMT prioritization areas in each of the three countries (see above)
Zambia
Report: Stakeholder mapping and investment priority (UNDP 2020b
Review and recommendations for the NMT Strategy, Zambia (UNDP 2022c)
Rwanda
Spreadsheet: Matrix of options and decision-support (GGGI 2022b)
Report: Stakeholder mapping and investment priority (GGGI 2021b)
Report, survey data, concept visualisation: feasibility for a car-free zone in Huye City: (GGGI 2022a; 2022c)
Ethiopia
Report: Stakeholder mapping and investment priority (WRI 2020b)
Technical Assistance reports and Annual Reports outlining assistance are available for review.
Output 1.5 Updated recommendations report from vulnerable groups on NMT prioritization areas after 1:1 meetings with vulnerable groups and survey analysis
Refer to output 1.3
Survey questionnaire and report, Africa-wide (Walk 21 2020)
Zambia
Survey questionnaire, Zambia (UNDP 2020c) (survey report was not available for review, nor was revised or updated recommendations based on the survey; the outcomes were not dependent on this report, however.
Rwanda
Survey report, Rwanda, May 2023, indicating prioritization approaches (GGGI 2023e):
Ethiopia
No survey was conducted in Ethiopia (this was not a required output)

223. **Output 1.6-1.7:** It is not always clear what constitutes the <u>establishment</u> of a working group; working groups tended to be held yearly, as a relatively large stakeholder group, rather than an agile group meeting more frequently and providing in-depth input into planning. Attendees vary at meetings (i.e. there does not always seem to be a consistent group of working members per country). MoUs of working groups are not available for review. Recommendation 2 will reflect on this challenge.

224. In Ethiopia, the circumstances are different. The Ministry of Transport had established a cross-sector working group to support the implementation of the existing NMT Strategy (a national NMT Steering Committee). WRI, as a focal point in this Steering Committee, organized and led working groups on matters related to investment in NMT and the inclusion of vulnerable groups and other stakeholders in decision making. Although this was a pre-existing working group, this project was able to shape the agenda and introduce a focus on vulnerable groups and involve vulnerable groups themselves. Where there is fragmentation of NMT teams at government level in

Ethiopia, and where structural changes in government meant government-led working groups did not meet, WRI has been able to provide coherence, consistency, and momentum.

225. The establishment of a city-level working group, chaired by Bahir Dar University, marked a milestone in fostering collaboration between various stakeholders, notes the country team. The active participation of eight members representing associations of vulnerable groups, city transport and roads authorities, and traffic police ensured that the project incorporated the perspectives and needs of diverse communities in Bahir Dar.

226. Technical assistance included collaborations to organize walking and cycling events (in Ethiopia and Rwanda), support from WRI to government as part of its BIGRS involvement, and support from GGGI in Rwanda as part of its ongoing work with MININFRA (Ministry of Infrastructure) and the Secondary Cities. Events were particularly successful, and country partners maintain that these would be preferable approaches to engagement if they were to repeat the project. In Bahir Dar, which has frequently had monthly cycling events, the project facilitated the first ever event at which people living with disability were included: *'Everyone was there, it was really good!'*

Table 11: Outputs 1.6-1.7: available to achieve Outcome 1

Output 1.6 Working group established at national level, including representation from vulnerable groups, to inform development of NMT investment planning by national government (GGGI 2020b; 2022e; n.d.; WRI 2022h; UNDP 2023a)
Zambia
Minutes and attendance register: First working group meeting held September 2020, with the Zambian Ministry of Local Government, UNDP, the Road Transport Safety Agency (RTSA) and the University of Zambia (UNZA). Working group meeting embedded in the Pedestrian's First Steering Committee) (UNDP 2020a; 2023a)
Agenda and attendance register: Two-day meeting in Lusaka (Ciela Resort venue) to create a term of reference that would guide the work of the city level and national level working groups (UNDP 2022a) (ToR is not available for review). The meeting was attended by different stakeholders including the Ministry Transport, WHO, UN-Habitat, NGOs, and city councils
No further working group meeting in 2021 or 2022
Attendance register: Stakeholder meeting in May 2023, to consolidate the findings from all meetings and develop the Investment Plan (UNDP 2022c) (minutes or report not available for review)
Rwanda
No working group established in 2020, due to Covid-19
Agenda and participant list; presentation: First National NMT meeting, 23 November 2020 (GGGI 2020b) (minutes available for review)
Agenda and participant list; presentations: Second National NMT meeting, 20 May 2021 (GGGI 2021c) (minutes available for review)
Ethiopia
No working group established in 2020, due to Covid-19
Report of activities undertaken: Working group report 2021 (WRI 2022g) (attendance register or participant list available for review)
Report of activities undertaken: Working group report 2022 (WRI 2022b) (attendance register or participant list available for review)
Report of activities undertaken: Working group report 2023 (WRI 2023c) (attendance register or participant list available for review)
Output 1.7 Working group established at city level, including representation from vulnerable groups, to inform development of NMT investment planning by national government (UNDP 2022d; GGGI 2021c; 2022e; WRI 2022g; 2022b; 2023c)
Zambia

Refer to Output 1.6, above
Rwanda
Report and participant list: Huye City working group, December 2022 (GGGI 2022e)
Ethiopia
Report and participant list: Secondary City working group report (WRI 2022h; 2022d)
Report: Bahir Bar cycle day, December 2022 (WRI 2022h)

Outputs to achieve Outcome 2

227. Outputs 2.1-2.4: The project led to each country and each selected city committing to increase NMT investment and improve NMT infrastructure, and to take into account the needs of vulnerable users, particularly people living with disability. However, overall, countries and cities developed commitment statements rather than policy revisions or investment plans (with the exception of Huye City, and Bahir Dar City, which included relatively detailed and measurable commitments).

228. During the review process, stakeholders expressed disappointment that due to limited engagement and consultation opportunities with a wide range of stakeholders at national and city level from the beginning of the project (because of Covid-restrictions), and the consequent time constraints, the identified policies and actions were not always well communicated and officially integrated at national and city levels. Lesson learned 2 and Recommendation 3 reflect on these concerns.

229. Partners would have valued more time to slowly undertake activities that would lead to the identification of policies and actions that would later be mainstreamed and endorsed in the National and City level transport policies. Lessons Learned 2 reflects on this concern.

230. To some extent, stakeholders feel that commitments capture the 'low-hanging fruit' but that actions targeting at meeting the needs of specific groups like people living with disabilities are not clearly captured.

231. During the review process, one interviewee noted that in their country, policies:

232. *'do not adequately address non-motorized transport … and the implementation plans have very few annual targets or estimated costs for constructing walkways and cycle tracks, unlike other activities.'*

233. They thus also express disappointment that the project outcome did not include an NMT policy review, and that the commitments did not deepen existing NMT commitments or develop detailed investment plans. This concern is reflected on under the [assessment of the Theory of Change](#), and in Lesson learned 3.

234. Also during the review process, stakeholders noted how they would have liked to see a stronger project outcome:

235. *'We would [prefer to] provide more intensive technical support for developing well-researched, detailed policy drafts through collaborative workshops … with specific, costed policies and plans that prioritize the allocation of resources for NMT infrastructure development. Clear timelines and responsibilities for approval process would be outlined.*

236. *'Simply identifying NMT as a priority is not enough – budgets and timelines need to be attached. We would also [prefer to] track progress on implementing commitments through the project duration to ensure priorities are followed by actions and resources. Continuous follow-ups would be needed to ensure policies are adopted and implemented after the project ends.'*

237. Country and city commitments are not all accompanied by a detailed timeframe, responsible stakeholders, required resources, and potential sources of funds. Lesson learned 3 reflects on this.

Table 12: Outputs 2.1.2.4 available to achieve Outcome 2

Output 2.1 Each of the three countries/cities are supported with development of a report on identification of options for prioritizing NMT investment, a framework on NMT investment reality, opportunities, challenges, and recommendations (for national and city level)
Refer Output 1.4
Output 2.2 Report on national government workshops, which were organized in order to disseminate findings and commitments from the national policy for NMT prepared in partnership with the UN Environment Share the Road Programme, from the framework developed in OP2.1, feedback from vulnerable group engagement and to build capacity on non-motorized transport stakeholder needs and opportunities for NMT investment prioritization
Zambia
Refer to Output 1.3, above
Rwanda
Report: Africa Regional Forum for Action: Inclusive and Active Mobility in a Changing Climate, June 2022 (GGGI 2022d)
Ethiopia
WRI advised the Ethiopia NMT steering committee directly. No specific report is associated with this output
Report and participant list: Secondary city field visits and next steps (WRI 2022c)
Report: National stakeholder engagement year 2 (WRI 2022e)
Report: Secondary city cycling event (WRI 2022i)
Output 2.3 Report on city workshops, which were organized in order to disseminate findings and commitments from the national policy for NMT prepared in partnership with the UN Environment Share the Road Programme, from the framework developed in OP2.1, feedback from vulnerable group engagement and to build capacity on non-motorized transport stakeholder needs and opportunities for NMT investment prioritization
Zambia
Report and attendance register: 'Consultative meeting for Safety of All NMT Users', Ndola City: September 2022 – focus on school goers as vulnerable groups, focus on road safety, site visits. City and national level engagement was combined. UNDP also conducted site visits at several schools including Dambo School, Kansenshi Secondary School and Kansenshi Combined School (UNDP 2022b; 2023a) (Refer Output 1.3, above)
Rwanda
Huye City Working group workshop report, December 2022 (GGGI 2022f)
Report on City government workshop, Huye, March 2023 (GGGI 2023c)
Ethiopia
Refer Output 2.2, above.

Table 13: Outputs 2.4–2.5 available to achieve Outcome 2

Output 2.4 Countries supported in development and drafting of chosen NMT investment policy/commitment: 1 national commitment to NMT investment or policy commitment per country
This section below outlines the NMT commitments per country
Zambia
The Lusaka City Council signed a commitment to promote safe and inclusive roads, by coordinating institutions that deal with the road sector, such as participation of vulnerable groups on NMT projects; by designing inclusive streets for all road users (ie pedestrians, people living with disabilities, managing speed to reduce fatalities especially in densely populated such as schools and residential areas, and working with the

Ministry of Transport and Logistics to ensure this endeavour is spread out across the country and not just Lusaka (LCC 2023). A verbal commitment from the Permanent Secretary for Transport was also received, and recorded in a presentation and meeting notes submitted by the project partner (UNDP Zambia)

Rwanda
While there was no direct national commitment as a consequence of this engagement, national stakeholders reviewed and accepted intervention and investment reports. Also refer to regional impact, under Country Selection. The project's presence in Rwanda has played a catalytic role in developing regional momentum around NMT. Through its positive engagement with Rwanda as a project country (academic, government, and NGO stakeholders), a process was set in motion for UNEP to contribute to substantial engagement with critical levels of government (officials and political) across Africa as a whole, and the provision of TA and knowledge about NMT financing, planning, advocacy, and infrastructure design, across Africa as a whole. This was achieved through both the Africa Network for Walking and Cycling (ANWAC) conference in Kigali in 2022, and the Walk21 Conference in Kigali in 2023. This is likely to contribute significantly to the continuity of achieved project outcomes.

Ethiopia
Ethiopia had launched the first non-motorized transport strategy in 2020. A three-year implementation plan had also been launched with a detailed breakdown of activities and assigning responsibilities to regional cities, other ministries and concerned agencies. Despite this, implementation is challenged by the new restructuring at the ministry of transport and Logistics, where there is a lack of clarity regarding the roles and responsibilities on who is responsible to lead NMT activities. Ethiopia had also launched a National Road Safety Strategy in 2022. To support the implementation, World Resources Institute (WRI) has begun the process of signing an MOU with the Ethiopian Roads Administration (ERA) to influence more inclusive road development. The NMT implementation Plan will also be reviewed and lessons from the past three years will be considered to address the critical gap especially finding budget for NMT infrastructure (WRI 2022f). This is not directly project related, but through WRI's existing relationships and engagement, the project is able to continuously surface the investment agenda and shape the existing implementation plan.
The Republic of Ethiopia has delivered a detailed commitment letter to WRI, noting that they commit to: - Organising regular meetings with NMT steering committee, to ensure that all stakeholders are aligned on the goals and priorities;   - Strengthen the Ethiopian Road Administration's (ERA) role in NMT implementation;   - Facilitate a high-level meeting with selected secondary city mayors, the ERA, and regional road authorities;   - Undertake a high-level meeting with the Ministry of Finance to address some of the challenges that prevent the implementation of the NMT Strategy; and   - Ensure the participation of vulnerable groups on NMT projects (RoE 2023)

Output 2.5 Cities are supported in development and drafting of chosen NMT investment policy/commitment: 1 city commitment to NMT investment or policy commitment per city
This section below outlines the NMT commitments per <u>city</u>

Zambia
The City of Ndola signed a commitment towards 'enhancing road safety and making our roads especially in the Central Business District walkable by introducing walkways and adequate road signage. The Council further commits to coordinate with other stakeholders such as Traffic Police, Road Transport and Safety Agency, Road Development Agency [at] both design and implementation stages in order to avert road traffic accidents' (Ndola 2023)

Rwanda
Huye City has developed an Investment Action plan that has an overarching goal ' to establish a sustainable environment for all citizens and visitors to get connected to every destination and enjoy the premises of the City through well developed, integrated, accessible, safe, inclusive and user-friendly Transport Infrastructure across all the corners of the City. The strategic objectives of the Plan are to promote the use of NMT modes and effective use of the existing NMT Infrastructure; enhance the comfortability, safety, and sustainability of the existing NMT infrastructure and facilities; improve the connectivity and integration of the existing NMT

Infrastructure and facilities; and upscale the existing NMT Infrastructure to reach new destinations across the City (Huye City 2023).
The Action plan includes a timeframe, responsible stakeholders, required resources, and potential sources of funds.
The Action plan is also accompanied by a letter from the Mayor of Huye District, acknowledging the technical support, noting that the project builds on existing initiatives in the city, and that the assistance has already supported in the mobilization of funds (Huye City 2022).
The project also facilitated a commitment and MoU between GuraRide bike share and Huye District, whereby GURA commits to providing, installing, and maintaining an electric bicycle sharing scheme (GuraRide and Huye City 2022).
Ethiopia
In Bahir Dar City, the City Roads Authority and the Federation of Associations of People with Disability, agreed to the following commitments (Bahir Dar City 2023):
• Expansion of Biking Infrastructure: The city aims to build 20 kilometres of additional biking infrastructure by 2025, creating a more extensive and interconnected biking network.   • Incorporation of Biking Infrastructure in New Roads: The authority mandates the inclusion of dedicated biking lanes in all newly constructed roads with a width of 30 meters or more.   • Dedicated Sidewalks: Streets with a width of 10 meters or more will incorporate dedicated sidewalks to ensure pedestrian safety and accessibility.   • Focus on Vulnerable Populations: NMT infrastructure development will prioritize areas with vulnerable populations, such as the elderly and people with disabilities.   • Community Engagement: The city authorities will actively involve local residents, especially vulnerable groups, in decision-making processes related to NMT infrastructure.
The City Roads Authority further notes that it is deeply committed to support the city's vision of becoming a sustainable, inclusive, resilient, and vibrant urban centre.

Table 14: Outputs 2.6–2.7 available to achieve Outcome 2

Output 2.6: A case study per country on the NMT investment prioritization process and inclusion of vulnerable groups at national and city level, with an analysis of similarities and differences along with recommendations (WRI 2023b; GGGI 2023b; UNDP 2023b).
Zambia
Draft case study available for review. Final edit and layout pending (UNDP 2023b)
Rwanda
Draft case study available for review. Final edit and layout pending (GGGI 2023b)
Ethiopia
Draft case study available for review. Final edit and layout pending (WRI 2023b)
Output 2.7 The case studies have been disseminated using the existing UN Environment Share the Road global network of governments, non-governmental organizations, civil society, regional bodies, educational institutions, and development partners
Dissemination is scheduled for 2024

Table 15: Outputs available in respect of capacity development

> The Institute for Transportation Development Policy (ITDP) was engaged towards the end of the project to facilitate cooperation and build capacity of African governments and other stakeholders to develop a harmonized approach to walking and cycling prioritization, financing, policy, planning, and infrastructure and to share knowledge of financing and investment approaches for active mobility (challenges, opportunities, experiences) through regional upscaling events.
>
> Documentation was available to review all outputs for ITDP capacity development programmes, including draft and final event agendas, event reports, and attendance registers (Ethiopia and online registers included gender of participants) (ITDP, 2023f, 2023a, 2023b, 2023c, 2023d, 2023g, 2023e, 2024; UNEP, 2023a, 2023b).

Achievement of outcomes

238. For the purposes of this Review, Achievement of Outcomes has been reviewed against the two outcomes stated in the Theory of Change (refer to section above, Theory of Change). These outcomes are re-stated below:

239. **Outcome 1:** Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) in jointly developing policies which systematically prioritize NMT investment and are inclusive of the needs of vulnerable groups (at national and city level).

240. **Outcome 2:** Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups)

241. Outputs delivered support the logical journey toward building the outcomes, aligned with the Theory of Change and the drivers to support the transition from outputs to outcomes.

242. These outputs delivered significantly on two key elements of the outcomes: (i) enhanced engagement between policy makers and groups representing vulnerable groups, and (ii) improved capacity of city and national government officials in three countries to systematically prioritize and allocate resources to NMT infrastructure.

243. In the end, however, no new policies were developed, and for this reason, the outcomes cannot be seen as having been fully achieved.

244. Nevertheless, each country made significant advances in their commitments to undertake action planning and develop policy in line with the project outcomes. Refer also to section Assessment of the Theory of Change and Results Framework.

Outcome 1

245. **OC**1: Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) in jointly developing policies which systematically prioritize NMT investment and are inclusive of the needs of vulnerable groups (at national and city level).

246. Civil society organizations representing the needs of vulnerable group were effectively included and empowered in NMT related stakeholder engagement activities at national and city level, to a lesser or greater extent.

247. An NMT investment policy, plan, or commitment, as chosen by the project country, and integrated with existing city transport plans and in consultation with vulnerable groups, was developed across all countries and project cities.

248. Project implementors note that they valued the opportunity to:

249. 'bring policymakers and vulnerable people together in a way that enabled or vulnerable people to speak for themselves and have their issues heard first hand'.

250. Through this engagement, implementers note that policymakers became aware 'that they often leave out the most vulnerable, and inclusion is a missing piece in their programming.'

251. Civil society organizations were highly interested in engagement activities, although the extent to which vulnerable group representatives were involved in government-initiated stakeholder engagement processes varied throughout the project course, and also varied by country. Engagement has nonetheless increased since project inception, and momentum is evident.

252. At times it was a challenge for country partners to identify or make contact with vulnerable groups, as vulnerable groups are not always represented by organizations. Thus there were not always high levels of participation by vulnerable groups, and at times government representatives outnumbered vulnerable groups by 100%. However, it must be highlighted that this is not an example of a project failing: a project outcome was <u>enhanced engagement with vulnerable groups</u>, compared to baseline, which the project did achieve very noticeably (ie, compared to the business-as-usual, which was no or marginal inclusion of vulnerable groups).

Outcome 2

253. OC2: Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups).

254. An NMT investment policy, plan, or commitment, as chosen by the project country, and integrated with existing city transport plans and in consultation with vulnerable groups, was developed across all countries and project cities.

255. Although not all commitment outputs show expanded or improved policies, or clear pathways to implementation (including responsible authorities, budgets, etc), they are evident of improved capacity against baseline, which is a stated Outcome, and a commitment to implement existing commitments where they existed.

256. In Zambia, for example, during the review, stakeholders note that:

257. 'The Project was not able to fully move NMT strategy to NMT policy or to make any edits to the 2019 National NMT Strategy. However, the project did ensure publicity of the NMT strategy and refer to it as a guiding tool for the conversations around the technical assistance and advocacy for increased resource actualization of the works.'

258. Stakeholders also note that they would have liked to be able to monitor resource allocation in government as an outcome; however, this would be a challenge where, during the project time the country changed government and 'with this comes priority changes'.

259. Nevertheless, commitments and action plans show clear consideration of vulnerable road users – beyond a simple identification of pedestrians and cyclists (ie, vulnerable groups are more differentiated, to include children, people living with disabilities, and other vulnerabilities.)

260. Refer also to the narrative under Outputs, above.

Likelihood of impact

261. This review considers the likelihood of intended, positive, long-term impacts becoming a reality, and draws on UNEP's Likelihood of Impact Assessment Decision Tree. The approach follows a 'likelihood tree' from project outcomes to impacts, taking account of whether the assumptions and drivers identified in Theory of Change hold.

262. Every activity, whether or not it was optimally executed, contributed to stakeholders (citizens, government, policymakers, organizations, even implementing partners) becoming increasingly aware of the impact of a lack of NMT investments on safety and health. This awareness is a key driver of change, in line with the project Theory of Change. Likewise this is the case with project outputs, each of which contribute to a critical mass of awareness and strengthening of the drivers of change.

263. During the review consultation process, project implementation partners rate likelihood of impact as likely.

264. Drivers to support transition from outputs to project outcome are in place – stakeholders are highly aware of the impact of a lack of NMT investment on their safety and health. This project increased this awareness, to focus on investment and infrastructure rather than the more typical sensitization and pedestrian/cyclist/driver behaviour.

265. Assumptions for the change process do mostly hold – in that there is currently political will to move forward on plans for national and city commitments. However, stakeholders note that this can be transient because of competing priorities and political instability. Increased focus on institutionalization and sustainable resourcing is needed for these assumptions to hold 100%. Improvement or revision in formal policy would have strengthened these assumptions and entrenched the political commitment beyond terms of office or current political will. This challenge is reflected on under Recommendations.

266. The desired intermediate state is a transformation in how urban mobility is prioritized in the three project countries, so that NMT is systematically invested in, resulting in expansion of NMT infrastructure on the ground, improved road safety for pedestrians and cyclists and reduction in emissions due to a modal shift from vehicle use to walking and cycling – with a particular focus on the needs of vulnerable groups.

267. The assumptions to attain this state, as well as level of achievement, is partial, in that while the project has indeed led to a project outcome of commitments to investment, there is not yet evidence of systematic investment, and project commitments are high level (they are not yet incorporated into policy). It is likely that continuous follow-up is needed to ensure transformation of how urban mobility is prioritized. Significant investment is needed before a modal shift is substantial, although a key project outcome is that current cyclists and pedestrians will benefit from improved safety.

268. Nevertheless, the drivers to support the transition to one of the two intended impacts are in place – that of increased recognition for vulnerable road users among development agencies and government authorities.

269. This increased recognition has been a significant outcome of the project – and to some extent, this impact is already visible; not only were government engagement processes exposed to the direct voices of vulnerable road users (rather than the more traditional process of intermediaries), but even implementing partners noted that their own recognition of the needs of vulnerable users had increased.

270. The intended impact of reduced global air pollution levels (and lower road fatalities for pedestrians and cyclists) will depend on implementation and modal shift (see above).

Figure 5: Bicycle-taxi used to train bicycle-taxi drivers in Huye City, Rwanda. The training school was set up Huye City taxi cyclists cooperative, as a direct consequence of participating in project stakeholder and working group meetings. Photographed by Gail Jennings during site visit

271. The project's presence in Rwanda has played a catalytic role in developing regional momentum around NMT. Through its positive engagement with Rwanda as a project country (academic, government, and NGO stakeholders), a process was set in motion for UNEP to contribute to substantial engagement with critical levels of government (officials and political) across Africa as a whole, and the provision of TA and knowledge about NMT financing, planning, advocacy, and infrastructure design, across Africa as a whole. This was achieved through both the Africa Network for Walking and Cycling (ANWAC) conference in Kigali in 2022, and the Walk21 Conference in Kigali in 2023. This is likely to contribute significantly to the continuity of achieved project outcomes.

272. Unintended negative effects have been identified under Outputs (eg stakeholder fatigue).

Table 16: Summary table for Effectiveness assessment

Effectiveness	Moderately Satisfactory	4.11
Availability of outputs	Satisfactory	5
Achievement of project outcomes	Moderately Satisfactory	4
Likelihood of impact	Moderately Likely	4

Rating for Effectiveness: Moderately Satisfactory

C. Financial management

Adherence to UNEP's financial policies and procedures

273. Review of project documents and financial records show that regular expenditure reports were submitted, mostly on time. Expenditure was within approved budgets.

274. The following is in evidence:

- Regular analysis of actual expenditure against budget and workplan
- Email correspondence between UNEP project manager and lead financial programme assistant[3]
- Timely submission of regular expenditure reports
- Expenditure is within the approved annual budget

275. Timely approval and disbursement of cash advances to partners: Delays in finalizing legal agreements between UNEP and in-country partners and subsequent disbursement of funds meant that most of the project partners were delayed in receiving their funds, in the third and fourth quarter of 2020. However, all partners were able to begin activities as they awaited funds, albeit at a different timeline than originally foreseen. This is not noted as unsatisfactory.

276. The original project document was reviewed by the Project Review Committee (PRC), and comments were taken into account for the final project documentation. The document is available in both track changes and a clean copy. The PRC paid particular attention to governance arrangements, targeted funding, and staff alignment in line with UNEP financial governance.

277. Project management staff were rigorous in requiring reporting in line with Agreements, and in reminding country partners of their obligations in terms of delivery and reporting where this became necessary (email documentation).

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[3] Maryam Bashir, Sustainable Mobility Unit's lead financial programme assistant, who coordinates payments, manages budgets and who works directly with the Financial Management Officer.

278. Signed key legal agreements and budget-aligned implementation plans (and annexures) were available for review for all implementing and other partners. The interagency agreement between UNEP and UNDP was also available for review. Clear Terms of Reference, Deliverables, and Budgets, and Reporting Timelines and Implementation Plans, are evident.

279. Interim progress reports, interim expenditure reports, and final expenditure reports, are available for review for the University of Cape Town, WRI, GGGI, and UNDP (four years).

280. Progress report and final expenditure report is available for review for Open Institute.

281. Financials for ITDP became available for review, together with deliverables, toward the end of the review period (in line with ITDP deliverable dates).

Completeness of project financial information

282. The following are available for review:

- High-level project budget
- High-level project budget for funding source
- Project expenditure sheet
- Detailed budget for secured funds
- Proof of delivery of in-kind contributions: All in-kind contributions were delivered as committed.
- Partner legal agreements

283. The following documentation was not available for review (see below) but email communication confirming funds transfer was available, was confirmation from partners that funds were transferred:

- Disbursement (funds transfer) from funding source to UNEP
- Disbursement (funds transfer) to all others other than GGGI

Object Class	Description	Budget / Allotment (as per project document) (USD)	Revised allotments (revised total by object class)	Difference	Explanation of the reason for the revisions to allotments	Total Expenditure
015	Other staff costs - General temporary assistance (GTA)	$ 27,500	$ 35,137	$ (7,637)	Increased by $7,637 for support towards project implementation.	$ 34,134.46
105	Consultants and experts	$ 74,629	$ 41,970	$ 32,659	Reduction of 32,659 USD moved to contractual services	$ 41,978.79
115	Travel of staff	$ 30,000	$ -	$ 30,000	Reduction of 30, 000 USD moved to contractual services	$ -
120	Contractual services	$ 384,000	$ 453,716	$ (69,716)	Increased by 69,716 USD (see revisions section for explanation)	$ 480,890.10
125	General operating expenses	$ 33,500	$ -	$ 33,500	Reduction of $33,500 moved partly to other staff costs and contractual services.	$ -
130	Supplies and materials	$ -	$ -	$ -		$ -
135	Furniture and equipment	$ -	$ -	$ -		$ -
145	Workshops / Study tours (Grants and contributions)	$ 10,000	$ -	$ 10,000	Reduction of 10, 000 USD moved to contractual services	$ -
Total		$ 559,629	$ 530,823	$ 28,806		$ 557,003.35

Figure 6: Final project costs, at time of delivery of Final Project Report (May 2024)

Communication between finance and project management staff

284. This section reviews the level of communication between the Project Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach.

285. Requests for reallocation of budget are clearly communicated between finance and project management staff; in this instance, a request and justification for a reallocation of travel budgets for internal and consultant staff, to be used for contractual services (to Walk 21), to prepare engaging infographics and other engaging ways in which to work and share information online in the absence of in-country and in-person meetings.

286. There is evidence of a high level of communication between project team members and financial officers (in person communication and by email) (See Table 17: Financial management table, below).

Table 17: Financial management table

NON-GEF AND GEF PROJECTS			
Financial management components:		Rating	Evidence/ Comments
Adherence to UNEP's policies and procedures:		HS	Availability of budgets, expenditure reports, plans (see narrative above)
Any evidence that indicates shortcomings in the project's adherence to UNEP or donor policies, procedures, or rules		HS	There is no evidence to suggest shortcomings
Completeness of project financial information:		HS	See details below
Provision of key documents to the reviewer (based on the responses to A-H below)			
A.	Co-financing and Project Costs tables at design (by budget lines)	HS	Details provided at design / inception
B.	Revisions to the budget	HS	Details provided in annual reports and other reporting: largely due to Covid-19 related travel and in-person meeting restrictions
C.	All relevant project legal agreements (e.g. Table 17: Financial management table, PCA, ICA)	HS	Legal agreements or are available for review
D.	Proof of fund transfers	HS	Proof of funds transfer for GGGI; email communication confirming funds transfer to other partners; confirmation from partners that funds were transferred
E.	Proof of co-financing (cash and in-kind)	HS	Deliverables committed in terms of co-financing are available for review
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	HS	Annual reporting by UNEP and by project country partners
G.	Copies of any completed audits and management responses (where applicable)	N/A	
H.	Any other financial information that was required for this project (list):	HS	All identified outstanding financial information was provided upon request
Communication between finance and project management staff		HS	Project Manager compiled annual reports, and reviewed/ signed off partner financials

Project Manager and/or Task Manager's level of awareness of the project's financial status.	HS	Funds were allocated to activities through SSFA's and interagency agreements. Annually, the project manager and financial officer consolidated expenditures and made necessary disbursements.
Fund Management Officer's knowledge of project progress/status when disbursements are done.	HS	Financial assistant has access to internal platform (UMOJA) to view the status of all project finances.
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.	HS	Email evidence and personal information: Financial assistant shared insight with project manager and provided guidance in interpreting financial reports and resolve any issues that arose as a consequence of deviations in budget lines etc.
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.	HS	Email evidence and personal information: Contact and communication between finance team and project manager was extensive around financial and progress reporting periods.
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the review process	HS	Relevant individuals were highly responsive and available in respect of review queries and provision of information and documentation.
Overall rating	HS	

Table 18: Summary table for Financial Management assessment

Financial Management	Highly Satisfactory	5.33
Adherence to UNEP's policies and procedures	Satisfactory	5
Completeness of project financial information	Satisfactory	5
Communication between finance and project management staff	Highly Satisfactory	6

Rating for Financial Management: Highly Satisfactory

D.   Efficiency

287.   This section reviews the extent to which the project delivered maximum results from the given resources and includes an assessment of the cost-effectiveness and timeliness of project execution. The review also considers any cost or time-saving measures put in place to maximize results within the secured budget and agreed project timeframe.

Economic efficiency

288.   The project was implemented in an efficient manner, within budget, despite Covid-19 related project delays, political instability, and staff turnover within project implementation partners. Partners note that the scale of project achievement is particularly remarkable given the relatively small budget compared to ambition.

289.   Further, the project was highly successful in drawing on pre-existing relationships, initiatives, and programmes to increase project efficiency. Project partners note that this economic efficiency was also achieved as a result of partners aligning this project with other initiatives at partner organizations, such as WRI's integrated approach linking it with BIGRS, and other country partner's similar integrative approaches.

290. Cost-deferment measures were put in place to move the project forward during 2020, and resources re-allocated to enable remote collaboration. In-country and international travel were budgeted for, although these activities were delayed, or re-allocated. In the first project year, budget allocations for workshops and study tours, staff travel, office costs, and consultants and experts, were significantly underspent because of Covid-19 travel restrictions. Country implementing partners merged national and city stakeholder engagement meetings to make up for time lost during the initial pandemic phase, when in-person meetings were not permitted.

291. In the second project year (2021), revisions were made to budget allocations, to increase contractual services (to contract consultants able to ensure engaging online interactions) and to reduce allocations to experts and from travel and workshops. These reallocations were carried through in the third project year (2023). By year-end 2022, 77.49% of the total budget had been spent as indicated in the Annual Reports (UNEP 2022a). The final report for project end 2023 is not yet available. There are no anticipated extraordinary expenses and reports awaiting signature indicate that all allocated budgets were spent.

Timeliness

292. The project experienced delays early in the timeline (see Implementation challenges), however, some timeframes were adjusted, and all outcomes were met within the overall and original timeline.

293. Outputs (such as case studies) not yet delivered at the time of this evaluation are in line for delivery in 2024, as per original timeline. There were no project extensions.

294. The project teams are to be commended for perseverance and commitment in delivering within what was in effect a truncated timeline. There were nonetheless implications of the delays (not related to project inefficiency but to Covid-19). These have been outlined under Effectiveness, and in the responses to the Strategic Questions – in essence, stakeholder engagement was not as robust or broad as implementers would have liked, and the outcomes are not as strong and institutionalized as they might have been.

Partnerships (engagement of implementing entity with national, regional, and global level stakeholders; engagement with other implementing agencies)

295. This section pays attention to efforts by the project teams to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes, and projects during project implementation to increase project efficiency.

296. The project benefited considerably from its good partnerships, and from the good partnerships between project partners and other in-country organizations (i.e their own networks), but also experienced challenges where partnerships were less effective.

297. As outlined in '[Complementarity with existing interventions/Coherence](#)', and '[Effectiveness](#)', the project worked within existing relationships and partnerships and enhanced and expanded upon those partnerships. The selection of project partners already working in NMT in each country, and already having worked with UNEP, contributed to economic efficiency, to significantly expanding the reach, visibility, and potential project impact, and to meeting the timeline despite disruptions outlined above.

298. Further, relationships and partnerships enhanced were within the UN entities, and the working relationship between UNEP and UN-Habitat in particular, and the development of the two organizations shared and complementary expertise (urban mobility) will

considerably benefit both parties as well the African region, and ultimately both entities' overarching goals. One outcome of this partnership has already been the joint preparation and submission of project proposals, substantially enhancing the effectiveness and efficiency of both organizations.

299. Country partners note how they, in turn, were able to draw on their pre-existing relationships, initiatives, and programmes to increase project efficiency. In Ethiopia, for example, WRI worked with ITDP, and selected their secondary city (after a challenge with their initial choice) based on where they could best leverage each other's work and relationships; this led to a highly successful engagement and outcome in Bahir Dar. In Rwanda, existing working relationships between GGGI staff and civil society and officials were key to a successful decision about the secondary city in which to work, after an unsuccessful first attempt in Musanze, and also key to achieving project efficiency within a limited budget (through co-financing by stakeholders and complementary projects). This latter was also key to success in Ethiopia and Zambia. This will be discussed further under Lessons Learned.

300. The importance of partnerships on project impact and sustainability is described below:

301. *'Lasting relationships were forged between the different actor groups. These relationships will sustain the momentum and ensure that commitments will be acted upon. Because in-country partners were already actively working on NMT-related projects, we can also carry the commitments made into other projects that we are working on going forward.'*

302. Unfortunately, the project also experienced unexpected personnel changes in Zambia. This contributed to activity delays but also an efficiency impact in terms of loss of continuity. Overarching / regional partners, such as the UCT, served to effectively 'onboard' each new project coordinator and to harmonize activities and outputs, but loss of project momentum is evident in the substance and depth of outcomes.

Table 19: Summary table for Efficiency assessment

Efficiency	Highly Satisfactory	5.33
Economic efficiency	Highly Satisfactory	6
Timeliness	Satisfactory	5
Partnership engagement	Satisfactory	5

Rating for Efficiency: Highly Satisfactory

E.   Monitoring and Reporting

Monitoring design and budgeting

303. The initial monitoring design was ambitious (refer also to Innovative Elements). The intention was that impact monitoring would be based on aligning activities to a transitions framework, which would maintain a consistent thread throughout all of the activities, and allow activities to be standardized in quality and comparable in content. The benefit of framing the activities in this way was to be that it would be possible to standardize the way in which activities were analysed across contexts rather than having to standardize the interventions or engagements.

304. The project monitoring plan describing monitoring of outcomes and outputs based on indicators, its baseline, and target was coherent, consistent, and described clearly in the inception documentation, with an intention that the implementation of the project be reported every 6 months. Corrected actions were to be taken if there were deviations from plan.

305. In this project monitoring plan, required outputs and outcomes were specific, measurable, achievable, relevant and time-oriented. Indicators were relevant and appropriate. Outputs and outcomes were able to be assessed against these SMART results under Effectiveness.

306. In this project monitoring plan, outcomes, indicators, baselines, targets, data sources, data collection methods, reporting frequency and responsibilities are clearly indicated. Indicators and targets clearly align with the intended outcomes and outputs. Guidance included how to disaggregate stakeholder groups by gender and vulnerable groups.

307. Guidance for using the monitoring framework included how to set targets for each phase, questions to ask, indicators, input required, data collection mechanism, and engagement approach.

308. The transitions framework, and its approach to systematic, step-by-step process from engagement to impact, was shared with project partners at the inception workshop and regularly communicated throughout the project. The University of Cape Town re-trained new project team members when staff turnover took place.

309. Stakeholders noted, however, that due to early disruptions and inability to meet in person, monitoring reverted to a more default approach. The Monitoring Design had intended to follow a particular sequence, which was disrupted by Covid-19 and related restrictions, and thus a flexibility in phasing and sequencing was introduced. The monitoring was nevertheless in line with the sequential results framework and theory of change.

310. The Results Framework, however, could have been better framed, with clear baselines and targets. In the section titled Assessment of the Theory of Change and Results Framework, this review raised concerns with the formulation of the Outcomes and made recommendations with respect to disaggregating these for more likely achievement. This is further elaborated upon under Recommendations.

311. Further, the Results Framework would have benefited from clear baseline statements with respect to the outcomes: both outcomes rely on indicators of 'enhanced' and 'improved'. While project implementors and I as evaluator have a deep knowledge of the baseline with respect to the capacity, engagement, and policy status quo[4] in the countries, this is not the case for all stakeholders. Statements relating to existing engagement mechanisms, and existing capacity, for example, would have been valuable and enabled the setting of quantifiable targets (such as, a 50% increase in the number of civil society groups representing vulnerable groups participate in government workshops compared to baseline/business as usual).

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[4] With respect to NMT policy in-country, the project launched with documented status quo of infrastructure quality and policy. See UNEP *et al.* (2019) *Ethiopia NMT case study: NMT Strategy 2019-2028,* UNEP *et al.* (2020a) *Rwanda NMT case study: NMT Strategy,* and UNEP *et al.* (2020b) *Zambia NMT case study: NMT Strategy*.

312. Regarding indicators, the Results Framework would have benefitted from normative statements with respect to what constitutes a working group, and what constitutes an action plan (for example, an action plan is a document that includes budgets, timeframes and indicators). This is further elaborated upon under Recommendations.

Monitoring budgets

313. Budgets were integrated as part of stakeholder engagement, national, and city activities. Funds were allocated for monitoring planning and implementation (University of Cape Town).

Monitoring of project implementation

314. This section reviews whether the monitoring system was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. This assessment includes consideration of project data quality and monitoring the representation and participation of disaggregated groups.

Routine project monitoring

315. A project-specific meeting/event checklist was developed to ensure regional consistency for meetings and events. It included guidance for planning and reporting for working group activities, vulnerable group workshops, government workshops, meetings with vulnerable groups, and meetings with governments. Guidance covered protocols for meeting scheduling, timeframes for agendas, invite lists, online meeting links, participant lists, meeting minutes (and content outline), and deliverables (UNEP 2020f). The checklist, however, was not always filled in and submitted.

316. A meeting and report schedule was designed at project inception phase, for each country.

317. High-level project planning was included in the documentation for evaluation, which notes delays and other status. Causes of delays and mitigation are clearly indicated. Plans are included as both detailed spreadsheets and high-level infographics, for ease of reference for project implanting teams.

318. Gender representation and inclusion of vulnerable groups was key to the project implementation, but participant lists and attendance registers did not always include details of gender representation. The quality of data collection and reporting was uneven across countries, as was reporting of the way in which findings were used to adapt and improve further phases of data collection (in this case, of stakeholder engagement).

Partner meetings

319. One-on-one meetings were held between UNEP and implementing partners throughout the project implementation; meeting agendas and document sharing information (Trello), including issues management and reporting requirements, and risk review, were available for review. Reports were required on all activities, with a clear stated purpose of the meeting or activity, and the requirement that the reporting is in line with the purpose. Meeting notes are available for review.

Regional meetings

320. Regional meetings were held annually and where necessary ad hoc, the first in August 2020 (online)(UNEP 2020d). In each meeting partners would share in country updates, discuss mitigation strategies for any delays and plan upcoming sessions.

321. Agendas and minutes are available for regional meetings August 2020, November 2020, September 2022, March 2023, and July 2023.

Steering committee meetings

322. The Steering Committee included representation from a wide array of organizations from both within and outside of the UN system, in addition to the representatives of the three country projects. All members of the committee committed to being present and supportive throughout the project implementation period (UNEP 2022a).

323. The first Steering Committee meeting was held in September 2020 and the second in December 2020. From 2021, the meetings were held annually (July 2021, July 2022 (in person in Kigali), and July 2023. Meeting minutes, attendance lists, and video recordings are available for review.

Monitoring external project implementation

324. A number of stakeholders at review noted that they wish to see monitoring of project outcomes after the project timeframe, for example 'regular tracking of how civil society inputs are addressed would also promote accountability.'

Project reporting

325. This project included two levels of reporting: (i) whereby partners submitted to UNEP, which is reviewed under Effectiveness: Availability of Outputs; (ii) and whereby UNEP submitted to UNDA. The former is reviewed under Availability of Outputs, and the latter is reviewed in this section.

326. All annual reports provided by UNEP to UNDA are complete and of high quality. Activities to support outputs and outcomes, as well as financial reporting and mitigation actions to resolve project challenges, are systematically detailed. Reports draw together the multiple activities undertaken by project implementation teams into a coherent thread. There is consistency between the annual reporting and the evidence reviewed under Availability of Outputs. Gendered experiences are reported by project implementation partners, under Availability of Outputs.

327. The following annual reports are available for review:

- Annual report 2020 (UNEP 2020e)
- Annual report 2021(UNEP 2021)
- Annual report 2022 (UNEP 2022b)
- Annual report (draft) 2023 (UNEP 2023a)

Table 20: Summary table for Monitoring and Reporting assessment

Monitoring and Reporting	Satisfactory	5
Monitoring design and budgeting	Moderately Satisfactory	4
Monitoring of project implementation	Satisfactory	5
Project reporting	Highly Satisfactory	6

Rating for Monitoring and Reporting: Satisfactory

F. Sustainability

328. This section identifies and assess factors that are likely to undermine or contribute to the continuity of achieved project outcomes, or continue to facilitate or undermine the assumptions and drivers of change.

329. Overall, sustainability is assessed against socio-political, financial, and institutional sustainability.

330. In the words of one stakeholder at review:

331. *'The likelihood of the project intervention continuing post-project depends on a number of factors, namely stakeholder commitment, integration into urban development strategies, and sustained support. Success and continuation will rely on effective communication, advocacy, and clear collaboration frameworks.'*

332. Overall, there are evidently high levels of stakeholder commitment, but project commitments are not yet integrated into policies and locked down by investment plans. Communication after project end is not certain, and collaboration frameworks such as the working groups, have not continued beyond the project. Together this leads to a rating of project sustainability as moderately likely. Review recommendations are mostly directed at challenges identified in this section.

Socio-political sustainability

333. This section considers the extent to which social or political factors support the continuation and further development of project outcomes. It also considers the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards.

334. The project's Theory of Change assumes that there is political will to move forward with plans for national and city level commitments. At present, this political will is evident. However, sustained project outcomes are highly dependent on political factors, in that decision-making and budget allocation ultimately rests with national governments. Project risk, in terms of political instability, government changes and the drivers to change (political will) no longer holding, was identified in the project risk register; elections were to be held in Ethiopia in 2020, Zambia in 2021 (in each instance governments changed), and in Rwanda in 2024. Mitigation actions were identified and progress on actions logged. Mitigation actions identified in the risk register included UNEP paying close attention and liaising with project partners in-country to political circumstances. These are mitigation strategies that are achievable only within the project time period. The political instability in Ethiopia has been detailed under Timelines, above.

335. *'NMT is tricky as an agenda item – you have to restart the conversations each time with new govts. UNEP has been critical there, to help with government, a key catalyst, to keep momentum going. Strengthening the resilience of the project against [political] challenges and ensuring continuity in engagement activities despite disruptions is vital for maintaining the project's objectives.'*

336. *In Ethiopia, 'through continuous engagement and trust-building with local partners, like the local university,' project partners were able to navigate the challenges of civil unrest. 'This trust proved crucial, even allowing the project to progress smoothly amidst leadership reshuffles.'*

337. Across all project countries, nevertheless, there is strong ownership, interest, and commitment among stakeholders, and does extend to the critical levels of current government which have the power to sustain project outcomes.

338. The likelihood of socio-political sustainability is uneven across project countries, however. Where partners collaborated across institutions and organizations, this collaboration not only fostered stakeholder engagement but also strengthened project sustainability beyond the project lifespan at both national and city levels. This is particularly evident in Ethiopia.

339. Project partners are highly likely to continue to pay attention to socio-political sustainability as they are engaged in in-country work in NMT – this is one of the benefits of the project's selection of project partners. Further, the project impact – the increased

awareness among vulnerable groups of the value of NMT investment – is likely to sustain civil society's vigilance toward continued political will.

Figure 7: Technical Assistance to Africa-wide delegates at the Kigali Walk21 conference in October 2023, one outcome of meaningful engagement with Rwanda governance in the project under review. Photographed by Gail Jennings during site visit

Financial sustainability

340. Neither of the two project outcomes, in and of themselves, require further financial input.

341. However, to implement the commitments developed for these outcomes requires substantial further financial input. Thus, actions are needed to put the commitments into practice. This section assesses the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. As one stakeholder notes:

342. *'Pursuing commitment documents and integration of NMT in existing plans is a good first step but more focus is needed on developing clear policies and budgets for implementation reflecting the priority given to the sector.'*

343. During consultations for this review, it emerged that access to funding was repeatedly mentioned as a key challenge to implementing NMT policy and building infrastructure. However, without the increased awareness of the need for such interventions, which this project outcome delivered, funding is less likely to be sought.

344. As with socio-political sustainability, the likelihood of financial sustainability is uneven across project countries – where project outcomes confirm existing commitments rather than develop entirely new commitments, financial sustainability is more likely. Stakeholders interviewed for this review, from Ethiopia and Rwanda, have high levels of confidence that project commitments will strengthen financial sustainability of existing policies and plans.

345. In Ethiopia and Rwanda, TA included exploring private sector and other non-governmental financing of infrastructure; the conferences in Kigali, noted above, both included substantial knowledge sharing about NMT financing. Consultations in Huye City, Rwanda, revealed high levels of interest to leverage regional and private sector funding and investment to expand infrastructure, understand cost-effective bicycle

infrastructure design modifications and maintenance systems to enhance lifespan, and develop other interventions (such as car-free zones and private-sector bicycle-share systems). Also in Rwanda, private sector associations have taken on board gaps identified during stakeholder engagement, and developed interventions such as bicycle-taxi training and licensing projects. In Zambia, however, there is less confidence – says one stakeholder:

346. *'Government has pledged through the commitments to increase funding to NMT infrastructure, but without a policy this is less certain that they will be able to deliver.'*

Figure 8: Bicycle-taxi training school, Huye City. Photographed by Gail Jennings during site visit

Institutional sustainability

347. This section assesses the extent to which the sustainability of project outcomes is dependent on issues relating to institutional frameworks and governance, the preconditions for the successful implementation of the project outcome commitments.

348. The major components of the institutional framework include the governance framework (three tiers government), the organizational framework (planning authorities) and legislative framework (planning laws) and administrative framework (structure). Thus the review will consider whether governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks and so forth are robust enough to continue delivering the benefits associated with the project outcomes after project closure.

349. The review focused on the institutional frameworks on which the project depends and with which it engaged, rather than the institutional robustness of UNEP and other UN entities.

350. As with both socio-political and financial sustainability, the sustainability of the institutional framework is uneven across project countries, and for similar reasons to those outlined above.

351. Institutional complexity in each of the three countries had already been identified as challenges to project and institutional sustainability, particularly that the complexity of institutional set up made it difficult to get one government focal point to take ownership of a national or city commitment and action plan.

352. The section on [Effectiveness](#) has highlighted that NMT commitments are not yet policies or sufficiently institutionalized or integrated for certain sustainability.

353. In the words of one stakeholder at review:

354. *'There have not been policy amendments yet, but the national and city-level commitments made highlight that such amendments will be made in time. Many of the recommendations require that policies, guidelines, and codes be amended to ensure that they are mandatory considerations when any NMT infrastructure is being constructed. In encoding these into these various government tools, the needs of vulnerable groups as expressed in our engagements will be met and if not, once encoded, civil society groups will be able to leverage these tools and continue lobbying for (stricter) enforcement during implementation.'*

355. In countries with a longer history of civil society action in non-motorized transport (rather than road-safety more narrowly), with existing NMT high-quality policy and strategy, with project commitments including budgets and targets, and with highly skilled organizations already engaged in technical assistance (TA) and support, sustainability even with political change is more likely.

356. Civil society organizations do not have similar institutional strength themselves in each country. Where implementation organizations worked in Secondary Cities and provided TA not only to government but to local organizations, too sustainability is more likely. TA that included detailed guidance and transfer of knowledge (such as visualizations showing what change could look like, how to design infrastructure, and visible hosting of events) are also more likely to lead to sustained interest.

357. The section on Effectiveness noted that the extent to which capacity within government itself was strengthened is not clear. Stakeholders as part of this review suggested, too, that if repeating such a project, they would strengthen capacity at organizational level too, to better ensure sustainability:

358. *'We would explore strategies to strengthen the capacity of these civil society organizations, especially at the city level. This could help sustain their involvement beyond project timelines. Activities like technical training, resource mobilization support etc. would aid longer term impact of their contributions. Regular tracking of how civil society inputs are addressed would also promote sustainability and accountability.'*

359. During consultations for this review, implementation organizations noted the importance of broader engagement and support beyond a traditional road-safety focus for overall sustainability of outcomes (moving beyond interventions that focus on driver behaviour and 'sensitization'). It also emerged that training of officials in NMT is essential, to institutionalize the drivers for change at practitioner-officials rather than only at the political level. For example, stakeholders in Zambia note that turnover within government since 2021 had an impact on institutional memory and NMT skills gained during earlier training and awareness programmes.

360. Recommendation 4 in particular responds to challenges identified here.

Table 21: Summary table for Project Sustainability assessment

Sustainability	Moderately Likely	4
Socio-political sustainability	Moderately Likely	4
Financial sustainability	Moderately Likely	4
Institutional sustainability	Moderately Likely	4

Rating for Sustainability: Moderately Likely

G.   Cross-cutting issues

Sustainable Development Goals

361.   This project was situated within UNEP's objective to promote a global transition to no- and low-emissions mobility for improved air quality and climate change mitigation. This review assesses the project's performance regarding the following relevant direct and indirect SDGs (1.4.1, 1.B.1, 3.6.1, 3.9.1, 5.2.2, 5.4.1, 9.1.2, 9.4.1, 11.2.1, 11.3.1, 11.6.2, 11.7.1, 11.7.2, 13.2.1, 13.B.1.) as well as attention to the principles of 'Leaving no one behind'.

362.   The project did not track against the specific SDGs, thus this Review is based on consultation and desk reading of achievements and the way in which the SDGs framed the project and were part of overall implementation.

363.   The 2030 Agenda for Sustainable development recognizes the importance of transport in sustainable development – with clear targets that bear a direct link to transport. Below sets out the Sustainable Development Goals (SDGs), targets and indicators which the project aimed to contribute to – and assesses how the project has been or might be able to help in achieving them.

364.   In the project country contexts, walking and cycling are not necessarily seen by stakeholders, particularly vulnerable groups, as climate mitigation or environmental issues. NMT concerns are more likely to be framed as road safety or public health concerns; people who walk or cycle are likely to do so because they cannot easily or routinely afford motorized transport. During engagement for this review process, one stakeholder group noted individuals from within their disability organization were disabled because of road traffic crashes.

365.   Thus the project was not necessarily framed as a sustainability, environmental, or climate mitigation project, but focused on the concerns and needs of stakeholders within their contexts.

Goal 1: End poverty in all its forms everywhere

366.   Walking and cycling are able to mitigate poverty and enable poverty alleviation, as these are low cost or no cost modes. Sustained project outcomes can potentially help achieve this SDG by facilitating safer walking and cycling, and by facilitating safer bicycle-taxi transport of humans and goods. People walk routinely to save costs on motorized transport, but some trips require faster modes, or modes able to travel longer distances

to market or other amenities and carry greater loads. During review consultation, for example, people in Huye City noted that they pay for motorized transport, as while bicycle taxis are cheaper, they are more dangerous (travelling with mixed traffic, but more at risk because of their motion patterns and reluctance to travel in narrow bicycle lanes). Safer and better NMT infrastructure is likely to attract more people to use these modes instead of motorized modes; interventions in Huye City are already in operation to train bicycle taxi operators in safer riding.

Figure 9: Bicycles are used to transport produce to market in Zambia, in precarious road conditions (photograph Gail Jennings, Petauke, Zambia, November 2022)

Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture

367. Particularly in rural areas, people rely on walking and cycling in order to transport and collect food. Increasing investment in NMT infrastructure provides safe transport options to access food and increase food security. Refer also to Goal 1, above.

Goal 3: Ensure healthy lives and promote well-being for all at all ages

368. Non-motorized transport users are the most vulnerable to traffic fatalities. The driver behind NMT policy and strategy in all project countries is road safety and the need to reduce pedestrian deaths in particular. A focus on walking and cycling as active modes is a driver of NMT policy and strategy in much of the global north, on the other hand, where obesity and inactivity are concerns.

369. The design of most urban roads, particularly in the urban centres marginalize people who walk and cycle, and increase their vulnerability. The consequence is high, with more than half of road traffic deaths being among vulnerable road users. Africa has the highest proportion of pedestrian and cyclist mortalities with 44% of deaths occurring on

the road (WHO, 2018). These statistics show that non-motorized transport users have to be the primary focus in order to achieve the set target for halving the number of traffic deaths and injuries globally.

370. This project has contributed to changing perceptions among stakeholders and decision-makers, who can tend toward seeing road-safety as requiring an education and 'sensitization' intervention: telling drivers and pedestrians to drive/walk more safely. Interventions also tend to focus on the victims of driver behaviour, with campaigns focusing on high-visibility clothing, for example. Stakeholders consulted for this review noted that challenge in working with this mindset, as in some cities, NMT is seen as narrowly belonging within this road safety remit and being allocated education funding ahead of infrastructure funding. This project has instead identified the importance of government investment in safer infrastructure, and engaged users themselves in making the case for better facilities, giving direct voice to their needs.

Goal 4: Ensure inclusive and equitable access to quality education and promote life-long learning opportunities for all

371. A barrier to accessing education is a lack of safe routes for people walking and cycling. Learners navigate through fast moving traffic on foot, or endure long-travel distances that lead to fatigue and learning exhaustion. Cycling increases mobility to education, where there are no schools close to home. Refer also to Goal 5, below.

Goal 5: Achieve gender equality and empower all women and girls

372. In both rural and urban Africa, women are less likely to have access to motorized transport modes or bicycles, and less likely to have access to resources to pay for transport. Women are more likely to walk or limit their mobility (Jennings 2023). Poor access to mobility, through fear or lack of resources, has overwhelmingly negative consequences for women and girls, whether it be in terms of education, access to health, access to livelihoods, social inclusion, and more. Men, on the other hand, are more likely to be at risk of being involved in road crashes.

373. This project contributes to facilitating safer and more comfortable walking facilities, and also raises awareness among decision-makers that women and girls have specific mobility needs that cannot be ignored. Country implementation partners were tasked with engaging stakeholders from many categories of vulnerability, including women and girls – and made considerable effort to do so. By including women (and girls, at school level) as stakeholders from the very beginning of the project, it is possible to ensure that gender differences that impact investment in NMT be considered and prioritized.

Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

374. NMT improves access to vital services including employment and the ability to make a living. Refer also to Goals 1 and 5, above.

Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

375. The project is able to help achieve this goal on a number of levels – firstly by having engaged in an inclusive and sustainable way, to understand priorities for infrastructure development. Walking and cycling infrastructure in African cities and rural areas will not necessarily encourage a modal shift from private vehicle use but is more likely to help retain current mode shares and slow the shift to motorized two-wheelers (J. S. Benton et al. 2023; Sambu, Jennings, and Myers 2023).

Goal 10: Reduced inequality within and among countries

376. Transport planning and development in many countries is directed toward making movement easy for those who drive, while neglecting the mobility needs of those who walk, cycle, or use wheelchairs. A focus on marginalized and excluded road users directly mitigates this inequity.

Goal 11: Make cities and human settlements inclusive, safe, resilient, and sustainable

377. Cities and towns where people with a variety of abilities, capabilities, and vulnerabilities, are able to walk safety and in comfort, and enjoy vehicle-free public spaces, are more likely to be inclusive, safe, resilient, and sustainable. Further, this project introduced stakeholders to inclusive engagement processes and participatory planning, which also directly contribute to this goal.

Goal 13: Take urgent action to combat climate change and its impacts

378. Climate change and its impact is the single greatest challenge facing life on earth in recent times. Twenty-three percent of all CO2 emissions are from transport activities.

379. Mode shift from private vehicles to walking and cycling is a driver of much NMT promotion in the global north, although, as noted above, the bulk of people who walk and cycle in Africa are more likely to transition to public transport or motorcycle use rather than private car-use, and a shift in the opposite direction is unlikely (Acheampong 2016; Nkurunziza et al. 2012). Motorcycles and motorcycle taxis, which use two-stroke engines, have significant negative impact on air quality and climate, while public transport vehicles (informal modes) tend to use poor-quality fuel.

380. This project supported development of national policies and capacity building for investment in NMT facilities that may prove key to retaining walking and cycling as modes and slowing the shift to motorized modes (see above).

Human rights and gender equality

381. The principles of equality, inclusion and non-discrimination were central to the way in which the project was conceptualized, designed, and implemented. The entire project objective was to enhance and strengthen capacity to prioritize the needs of vulnerable groups. At the core of this project is ensuring the gender needs are identified and prioritized from the very outset of the project and used to influence government prioritization on NMT investment (UNEP 2020a).

382. Pedestrians and cyclists, by their very nature of being forced to share road space with fast moving vehicles, are already vulnerable. Road traffic injury death rates are highest in the African region and more than half of all road traffic deaths are among pedestrians, cyclists, and motorcyclists. Once you add in a secondary vulnerability such as being young, a woman, elderly or a person with a disability, the effect magnifies.

383. Further, the strategic partnership with UNICEF and UN Women was established to ensure at the highest level the needs of vulnerable groups were prioritized.

384. Refer also to the SDGs, above, for the project attention to vulnerable groups and gender equality.

Environmental, social, and economic safeguards

385. Economic, social, and economic impact assessments were conducted in the early phases of the project. This was aimed at strengthening alignment of UNEP's work with the SDGs and other UN entities and partners in addressing the environmental and social sustainability of development efforts. None of the eight safeguard standards were at risk in implementation as the project by its very nature aimed at mitigating negative

environmental, social, and economic impacts and did not have any direct negative impacts.

Communication and public awareness

386. This section of the review assesses the effectiveness of communication between partners and other interested groups, and public awareness activities undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The review also considers whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalized groups, and whether any feedback channels were established.

- Case study dissemination plan for Ethiopia is available for review (WRI 2023a)
- Communication highlights report for Rwanda (GGGI 2023a)
- Links to media, social media, and other channels, are available for review

Outward facing or external communication

387. Project activities and project goals were shared throughout the project, using whatsapp, Twitter, Facebook, and Linked-in, email, and direct engagement (for example at Car-free days and other events). The commitment documents (Outcomes) indicate a strong awareness of the project's main messages.

388. Project partners note however that communication was inadequately budgeted for: there was no budget line for communication. The revised Theory of Change notes the value of communication, and UNEP now has on-board a dedicated communication professional. Communication was rarely monitored for evidence of effect, reach, or otherwise for its engagement value, and there was a reliance on undifferentiated media targeting (social media in particular).

389. Stakeholders at review stage note that communication did not use interactive platforms, and communication by primarily one-way rather than a dialogue. No dedicated digital feedback channels were established, and stakeholders suggest that a dedicated website tab or social media channel might have been effective. Project partners were easily accessible to stakeholders by phone, nonetheless.

390. Messaging was not always adapted or refined for different audiences.

391. Public awareness was uneven across countries. At times, however, while project activities were communicated, they were attributed under other projects also being undertaken by country partners.

392. Events and regional or internationally linked awareness programmes drew more public awareness and media attention. Rwanda, which hosted more events than other countries (such as car-free days, mapathon, African Mobility Month activities, and the high-profile Kigali regional forum of 2022), there was good media (and global) interest, including radio and television. The Huye City project successfully used You Tube to share animations of what a car-free zone could look like, and to collect input from the public; a public competition called for names for the Huye Car-Free Zone, which received media coverage.

393. In Zambia, the team shared learnings and experiences through live television, radio call-in programmes, and also participated in the UN Global Road Safety Week, car-free day 2022 and 2023 in Lusaka.

394. Close-out project communication is expected to be implemented from 2024, for example the sharing of the case studies. Recommendations developed regarding communication respond to challenges identified here, for action during the 2024 close-out phase.

Internal communication

395. Internal communication at times was challenging, as the project had been set up with the expectation of in-person meetings, before Covid-19 restrictions. Internet connectivity was at times a problem, particularly in Zambia, not only during Covid-19 home-working periods but also with in-country teams during the full course of the project. Internal project communication software (Trello) did not have the 'buy-in' among all project participants. Some of the project partners would have preferred more frequent meetings. Over time more whatsapp communication eased some of the challenges, and eventually more in person communication was incorporated once Covid-19 related restrictions eased.

396. In the secondary cities, stakeholders preferred email, phone calls, and in-person meetings to other communication channels. Digital channels that require fast or reliable internet, for remote engagement, were not an option among more marginalized groups. This is most likely related to limited digital literacy and limited access to internet and digital equipment/tools (Smart phones or computers).

Learning opportunities

397. The Project team kick-off meeting in 2020 gave participants the opportunity to learn new approaches to systematic stakeholder engagement and understanding change (transition theory and a capabilities approach), to experience the challenges of mobility disability through participatory exercises, and to delve into nuanced understandings of walkability and its indicators.

Table 22: Summary table for assessment of cross-cutting issues

Cross Cutting Issues	Highly Satisfactory	5.25
Attention to SDGs	Highly Satisfactory	6
Responsiveness to human rights and gender equity	Highly Satisfactory	6
Environmental and social safeguards	Highly Satisfactory	6
Communication and public awareness	Moderately Unsatisfactory	3

Rating on Cross-Cutting Issues: Highly Satisfactory

VII.   CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

A.   Conclusions

398. The UNEP/UNDA project "Investing in Walking and Cycling Policies in African Cities (within least developed countries)" enhanced engagement between policymakers and groups representing vulnerable groups in Zambia, Rwanda, and Ethiopia.

399. The project also improved the capacity of city and national government officials in the three project countries to systematically prioritize and allocate resources to NMT infrastructure.

400. These achievements were made possible by highly efficient implementation and the systematic undertaking of the activities identified in the Results Framework to deliver outputs aligned with project outcomes. This included stakeholder mapping and analysis at country and secondary city level, identifying subsets of vulnerable groups and including their participation in country and city level stakeholder working meetings, and facilitating government and vulnerable group dialogue where the latter were able to share their particular NMT needs. In each country, the relevant country or city authorities committed to pay greater attention to NMT infrastructure investment, and in particular the NMT infrastructure needs of vulnerable users.

401. Although strictly against the evaluation ratings matrices, the project did not fully achieve its outputs, I believe it important to note that its achievements represent a significant move forward for NMT in the project countries.

402. Although sustainability of the project is rated as Moderately Likely, the sustainability of the institutional framework of UNEP itself is high. The project has left UNEP's Share the Road unit strengthened in its partnerships not only with other continent-wide organizations with highly aligned mandates and complementarity, but also with other UN agencies, particularly UN-HABITAT. This leaves UN Environment more able to deliver on its own mandates. UN Environment has also had the opportunity to learn from challenges working with UN agencies, and develop mitigation approaches for further collaborations.

403. The project benefited considerably from its good partnerships and developed new and fruitful transversal relationships within UN entities. The project also benefited from the way in which project partners collaborated in-country with other local organizations and institutes, and where partners integrated this project work with their other ongoing initiatives. This increased both project efficiency and the likelihood of sustained impact.

404. Regional partnerships also proved highly valuable. The project's positive presence in Rwanda was instrumental in facilitating significant regional momentum for NMT, with the Pan African Action plan for Active Mobility (PAAPAM) meeting in Kigali 2022, and the annual Walk21 conference (held in Kigali in 2023).

405. Project partners note, however, that extensive engagement in-country with under-resourced organizations entities and stakeholders can lead to stakeholder fatigue and distrust.

406. The project outputs and outcomes are uneven across countries. This could have been strengthened or mitigated by routine scrutiny of outputs and additional guidance at times; however, the 'light touch' approach meant high partner agency and ownership, which ultimately bodes well for achievement of the project objectives.

407. Overall, the project objective was achieved, if not the entire scope of the project outcomes. Countries are better able to design and implement policies and make

investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups). Although the initial ambition in respect of outputs – to develop new or amend existing policy – was thwarted by truncated Covid-19 related timeframes and limits to consultation, the project achieved at least two NMT investment commitments from each country. Stakeholders are positive that the commitments will lead to action.

408. Project partners note the need for ongoing monitoring of country and city commitments, with an accountability process going forward. They also suggest that capacity at civil society level is almost as important as that at government level, particularly in terms of project sustainability in times of political instability and government changes, where institutional memory is often weak.

409. The Covid-19 pandemic, political instability, and civil turmoil had an impact on the depth and breadth of engagement, which was difficult to recover from even once in-person engagement was again possible. Despite this, the project achieved success.

410. The project has strongly achieved the outcome of putting vulnerable groups and their needs on the agenda. Country implementation partners are confident that vulnerable groups are now more visible to policymakers as a result of the project engagement, and that they will no longer be able to ignore their needs.

B.   Summary of project findings and ratings

Table 23: The table below provides a summary of the ratings and finding discussed in Chapter VI. Overall, the project demonstrates a rating of 'Highly Satisfactory.

Criterion	Summary Assessment	Rating
A. Strategic Relevance		HS
1. Alignment to UNEP's MTS, POW, and Strategic Priorities	The project is fully integrated in UN Environment's Medium-Term Strategy (MTS) for 2018-2021 and supports the goals of the medium-term strategy under the Chemicals, Waste and Air Quality and Climate Change sub-programmes.	HS
2. Alignment to UNDA strategic priorities	The project is entirely aligned with the UNDA strategic priorities. It is focused on interagency coordination and working together on achieving the SDGs (UNDA 2023)	HS
3. Relevance to regional, sub-regional and national (i.e. beneficiaries') environmental priorities	The project is fully aligned with global, regional, and beneficiary's environmental priorities, including Transport policies, Climate policies, and NMT strategies, in each country.	HS
4. Complementarity with existing interventions/Coherence	The project is shows full complementarity, with no duplication, and has identified clear benefits to collaboration. UN partners (such as UNDP and UN-Habitat), in addition to country partners, are already supporting countries with TA, and full complementarity is achieved.	HS
B. Effectiveness		MS
1. Availability of outputs	The availability of outputs is satisfactory, achieved through a comprehensive dossier of documentation catalogued by UNEP. Although the quality of outputs are uneven across countries, all are of sufficient detail to logically and systematically progress toward the assigned outcome, and align with the associated project activity. Documentation of vulnerable group participation could be improved.	S
2. Achievement of outcomes	Project outcomes are partially achieved, in all three project cities and countries. Although the project resulted in	MS

Criterion	Summary Assessment	Rating
	significantly improved engagement with vulnerable groups, and increased capacity among decision-makers, new policy was not yet developed. Commitments to develop new policy, however, in line with the project outcome goals, were made in each country.	
3. Likelihood of impact (including an analysis of the project's contribution to long-lasting results)	Drivers to support transition from outputs to project outcome are in place. Assumptions for the change process partially hold – there is currently political will to move forward on plans for national and city commitments, although stakeholders note that this can be transient because of competing priorities and political instability.	ML
C. Financial Management		**HS**
1. Adherence to UNEP's financial policies and procedures	There is no evidence of shortcomings in the project's adherence to UNEP or donor policies.	S
2.Completeness of project financial information	Co-financing information Is available, and proof of commitments are delivered. Revisions or reallocations of the budget are evident and transparent. Awaiting proof of funds transfer. All project legal agreements are available. Summary report of project costs and budgets is available. No final audit is available yet.	S
3.Communication between finance and project management staff	There is evidence of a high level of communication between project team members and financial officers (in person communication and by email).	HS
D. Efficiency		**HS**
1.Economic efficiency	The project was implemented in an efficient manner, within budget, despite Covid-19 related project delays, political instability, and staff turnover.	HS
2.Timeliness	There was one no-cost extension.	S
3.Partnerships (engagement of implementing entity with national, regional and global level stakeholders; engagement with other implementing agencies)	The project benefited considerably from its good partnerships, and the partnerships of partners, but also experienced challenges where partnerships were less effective. Regional partnerships proved highly valuable.	S
E. Monitoring and Reporting		**S**
1. Monitoring design and budgeting	A project monitoring plan describing monitoring of outcomes and outputs based on indicators, its baseline, and target was coherent, consistent, and described clearly in the inception documentation. Monitoring reverted to a more default approach, however, due to Covid-19 disruptions. The monitoring was nevertheless in line with the sequential results framework and theory of change. The Results Framework, however, could have been better framed, with clear baseline statements with respect to the outcomes: both outcomes rely on indicators of 'enhanced' and 'improved'. Regarding indicators, the Results Framework would have benefitted from normative statements to define certain outputs.	MS
2. Monitoring of project implementation	Routine monitoring of project implementation at times missed important elements of outputs. The quality of data collection was uneven across countries.	S
3.Project reporting	All annual reports provided by UNEP to UNDA are complete and of high quality. Activities to support outputs and outcomes, as well as financial reporting and mitigation	HS

Criterion	Summary Assessment	Rating
	actions to resolve project challenges, are systematically detailed.	
F. Sustainability		ML
1. Socio-political sustainability	Sustained project outcomes are highly dependent on political factors, in that decision-making and budget allocation ultimately rests with national governments.	ML
2. Financial sustainability	To implement the commitments developed for these outcomes requires substantial further financial input.	ML
3. Institutional sustainability	Overall, there are evidently high levels of stakeholder commitment, but project commitments are not yet integrated into policies and locked down by investment plans.	ML
G. Cross Cutting Issues		HS
1. Sustainable Development Goals	The project aligns with and contributes to the achievement of all relevant SDGs.	HS
2. Human Rights and Gender Equality (Also for UNDA)	The principles of equality, inclusion and non-discrimination were central to the way in which the project was conceptualized, designed, and implemented.	HS
3. Environmental, Social and Economic Safeguards	The project by its very nature aimed at mitigating negative environmental, social, and economic impacts and did not have any direct negative impacts.	HS
4. Communication and public awareness	There was no budget line for communication. Communication was rarely monitored for evidence of effect, reach, or otherwise for its engagement value, and there was a reliance on undifferentiated media targeting (social media in particular). Messaging was not always adapted or refined for different audiences. Stakeholders at review stage note that communication did not use interactive platforms, and communication by primarily one-way rather than a dialogue. Project activities were at times attributed under other projects also being undertaken by country partners.	MU
Overall Project Rating		S

C.   Lessons learned and good practices

Implementation level	
Issue:	**Details**
Lesson learned #1 and Good practice #1	Lesson learned: Stakeholder groups representing people who walk and cycle do not need to have an explicit NMT or road safety advocacy focus. Good practice: Programme implementers included groups such as women's organizations, informal traders, subsistence farmers, home-based carers, and disability organizations – in other words, user groups who might not see themselves as NMT-focused.
Context in which learnings were obtained and relevant contextual detailed concerned	Document review, particularly Outputs to achieve Outcome 1; in-depth interviews with project implementation team.
Details on the lesson/practice and the way in which it was learned, including available evidence	Project implementation team reported that Initial stakeholder mapping and engagement tended to draw from NMT or road-safety focused groups, which meant that until they recognized the narrow

	focus, the countries 'almost missed out on an opportunity to engage more broadly'.

Implementation level	
Issue	**Details**
Lesson learned #2	Stakeholder engagement can be a slow, iterative, intuitive process, which can be at odds with project efficiency and project timeframe.
Context in which learnings were obtained and relevant contextual detailed concerned	Document review; in-depth interviews with project implementation team
Details on the lesson/practice and the way in which it was learned, including available evidence	To save time or catch-up timeframes, stakeholder meetings were merged at city and national level at times, because of time constraints. Such approaches, as well as the two-day off-site meetings, were not as inclusive as smaller, local engagement and attracted an uneven balance of civil society and government.

Implementation level	
Issue	Details
Lesson learned #3 and Good practice #2	Lesson learned: NMT investment plans are more likely to be implemented when linked to timeframes and budgets. Developing such detailed plans is easier within a context where policy and strategy already exist, where project partners have existing relationships with relevant government and decision-makers and other stakeholders, and when the country's financial systems and potential other revenue sources are well understood. Good practice: Project partners drew on existing relationships, partnerships, and policies. This is a good approach; in a project aimed at upscaling investment, it is good practice to start from an existing base of commitment, institutional strength, and a depth of in-country knowledge.
Context in which learnings were obtained and relevant contextual detailed concerned	Document review, stakeholder consultation, peer review of report
Details on the lesson/practice and the way in which it was learned, including available evidence	Project outcomes (commitments) are uneven in depth, and this corresponds to the depth and quality of existing country strategy and policy, and with existing in-country relationships

Issue	Details
Lesson learned #4 and Good practice #3	Lesson learned: Staff turnover within an organization, as well as political official turnover, can have a negative impact on project outputs and outcomes as well as credibility. Good practice: An overarching regional partner, such as UCT in this case, was able to mitigate loss of institutional knowledge to some extent and serve to mentor newer project team members.
Context in which learnings were obtained and relevant contextual detailed concerned	Document review; in-depth interviews with stakeholders
Details on the lesson/practice and the way in which it was learned, including available evidence	Staff turnover contributed to activity delays but also an efficiency impact in terms of loss of continuity. UCT partners served to effectively 'onboard' each new project coordinator and to harmonize activities and outputs, to mitigate delays and loss of institutional project knowledge and momentum.

D.   Recommendations

411. These recommendations are linked to the findings particularly with respect to effectiveness (achievement of outcomes), project sustainability, monitoring design, and communication. These have value for UNEP, for ongoing projects or in developing similar projects; and of value to project partners in their own projects. In line with the purpose of the review, recommendations are made only with respect to the evaluation criteria, and not with respect to the content of the intervention itself (walking and cycling policy and investment). These recommendations are mostly operational in nature.

Project design and planning	
Recommendation #1:	Align a project's Theory of Change and subsequent Results Framework and ensure that at least one outcome is to a greater extent within the project's sphere of influence or control.
Challenge/problem to be addressed by the recommendation:	This recommendation reflects on the project's effectiveness and monitoring design ratings. Both project outcomes required to a greater or lesser extent a <u>change in behaviour and action by governments in each country</u>. While these outcomes were partially achieved, behaviour-focused outcomes are more appropriate for a medium- to long-term outcome, as they might not be achieved within a project timeframe. There is a risk, as emerged in this project, that such project outcomes might not be achieved in the short term.
Priority Level:	Critical
Responsibility:	For UNEP, for ongoing projects or in developing similar projects; and of value to project partners in their own projects
Proposed implementation timeframe:	Immediate and within the next 12 months, at project planning stage and mid-term evaluation stage for new or other ongoing projects

Project design and planning	
Recommendation #2:	Develop structures, processes, and mechanisms to address under-recognized co-funding by stakeholders, and stakeholder fatigue (within civil society, vulnerable groups (including women and people with disability, and small local partners). This could involve, for example: • Developing guidance for working group structures and expectations. Working groups are challenging to start up and sustain without an institutional home, funding (travel and stipend), and a clear MoU with consistent management and follow-up. It is not always easy to meet guidance around equitable participation by government and civil society. • Finding a way to address immediate needs of stakeholders, to build trust and encourage active participation. This might involve flexible funding for events, exposure trips, or conferences. Their limited resources often lead to initial resistance towards projects. • Allocating some measure of discretionary funding for partner disbursement to sub-contractors, particularly in the secondary cities that face greater financial limitations (such as to local universities or NGOs) • See also Good Practice #2, above, and the key role of partners and in-country support
Challenge/problem to be addressed by the recommendation:	This recommendation reflects on the project's effectiveness rating and monitoring design Project implementers note some level of initial resistance to engagement from stakeholders, and

	encountered engagement 'fatigue' where stakeholders felt burdened or insufficiently compensated as a consequence of other project engagements. (Refer to [Achievements of Outcomes](#))
Priority Level:	Important
Responsibility:	For UNEP, for ongoing projects or in developing similar projects; and of value to project partners in their own projects
Proposed implementation timeframe:	Immediate and within the next 12 months, at project planning stage and routine project monitoring for new or other ongoing projects

Project planning and implementation	
Recommendation #3:	Implement strategic, outward-facing or public communication throughout a project by: - Including a budget line item for communication - Providing TA to project partners in strategic communication including project branding/'boilerplates' and messaging) - Providing TA to project partners in high-level monitoring for evidence of effect, reach, or otherwise for its engagement value - Developing a full suite of social media posts at different stages of the project for pre-approval by the different communications teams given that the project could not have a dedicated page on any social media platform - Developing a content calendar to ensure consistent communication with a broader audience
Challenge/problem to be addressed by the recommendation:	This recommendation reflects on project's effectiveness and sustainability ratings. Strategic communication is essential for project sustainability and the sustainability of drivers and assumptions in terms of this Theory of Change. This recommendation addresses the review findings under Cross-Cutting criteria, [Communication and Public Awareness](#); and review findings under [Sustainability](#), [Achievement of Outcomes](#).
Priority Level:	Important
Responsibility:	For UNEP, for this project, and in designing similar projects For project partners, in final implementation in this project (2024 dissemination) and in other similar projects
Proposed implementation timeframe:	Immediate, as there is an opportunity with the 2024 case study dissemination and other communication opportunities.

Project follow-up and sustainability	
Recommendation #4:	Seek funding to develop and explore strategies to strengthen the capacity of local civil society organizations, especially at the city level. This could help sustain their involvement beyond project timelines and contribute to project sustainability (ToC drivers).
Challenge/problem to be addressed by the recommendation:	This recommendation addresses the review findings under [Sustainability](#), [Efficiency](#), [Likelihood of impact (including an analysis of the project's contribution to long-lasting results)](#) and [Achievement of outcomes](#), and aligns with peer review of report. Civil society organizations do not always have the capability and efficacy, or the institutional strength, to monitor and hold the government to account for project commitments (see [Institutional Sustainability](#)). Further, strong civil society organizations are able to mitigate the vacillations of political will (a key assumption in the ToC) identified as a challenge under [Socio-political sustainability](#).

Priority Level:	Important
Responsibility:	UNEP, and of value to project partners in their own projects
Proposed implementation timeframe:	Immediate and within the next 12 months, to programme, but to build into new programme proposals or awards

Project follow-up and sustainability	
Recommendation # 5:	Seek funding to develop a post-project framework for tracking of vulnerable group inputs and commitments, until implementation.
Challenge/problem to be addressed by the recommendation:	This recommendation addresses the review findings under Sustainability, Efficiency, and Achievement of outcomes, particularly to follow up on the incorporation of commitments into formal policy.
Priority Level:	Important
Responsibility:	UNEP for development of framework; and of value to project partners in their own projects
Proposed implementation timeframe:	Immediate, and within 2024, to maintain and upscale project momentum and contribute to project sustainability

ANNEX I. RESPONSE TO STAKEHOLDER COMMENTS

Table 24: Response to stakeholder comments received

Stakeholder comment	Response from reviewer
Thanks again for sharing the evaluation report. It did give me an opportunity to take a bird's eye view of the project and reflect a bit more deeply on how far we have come. Overall, the report is fair and sufficiently nuanced in its elaboration of the various ratings given in relation to each criterion. The questions/comments I had following the last meeting where Gail presented some of the findings have been answered in the report. Comments relate to the external communications.	Thank you. The concern about the external communications is addressed in paragraph 274, and is elaborated upon in Recommendation #3.
Overall, I echo that the report is exceedingly thorough in its representation of activities, gives a pretty accurate account of how I recollect events unfolding, and is quite fair in its review of both the accomplishments and the setbacks. I have no specific comments as I feel my perspective on the project is already accurately portrayed within the review. I have just added some minor edits to the Google Doc.	Thank you.
Much appreciation for the elaborated report, which I found well-articulated and captured well almost all the project information and findings. Kindly find attached the additional project documents that were highlighted as missing in the evaluation report.	Thank you. The Review has been amended to note that the documentation <u>was</u> available for review.
Great to see that this project resulted in tangible benefits. Especially more effective engagement, more priority investment; and a policy bridge between enabling active modes and no or low emissions. Of course dealing with the COVID Pandemic in the middle of all this work must have been enormously challenging but as you acknowledge to an extent it perhaps also highlighted the need for mobility to be managed differently. Especially pleased to see the realisation we are all pedestrians. Might it be helpful to recommend some engagement pathways that work for others to adopt? (an additional specific to Recommendation #4). Is there a moment to reflect here too on the role of international NGOs? Eg this project relied on UNDP, WRI and GGGI +++ who came with skills, time and experience that got applied locally. Is this the best model and sustainable? How can the lessons be scaled via the theory of change? In the conclusions there is mention of the ongoing need to monitor commitments at country and city levels. it would be helpful to suggest a practical way to do that - eg a regular staff/politician attitudes survey and or policy analysis etc?? (is this a role for civil society as per Recommendation #3?) Finally, can I suggest please that you put some people in the cover photo! (that's what this project is all about!)	Thank you. Concerns about the reliance on international NGOs and the need to develop in-country capability are noted in Recommendation #4 and #5 Thank you – yes, this was the envisaged role of strengthened civil society. Regarding recommended pathways for engagement, and mechanisms for monitoring: TR guidance is that recommendations are not too 'prescriptive' in terms of guidance. Recommendations are drawn from the Review gaps or findings, while Lessons Learned are drawn from the Review learnings. Detailed suggestions of practical ways to implement recommendations would not strictly be drawn from the Review process, and therefore fall outside the scope. So sorry about no people being on the cover. We were careful to use only photographs that did not include people's faces or without people's explicit consent, but I have changed it to include people photographed from behind.

Stakeholder comment	Response from reviewer
Thanks again for the opportunity to comment, for a great job and for doing it all so well despite the pandemic!	
In regard to funding requirements, I believe one of the observations shared during the last meeting was the scale of what was achieved given the relatively small budget. It was recommended to work on obtaining larger funding for future projects or managing the expectations from the project (relative to available budget)	Thank you. See revision to paragraph 269 and 270.
Output1.1-1.3 table on Rwanda Vulnerable Group meetings: The attendance registers on Musanze Mapathon & Workshop, and Workshop with Don Bosco Primary School Students are available. Please consider revisiting and updating the report.	Thank you. The Review has been amended to note that the documentation <u>was</u> available for review.
Output 1.6-1.7 (Pg.62) on Rwanda Paragraph about TA in organizing walking and cycling events: Not sure about the statement that says GGGI did it as part of the on-going work with FONERWA. By the time, we organized walking and cycling events in Rwanda were partly supported through the built partnerships with local civil society organizations like the Africa Rising Cycling Centre in Musanze which was a key stakeholder in the Bicycle Sharing Project under the Share the Road Programme; and Friends of Nature Rwanda in Huye, who were also part of the NMT working group in this NMT project; in addition to the Districts and the National Police who supported by providing the sound system for public awareness, as well s ensuring security and safety of participants . But yes there have been some works before these done with FONERWA.	Thank you – this has been amended.
This can also be considered as part of Best practices and Lessons Learnt whereby engaging some of the key stakeholders plays a role in the Co-financing of some activities that were not budgeted for, or had limited budget.	Thank you – I have expanded Recommendation #2 to include this.
Output1.6-1.7 Table on Rwanda 2nd National NMT Working Group: The Minutes with attendance list is available. Please consider reviewing and making the updates	Thank you. The Review has been amended to note that the documentation <u>was</u> available for review.
[Conclusion Section] Aligning this project with other initiatives at partner organizations, like WRI's integrated approach linking it with BIGRS, proved beneficial for implementation. This collaboration not only fostered stakeholder engagement and addressed minor financial needs, but also strengthened project sustainability beyond UNEP's lifespan at both national and city levels. However, co-financing with other projects, as agreed with UNEP and WRI, was especially important due to the project's potentially smaller budget. While sufficient for core activities, greater funding flexibility would have allowed for smaller contracts with universities and local organizations, providing them with a financial incentive to deliver better results. This is particularly relevant when working with civil society groups, which are often under-resourced and understaffed.	Thank you for these insights. I have noted this further in paragraphs 210, 270, and 280, and have expanded Recommendation #2 and the Conclusion section.
[Conclusion Section] While the conclusion section acknowledges COVID-19 as a significant obstacle, it's important to highlight successful project completion despite additional challenges like civil unrest in Ethiopia, particularly the secondary city. Through continuous engagement and trust-building with local partners, like the local university, we were able to navigate these difficulties.	Thank you for these insights. I have noted this further and have expanded paragraph 314, Lesson learned #3 and Good practice #2, and Recommendation #2.

Stakeholder comment	Response from reviewer
This trust proved crucial, even allowing the project to progress smoothly amidst leadership reshuffles within the first year.	
The lessons learned section offers valuable insights, but it could be enriched by incorporating insights related to project design, management, and execution. Here are some additional key takeaways from our end: Prioritize Urgent Needs - When working with civil society or vulnerable groups, addressing their immediate needs is crucial for building trust and encouraging active participation. This might involve flexible funding for events, exposure trips, or conferences. Their limited resources often lead to initial resistance towards projects. (This connects back to the point about understaffing and under-resourcing.) Government Engagement Strategy - In the Ethiopian case, securing government commitment (letters, workplans) was simpler than fostering direct engagement with vulnerable groups. To encourage this, a deeper understanding of the country's financial systems is needed. Collaboratively identifying revenue sources and obtaining commitments is a more complex but crucial step, potentially for a project's second phase. This could involve collaboration with major financial institutions and African donors (AfDB, WB). Secondary City Focus - Dedicating resources to secondary cities proved valuable. However, these cities often face greater financial limitations. Allocating funds for a local university or NGO to act as a WRI subcontractor can inject resources and build trust/ownership. Without a consistent presence, it's difficult to sustain change and relationships in these cities (though time investment is needed). While subcontracting has challenges, a small contract (e.g., $5,000 with Bahir Dar University) could have fostered a stronger partnership and better outcomes.	*Thank you – I have included this insight into the text, and in Lesson Learned #3 and Good practice #2, and Recommendation #2.* *See also under Achievement of Outcomes*

ANNEX II.   PEOPLE CONSULTED DURING THE TERMINAL REVIEW

Organization	Name	Position	Gender
Cross-cutting			
Walk 21	Bronwen Thornton	CEO	F
Walk 21	Jim Walker	Managing Director	M
University of Cape Town	Sean Cooke	Project support	M
University of Cape Town	Nobukhosi Ngwenya	Project support	F
UN-Habitat	Stefanie Holzworth	Programme Management Officer, Urban Mobility	F
UNEP	Carly Gilbert-Patrick	Team leader	F
UNEP	Janene Tuniz	Project manager	F
Rwanda			
GGGI Rwanda	Liliane Mupende	Project implementation team	F
GGGI	Richard Ndicunguye	Project implementation team	M
Ministry of Infrastructure, Rwanda	Janvier Twagirimana	Senior Engineer, Ministry of Infrastructure	M
University of Rwanda (Department of Civil & Environmental & Geomatic Engineering)	Prof.G.Senthil Kumaran	Academic support, Engineering	M
Site visit Rwanda			
Rwanda Government	Ange Sebutege	Mayor of Huye District	M
Friends of Nature Rwanda Organization (FNRO), Huye District	Englebert Habumuremyi	Manager	M
Huye District	Pierre Celestin Nahimana	Road Development and Maintenance Officer	M
Huye City Taxi Cyclists Cooperative	Emerance Umurerwa	Manager	F
Biocor (environmental and bicycle touring)	Jean Nzayisenga	Finance and Administration manager	M
National Women's Council in Huye	Redempta Bakundukize	Coordinator & Member of the District Council	F
National Council Persons with disabilities	Tuyisabe Theoniste	District Coordinator	M
Youth representative	Valentin Ngabonizima	Representative, civil society	M
Zambia			
UNDP	Thukiwe Namfukwe	Project implementation team	F
UNDP	Kingford Mkandawire	Project implementation team	M
Ministry of Local Government, Zambia	Danny Kaweme Banda	Senior Engineer for Urban Roads	M
Zambia Road Safety Trust	Daniel Mwamba	Founder	M
Ethiopia			
WRI Ethiopia	Agraw Ali	Project implementation team	M
WRI Ethiopia	Semere Jelalu	Project implementation team	M
WRI Ethiopia	Iman Abubaker	Project implementation team	F

ANNEX III.   KEY DOCUMENTS CONSULTED

Evaluation office of UNEP: management-led Review tools

00_UNDA TR List of TR Support 00_UNDA Tools Description.docx

00a_UNEP Glossary of results definitions_December 2023.pdf

00b_UNDA Planning and conduct of DA project evaluations_Guidance 2023.docx

00c_UNDA TR List of Documents for TR 31.01.2024.docx

00d_UNDA TR Main Report_Template FOR USE BY CONSULTANT_31.01.2024.DOC

00e_UNDA TR Quality Assess of Report_Template FOR USE BY UNEP31.01.2024.docx

01_UNDA TR TOR Template 31.01.2024.docx

02_UNDA TR Criteria Ratings Table 31.01.2024.docx

03_UNDA TR Criterion Rating Descriptions_Matrix 31.01.2024.docx

04_UNDA TR Weighted Ratings Table 31.01.2024.xlsx

05_UNDA TR Inception Report Structure and Contents 31.01.2024.doc

06_UNDA TR Main Report Structure and Contents 31.01.2024.docx

07_UNDA TR Stakeholder Analysis Guidance 31.01.2024.doc

08_UNDA TR Review Methodology Guidance 31.01.2024.docx

09_UNDA TR Gender Methods Guidance 31.01.2024.docx

10_UNDA TR Safeguards Assessment Template 31.01.2024.docx

11_UNDA TR Use of TOC in Project Reviews 31.01.2024.docx

12_UNDA_TR Financial Tables 31.01.2024.docx

13_UNDA TR Likelihood of Impact Flow Chart 31.01.2024.xlsm

14_UNDA TR Recommendations Quality Guidance 31.01.2024.docx

14a_UNDA TR In Report Presenting Recs and LL 31.01.2024.docx

15_UNDA TR Recommendation Impl Plan Template 31.01.2024.docx

Project planning and reporting documents

Cooke, S. *et al.* (2022) 'Proximity is not access: A capabilities approach to understanding non-motorized transport vulnerability in African cities', *Frontiers in Sustainable Cities*, 4, p. 811049. Available at: https://doi.org/10.3389/frsc.2022.811049.

UCT (2020a) *Report on technical inputs and advice, year 1*. OP2. University of Cape Town.

UCT (2020b) *Stakeholder Engagement Framework*. OP1 OC1. University of Cape Town.

UNEP *et al.* (2019) *Ethiopia NMT case study: NMT Strategy 2019-2028*.

UNEP *et al.* (2020a) *Rwanda NMT case study: NMT Strategy*.

UNEP *et al.* (2020b) *Zambia NMT case study: NMT Strategy*.

UNEP (2023) *Minutes of Final Regional Workshop*. UN Environment.

Project outputs to achieve Outcome 1

GGGI (2020) Rwanda NMT Country Working Group (1st). OP1.6.

GGGI (2021a) Kigali NMT Working Group (2nd). OP1.7.

GGGI (2021b) Musanze NMT Workshop and Mapathon. OP1.34.

GGGI (2021c) Proposal on the organization of Bike Bus Event at Don Bosco School in Kimihurura. Media release and concept note.

GGGI (2021d) Stakeholder mapping and analysis (engagement): Rwanda. OP1.2. GGGI Rwanda.

GGGI (2022a) Huye City NMT Working Group. OP1.7.

GGGI (2022b) Huye City NMT Working Group Workshop Report. OP2.2?

GGGI (2022c) Mitigation potential of car-free zone, Huye. Huye City, Rwanda: GGGI Rwanda.

GGGI (2022d) Spreadsheet template of national NMT commitments ideas. OP2.45.

GGGI (2022e) 'Survey, car-free zone, Huye City'. Huye City, Rwanda.

GGGI (2023a) NMT Workshop Don Bosco Primary School Kimihurura. OP1.3.

GGGI (2023b) Survey on NMT users, Vulnerable Groups, Updated recommendations. OP1.5.

GGGI (no date) 'Huye City Transport and NMT Infrastructure Outlook'. Huye City, Rwanda.

UCT (2020) Stakeholder Engagement Framework. OP1 OC1. University of Cape Town.

UNDP (2020a) First City level meeting notes, Zambia. OP1.7.

UNDP (2020b) UNDA Survey Questions Zambia. UNDP.

UNDP (2021a) Chipata city workshop report. OP1.3.

UNDP (2021b) Concept note: City Workshop Chipata, Zambia. OP1.3.

UNDP (2021c) Stakeholder mapping and analysis (engagement): Zambia. OP1.2. UN Development Programme.

UNDP (2021d) UNDP Zambia Update 2021. UN Development Programme.

UNDP (2022a) Agenda to develop ToR for Working Groups. Ciela Resort, Lusaka: UN Development Programme, Zambia.

UNDP (2022b) Creating inclusive cities for NMT users, Zambia. OP2.2?

UNDP (2022c) Lusaka National Working Group report. OP1.3.

UNDP (2022d) Ndola City Training Workshop. OP1.3.

UNDP (2023) DRAFT Final Report, Zambia. Draft final.

UNEP (2020a) Kickoff Workshop Summary. Summary. UN Environment.

UNEP (2020b) 'UNDA Checklist'. UN Environment.

Walk 21 (2020) Africa Walking and Cycling Survey. Walk 21 for UNEP.

Walk21 (2020) Menu of Interventions. Prepared for UNEP.

WRI (2020) Stakeholder mapping and analysis (investment): Ethiopia. Activity 1, OP2.1 OC2. World Resources Institute Ethiopia.

WRI (2021a) Stakeholder mapping and analysis (engagement): Ethiopia. OP1.2. WRI Ethiopia.

WRI (2021b) Vulnerable Groups Workshop Addis Ababa. OP1.345.

WRI (2021c) Vulnerable Groups Workshop Ethiopia. OP1.345.

WRI (2021d) Vulnerable groups workshop report, Ethiopia.

WRI (2022a) City Level Stakeholder Mapping, Bahir Dar, Ethiopia. OP1.345.

WRI (2022b) National Working Group Report, Ethiopia, 2021. OP1.6.

WRI (2022c) National Working Group Report, Ethiopia, 2022. OP1.6.

WRI (2022d) Project launch report, Bahir Dar City, Ethiopia. OP1.345.

WRI (2022e) Secondary City Working Group first meeting report, Bahir Dar, Ethiopia. OP1.7.

WRI (2023) National Working Group Report, Ethiopia, 2023. OP1.6.

Project outputs to achieve Outcome 2

Bahir Dar City (2023) Bahir Dar Roads Commitment. OP2.5.

GGGI (2022a) Africa Regional Forum for Action: Inclusive and Active Mobility in a Changing Climate. OP2.2.

GGGI (2022b) Huye City NMT Working Group. OP1.7.

GGGI (2022c) Huye City NMT Working Group Workshop Report. OP2.2

GGGI (2023a) Report on City government workshop, Huye. OP2.3.

GGGI (2023b) Rwanda case study. OP2.6.

GuraRide and Huye City (2022) MoU GuraRide and Huye District. OP2.5.

Huye City (2022) Huye City Acknowledgement Letter. OP2.5.

Huye City (2023) Huye City NMT Investment Action Plan. OP2.5. Huye City, Rwanda.

LCC (2023) Lusaka City Council Commitment, August 2023. OP2.4. Lusaka: Lusaka City Council.

Ndola (2023) City of Ndola Commitment, August 2023. Ndola: City of Ndola.

RoE (2023) Ethiopia National Level commitment. Federal Republic of Ethiopia.

UNDP (2022) Ndola City Training Workshop. OP1.3.

UNDP (2023a) DRAFT Final Report, Zambia. Draft final.

UNDP (2023b) Zambia case study. OP2.6.

WRI (2022a) National Level Stakeholder Engagement Report, Year 2, Ethiopia. OP2.4.

WRI (2022b) National stakeholder engagement report, Ethiopia, year 1.

WRI (2022c) Secondary city field visit report and project next steps, Ethiopia.

WRI (2022d) Walking and Cycling Event, Bahir Dar University Poly Campus. Bahir Dar, Ethiopia.

WRI (2023) Ethiopia case study. OP2.6.

Project outputs to achieve capacity development (events)

ITDP (2023a) *Paapam Sustainable Transport Matrix*. Institute for Transport Development and Policy (ITDP) and UNEP.

ITDP (2023b) *Programme: Action for Active Mobility in Kenya*. Nairobi, Kenya.

ITDP (2023c) *Programme: Paapam East Africa Consultation webinar*. Online.

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ANNEX IV.   REVIEW ITINERARY

- 16-18 October 2023: Kigali City, Rwanda, Walk21 Conference
- 19 October: Huye City, Rwanda – cycling site visit of NMT facilities, site visit of proposed car-free zone, meeting with stakeholders (see below), site visit to bicycle-taxi driver training school
- 20 October: meeting with stakeholders (see below)

Site visit Rwanda		Date of meeting
Walk 21	Bronwen Thornton, Jim Walker	17 October
UNDP	Thukiwe Namfukwe	17 October
UNEP	Janene Tuniz	16-18 October
GGGI	Richard Ndicunguye	18-20 October
GGGI	Liliane Mupende	17 October
Huye City Taxi Cyclists Cooperative	Emerance Umurerwa	19 October
Rwanda Government	Ange Sebutege	20 October
Friends of Nature Rwanda Organization (FNRO), Huye District	Englebert Habumuremyi	20 October
Huye District	Pierre Celestin Nahimana	20 October
Biocor (environmental and bicycle touring)	Jean Nzayisenga	20 October
National Women's Council in Huye	Redempta Bakundukize	20 October
National Council Persons with disabilities	Tuyisabe Theoniste	20 October
Youth representative	Valentin Ngabonizima	20 October

ANNEX V.   DATA COLLECTION INSTRUMENTS/TOOLS

Table 25: Online questionnaire to support and guide key informant interviews

Which country are your referring to in your responses?
What is your email address?
A key outcome of this project was to enhance engagement between policymakers and groups representing vulnerable people in developing policies that prioritize NMT investment and include the needs of vulnerable groups. How would you evaluate (from highly satisfactory to highly unsatisfactory) this project achievement, in your country?
Please share your reasons for assessing the satisfactory or unsatisfactory achievement of this project outcome in your country
Please share what you would definitely do again in the project, in terms of this outcome, if you were to repeat the project.
Please share what you would definitely do differently in the project, in terms of this outcome, if you were to repeat the project.
One of the project outcomes what that city and national government officials would now be more able to prioritize and allocate resources to NMT infrastructure, through developing and emending necessary policies. These policies would be integrated with existing city transport plans and developed in consultation with vulnerable groups. How would you evaluate (from highly satisfactory to highly unsatisfactory) this achievement, in your country?
Please share your reasons for assessing the satisfactory or unsatisfactory achievement of this project outcome in your country.
Please share what you would definitely do again in the project, in terms of this outcome, if you were to repeat the project.
Please share what you would definitely do differently in the project, in terms of this outcome, if you were to repeat the project.
One of the project intentions was that civil society organizations representing the needs of vulnerable groups would be included in NMT stakeholder engagement activities at national and city level. How would you evaluate (from highly satisfactory to highly unsatisfactory) this achievement, in your country?
Please share your reasons for assessing the satisfactory or unsatisfactory achievement of this project outcome in your country
Please share what you would definitely do again in the project, in terms of this outcome, if you were to repeat the project.
Please share what you would definitely do differently in the project, in terms of this outcome. if you were to repeat the project.
One of the project intentions was that NMT-related policy development and amendments developed as a result of the project do include plans to meet the needs of vulnerable groups. How would you evaluate (from highly satisfactory to highly unsatisfactory) this achievement, in your country?
Please share your reasons for assessing the satisfactory or unsatisfactory achievement of this outcome in your country.
Please share what you would definitely do again in the project, in terms of this outcome, if you were to repeat the project.
Please share what you would definitely do differently in the project, in terms of this outcome, if you were to repeat the project.
How likely do you feel that the project intervention has delivered positive long-term effects?

Please share your reasons for assessing the likelihood that this project has achieved a long-term effect in your country.
What, in your view, is the key long-term effect that the project has delivered?
How likely do you feel that the project intervention (such as an action plan or investment plan) will continue or be acted upon, now that the immediate project has ended?
If you feel that the project intervention will be sustained, what is the main reason you think so?
If you feel that the project intervention will not be sustained, what is the main reason you think so? (perhaps because of lack of funding, lack of a champion, competing priorities, etc). How could the project still try to change this?
How did you share learnings and experiences during the project? For example, through project meetings, webinars, whatsapp groups, social media, etc?
Please share links to media or social media where project activities where reported. Thank you!
What public awareness activities took place during project implementation in your country? This could be car-free days, awareness bicycle rides, etc. Please share details and links to media and social media, if you have.
One of the programme intentions was that you would be able to communicate the programme goals with stakeholders. How would you evaluate (from highly satisfactory to highly unsatisfactory) this achievement in your country?
Please share your reasons for assessing the satisfactory or unsatisfactory achievement of this outcome in your country.
How would you communicate differently if you were to repeat the project?
What communication methods would you definitely use again?
How did people in your city communicate with you about the project, if they had ideas, or wanted to participate?
Is there anything else you would like to share, that we have not asked you?

ANNEX VI. REVIEW TOR (WITHOUT ANNEXES)

U N I T E D   N A T I O N S   N A T I O N S U N I E S

Terms of reference

Job Opening number   :   23-United Nations Environment Programme-211445-Consultant

Job Title   :   Evaluation Consultant for Terminal Evaluation of the UNEP project

"Investing in Walking and Cycling Policies in African Cities (within least developed countries)"

General Expertise   :   Environmental Affairs

Category   :   Urban Transport/Roads/Mobility *Department/ Office*   :

United Nations Environment Programme *Organizational Unit*   :   UNEP ODED IED CHEM SMU

Purpose

The SMU implemented a UNDA project titled, "INVESTING IN WALKING AND CYCLING POLICIES IN AFRICAN CITIES (WITHIN LEAST DEVELOPED COUNTRIES)" . As part of the agreement with the donor, we are required to conduct an end of project evaluation. Hence this request to hire an external evaluation expert to work on the end of project evaluation. The donor has provided specific guidelines on how to do this and the list of reports they need hence the outputs listed below.

An Inception Report

A Preliminary Findings Note: typically in the form of a powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.

A Draft and Final Review Report

A Table of Recommendations

Duties and Responsibilities ORGANIZATION SETTING.

The United Nations Environment Programme (UNEP) is the United Nations systems designated entity for addressing environmental issues at the global and regional level. Its mandate is to coordinate the development of environmental policy consensus by keeping the global environment under review and bringing emerging issues to the attention of governments and the international community for action.

The overall objective of the Industry and Economy Division of UNEP is to encourage decision makers in government, local authorities and industry to develop and adopt policies, strategies, practices and technologies that promote sustainable patterns of consumption and production, make efficient use of natural resources, ensure safe management of chemicals and contribute to making trade and environment policies mutually supportive. It promotes the development, use and transfer of policies, technologies, economic

instruments, managerial practices and other tools that assist in environmentally sound decision making and the building of corresponding activities.

The Sustainable Mobility Unit (SMU) is part of the Industry and Economy Division, and the unit promotes sustainable, low and no emissions transport. UN Environment's SMU wishes to engage the services of an Evaluation Consultant for a period of 5 months (106 days) to review the UN Development Account Funded project "Investing in Walking and Cycling in African Cities (within least developed countries)." The consultant will report to the SMU Project Manager responsible for the UNDA Project.

The "INVESTING IN WALKING AND CYCLING POLICIES IN AFRICAN CITIES (WITHIN LEAST DEVELOPED COUNTRIES)" project aims to promote a global transition to zero-and-low emission transport for improved air quality and climate change mitigation through increased capacity of selected countries in Africa to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups).

In line with the UNDA Project Evaluation Guidelines, the Guidance Note on Planning and Conducting Terminal Evaluations of 11th Tranche projects and the UNEP Evaluation Policy, the Terminal Review (TR) is undertaken at completion of the project to assess project performance (in terms of relevance, efficiency, effectiveness and sustainability), and determine outcomes and impacts (actual and potential) stemming from the project. The TR has two primary purposes:

- to provide evidence of results to meet accountability requirements, and
- to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and main project partners.

Therefore, the TR will identify lessons of operational relevance for future project formulation and implementation.

The Evaluation will identify lessons of operational relevance for future project formulation and implementation, especially where a second phase of the project is being considered. Recommendations relevant to the whole house may also be identified during the evaluation process.

Under the supervision of the SMU Project Manager responsible for the UNDA Project in line with relevant UNEP and UN Development Account evaluation criteria, the Evaluation Consultant will be responsible for the overall management of the Evaluation and timely provision of its outputs, data collection and analysis and report-writing. More specifically, the consultant will:

- Develop the desk review and interview protocols;
- Conduct preliminary desk review and introductory interviews with project staff;
- Draft the reconstructed Theory of Change of the project;
- Prepare the evaluation framework;
- Develop an inception report;
- Develop a preliminary Findings Note: typically in the form of a powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity t

- verify emerging findings.
- Regularly report back to the SMU Project Manager on progress and inform of any possible problems or issues encountered and generally keep the Project Manager informed of the evaluation progress.
- Develop a draft and Final Review Report
- Develop a table of Recommendations containing the list of recommendations from the evaluation exercise.

The final version of the Review Report and table of recommendations will be assessed for its quality by the UNEP Evaluation Office.

Ultimate result of service

Under the supervision of the SMU Project Manager responsible for the UNDA Project and in line with the relevant UN Development Account guidance documents, the consultant will submit:

- An Inception Report
- A Preliminary Findings Note: typically in the form of a powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.
- A Draft and Final Review Report
- A Table of Recommendations containing the list of recommendations from the evaluation exercise.
- Travel Details

Travel	Per Diem	Other	Total
0	0	0	0

Output/Work Assignments

Outputs

Under the supervision of the SMU Project Manager responsible for the UNDA Project and in line with the relevant UN Development Account guidance documents, the consultant will submit:

- An Inception Report
- A Preliminary Findings Note: typically in the form of a powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.
- A Draft and Final Review Report

Total remuneration: USD 25,000 SB-014480.10
Payment will be made upon submission of the following deliverables.
USD 7,500 upon submission of an approved inception report (as per the guidance note)
USD 7,500 upon submission of a preliminary findings note and a draft review report (as per the guidance note) USD 10,000 upon submission of a final review report and a table of recommendations

Contract Duration

Overall Contract Duration: 5 months Estimated amount of actual
time to worked (days, weeks, months):
Regular Working Hours (if applicable):
Total Remuneration: USD 25,000
Payment Terms: Deliverable Based

Qualification Requirements/Evaluation Criteria

Education:

An advanced university degree (Masters or Equivalent) in urban development, sustainable transport or other relevant political or social sciences area is required.

Language:

English and French are the official languages of the United Nations Secretariat. For this post, fluency in oral and written English is required.

JFQ/JSQ:

A minimum of 2 years work experience evaluating sustainable transport/mobility projects is required

A broad understanding of sustainable mobility and the walking and cycling policy landscape in Africa is desirable.

Prior experience working in an international organization is desirable.

Proven technical writing, analytical, presentation and communication skills are required

Do you have a minimum of 2 years work experience evaluating sustainable transport/mobility projects as is required?

Supervisor Name: ___
Title: _

ANNEX VII.   PROJECT THEORY OF CHANGE

A.   Revised Theory of Change

412. The revised Theory of Change was co-developed during the project team evaluation/close-out. Two key changes are the recognized role of communication, and a more localized impact, that of increased recognition for vulnerable road users among development agencies and government authorities

413. The higher-level desired results (impacts) are:

414. Reduced global air pollution levels and lower road fatalities for pedestrians and cyclists;

415. Increased recognition for vulnerable road users among development agencies and government authorities.

416. The desired intermediate state is: A transformation in how urban mobility is prioritized in the three project countries, so that NMT is systematically invested in, resulting in expansion of NMT infrastructure on the ground, improved road safety for pedestrians and cyclists and reduction in emissions due to a modal shift from vehicle use to walking and cycling – with a particular focus on the needs of vulnerable groups.

417. The desired project outcome is:

418. Enhanced and strengthened capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups).

419. Assumptions are:

420. There is political will to move forward with plans for national and city level commitments.

421. Drivers are:

422. That stakeholders, particularly vulnerable group representatives, are aware of lack of investment and impact on their safety and health.

423. The intended project outputs are:

424. Technical support provided to countries to enhance engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) in jointly developing policies which systematically prioritize NMT investment.

425. More countries have enhanced capacity at city and national level in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups).

426. A greater focus on outward-facing communication.

B. Initial Theory of Change

427. The higher-level desired result (impact) is: Greater awareness of the risks of air pollution along with reduced global air pollution levels and lower road fatalities in the pedestrian and cyclist demographic in each of the three project countries.

428. The desired intermediate state is: A transformation in how urban mobility is prioritized in the three project countries, so that NMT is systematically invested in, resulting in

expansion of NMT infrastructure on the ground, improved road safety for pedestrians and cyclists and reduction in emissions due to a modal shift from vehicle use to walking and cycling – with a particular focus on the needs of vulnerable groups.

429. <u>The desired project outcome is:</u> Enhanced and strengthened capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups).

430. Assumptions are: there is political will to move forward with plans for national and city level commitments.

431. Drivers are: that stakeholders, particularly vulnerable group representatives, are aware of lack of investment and impact on their safety and health.

432. The intended project outputs are:

433. Technical support provided to countries to enhance engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) in jointly developing policies which systematically prioritize NMT investment.

434. More countries have enhanced capacity at city and national level in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups).

ANNEX VIII. RESULTS FRAMEWORK

Objective To enhance and strengthen the capacity of selected countries in Africa at regional, local, and national level to better design and implement policies and make investment decisions that prioritize the needs of pedestrians and cyclists (particularly vulnerable groups)			
Outcome 1 **OC1** – Enhanced engagement between policymakers and groups representing vulnerable groups (including children and people with disabilities) in jointly developing policies which systematically prioritize NMT investment and are inclusive of the needs of vulnerable groups (at national and city level).		**Outcome 2** **OC 2** – Improved capacity of city and national government officials in three African countries to systematically prioritize and allocate resources to NMT infrastructure – through development and amendment of necessary policies (integrated with existing city transport plans and in consultation with vulnerable groups).	
Indicator IA1.1 – Civil society organizations representing the needs of vulnerable groups are included in NMT related stakeholder engagement activities at national and city level (in each of the three countries) – 1 stakeholder engagement plan for working with vulnerable groups per country and at least 1 major stakeholder consultation held at city level, and at least 1 major stakeholder consultation held at national level in each country.		**Indicator IA2.1** – 3 NMT related national investment policies or equivalent commitments developed and adopted (one in each country). Total of 3 countries	
Indicator IA1.2 – NMT related policy development and amendments at city and national level city include plans to meet the needs of vulnerable groups; each commitment at city level and national level includes needs of vulnerable groups. **Source:** Implementing partners How: Review and analysis of text Who: In-country partners (WRI, GGGI, UNDP)		**Indicator IA2.2** – NMT investment action plans developed and integrated into city wide transport planning (one in each city). Total of 3 cities. **Source:** Implementing partners How: Confirmation of development and adoption. Who: UN Environment Executing Agency	
	Output (OP1.1) **Output Indicator:** Stakeholder engagement plan/methodology for working with vulnerable groups in the 3 countries	Output (OP2.1)	**Activity:** Initial meetings with key government focal points to update them on project commencement and approach and understand government priorities and plans in detail. **Activity:** Undertake an **analysis of how transport & NMT investment decisions are made** , including institutional set up, transport investment mechanisms, fiscal and regulatory policy, NMT financing and opportunity for civic engagement with recommendations - informed of desk based research and meetings with stakeholders (vulnerable groups, government, other). *Using University of Cape Town Transition framework as a concept.* **Output:** 3 countries/cities supported with development of a report on identification

			of options for prioritizing NMT investment - framework on NMT investment reality, opportunities, challenges and recommendations (for national and city level). **Lead:** WRI, GGGI, UNDP, UCT **Work package**: Ethiopia, Zambia, Rwanda, Regional standardization/quality assurance. **Dependencies:** OP1.1 - OP1.7
Output (OP1.2)	**Activity:** Undertake a **stakeholder analysis** (UCT 2020b) at national and city levels representing vulnerable groups (women, children, youth, elderly, people with disabilities, informal settlements/low income communities, pedestrians and cyclists) **Output:** 3 countries/cities supported with stakeholder engagement with vulnerable groups & vulnerable group stakeholder mapping analysis (one for each country) **Lead:** WRI, GGGI, UNDP (with input from vulnerable groups regional work package) **Work package:** Ethiopia, Zambia, Rwanda **Dependencies:** OP1.1	**Output (OP2.2)**	**Activity:** Organize **three national government workshops (one from each country)** to disseminate findings and commitments from the national policy for NMT prepared in partnership with the UN Environment Share the Road Programme, from the framework developed in OP2.1 , feedback from vulnerable group engagement and to build capacity on non-motorized transport stakeholder needs and opportunities for NMT investment prioritization **Output:** Report on government national workshops **Lead:** WRI, GGGI, UNDP **Work package**: Ethiopia, Rwanda, Zambia **Dependencies:** OP1.1 - OP1.7, OP2,1
Output (OP1.3)	**Activity:** Hold a **national vulnerable groups stakeholder engagement workshop** for vulnerable groups and NMT at national level (inviting national and city stakeholders) to build capacity on issues of NMT and identify priority areas or intervention - to feed into the city and national commitments under outcome 2) **Output:** 3 countries/cities supported with stakeholder engagement with vulnerable groups & recommendations report from vulnerable groups on NMT prioritization areas **Lead:** WRI, GGGI, UNDP **Work package:** Vulnerable Groups, Ethiopia, Zambia, Rwanda **Dependencies:** OP1.1, OP1.2	**Output (OP2.3)**	**Activity: Organize three city workshops (one from each country)** to disseminate findings and commitments from the national NMT policy, the framework developed in OP2.1 and discuss how to apply recommendations at a city level – with a particular focus on integrating with existing city transport planning, needs of vulnerable groups and city level NMT action planning. **Output:** Report on government city workshops **Lead:** EWRI, GGGI, UNDP **Work package**: Ethiopia, Rwanda, Zambia **Dependencies:** OP1.1 - OP1.7, OP2.1 - OP2.2

Output (OP1.4)	**Activity:** Based on stakeholder mapping and national workshop and 1:1 stakeholder meetings, hold a **city vulnerable groups stakeholder engagement worksho**p for vulnerable groups and NMT at city level to focus on needs of vulnerable groups at a city level - to feed into the development of city level action plans. **Output:** 3 countries/cities supported with technical assistance for identification of options for prioritizing NMT investment & **r**ecommendations report from vulnerable groups on NMT prioritization areas **Lead:** WRI, GGGI, UNDP **Work package:** Vulnerable Groups, Ethiopia, Zambia, Rwanda **Dependencies:** OP1.1, OP1.2	**Output (OP2.4)**	**Activity: Support national governments with technical assistance** to develop a national NMT investment policy or equivalent commitment. Technical assistance will include: capacity building, presentations, drafting of policies and meetings with decision making authorities to help them agree an area to focus on - with a priority on prioritizing needs of vulnerable groups. ** Including finalization of national commitment and handover to government focal point.* **Output:** Countries supported in development and drafting of chosen NMT investment policy/commitment - 1 national commitment to NMT investment or policy commitment per country **Lead:** WRI, GGGI, UNDP **Work package:** Ethiopia, Rwanda, Zambia **Dependencies:** OP1.1 - OP1.7, OP2.1 - OP2.3
Output (OP1.5)	**Activity:** Undertake **1:1 meetings with vulnerable groups** and develop and disseminate an **online survey** to build up understanding of priority need **Output:** Updated recommendations report from vulnerable groups on NMT prioritization areas **Lead:** WRI, GGGI, UNDP **Work package:** Vulnerable Groups, Ethiopia, Zambia, Rwanda **Dependencies:** OP1.1, OP1.2	**Output (OP2.5)**	**Activity: Support 3 city governments (one from each country) with technical assistance** to develop and endorse city level NMT investment action plans for investing in pedestrians and cyclists. Technical assistance will include; capacity building, presentations, drafting action plans/policies and meetings with decision making authorities. ** Including finalization of action plan and handover to city focal point* **Output:** Cities supported in development and drafting of chosen NMT investment policy/commitment1 NMT investment action plan for each city **Lead:** WRI, GGGI, UNDP **Work package:** Ethiopia, Rwanda, Zambia **Dependencies:** OP1.1 - OP1.7, OP2.1 - OP2.4
Output (OP1.6)	**Activity:** Establish a **working group at national leve**l and include representation from vulnerable groups to inform development of NMT investment planning by national government. **Output:** Working group established **Lead:** WRI, GGGI, UNDP **Work package:** Vulnerable Groups, Ethiopia, Zambia, Rwanda **Dependencies:** OP1.1 - OP1.5	**Output (OP2.6)**	**Activity: Develop a project case study on the NMT investment prioritization** process and inclusion of vulnerable groups at national and city level in each of the three countries with an analysis of similarities and differences along with recommendations. **Output:** 3 case studies **Lead:** UN Environment Share the Road Programme **Work package**: KM & Communication **Dependencies:** All

Output (OP1.7)	**Activity:** Establish a **working group at city level** and include representation from vulnerable groups to inform development of NMT investment planning by city government. **Output:** Working group established **Lead:** WRI, GGGI, UNDP **Work package:** Vulnerable Groups, Ethiopia, Zambia, Rwanda **Dependencies:** OP1.1 - OP1.5 *Note - sits across both outcomes*	Output (OP2.7)	**Activity:** Using the existing UN Environment Share the Road global network of governments, non-governmental organizations, civil society, regional bodies, educational institutions and development partners we will **disseminate the findings of the case studies** online as well as through our global advocacy programme and by replicating the approach and successes from this project in future Share the Road country projects in Africa, Latin America and Asia. UN-Habitat, UN Women and UNICEF will also disseminate the case study through their networks. **Output:** Dissemination of case studies **Lead:** UN Environment Share the Road Programme **Work package**: KM & Communications **Dependencies:** All

ANNEX IX.   STRATEGIC QUESTIONS

Question 1: Were civil society organizations representing the needs of vulnerable group effectively included and empowered in NMT related stakeholder engagement activities at national and city level (in each of the three countries)?

Civil society organizations representing the needs of vulnerable group were effectively included and empowered in NMT related stakeholder engagement activities at national and city level, to a lesser or greater extent.

In Zambia, government stakeholders note that they are highly satisfied with the enhanced engagement, and they valued the several meetings with all key stakeholders; this level of inclusivity was new to them. Zambia noted that vulnerable groups would attend despite mobility challenges, as this was highly valuable to them, and that engagement sessions were more diverse than usual. In both Rwanda and Ethiopia, the project yielded very positive engagements, and in both countries, working groups that ensured participation of representatives from various vulnerable groups which served as engagement platforms.

Question 2: Did the project make a substantial and relevant contribution to the Sustainable Mobility Unit's no and low emissions strategy and wider objectives for the African region?

The project will have made a substantial and relevant contribution to the Sustainable Mobility Unit's no- and low emissions strategy and wider objectives for the African region once commitments are translated into implementation. The literature suggests that in African primary and secondary cities, and in rural areas, the key intervention for air quality and emissions is to retain walking and cycling shares, and to delay or mitigate shifts to intermediate modes such as motorcycles and motorcycle taxis, which have a particularly high air quality and emissions impact.

To this end, the project makes a relevant contribution (and will have made a substantial contribution should commitments be translated into action and effects are evaluated).

Question 3: Did the project activities have a measurable impact on increasing commitment for active mobility prioritization and/or investment that integrates the needs of pedestrians and cyclists on a local and national level (particularly vulnerable groups)?

The project led to each country and selected city committing to increase NMT investment and improve NMT infrastructure, and to take into account the needs of vulnerable users, particularly people living with disability.

In Zambia, this commitment took the form of a signed a commitment by the Lusaka City Council, to promote safe and inclusive roads; a verbal commitment from the Permanent Secretary for Transport and recorded in a presentation and meeting notes submitted by the project partner (UNDP Zambia); and commitment by the City of Ndola to enhance road safety and make roads more walkable.

In Rwanda, national government re-committed to their existing NMT planning, while Huye City an Investment Action plan including a timeframe, responsible stakeholders, required resources, and potential sources of funds.

In Ethiopia, the Ministry of Transport and Logistics shared a commitment letter that solidified the Ministry's dedication to supporting and prioritizing NMT infrastructure, aligning with the project's goal of enhancing the country's capacity and willingness to prioritize the needs of pedestrians and cyclists, particularly vulnerable groups. In Bahir Dar City, the City Roads Authority, and the federation of Associations of People with Disability, committed to develop infrastructure with measurable indicators (timeframes, distance and quality).

Question 4: Did the project management team create lasting partnerships and professional connections with relevant stakeholders (is there a willingness to continue to work together on the overall objectives)?

In Ethiopia, Project implementers express a strong desire to continue strong relationship with Ministry of local Government, City councils, NGOs and the Zambia agency for persons living with disability; however, engagement mechanisms are not as easy across all countries. In Zambia, for example, UNDP is less routinely engaged with NMT as are GGGI and WRI, and the relationships were more newly developed, and structures do not yet exist for them to continue. The Working Groups have not continued to meet after project end.

In Huye City, working group members have continued to associate and meet up, although not formally, to work together in planning activities.

All stakeholders, whether civil society or government, express a desire to create structures to continue monitoring progress and engaging further.

ANNEX X.   COVID-19 RELATED QUESTIONS

Question: What adjustments, if any, were made to the project as a direct consequence of the Covid-19 situation, and to what extent did the adjustments allow the project to effectively respond to the new priorities of Member States that emerged in relation to COVID-19?

New priorities

The project's 2020 Annual Report (UNEP 2020b) notes that the outbreak of Covid-19 led to increased interest in the role of walking and cycling in ensuring safe, equitable and resilient urban systems. Around the world, non-motorized transport stimulus packages and infrastructural developments were swiftly put into place.

However, many African cities lack the political will, governance set-up, or investment systems to react as other counties have. Poor urban planning has a major impact on the ability of significant populations to access basic services even during the best of times, this is only magnified during a global pandemic. Investing in pedestrian and cycling infrastructure can help cities cope with new mobility needs and be ready to accommodate more active mobility in the future (Jennings et al. 2021).

The UNEP Project team undertook a rapid research project on the impact of Covid-19 on mobility in Africa and presented the findings during the Smarter Mobility Africa Conference in October 2020 (https://generationehq.com/smarter-mobility-africa/). The results showed that while the average modal share in Africa for walking and cycling is 70%, only 20% of respondents had taken any action in this area. It is clear that the aims of this project are more urgent than ever before.

Project adjustment

The kick-off workshop was intended to take place over two or three days in Nairobi, Kenya, in 2020. Due to Covid-19 restrictions put in place by the Kenyan government, international travel as well as in person meetings were prohibited.

The project management team coordinated several "mini-workshops" with each of the project partners culminating in one large online interactive workshop to define and plan project implementation strategies.
An online working space for project team members, Trello, was put in place, as a document repository and communication channel and a whatsapp group was developed to enable swift communication.

A percentage of the budget was reallocated (from travel) to enable consultant input in developing visually engaging documentation for online meetings. During the pandemic, the UNDA placed a hold on 10% of the budget for reallocation to urgent pandemic related programmes. However, the 10% for this project was later reversed due to the fact that the project activities linked to Covid-19 objectives around the world.

There were no changes in the budget class as the funds planned for travel in 2020 were to be spent in the following years. However, most activities were still conducted online in 2021. Project timelines were adjusted accordingly.

Question: How did the adjustments affect the achievement of the project's expected results as stated in its original results framework?

Response: In-person stakeholder engagement, workshops, or meetings with government officials, could not take place in 2020, and until relatively late in 2021. Internet instability and accessibility was also a challenge, as not only were not all project team members able to participate in online activities, but government officials, working from home, were not able to access relevant documentation.

Project management was affected by the early travel restrictions, as project management staff and cross-cutting technical assistant consultants were not able to travel and provide in-person training, mentoring, and assistance. While online channels were used, stakeholders have noted that the lack of in-person working together in the early stages affected the robustness and comparability of the planning and reporting.

"Given the challenges faced while undertaking the project during the COVID-19 pandemic where some of the engagements could not happen at the maximum desired, and some of the project activities were delayed; we were still able to attain most of the outcomes in regards to the engagement between national and city level stakeholders from the government, civil society and representatives of different vulnerable groups."

The adjustments did, however, affect the achievement of the project's expected results. Project partners felt that the number engaged civil society organizations was not exhaustive and that the process to achieving outcomes was hastier than optimal; this meant that technical assistance was not as embedded as it could have been.

Although the project achieved its outcomes in terms of the results framework, the quantum, level and diversity of government and stakeholder engagement, and project visibility, was lower than it might have been otherwise. Country partners have noted that the pace was too fast to deliver well integrated and slow-and-steady project commitments, as timeframes were truncated. Activities and project visibility increased during the course of late 2021 and 2022, and in-person and on-site activities were possible. The impact of early constraints was nonetheless felt. In-country partners would have valued a project extension to undertake follow-ups.

ANNEX XI. QUALITY ASSESSMENT OF THE TERMINAL REVIEW REPORT

Review Title: Terminal Review of the UNEP/UNDA Project 'Investing in Walking and Cycling Policies in African Cities (within least developed countries), 14AC0001; 20231' (2020 – 2023).

Consultant: Gail Jennings

All UNEP/UNDA reviews are subject to a quality assessment by the UNEP Evaluation Office. This is an assessment of the quality of the review product (i.e. Main Review Report).

	UNEP Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
Quality of the Executive Summary: • The summary needs to be a stand-alone section of maximum of four pages that is able to inform decision-making • Needs to include <u>short</u> overview of the project, the purpose, scope and objectives of the review and the intended users • Provide <u>key aspects</u> of the methodology and its limitations • <u>Summarize</u> key findings, conclusions and recommendations and lessons learned	The executive summary delivers on the objective of it being a standalone summary of the report.	5
Introduction • A brief overview of the project, including key parameters (e.g. two/three sentences on timeframe, funding envelope, geographic scope and objective) as well as the DA implementing entity(ies) and other collaborating UN entities/agencies • Background to the review, including the reason for the review and the time frame of the review • Purpose and objectives of the review, and the primary users/audiences	The introduction section of the report presents a good overview of the project.	5
Description of the project • **Background** Project context, including the issues addressed by the project and the relevant key social, political, economic, demographic and institutional factors. • **Project objectives and expected accomplishments/results** Project objectives and expected accomplishments (EAs) that were included in its results framework. Provide sufficient details on changes, if any, that were made to the project objectives and/or EAs during implementation, and the reasons for the changes. *Note that the project results framework should be included in the annexes.* • **Project strategies and key activities** Actual project strategies and key outputs and activities, including any significant changes that were made during implementation, and the reasons for those changes. The project strategy should include an explanation of how the project was designed to contribute to gender equality and women's empowerment, as well as the realization of human rights, with an emphasis on "leaving non one behind".	This section of the report presents a good summary of the project context, objectives, target beneficiaries, target countries, key partners and stakeholders, resources required and the link to the SDGs.	5

	UNEP Evaluation Office Comments	Final Report Rating
Beneficiaries and target countries Describe the project's beneficiaries and target countries and/or regions. **Key partners and other key stakeholders** Key partners (DA implementing entities, other collaborating UN entities/agencies and non-UN organizations, and national and/or local governments), and their roles in the project. **Resources** Project budget (approved DA funding) and other human, financial and/or in-kind contributions (e.g., XB, RPTC and other resources that were mobilized by the implementing entities to support the project). For in-kind contributions, provide an estimated financial value, if available. **Link to the Sustainable Development Goals (SDGs)** Key SDG targets the project intended to address. **Innovative elements (if applicable)** DA projects are designed to help test new and innovative development approaches, allowing successful ideas to be scaled up and replicated broadly. If and as applicable, describe the specific new methodology and/or theory that was applied in the project.		
Review scope, objectives and questions **Purpose and objectives** Purpose and objectives of the review, the intended users/audiences, and the expected use of its results by each user/audience. In line with the DA Evaluation Framework, reviews are designed to promote both accountability for results and learning. Elaborate on how the review findings are expected to be used by the intended users/audiences to support each of these objectives, including on how the review report is planned to be disseminated to its intended audiences, and any knowledge gaps which the review was intended to help address. As currently designed, the primary users of the DA project reviews are the implementing entities themselves. In addition, the findings of the relevant 11th tranche project reviews will feed into the planned programme-level evaluation of the DA's response to COVID-19, scheduled to be launched in late 2022, for which the primary users/audiences include the DA Steering Committee, the DA Programme Management Team and the management of the DA implementing entities. **Review scope, criteria and questions** If the review involved reducing the scope (e.g., geographical coverage) and/or did not cover all the mandatory criteria for review reports (i.e., relevance, effectiveness, sustainability, and efficiency), explain the specific reasons (e.g., the COVID-19 pandemic, which involved the travel restrictions and/or created the need to reduce burdens on stakeholders, adverse security conditions in participating countries). *Note that the review TORs and the review matrix should be included in the annexes.*	The report summarises the review scope, objectives and evaluation questions as per the Review Terms of Reference (ToRs). The intended users of the review are detailed in Table 2 in the previous section of the report.	6

	UNEP Evaluation Office Comments	Final Report Rating
Methodology of the Review • The **methodological approach and rationale**, including methods for data gathering and analysis and data sources (including stakeholder groups interviewed and/or surveyed disaggregated by gender, and if applicable, by special country designation, e.g., least developed countries, landlocked developing countries, small island developing states), data availability and reliability • **Sampling strategy** for qualitative and quantitative data (primary and secondary) collection methods (e.g., surveys, interviews, field visits), and, if applicable, response rates • If applicable, the criteria used to select countries for field visits or in-depth assessments • **Ethical standards** applied, and if applicable, ethical concerns and how they were handled • How **gender and human rights** perspectives were integrated in the data collection methods and tools, and the data analysis techniques • **Limitations** to the methodology and how they were addressed *Note that the data collection instruments used for the review (e.g., interview guides, survey questionnaires), the list of individuals interviewed and the list of documents consulted should be included in the annexes.* Note: Efforts to include the voices of different groups, e.g vulnerable, gender, marginalised etc) should be described. Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views. E.g. *'Throughout the review process and in the compilation of the Final Review Report efforts have been made to represent the views of both mainstream and more marginalised groups. All efforts to provide respondents with anonymity have been made'*	The methodology section describes the methods used, rationale for the methods, sampling strategy and limitation of the study, ethical and gender considerations.	5
Theory of Change • Diagram of the Theory of Change with narrative description of the way in which change is expected to happen and how the project will contribute to the change, including identification of contributing conditions (those within the sphere of influence of the project = *drivers*; those outside the project's sphere of influence = *assumptions*) • Check that the project's effect on equality (i.e. promoting human rights, gender equality and inclusion of those living with disabilities and/or belonging to marginalised/vulnerable groups) has been included within the TOC as a general driver or assumption where there was no dedicated result within the results framework. If an explicit commitment on this topic was made within the project document then the driver/assumption should also be specific to the described intentions.	The theory of change (diagram) is included in the report. However, the drivers and assumptions are presented together. It is therefore not clear to determine where each of the assumptions or drivers apply in the logic. The outputs aren't included and the pathways of change are also not evident from the diagram. The text version of the ToC also misses out on the underlying assumptions that underpin the intervention logic.	3
Findings (substantial section of the Review Report) • Present the review findings in relation to the review criteria and questions, as defined in the review TORs, with supporting	The findings are presented in relation to the review criteria with supporting evidence.	5

	UNEP Evaluation Office Comments	Final Report Rating
evidence **(organized by review criteria (See Annex 1 in the TOR))**. Only the findings supported by sufficient evidence should be presented, reflecting systematic and appropriate analysis and interpretation of the data, and not subjective judgements of the review consultant. • Data analysed should be presented in a gender-disaggregated manner, as much as possible and when there are significant differences between genders. Gender analysis should be reflected in the findings.		
NOTES TO SUPPORT THE REVIEW REPORT ASSESSOR		

Findings by Review Criteria
 	
A. Strategic relevance:
This section should include an assessment of the project's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of project approval. An assessment of the complementarity of the project with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed:
  1. Alignment to the UNEP MTS, POW and Strategic Priorities
  2. Alignment to UNDA Strategic Priorities
  3. Relevance to Regional, Sub-regional and National Environmental Priorities
  4. Complementarity with Existing Interventions Coherence
	The report presents a good analysis of the relevance and alignment of the project to the priorities of UNEP, UNDA and the target countries and complementarity with existing interventions.	6

B. Effectiveness **(i) Outputs and Project Outcomes:** How well does the report present a well-reasoned, complete and evidence-based assessment of the achievement of a) outputs, and b) direct outcomes? How convincing is the discussion of attribution and contribution, as well as the limitations to attributing effects to the intervention. The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.	This section of the report presents an evidence-based assessment of the achievement of outputs and outcomes.	5
(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed? Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.	The report presents a balanced assessment of the likelihood of impact guided by the pathways of change in the TOC together with the underlying assumptions.	5
C. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management. And include a completed 'financial management' table. Consider how well the report addresses the following: • *adherence to UNEP's financial policies and procedures* • *completeness* of financial information, including the actual project costs (total and per activity) and actual co-financing used • *communication* between financial and project management staff and	This section of the report provides a good analysis on adherence to UNEP financial policies and procedures, submission of regular reports and regular communication between financial and project management staff. However, the actual project costs are presented as opposed to expenditure by result area.	5

	UNEP Evaluation Office Comments	**Final Report Rating**
D. Efficiency To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of economic efficiency, timeliness and partnerships including: • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • The extent to which the management of the project minimised UNEP's environmental footprint.	The report presents a well-reasoned analysis of project efficiency and includes justification for the single no cost extension, time and cost saving measures employed and leveraging preexisting relationships and institutions.	5
E. Monitoring and Reporting How well does the report assess: • Monitoring design and budgeting *(including SMART indicators, resources for MTE/R etc.)* • Monitoring implementation *(including use of monitoring data for adaptive management)* • Project reporting *(e.g. PIMS and donor report)*	The report presents a balanced assessment of the monitoring and reporting arrangement for the project.	5
F. Sustainability How well does the review identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes including: • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability *(including issues of partnerships)*	The report presents an excellent analysis of the sustainability of project results across the three dimensions (socio-political, financial and institutional sustainability).	6
G. Cross Cutting Issues To what extent, and how well, does the review report cover the following cross-cutting themes: • Sustainable Development Goals • Human Rights and Gender Equality • Environmental, social and economic safeguards • Communication and public awareness	This section of the report presents an evidence-based analysis of the cross-cutting issues.	5
Conclusions • Statements beyond the level of the individual review questions that are grounded in the analysis of the findings. They can be at the level of the review criteria or at the level of across criteria and related to cross cutting issues and provide added value to the findings *Note that the conclusions should reflect the consultant's professional, evidence-based opinion in relation to the main review questions and add value to the review results.*	The conclusions section is presented as a synthesis of the key findings and includes insights from the consultant on the way forward.	5
Lessons learned/Good practices • A number of lessons that were learned in the implementation of the DA project and that are useful beyond the context in which they were learned, with sufficient substantiation to be of use to people who do not know the project • A number of good practices that were tried out and produced results and that can be of use beyond the context in which they were tried out, with sufficient substantiation for these to be of use to people who do not know the project	The lessons learned are useful and applicable beyond the project. However, most of the lessons learned are operational in nature and do not focus on the core intervention (Non Motorized Transport, NMT).	4

	UNEP Evaluation Office Comments	Final Report Rating
Recommendations • A list of five to seven clear, practical, feasible and actionable recommendations directed to the intended users of the review and supported by the evidence presented in the Findings section around key questions addressed by the review. *Recommendations should identify the users/stakeholders to whom they are addressed to and should include responsible agency/agencies, time frame and aspects of implementation in order of priority*	There is a weak link between the findings and the recommendations. More so, the recommendations presented are mainly operational in nature and do not focus on the core intervention (NMT).	4
Report Structure and Presentation Quality		
i) **Structure and completeness of the report:** To what extent does the report follow the UNEP/UNDA guidelines? Are all requested Annexes included and complete: • Response to Stakeholder Comments (where appropriate) • List of individuals interviewed • List of documents consulted, including references • Detailed results framework of the project • Review Matrix • Data collection instruments/tools • TOR for the Terminal Review	The report structure largely follows the UNEP/UNDA guidelines with a few deviations. However, there are some missing annexes key of which include the review matrix, and some data collection instruments (FGD Guide). Annex V shows an online questionnaire but the Evaluation office understands no survey was carried out (it may have been planned) and the number of respondents to the Review is small.	4
ii) **Quality of writing and formatting:** Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow UNEP formatting guidelines?	The report is fairly well written save for a few typos and some few instances where the formatting isn't in sync with UNEP formatting guidelines.	5
OVERALL REPORT QUALITY RATING		5

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