2012:19 Sida Decentralised Evaluation

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# Review of the Eac and Mena Carbon Footprint of Products Pilot Projects 2010–2011

Final Report

Sida

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**Final Report**
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**Sida Decentralised Evaluation 2012:19**
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**TABEL OF CONTENTS**

# Acronyms

| | |
|---|---|
| MENA | Middle East and North Africa |
| EAC | East African Community |
| SIS | Swedish Standards Institute |
| Sida | Swedish International Development Cooperation Agency |
| ISO | International Organization for Standardization |
| NSB | National Standardization Body |
| NMC | National Mirror Committee |
| P-member | Participating member |
| O-member | Observing member |
| TC | Technical Committee |
| SC | Sub-Committe |
| WD | Working Draft |
| CD | Committee Draft |
| DIS | Draft International Standard |
| FDIS | Final Draft International Standard |
| IS | International Standard |
| WG | Working Group |
| UNIDO | United Nation’s Industrial Development Organization |
| AIDMO | Arab Industrial Development and Mining Organisation |
| GDP | Gross Domestic Product |

# Executive Summary

Sida commissioned a review of two pilot projects on the introduction of carbon footprints of products through standardisation pre-seminars in the Middle East and North Africa (MENA) and the East African Community (EAC). The project implementation periods extended respectively from May 2009 to September 2011 and from March 2010 to October 2011. The pilot projects were conceived and implemented by the Swedish Standards Institute (SIS), in line with the recent initiative of the Swedish Ministry of trade to support developing countries in the field of climate standardisation. They are an application of a model developed by SIS and covered ten MENA countries and the five EAC member states. Core activities of the model include i) pre-seminars at the same location as the ISO TC207/SC7/WG2 meetings gathering a limited number of persons representing their countries in the ISO meetings and ii) regional seminars hosted in the MENA and EAC regions gathering a broader range of participants. All countries were expected to undertake preparatory work through national mirror committee meetings as the main mechanism for consulting and gathering comments of a variety from national stakeholders to be reflected in ISO meeting discussions.

The objectives of the review are i) to assess whether the projects have fulfilled their objectives and results and ii) to provide Sida with recommendations on the continuation of the projects and on potential improvements of future similar projects. The review was conducted by a team of three evaluators led by Tana Copenhagen, Denmark in collaboration with Indevelop, Sweden as lead of the Sida framework agreement on reviews and evaluations. The views expressed in the report reflect the views and assessment of the review team and do not necessarily reflect the views of Sida.

The review methodology is elaborated in the inception report dated 7 October 2011 and its addendum dated 25 October 2011. In brief the review focuses on five criteria, namely relevance, effectiveness, efficiency, sustainability as well as project design and approach. Data collection methods included an extensive review of documents provided by Sida and SIS, internet search, semi-structured interviews including face-to-face interviews in six countries selected by Sida, telephone interviews and email correspondences with a total of 48 persons covering 35 organisations in three MENA countries (Jordan, Morocco, Tunisia), three EAC countries (Kenya, Uganda, Tanzania) and non-project stakeholders.

The key assessments and recommendations of the review report can be summarised as follows.

*Relevance:* Findings indicate that national stakeholders and beneficiaries were not involved or consulted in the design of the projects including project activities or the selection of the topic of the standard to be used as a case study in the application of the model, in this case carbon footprinting. In the regional context, the latter seems to be a concern to a minority of stakeholders, for instance private companies involved in value chains for specific export products where they may face demand in international markets for carbon footprinting. The interest of most participants, particularly NSBs, in the projects primarily stemmed from a general eagerness to be updated on new standards that could act as a future market requirement affecting international trade. Intra-regional trade was not seen to be affected by such market requirements. Moreover, the projects viewed standardisation as a technical issue and did not focus greatly on market access and trade issues. Overall, this questions the responsiveness of the projects to national sector priorities and needs, and their relevance to intra-regional trade as noted in the Sida regional strategies for MENA and Sub-Saharan Africa. Participatory approaches in implementation and monitoring were weak. However, participation evaluation exercises were held.

> *Recommendation 1:* The model should be adjusted to ensure it has practices in place that promote participatory approaches with potential beneficiaries and consultative approaches with national/regional stakeholders in the design of the project in a manner relevant to sector priorities,

including the design of activities that respond to participant needs. It should also mainstream participatory approaches in project implementation and monitoring while maintaining the participatory internal evaluation exercise.

*Effectiveness and sustainability*: Activities contributed to the partial or full achievement of key elements of results and objectives set for the pilot projects. It is worth noting that this is partly due to the fact that the formulation of activities, results and objectives was at times overlapping. The likelihood that the project purpose would be achieved is weakened by deficiencies in the result chain of the pilot projects. Main achievements can be seen in relation to:

i) An increased participation of MENA and EAC countries in the ISO TC207/SC7/WG2 meetings and discussions of the draft standard. However, attendance in pre-seminars did not consistently lead to attendance in ISO meetings particularly after a change in per diem payment modalities. Influence on discussions of the content of the draft was hampered by two factors. First, low technical experience on carbon footprinting for participants in ISO meetings and members of the national mirror committees. Second, ISO memberships status particularly for EAC, where only two countries had voting rights. Moreover, participation in the project was not continuous over time. This questions the quality of results achieved and the selection mechanism of interested and committed participants. It should also be noted that the project covered two of the ISO stages for standard development and not the full standard development process. Participation was generally not sustained after project completion indicating low organisational commitment and financial sustainability.

ii) An improved knowledge and capacity on international standardisation work of committed participants, particularly through exposure to pre-seminars and 'real' ISO meetings. This improvement in individual capacity on international standardisation is likely to be used in other international standardisation contexts in the future. However, this increase in individual capacity was not strongly anchored at the organisational level. Furthermore, awareness of carbon footprinting increased for most participants but did not lead to an increased practical technical experience. Outreach to relevant and interested national stakeholders especially from the private sector was very limited.

iii) Sharing of experiences and ideas at the regional level, although no regional cooperation was concretely initiated at the time of the review. This was a particular achievement in MENA where SIS as a neutral actor succeeded in gathering countries to work constructively.

*Recommendation 2:* The model should integrate more strongly aspects of sustainability regarding participation in the relevant ISO working group meetings in the project design phase and ensure that the management of participating organisations is also included in identifying priorities and taking ownership of the standard development work.

*Recommendation 3:* The model should develop a broader technical package to support NMC discussions of the draft standard. This toolbox could include market analysis, feasibility studies or piloting the standard in case studies.

*Management and efficiency*: The capacity of SIS to plan, implement and monitor activities effectively was hampered by weaknesses in project design, which called for numerous extensions and time lost awaiting approvals of these extensions. Overall, technical and financial monitoring were key weaknesses in project management. Another area of improvement is the level and extent of communication between SIS and national stakeholders, which has not been timely and consultative.

*Recommendation 4:* The model should assess the complexity of the topic of the standard to be addressed at the project design stage and match itself to the ISO timeframe (accelerate, default or extended) in planning activities and as a minimum specify what critical stages of the ISO standard setting process it will support, should the entire ISO standard development process not be possible to cover. This should acknowledge risks and include risk mitigation measures.

*Recommendation 5*: The model should place stronger focus on monitoring mechanisms and practices and reflect these in the project description through the LFA matrix and its indicators, work plan and an activity-based budget, all of which are tools that facilitate future technical and financial monitoring.

*Recommendation 6:* Communication between SIS, NSBs and other stakeholders involved in the project should be improved to ensure continuous and timely information exchanges.

*Project model and design*: The project model is an effective vehicle for transmitting knowledge and building capacities of individual participants on international standardisation processes. However, it does not strongly address i) the low technical experience of participants as an obstacle for improving their participation in ISO meetings and optimise the usefulness of national mirror committee meetings, ii) trade aspects, iii) outreach to the potential users of the upcoming standards who are mainly from the private sector. Acknowledging that national standards bodies strived to ensure a broad representation in mobilising candidates, the nomination of participants through these bodies is not deemed sufficient and optimal. First, relevant stakeholders from the private and civil society sectors including potential users of the upcoming standard were not mobilised as they are not easily accessible within the networks of NSBs, which mainly operate in the public sector. This is evidenced by the higher representation of public sector participants in the projects. Second, and in line with the above, the geographic approach of the model did not gather participants according to their sector relevance to carbon footprinting but according to their belonging to a given geographic area. Nor did it account for or adjust the model according to the ISO membership's status of countries in a given region. Third, participation in the model's activities was not continuous. This also points at a weakness in the nomination and selection mechanisms of participants who are relevant, interested and committed. It also raises questions on the quality of participation achieved. Finally, the project design of the pilot projects was technically very weak. This affected the overall implementation and management of the pilot projects.

*Recommendation 7:* The project model as a vehicle for transmitting technical knowledge on standardisation processes should be maintained but improved in a manner that increases i) the technical experience of participants through the integration of case studies and i) the awareness of relevant stakeholders at the national level through for instance national workshops including the circulation of the DIS to make it known and available for interested parties, and iii) strengthening the network of national and international experts to include expertise with trade and development issues. This assumes that the project design is suitable and participatory, and the ambitions set are realistic.

*Recommendation 8:* The model should consider whether a regional approach is the optimal one for working with standard setting dealing with a specific issue, carbon footprinting, which may attract interest from potential stakeholders in a given sector from countries outside their geographic region. It should also define more clearly what outcomes in terms of human resource, organisational and regional networking it wants to achieve with the project and accordingly consider the relevance of including non-P-members with no voting rights in different kinds of activities.

*Recommendation 9:* The selection of participants should involve national structures other than NSBs to ensure a broader mobilisation and representation of stakeholders. The selection process should have set criteria to ensure the inclusion of interested and committed individuals from relevant sectors including potential end users of the upcoming standard (notably from the private sector). The selection process should take place at the beginning of the project and engage participants for the life of the project.

*Recommendation 10:* SIS's capacity should be strengthened in terms project design. The latter should be more realistic, clear and specific, logically linking project activities, results, objectives and purpose in the LFA and its outcome indicators, as well as in addressing underlying assumptions and risks.

# 1. Introduction

Sida has supported two pilot projects on the introduction to carbon footprints of products through standardisation pre-seminars in MENA since May 2009 and EAC since March 2010. The pilot projects are implemented by SIS.

As the life of the pilot projects ended respectively in September 2011 for the MENA pilot project and October 2011 for the EAC pilot, Sida commissioned a review of these projects. The framework of the review was initially elaborated in the terms of reference (ToR, Annex 1) and later revised and approved by Sida in the inception note and its addendum (Annex 2). Consequently, the content of the inception note and addendum override the content of the ToR. In summary, the objectives of the review are twofold, namely i) to assess whether the projects have fulfilled their objectives and results and ii) to provide Sida with recommendations on the continuation of the projects and on potential improvements of future similar projects.

The review team comprised three consultants, namely Kimiko Hibri Pedersen, Team Leader, Tana Copenhagen, Michael Friis Jensen, Technical expert (Carbon footprint), Indevelop and Sanath Mendis, Technical expert (Standardisation), Indevelop. In agreement with Sida, the review team undertook visits to Sweden (9-11 October, 2011), three countries in the MENA region namely Jordan, Tunisia, Morocco (12-21 October, 2011) and three countries in EAC namely Kenya (14-18 November, 2011), Tanzania and Uganda (5-9 December, 2011). Ms Pedersen covered the MENA region, while Mr Jensen visited EAC countries.

The review team wishes to thank Sida, SIS and National Standards Bodies (NSBs) in the countries visited for facilitating the field visits of the review team. The team also thanks all other stakeholders met and interviewed via telephone for their cooperation as well as ISO for its feedback on the pilot project.

The draft review report was shared with Sida, SIS and all organisations interviewed in MENA and EAC. A presentation was held in Stockholm on 2 February 2012 gathering Sida and SIS prior to its finalisation (Annex 10). The report is structured as follows. Following the presentation of methodology and limitations (Chapter 2), the context and background of the pilot projects are described in Chapter 3. Chapters 4 and 5 respectively present findings from the MENA and EAC pilot projects. The findings sections include findings and opinions based on interviews in the six visited countries and review of documents provided by SIS and Sida. Findings address four key issues. First, national demand for the project, second progress towards expected results, third project management and budget and the fourth the project model. Chapter 6 provides an assessment of the MENA and EAC projects in relation to relevance, effectiveness, sustainability, management and efficiency as well as the project model and design. Finally, Chapter 7 provides key conclusions and recommendations.

It is worth noting that the views expressed in this review report reflect the views and assessment of the review team and do not necessarily reflect the views of Sida.

# 2. Methodology and limitations

## 2.1 Methodology

The framework of the review is defined in the inception note dated 7 October 2011 and its addendum dated 25 October 2011. The latter was formulated following a briefing meeting with Sida in Stockholm. The inception note and addendum describe the agreed upon scope and methodology of the review. The agreed upon evaluation framework and questions are enclosed in Annex 2.

In summary, the review addresses five criteria/issues, notably relevance, effectiveness, efficiency, sustainability and project approach and design. It focuses particularly on effectiveness and issues pertaining to the project model and design. These criteria are defined as follows:

*Relevance:* examines the responsiveness of the projects to stakeholders' expressed needs through participation in project design.

*Effectiveness*: assesses the progress of activities towards the achievement of results, objectives and the project purpose.

*Efficiency*: looks at cost effectiveness using the average unit cost ratio for the planned budget/targeted participants compared to the actual budget spent/actual participants reached. The choice of this ratio was made using the MENA assessment MEMO as a reference point.

*Sustainability*: discusses the likelihood that results will persist after the project ends and whether national ownership has taken place or is likely to do so.

*Project approach and design*: explores the suitability of the SIS project model and its design as a means to achieve objectives and is therefore referred to as the project model and design in the report. The team defines the project model as the core activities of the model (see section 3.3.) in addition to the processes and approaches around it, namely selection processes and participatory approaches.

Data collection tools included a review of documents made available by Sida and SIS (Annex 3), Internet search of NSB and ISO web pages, semi-structured interviews, telephone interviews and e-mail correspondence with key stakeholders in Sweden, MENA (Tunisia, Morocco, Jordan), EAC (Kenya, Tanzania, Uganda) and other stakeholders such as ISO. The interview guide and a list of persons met are respectively enclosed in Annexes 4 and 5.

The selection of countries was made by Sida and balanced geographic representation of three countries per region. The selection of the sample of potential interviewees was based on the priority made to focus on project participants. Accordingly, the selection of interviewees relied on the list of participants from MENA and EAC projects for the six countries selected by Sida. The intention was to meet with all participants in the three MENA countries, as they were not numerous, and most participants in EAC, in order to cover the spectrum of representation among NSBs, private, public and civil society sectors in a balanced manner. Meetings with the intended participants were coupled with telephone interviews. In addition to meetings with Sida and SIS, a total of 48 persons covering 35 organisations were consulted, distributed as follows.

| | MENA | EAC | Europe |
|---|---|---|---|
| NSBs | 3* | 3* | |
| Public sector | 3 | 4 | |
| Private sector | 3 | 4 | |
| Civil society sector | 3 | 5 | |
| Others | 3 | 1 | 3 |
| **Total organisations consulted** | 15 | 17 | 3 |

* There were more people present at NSB meetings in Tunisia and Tanzania.

### 2.2 Key limitations

The review team met some limitations while conducting the review. These include the following:

- Due to time constraint, SIS was unable to mobilise the majority of international experts/trainers. This limited the team's exposure to the project as experienced by international SIS experts, which could have triangulated some of the findings from MENA and EAC participants as well as SIS.
- The review team interviewed participants in the countries selected by Sida. Accordingly, the content of this report strongly relies on data collected in the six countries visited.
- Visits were focused on meeting with MENA and EAC participants. This limited the ability of the team to meet with other donors, relevant trade-related initiatives and non-project informants, although such meetings were pursued in the field when possible.
- The team was unable to meet with some project participants who were unavailable. In Tunisia, following the Arab Spring, some participants did not wish to meet with the team as they were uncertain whether they still represented their organisations.
- Due to time constraints and restructuring in the team, the standardisation expert was unable to take part in all field visits. Therefore, input provided is primarily in the form of a desk review.
- Compiled and activity-based budget data were not available to carry out an accurate ratio analysis for cost effectiveness. Therefore, some efficiency ratios are only indicative.
- The lack of certain documentation limited the scope of the team's assessment on participation, awareness and likelihood of sustainability of results.
- The team only enquired about similar initiatives to establish the attribution of results. Therefore, an overview of other Sida initiatives within trade and ongoing Sida initiatives was not established.
- The review focuses on core activities as described in the project description, which in MENA did not prioritise preparatory activities undertaken by national partners. Therefore, the review does not provide a balanced account on national mirror committee meetings in the MENA chapter.

# 3. Background and context

This chapter provides an overall introduction to carbon footprinting, the ISO standard setting process followed by the key elements of the pilot projects in MENA and EAC. The purpose of this chapter is to contextualise better the technical aspects of the pilot projects and thereby the content of the review.

## 3.1 Carbon footprinting

Carbon[1] footprinting measures the direct and indirect emissions of greenhouse gases of a product throughout its life cycle, that is, from its production to consumption. The total amount of emissions, the carbon footprint, therefore measures the total contribution of the product to global warming. While the development of carbon footprinting methodologies has been ongoing for decades, the issue has only recently become widely used as a climate mitigation instrument. In 2007, the chief executive of the UK supermarket retailer Tesco, Terry Leahy, announced the supermarket's intention to use carbon footprinting to label all 70,000 products on its shelf – though without a target date. This initiative was supported by the UK government through the creation of the government-sponsored company Carbon Trust. It catalysed the establishment of carbon footprinting initiatives primarily in Europe but also in the US, Japan and selected middle and high income Asian countries.

Today, carbon footprinting is mainly an instrument used by private sector participants to manage the carbon emissions of the products they sell. Two forms of usage exist. First, based on carbon footprinting, carbon labelling may measure and display carbon emissions to the consumer, thus allowing the consumer to mitigate climate change by choosing low emission items. Tesco and a number of other retailers and suppliers of branded products do carbon labelling. Second, some firms do not display carbon emissions. Nevertheless, using carbon footprinting, the firm measures emissions as a part of carbon supply chain management. This use is typified by the US retailer Wal-Mart that regularly prompts some of its suppliers, including those in developing countries, to supply carbon emission data that Wal-Mart may use to monitor the total carbon footprint of the company and its activities.

The commercial value of carbon footprinting and, thus, its usefulness for private market participants remain hotly debated. The practicalities and costs of carbon footprinting are many. So far, Tesco has only succeeded in carbon labelling a few hundred items. Currently, some retailers and producers maintain that eventually carbon footprinting will become a feasible instrument for large-scale use. Other potential users state that carbon footprinting is too complicated and consumers not sufficiently interested to make carbon footprinting commercially interesting. Therefore, carbon footprinting is currently a niche market phenomenon like organics or fair traded products.

In developing countries, carbon footprinting is primarily relevant for firms targeting markets in which either carbon labelling or carbon supply chain management are in use. The use of carbon footprinting for regulatory purposes is very rare. Yet it may increase. Currently, the French government is considering implementing a mandatory carbon labelling scheme under the name of Bilan Carbone. However, the practical difficulties and costs of introducing such a vast scheme have called the plans into question. Therefore, currently, developing countries perceive carbon footprinting as a factor influencing market access in markets dominated by buyers using carbon labelling or carbon supply chain management.

[1]The reader should know that a large number of greenhouse gases exist with widely different impacts on climate change. Scientists measure the total contribution of greenhouse gases using carbon dioxide equivalents or $CO_2e$. In this report, as in the literature in general, carbon is shorthand for all greenhouse gases.

### 3.2 ISO standard development process

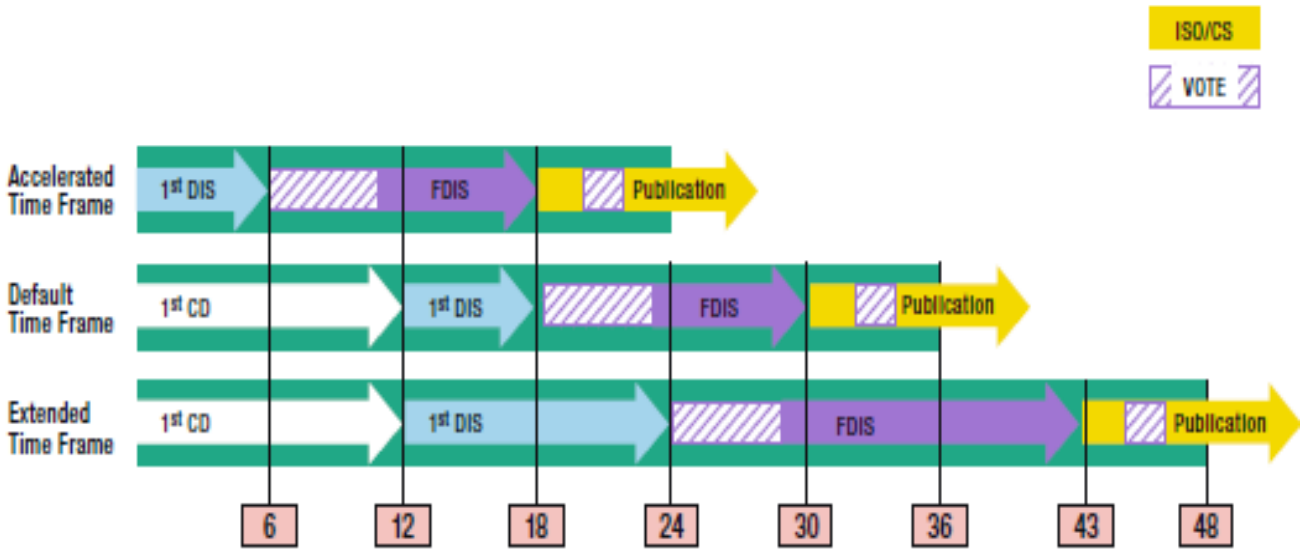
ISO is a network of the National standards bodies (NSBs) of 162 countries, with one member representation per country. As a non-governmental organization, ISO has no legal authority to enforce the implementation of ISO standards and as such ISO standards are voluntary. Although ISO standards are voluntary, they may become market driven requirements.

ISO standards are developed by technical committees comprising experts from the industrial, technical and business sectors, which have a direct interest in the standard. These experts may be joined by representatives of government agencies, testing laboratories, consumer associations, non-governmental organisations and academic circles.

Membership of ISO is open to NSBs at three levels: as Full Member (identified as Member Body - MB), Correspondent Member or Subscriber Member. MBs can participate in any technical committee as participating members with voting rights (P-members) or observer members (O-members) with no voting rights. Correspondent members could obtain 'O' member status in any technical committee.

In the development process of ISO standards, technical committees are guided through *precise* processes including several pre-defined stages (Annex 6). The national delegations of experts of a technical committee meet to discuss debate and argue until they reach consensus. Many member bodies (NSBs) have public review procedures for making draft standards known and available to interested parties and to the general public. The time targets for publication of an international standard may vary from a few months to 3 to 5 years based on the complexity of standards and its link to other projects. Time limits set by ISO for guidance of technical committees are indicated below.

Chart 3.1 ISO standard setting time frames




Work on International Standards for Carbon Footprint of Products (CFP) was initiated under the ISO Technical Committee, TC 207 / SC7 - *Greenhouse gas management and related activities*. The Working Group on "*GHG Management in the value or Supply Chain"* - SC7 / WG2 was constituted to develop the International Standard - ISO 14067 - Carbon Foot Print for Products.

The work on the development of an International Standard on the carbon footprint of products has commenced, with Sweden and SIS as one of the main initiators of this standards development project. In the development process of a draft standard, the Committee Stage is the principal stage at which comments from national members are taken into consideration with a view to reaching consensus on the technical content of the draft standard.

Due to the extensive nature of comments received and discussed, the Committee Draft (CD) of ISO 14067 was amended and issued thrice, with the amalgamation of Parts 1&2 as one standard, resulting in a longer time taken at the Committee discussion stage compared to the time frame guidelines set by ISO.

The Working draft (WD) of ISO 14067 was discussed at successive meetings of the TC207/SC7/WG 2 held from January 2009 to the 6th meeting in February 2010 in Tokyo. The Committee Drafts CDs developed through this process were later discussed at 7th, 8th and 9th meetings held from July 2010 to June 2011. At the 10th meeting held in Mississauga, Canada, in November 2011, the CD was issued as a Draft International Standard (DIS) for comments and voting for a period of five (5) months. Comments on the DIS are expected to be discussed at the 11th meeting scheduled in Thailand in June 2012 and the FDIS of ISO 14067 is expected to be published as an International Standard within a period of two months.

### 3.3 MENA and EAC pilot projects

As a main initiator of carbon footprint standardisation process and an active member of the TC207/SC7/WG2, Sweden through the Swedish Trade Ministry started the 'Swedish Climate Standards Project', which strives to support developing countries to become more involved in international climate standardisation. SIS conceived the pilot projects, and perceived them to be a way to contribute to the Swedish Climate Standards Project.

The birth of the pilot projects followed the formation of ISO TC207/SC7/WG2, with the first international meeting being held in January 2009. The MENA and EAC project descriptions highlighted the growing international attention to climate related standards, certifications and labelling schemes that may have potential implications on future trade for developing countries and thereby the relevance of the project to trade and economic growth.

Sida has been supporting the pilot project in the MENA region since May 2009 and the pilot project in EAC since March 2010. The first ISO meeting that MENA participants attended was the 5th working group meeting in Vienna in October 2009. EAC participants joined in later in the 7th meeting in July 2010 in Léon, Mexico. The pilot projects are funded under Sida's trade portfolio and are meant to support the regional strategies set for MENA and Sub-Saharan Africa with focus on building capacities in international standardisation including climate standardisation as a means to promote regional trade.

The MENA pilot project targeted ten MENA countries (Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Palestine, Syria, Tunisia, Yemen). The EAC pilot project covered the five EAC countries (Kenya, Uganda, Tanzania, Burundi and Rwanda).

The purpose of the pilot projects is '*to promote trade, mitigate carbon emissions and reduce poverty in the developing countries'* by promoting the active participation of MENA and EAC in setting the international standard on carbon footprint and increasing their influence in the development of the standard ISO 14067-1,2, Carbon Footprint of Products. The theory of change of the pilots is that being part of the standard setting process will allow developing countries to influence the content of the upcoming standard in a manner that takes their needs more into account and builds a stronger basis (in terms of capacities and ownership) for the future application of the standard.

The MENA and EAC result chains are presented in Annex 7. They focus on capacity building and participation is an output of the project leading to ownership in standard setting as an outcome through enhanced capacity to influence standard setting and create national and regional ownership.

SIS had developed a project model including one activity, namely pre-seminars, which was applied in the MENA project. This was later revised to include two core activities. Project activities today are based on the application of the two core activities of the SIS model. These include:

- **Pre-seminars:** which precede the actual ISO meetings where participants are trained and coached on ISO standardisation processes and formalities by emulating ISO meetings. Participation in pre-seminars is, in principle, limited to persons representing the country in ISO working group meetings. TC207/SC7/WG2. Pre-seminars take place in the same location as the ISO working group meetings.
- **Regional workshops**: are awareness raising and training modules on more technical issues such as carbon footprinting and a general introduction to standardisation. These workshops gather a broader range of participants and are hosted in MENA and EAC countries.

Participation in the project required preparatory work preceding workshops and pre-seminars, for instance that a country must establish and hold a national reference group/mirror committee meetings (NMCs) for the upcoming standard. An NMC is a committee at the national level consisting of stakeholders with interest in the upcoming ISO 14067 carbon footprint of products standard. Such a mechanism strives to ensure that national needs are consulted, gathered and reflected in comments on the standard drafts and ISO meetings. The intention was to have one NMC meeting prior to each workshop or pre-seminar.

The key target group of the projects include national experts from MENA and EAC who are nominated by the National Standards Bodies (NSBs). The selection of participants strived to ensure a broad representation of stakeholders from the public, private and civil society sectors and noted gender equality. The SIS project supported participants in the form of sponsorships on reimbursable expenses for pre-seminars and workshops on capacity building in ISO processes and the carbon footprint of products, as well as expenses relating to the ISO meetings.

The total budget for both pilot projects is SEK 10.665.800. The initial duration of the project of around a year was extended four times for the MENA pilot project and two times for EAC. The extensions took place in line with delays in the ISO standard setting process that were not initially envisaged in the project description. The total approved budget including expansions for MENA is SEK 6.552.100 and EAC SEK 4.113.700.

# 4. Findings from MENA

This chapter presents findings based on three visits undertaken to Tunisia, Morocco and Jordan and review of documents. Section 4.1 provides an overview of activities completed under the project. The subsequent sections respectively present findings in relation to national demand, progress towards the achievement of results, management and budget, and finally the project model.

## 4.1 Overview of activities

The MENA project applied the core activities of the SIS model described above and implemented pre-seminars and regional workshops as summarised in the table below. It mobilised 64 participants in the period May 2009 to September 2011.Two internal project meetings were also conducted in Stockholm, including a project meeting in November 2009 and an evaluation workshop in October 2010.

*Table 4.1 MENA completed activities*

| Activity | Location | Number of participants | Countries present |
|---|---|---|---|
| Pre-seminars[2] | Vienna, Austria (October 2009) | 4 | 3 |
| | Tokyo, Japan (February 2010) | 6 | 5 |
| | Léon, Mexico (July 2010) | 4 | 4 |
| | Trieste, Italy (January 2011) | 12 | 7 |
| | Oslo, Norway (June 2011) | 10 | 5 |
| Regional workshops | Amman, Jordan (January 2010) | 15 | 7 |
| | Tunis, Tunisia (April 2010) | 22 | 8 |
| | Beirut, Lebanon (May 2010) | 33 | 10 |
| | Cairo, Egypt (Nov-Dec 2010) | 39 | 10 |

**Source: SIS MENA final report.**

Preparatory activities entailed the establishment of NMCs, which met to discuss the upcoming standard and agree on national needs and priorities. Due to lack of documentation, the regularity of these meetings was not established. The MENA NMC members were invited to participate in regional workshops and some, including a research institution and a private company, were appointed to represent their country in pre-seminars and the subsequent ISO TC207/SC7/WG2 meetings.

## 4.2 National demand

SIS conceived the pilot project in line with the strong commitment Sweden has to climate standardisation. MENA countries visited reported not having been involved or consulted in the process of identification of the project topic and formulation of its content. Their inclusion in the project took place after the project content and design were formulated. Respondents, particularly NSBs, expressed a strong interest in upcoming standards in general. The majority, with the exception of few environmental specialists, said that carbon footprinting was a new topic. Most said they participated in the project because the upcoming ISO 14067 standards on carbon footprint of products would be an international standard for exports that will affect access to markets. SIS acknowledged in the final MENA report that industries producing for local markets -- and consumers-- are not aware of carbon footprint, whereas export oriented industries are more interested in learning about the concept in order to meet upcoming international trade requirements. Interviews in MENA confirm that the interest of the local and regional markets in climate issues including carbon footprint of products is very low. A forthcoming carbon footprint standard was not seen to be relevant to domestic and regional markets. Its relevance was considered to be linked to international trade rather than regional trade.

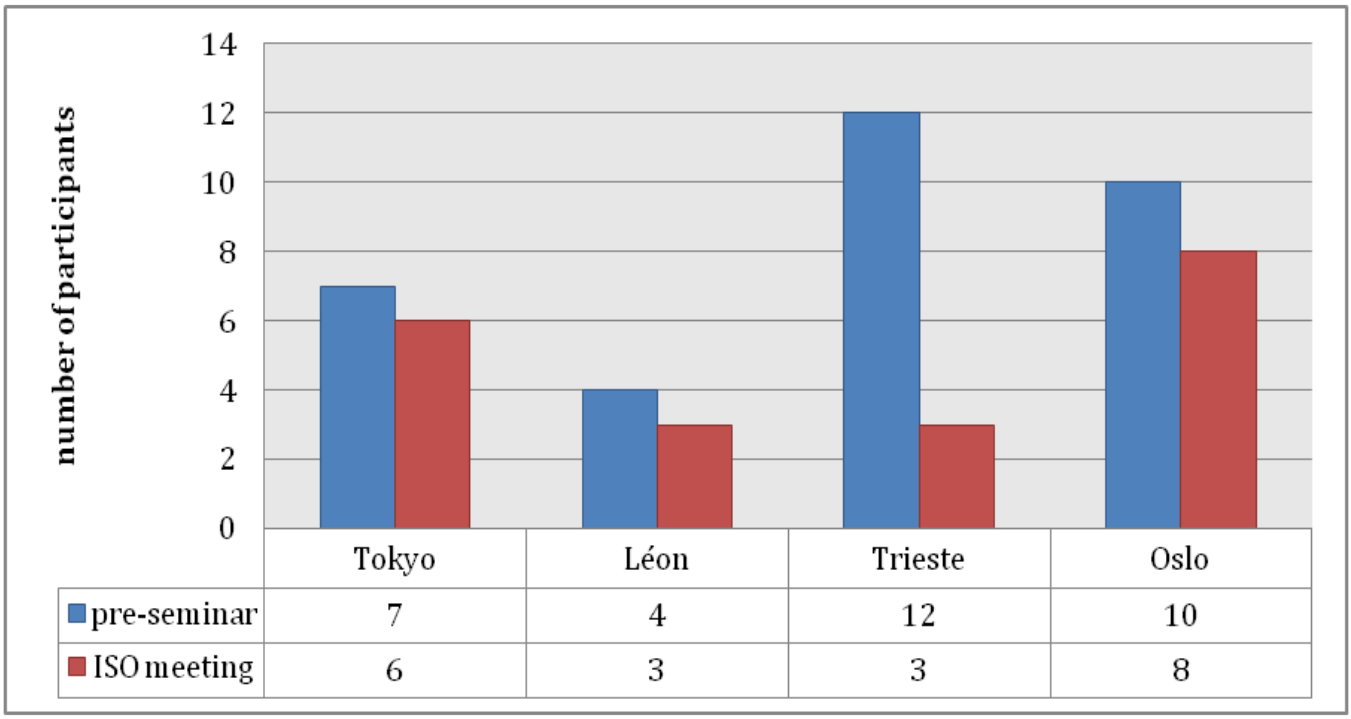
[2]Morocco and Iraq were not present at pre-seminars.

### 4.3 Progress towards expected results

The review addresses the progress of activities towards achieving the nine results stated in the project description and LFA and treated in the final MENA report. These are presented in Annex 8.

*Result 1: Increased participation from the MENA region in the ISO working group for carbon footprints for products.* The MENA pilot project kicked off with the 5th working group meeting of ISO TC207/SC7/WG2 in Vienna in October 2009. The list of attendance from ISO meetings shows that the project increased the number of MENA countries present at pre-seminars in the ISO TC207/SC7/WG2 on carbon footprints of products. Countries that did not attend pre-seminars (Morocco, Iraq) did not attend any ISO meetings. The review team compared the ISO list of attendance in the latest ISO meetings (post-project) and the ISO list of meeting of the 4th ISO working group meeting held in Cairo in June 2009 (pre-project). The exercise indicates that there were no MENA countries present in the 4th meeting with the exception of one participant from Egypt who attended on the 4th day of the meetings, despite the fact the ISO meeting was held in Cairo. Participation in pre-seminars and ISO meetings is depicted below.

*Chart 4.1 MENA attendances in pre-seminars and subsequent ISO meetings*




**Source: SIS MENA final report and ISO list of attendance[3].**

The chart reveals that in some instances, countries present in pre-seminars did not attend the ISO meetings. ISO commended the project in improving the performance of active MENA countries but it also noted some cases where participants tend to disappear from meetings. Although there is a risk that ISO attendance lists may have missed some participants, attendance in Trieste was strikingly low compared to pre-seminar attendance. Lebanon[4] and Jordan made presentations in the ISO working group meeting in Trieste and were, in addition to Yemen, the only MENA participants present according to the ISO list. The low attendance in the ISO meeting related to a change in the payment of per diem, where cash was no longer handed out, but an all-inclusive option was installed. Respondents said the change was communicated very late in the process and many did not have cash upon arrival.

[3] The lists of attendance for the Vienna meeting and latest meeting in Canada are not available.
[4] The ISO list indicates a zero attendance for Lebanon, which is an example that ISO lists could miss some potential participants.

With the end of the project in October 2010, most respondents said that they were unsure whether they could attend the ISO meeting in Canada due to financial constraints and/or other priorities within their organisations. A few active respondents voiced concern about their absence in the upcoming ISO meeting and the risk that their comments would be overlooked if the CD moves to the DIS stage. This, in fact, took place in the latest meeting in Canada, where the CD was voted into the DIS stage. One representative of a Lebanese private firm was reported to have attended that meeting at his own expense.

*Result 2: Establishment of a MENA Contact Group.* The establishment of a MENA Contact group was envisaged but did not take place. SIS informed the review team that the concept of a contact group was substituted by regional workshops, as the concept seemed more workable. Regional workshops were hosted in four countries as indicated in the table above. Host countries were allowed to invite a broader segment of national stakeholders to these workshops. Many participants considered this to be positive as it increased visibility of carbon footprinting but not sufficiently enough to a broader public at the national level. NSBs otherwise meet at the regional level under the Arab Industrial Development and Mining Organisation (AIDMO) on matters relating to Arab standardisation.

*Result 3: Inventory of experiences and development of trade-related environmental policy in the MENA region.* The MENA final report does not report on this result. Respondents informed the team that exchange of experiences and lessons among MENA countries took place. However, a survey on experiences and developments in the MENA region was not undertaken.

*Result 4: Initiation of cooperation between countries in the MENA region.* As noted above, NSBs of MENA countries meet at the regional level in AIDMO meetings independently from the project. However, many respondents said that SIS, as a Swedish neutral actor, succeeded in gathering MENA countries and in prompting them to cooperate constructively. This was perceived to be a strength of the project. They noted the difficulties of gathering MENA/Arab countries to work together and reach consensus. Interviews indicate that the project strengthened the existing dialogue and exchange of experiences among the three most active countries (Lebanon, Jordan and Tunisia). A few respondents said that they had personal contacts with participants from other MENA countries outside the scope of the project during and after the project ended. During workshops, ideas for future cooperation emerged, for instance the creation of a regional Eco label based on the experience of Tunisia and piloting case studies on carbon footprinting specific products as proposed by Jordan. Interviews in Jordan indicated a strong interest in taking the lead of the pilot case study. The model envisaged by Jordan proposes that project implementation is based in Jordan with SIS as the overall project and quality assurance manager, which would provide access to a network of international expertise as needed. This is envisaged to increase ownership and reliance on regional experts. SIS encouraged the initiative but respondents said no further communication was undertaken to follow up on the status of this initiative. This left a few participants in a vacuum in relation to their communication with private companies who had agreed to take part in the case studies. A respondent informed the team that discussions around the location of the case study pilot in MENA became an issue of long discussions among MENA countries, even something of a competition, and at some point drifted away the focus of regional workshops. SIS informed the team that its focus on initiating regional cooperation was not strong, as it was highly overwhelmed with the implementation of core activities.

*Result 5: Awareness on trade related climate obligations and its impact on international trade*. The majority of MENA participants interviewed stated that carbon footprinting was a new topic in the region. Morocco is the only country that noted that climate change and mitigation is a national priority and therefore some industries are measuring carbon emissions. Overall, standardisation experts reported gains in new knowledge about carbon footprinting but highlighted that they needed to work on a case study to gain more practical experience in order to be prepared for the future application of

the standard and improve their performance in ISO meetings. Environmental experts reported an increase in knowledge about ISO standard setting procedures more generally, but also underlined the need for a deeper technical knowledge about carbon footprinting. Some committed participants said that due to the entry of new participants over the life of the project, the treatment of the subject did not progress to the desired depth. For French speaking participants, a challenge was language as there were no interpreters present. They indicated that the complexity of some topics implied that they may have missed important details.

Most participants disseminate the knowledge gained in the form of mandatory mission reports. However, few active participants held presentations internally in their organisation and externally in their professional networks. MENA respondents underlined that interest in carbon footprinting remains limited to a small pool of active experts. They expressed that much needs to be done for local industries in the form of national level dissemination and workshops. In terms of consumers, interviews revealed that the interest of local and regional consumers in carbon footprinting is almost non-existent.

All countries visited indicated that there were no similar initiatives to the SIS project. Only in Jordan did USAID work with training and certifying a pool of experts on measuring carbon emissions from an energy efficiency perspective. This pool of experts could be a good basis for building local expertise on carbon footprinting. In fact, some MENA participants wondered why the project did not consider sustainability and focus more on building the capacity of a pool of national experts.

*Results 6: Direct and indirect impacts on poverty reduction in MENA region.* The MENA final report acknowledges that this result cannot be measured in the life of the project. The indicator set for this result (*In 5 to 10 years the MENA volume of emissions per unit of GDP will be reduced with 20%*) goes beyond the life of the project and therefore cannot be captured today.

*Result 7: Relevance to ongoing Sida projects.* The MENA final report does not report on this result. While some documentation may indicate cooperation with the EAC pilot project, which is also implemented by SIS, respondents in MENA did not underline the extent of this cooperation. SIS informed the team that linkages to for instance AIDMO, as a regional standards platform, were not sought as SIS had prioritised the implementation of core activities. A meeting with AIDMO revealed they did not know of the project.

*Result 8: Evaluation of the seminars and its impacts.* Respondents from the MENA countries reported that they attended the evaluation workshop held by SIS in Stockholm in 2010. They had prepared presentations and shared their views on the pilot project.

*Result 9: Influence on the forthcoming ISO/DIS content, reflecting the specific needs of the region.* The MENA final report quantified the number of comments submitted by MENA countries taking part in the project. MENA participants interviewed reported having had an influence on the discussions of the upcoming standard in a manner that reflects their concerns. All MENA countries included in the project are P-members in the ISO TC207/SC7/WG2 and had voting rights to the exception of Palestine and Yemen. Annex 9 provides an overview of MENA membership in the ISO TC207/SC7/WG2.

According to the final MENA report, eight key issues brought about by MENA participants were taken into consideration. Despite improvements in performance, many participants who attended the ISO meetings said that their influence on discussions in the ISO meetings would have been greater had their practical knowledge of carbon footprinting in real life been more established. Accordingly, some called for a two-tiered project approach whereby the theoretical aspects could be combined with a practical case of measuring carbon footprint for a given product in a given sector.

### 4.4 Management and budget

*Management and communication.* In MENA, key issues in relation to project management seen from SIS and participants' perspectives include the following:

- *Lack of long term planning:* primarily due to deficiencies in project design and delays in the ISO standard setting process, this required recurrent approval of extension requests from Sida. A few participants wondered why the project did not have a clear plan and time line from the start in a manner that would not suddenly interrupt activities at critical points.
- *Time constraints for short term planning*: The SIS requests for extension implied that preparation could only start when the request was approved. This left little time for the planning of activities.
- *Time constraints for participants:* Some participants did not have enough time to obtain visas and could not attend pre-seminars and ISO meetings.
- *Per Diem*: The decision to replace per diem cash hand-outs with an all-inclusive solution was not discussed with participants, many of who were critical about such a sudden change without prior consultation and timely communication.
- *Communication*: Several interviewees expressed a desire for better communication, as exemplified by the per diem issue, as well as better understanding of cultural aspects.

*Monitoring and reporting.* SIS acknowledged that monitoring is a key weakness of the pilot project. The use of evaluation forms for capacity building activities was not systematically sought at the start and at the end of the project. When collected, the data was not compiled and analysed. A baseline that relates to capacity outcomes and indicators does not exist, even for indicators that are easily measurable, for instance the number of participants in ISO working group meetings for carbon footprinting of products. At the institutional level, and according to SIS, the project did not have a monitoring and evaluation (M&E) system in place that is closely linked to the LFA to be able to collect, compile and monitor activities, indicators or outcomes.

In terms of financial monitoring, SIS informed the team that the exercise was time consuming as the budgets and expenditures were not designed in a manner that fits into SIS's own financial system. This is observed in the final MENA report where the reporting on the budget takes place in two separate tables with different budget lines rather than one compiled table.

In terms of reporting, the SIS-Sida agreement required annual technical reporting. The documentation received by the review team indicates that there is a status report (January 2010) and one final MENA report (September 2011). According to SIS, reporting from partners to SIS on preparatory activities (e.g. NMC meetings) and attendance to ISO meetings was not systematised.

*MENA budget*

The approved MENA budget summarises main expenses to be incurred during implementation but does not indicate what project activities would individually cost. The absence of an activity-based budget makes it difficult to estimate the actual average cost per unit for the two core activities of the project.

According to the Sida assessment Memo dated 20 May 2009, the targeted number of participants to be reached was 22 persons, i.e. a unit cost of around SEK 130,000[5] as the approved/planned ratio. Taking into account the four project extensions, the total approved budget of the MENA pilot project amounted to SEK 6.552.100. SIS documentation shows that the actual budget disbursed over the life of the pilot project is SEK 6.387.643. Total participants reached by the project include 64 participants from ten countries. The actual average unit cost per participant reached therefore stands around SEK 99,807.

[5] This takes into account 15 sponsored and 7 non-sponsored participants. The ratio would be around SEK 190,000 if only sponsored participants are considered.

### 4.5 Project model

*Project model:* MENA respondents met found the idea of the model to be successful as far as the promotion of their participation in ISO meetings is concerned and the transfer of technical knowledge on standardisation processes and basic knowledge on carbon footprinting as detailed above in section 4.3 on results. As highlighted above under results, many participants indicated that some aspects of the model could be improved, particularly the integration of case studies to build their technical experience, the progression of activities over time rather than repetitions and national level dissemination.

*Participatory approaches:* As noted above in section 4.2, participants in MENA countries visited said they were not involved or consulted in the design of the project. They also reported that their participation was primarily confined to logistical aspects pertaining to the organisation of workshops (e.g. booking workshop venues) during project implementation. Interviews indicate that participation in planning activities and agenda setting was very limited. One exception is the Amman workshops, where Jordanian participants, who are deemed to be highly competent by SIS, took part in setting the agenda of the regional workshop. MENA participants, however, had the responsibility of organising and holding NMC meetings and drafting minutes of meetings.

In terms of monitoring and evaluation, all participants said they did not participate in monitoring activities. However, the countries visited took part in the participatory evaluation workshops in Stockholm and were positive about the initiative.

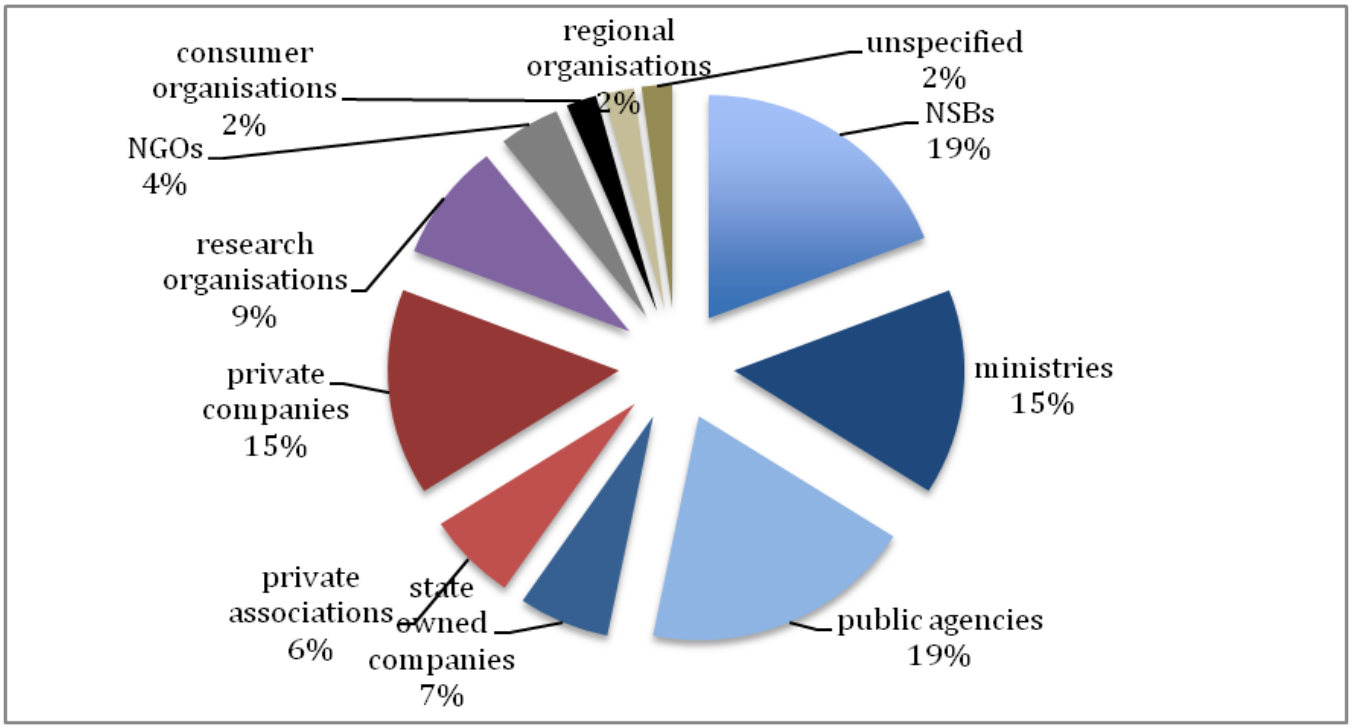
*Selection processes:* The selection process entailed the selection of countries, participants and experts. The selection of ten countries out of twenty MENA countries as defined by the World Bank was undertaken jointly with Sida. It focused geographically on countries in the near Middle East (Mashreq) and North Africa (Maghreb). Documentation indicates that invitations were sent to ten MENA countries, namely Algeria, Egypt, Iraq, Jordan, Lebanon, Libya, Palestine, Syria, Tunisia and Yemen. Despite its interest in climate issues in the region, Morocco was not invited to take part in the project. The argument given was that Morocco had not been involved from the beginning of the project. The list of MENA participants reveals that other countries that were not initially present (e.g. Libya, Palestine, Syria and Yemen) participated in subsequent pre-seminars to ISO meetings. Budget wise, Morocco replaced Algeria, which did not participate in the project, keeping the total number of countries to ten MENA countries. According to SIS, the argument was that Morocco's performance was not at the desired level.

For the selection of participants, interviews in MENA indicate that SIS asked to have a wide variety of stakeholders from the public, private and civil society sectors, as well as a preference for women participation. Some NSB respondents reported that these requirements constituted a challenge, particularly in terms of mobilising private companies and civil society organisations. NSBs nominated candidates by submitting CVs and SIS undertook the final selection. According to SIS, the selection of participants often took place in a hasty manner prior to each pre-seminar and workshop. Discussion with NSBs on nominations, the quality of candidates and their sector representation was often hindered by time constraints. Many active respondents highlighted the overall low quality of participants as a weakness of the project. Other participants suggested that more weight be put on the initial selection of participants, including face-to-face interviews. In terms of the selection of technical experts in the field of standardisation and carbon footprints, they were identified through SIS's large network in Sweden and abroad. The majority of respondents found the quality of experts to be generally very good.

*Sector representation of participants:* The MENA list of participants counts 47 organisations from ten MENA countries. The chart below indicates that the majority of MENA participants (60%) are from the public sector (blue shades). Some research organisations are also public sector entities but they have been considered as research organisations for the purpose of elaborating on the type of participants

reached. Around 20% of participants represented private sector associations or companies (red shades). 9% were research institutions and 6% from the civil society sector, including the only participating consumer organisation from Tunisia (grey black shades). From the participants met, only one large private company was interested in the upcoming standard in relation to its business expansion. Two other participants were interested in providing consulting services within carbon footprinting.

*Chart 4.2 MENA representation by type of organisation and sector*




**Source: SIS, MENA final report, 2011[6].**

The MENA list shows one regional organisation, the Arab Federation of Meteorology, which was included in the project and represented through Syria. According to SIS, AIDMO was not included because it was not nominated by a participating country.

*Gender representation.* Gender equality was stated as a criterion in the project description. In MENA, the final report underlines the challenges faced in terms of ensuring a gender balance in the region. According to the list of MENA participants, 30% of 64 participants were women. The majority of women attended one to two activities[7]. Only three women attended pre-seminars to ISO meetings. The review team notes that the representation of international experts was gender balanced.

*Frequency of participation*. The MENA list of participants indicates that the project mobilised 64 participants[8]. The list suggests that 41 participants (64%) attended less than two activities in the period 2009-2011, of which 37% were women. 15 of participants (23%) attended three to five events, of which 27% were women. Only eight participants (13%) were involved in a more systematic manner in the project with an attendance to more than half of total project activities. One participant had participated in all nine events. No women participated in a continuous manner.

[6] The team relied on the SIS list to classify organisations according to type and sector. .
[7] The table shows two female names with zero attendance.
[8] Three participants had zero attendance.

# 5. Findings from EAC

This chapter presents findings based on three visits undertaken in Kenya, Tanzania and Uganda and review of project documents. Section 5.1 provides an overview of activities completed under the EAC project. The subsequent sections respectively present findings in relation to national demand, progress towards the achievement of results, management and budget, and respondents' assessment of the project model.

## 5.1 Overview of activities

The EAC project financed and organised the participation of EAC representatives in workshops, pre-seminars and international ISO Working Group meetings on ISO 14067, the provision of expert knowledge on international standardisation and carbon footprinting as well as training in international standardisation procedures. The EAC project included six project activities over 13 months from May 2010 and June 2011 as indicated in Table 5.1. As many participants attended more than one activity, the total number of participants in EAC is 61.

*Table 5.1 EAC completed activities*

| Activity | Location | Number of participants | Countries present |
|---|---|---|---|
| Pre-seminars | Léon, Mexico (July 2010) | 4 | 4 |
| | Trieste, Italy (January 2011) | 15 | 5 |
| | Oslo, Norway (June 2011) | 7 | 3 |
| Regional workshops | Nairobi, Kenya (May 2010) | 31* | 5 |
| | Kampala, Uganda (May 2010) | 32* | 5 |
| | Dar es Salaam, Tanzania (Nov 2010) | 52 | 5 |

Note: * Includes 1 participant from the EAC Secretariat.

**Source: SIS EAC project report.**

In addition to project activities, the EAC project generated the establishment of NMCs. The NMCs were not financed by the EAC project, yet were crucial to its implementation. Prior to project activities, the NMC would meet, discuss the upcoming standard and agree on national needs and priorities. The NMC members were invited to participate in regional workshops and some were appointed to represent the country in pre-seminars and the subsequent ISO working group meetings in which the upcoming ISO 14067 was discussed and negotiated.

## 5.2 National demand

A large majority of interviewees stated that the EAC project was their first exposure to carbon footprinting. Nearly all of these said they had never heard about the topic before, while a few had a little general knowledge about it. Only a small minority – 9 out of 42 stakeholders in the countries visited had more than a vague notion of carbon footprinting. This minority consisted of (a) stakeholders from horticultural value chains; (b) stakeholders from organic value chains; and (c) stakeholders with an interest in carbon credits and offsetting. The EAC project's many stakeholders from NSBs, government, donors and NGOs generally held very little or no prior knowledge about carbon footprinting.

Horticultural stakeholders were generally aware of demands for emissions data, yet only Kenyan stakeholders had experienced buyers actually asking for such data. The Kenyan horticultural industry (including fresh produce and flower producers and exporters) is large and caters to advanced markets

such as UK and continental European supermarket chains. For these buyers, carbon footprinting has market value. The Tanzanian and Ugandan industries are much smaller and export primarily to niche markets in which demands for carbon footprinting are rare. However, Tanzanian and Ugandan stakeholders state that they recognise that these demands could increase in the future.

The Kenyan industry has been engaged in carbon emission discussions since 2007, when, as noted above, the UK supermarket chain Tesco announced their intention to use carbon footprinting to label all 70,000 of its products. Simultaneously, the Soil Association, the UK's most popular provider of organic standards, announced that it would deny organic certification for airfreighted produce. That decision caused a major uproar amongst developing country suppliers, UN development organisations and UK politicians. The Soil Association eventually modified its decision allowing organic certification to continue for airfreighted produce, which could demonstrate positive development impacts. Both the attempt to use carbon footprinting intensively and the denial of organic certification to airfreighted products prompted strong reactions in East Africa, in particular by the large and well organised Kenyan horticultural industry. The Kenyan industry launched a campaign entitled 'Grown under the Sun' emphasising that while Kenyan flowers and fresh produce were generally transported by air, these products produced low carbon emissions at the production stage. Simultaneously, the industry commissioned a study by Cranfield University comparing the emissions of Kenyan with Dutch roses and demonstrating that Kenyan roses were more carbon efficient than fossil fuel heated Dutch greenhouses. East African stakeholders also produced comments on the proposed policy change by the Soil Association. The East African initiatives illustrated horticultural and organic stakeholders were well aware of the market access aspects of carbon footprinting and the wider climate change debate.

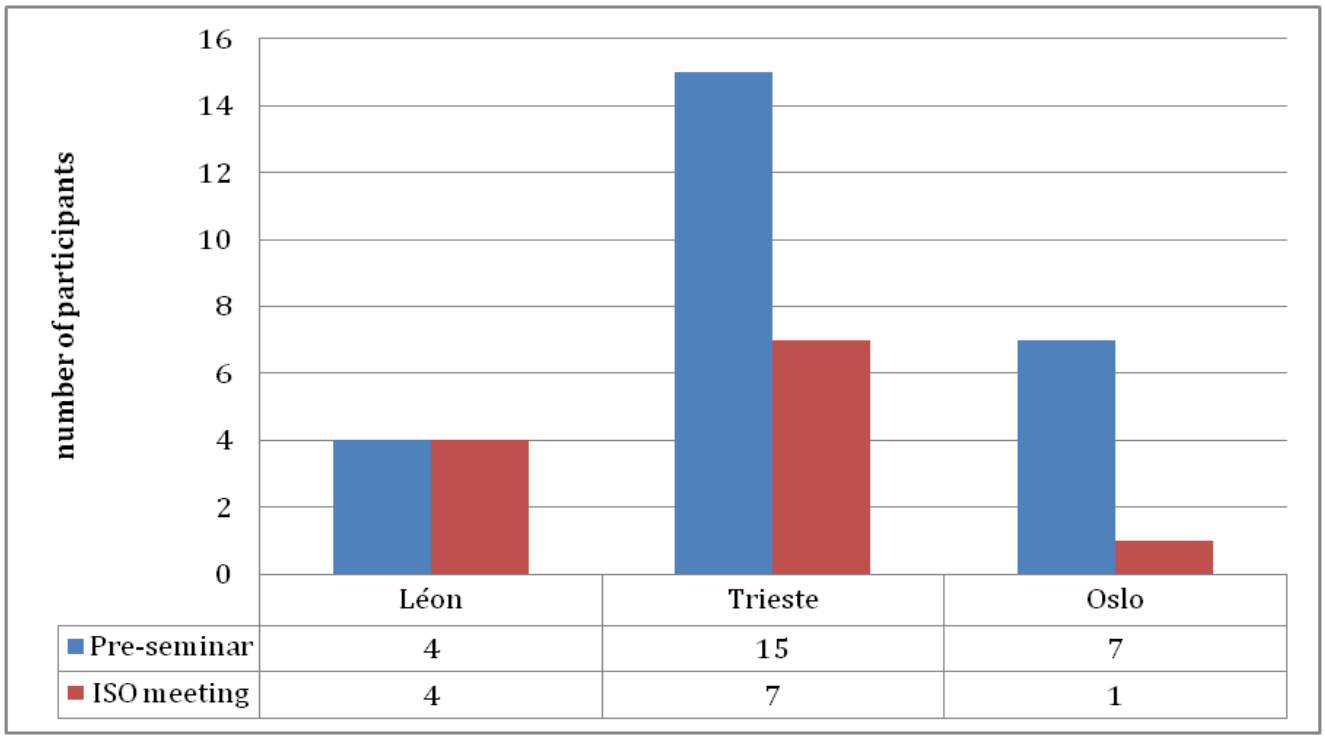
All the trade concerns identified during interviews, i.e. in horticulture and organics, were only relevant for extra-region trade. No stakeholder raised the issue of intra-EAC trade. Several stakeholders thought that carbon footprinting would not impact intra-EAC trade for many years due to the lack of attention of the EAC consumer to the topic.

### 5.3 Progress towards expected results

This section addresses the progress of activities towards the achievement of results as described in Annex 8. The findings are organised according to results, which are presented as sub-headings in italics.

*Result 1: Increased EAC participation in the ISO Working Group for carbon footprinting.* All stakeholders interviewed, including representatives from NSBs, stated that the project offered their first opportunity to participate in the development of ISO 14067. In addition, nearly all interviewees said that the project was the first time they participated in the development of any ISO standard. The project introduced a total of 61 stakeholders from five countries to the development of ISO 14067 by financing their participation in regional workshops and pre-seminars. A slightly larger number of people were reached through the NMCs as a few NMC members did not participate in any regional workshops or pre-seminars. According to the EAC project report, a total of 15 representatives from five countries participated in the ISO Working Group for carbon footprinting for the first time.

*Chart 5.1 EAC attendances in pre-seminars and ISO meetings*




| | Léon | Trieste | Oslo |
|---|---|---|---|
| Pre-seminar | 4 | 15 | 7 |
| ISO meeting | 4 | 7 | 1 |

**Source: EAC attendance list and ISO attendance lists**

The chart shows the attendance of project participants from the EAC Member States based on the ISO lists of attendance. The data shows a marked difference between attendance at pre-seminars and ISO working group meetings in Trieste and Oslo. One interviewee stated that the ISO lists of attendance were not very reliable as ISO did not take registration very seriously. The team tried to triangulate the evidence using stakeholder interviews in Kenya, Tanzania and Uganda[9]. According to selected participants, all EAC participants in pre-seminars in Trieste and Oslo, with the exception of one in Trieste, attended the subsequent ISO working group meetings.

In some countries, NMCs already existed with a broad mandate to work on environmental standards. To work on the forthcoming ISO 14067, the NMCs were either expanded to include relevant stakeholders or established specifically for work on ISO 14067. Some stakeholders expressed disappointment at the quality of the discussions in the NMCs due to a general lack of carbon footprinting expertise prior to the project. Many thought the quality would gradually improve as the EAC project provided more training through regional workshops. However several stakeholders still did not think the quality of NMC discussions was satisfactory by the end of the project. Similarly, participants at pre-seminars expressed that their ability to negotiate and their carbon footprinting expertise rose with each pre-seminar. Some stakeholders, in particular private sector representatives, expressed a desire to pilot the draft ISO 14067 standard on case study industries to learn about the feasibility of the standard and the carbon efficiency of these industries. These stakeholders felt that piloting ISO 14067 would improve their ability to participate meaningfully in the development of the standard.

[9] The participants themselves could not confirm SIS pre-seminar and ISO attendance lists. According to a selection of participants, the pre-seminars in Léon, Trieste and Oslo was attended by, respectively, 3, 5 and 5 stakeholders from the three countries. The ISO working group meetings were attended by, respectively, 3, 4 and 5 stakeholders. The one stakeholder not participating in an ISO meeting explained he had other and more urgent work tasks to take care of.

Several stakeholders noted that Uganda, Rwanda and Burundi could not participate fully in the development of ISO 14067 because they were not full ISO members with voting rights. Only Kenya and Tanzania are full ISO members. The list of membership is enclosed in Annex 9.

*Result 2: Establishment of an EAC Contact Group*. Stakeholder interviews and documents reviewed both indicate that no EAC Contact Group was established. For the use in future projects, the EAC Secretariat and SIS discussed the formation of an EAC Steering Committee that should raise awareness and develop EAC capacity to develop and implement environmental standards in general through support to quality institutions and infrastructure.

*Result 3: Inventory of experiences and development of EAC trade-related environmental policy.* Several stakeholders said that discussions during NMC meetings and regional workshops occasionally included topics relating to trade-related environmental policy. For example, some EAC representatives expressed a desire for support to other standards of the ISO 14000 family, which comprises standards on environmental management. Document review and stakeholder interviews did not mention the production of an inventory of experiences and development of EAC trade-related environmental policy.

*Result 4: EAC region cooperation*. The project's LFA matrix formulates the initiation of cooperation between EAC Member States as a desired result. Yet, the portfolio of activities implemented by the project does not include specific activities that target the achievement of this result. Nevertheless, stakeholder interviews occasionally mentioned attempts or plans to exploit informal contacts established through regional workshops to create EAC wide collaboration on carbon footprinting issues. One example is an attempt by the Tanzania Bureau of Standards to consult with other EAC NSBs prior to sending a representative to the ISO Working Group meeting in Canada in November 2011. Only Tanzania sent a representative to this meeting, which took place after the EAC project ended. However, only one EAC NSB responded. Another example is an idea advanced to exploit existing networks in the Lake Victoria Nile Perch industry to discuss carbon footprinting issues. The creation of EAC collaboration appears to be a result of the informal networking that took place at project events and NMC meetings rather than the outcome of any project activity or mechanism specifically targeting the creation of such EAC collaboration.

*Results 5: Awareness on trade-related climate obligations and their impact on international trade.* Most stakeholders declared that they had no knowledge of carbon footprinting prior to the EAC project. Nearly all stakeholders stated that their knowledge increased as a result of project participation. Interviewees universally appreciated the increase in knowledge they gained through the EAC project Knowledge on carbon footprinting was judged as relevant by stakeholders directly engaged with carbon footprinting challenges, such as exporters trading with markets where carbon emission data had commercial value. Knowledge on international standardisation, for which carbon footprinting was merely a case study, was mostly appreciated by stakeholders primarily working on standardisation like NSBs. Internet searches of media or other coverage of the EAC project failed to demonstrate significant coverage. East African media appears uninterested in carbon footprinting, except where significant export interests are under threat (e.g. the Kenyan horticultural industry). Most interviewees estimated that the public knowledge of carbon footprinting was low both prior to and after the EAC project.

*Result 6: Direct and indirect impacts on EAC poverty reduction.* Some private sector interviewees expressed the hope that successfully implemented carbon labelling standards would allow them to maintain market access in markets where climate concerns were a key motivator of consumer behaviour.

*Result 7: Relevance to ongoing Sida projects.* Document review reveals that the EAC project was undertaken in close coordination with the MENA project on carbon footprinting. Several stakeholders participating in pre-seminars emphasised the good working relationships with MENA participants. Links with other Sida projects were not sought.

*Result 8: Evaluation of the seminars and its impacts.* Document review and stakeholder interviews demonstrate that SIS developed a practice for the evaluation of the EAC project. The internal evaluation is documented in the form of Power Point presentations made by each country. The EAC project report discusses how to respond to the issue of the management of per diems raised during the evaluation. Project documentation does not consider other issues identified during the evaluation.

*Result 9: EAC influence on the ISO/DIS content reflecting the specific EAC region needs.* Interviewees who participated in both NMC meetings and the regional workshops stated that the identified needs were uniform across the three EAC countries of Kenya, Tanzania and Uganda. Discussions centred on airfreight emissions, land use changes and trade barriers. Regarding the latter, participants feared that carbon footprinting could become a barrier to trade. The available project documentation on comments discussed during workshops and pre-seminars reveals a number of other comments. However, most of these were about clarifications and similar details. Several stakeholders emphasised that airfreight emissions were the most frequently discussed topic. Initially, participants wanted airfreight emissions omitted from carbon footprint calculations as exemplified by a Ugandan proposal to include the following paragraph in ISO 14067:

> "*Emissions arising from aircraft transport should not be considered during CFP computation to avoid creation of a trade barrier, when trading across continents*" (project document entitled 'Template for comments and secretariat observations', date 2010-05-25, p. 4)

At a later stage, participants learned that an ISO standard could not simply be modelled to fit national purposes but had to adhere to scientific principles. The omission of airfreight emissions would be contrary to the purpose of carbon footprinting (i.e. to measure the entire impact from production to consumption) and therefore would be unacceptable to the experts from other ISO members. Thus, airfreight discussions evolved into focusing on the separate reporting of airfreight emissions, thereby allowing the consumer to recognise the carbon efficiencies of the production as part of the value chain. EAC participants succeeded in incorporating the separate reporting in the draft ISO 14067 standard.

EAC representatives demanded that 1990 should not be the reference year for land use changes. The draft ISO 14067 had included an annex – inspired by the British PAS 2050 standard on carbon footprinting – stipulating the use of such a reference year. The draft ISO 14067 demanded that in case of missing data for 1990, a worst-case scenario unrepresentative for the EAC should be used. The worst-case scenario would grossly overestimate EAC carbon emissions. The reference to the annex was deleted and thus the use of the 1990 reference year.

Finally, EAC representatives supported the inclusion of language in the forthcoming ISO 14067 aimed at preventing the use of the standard as a trade barrier. The language of the draft ISO 14067 was subsequently changed to accommodate the views of the EAC and other ISO Members.

Many ISO Members participated in the negotiations of the upcoming ISO 14067 through their participation in the ISO TC207/SC7/WG2 working group meetings under the sponsorship of the pilot project. Many developing countries, of which some had long-term experience and high capacities in

standards negotiation, shared the views of the EAC representatives. India, for example, is generally very concerned about the potential protectionist misuse of standards and seeks to include language to prevent it in every standard the country negotiates. During the negotiation of the draft ISO 14067, India attempted to include the same language as it had previously done during the negotiation of ISO 26000 on social responsibility.

According to EAC stakeholders, two factors weakened the voice of EAC representatives. First, only Kenya and Tanzania are full ISO members with the right to vote. Second, the EAC project started late in the process of ISO 14067 negotiation and ended prior to the adoption of ISO 14067 as an international standard. The EAC project started in May 2010 and the 7th ISO Working Group meeting was the first with EAC participation. By then, other ISO members had already formulated and discussed four Working Drafts (WD) and one Committee Draft (CD). Several stakeholders stated that the compromises already reached prior to their participation had effectively ended important discussions before they were even present at the negotiation table. Furthermore, the EAC project expired with the 9th Working Group meeting in Oslo before ISO 14067 had been adopted as a Draft International Standard (DIS). The adoption of the DIS took place at the 10th Working Group meeting in November 2011 in Canada. One EAC Member State, Tanzania, participated at its own expense.

One stakeholder from an industry with very high interest in carbon footprinting expressed that the EAC project failed in making significant changes to the upcoming ISO 14067 and that the project was therefore, as far as effective participation in the formulation of the standard, “a waste of time”. Another stakeholder from the same industry had much more positive views. This stakeholder would agree that the project did not provide many significant changes. However, no project of the same scale would be able to do better. The EAC project was very useful as a means to learn about carbon footprinting and international standardisation and to help brace their industry against likely future changes in market access conditions.

### 5.4 Project management and budget

*Management and communication:* Stakeholders were generally satisfied with project management except on a single issue. Prior to the Trieste pre-seminar, participants were informed that their stay would be financed by the advance payment of per diems on arrival. But SIS changed policy in the last minute and informed participants that SIS would instead provide a full board arrangement. At least two EAC participants received the e-mail while in transit. Several pre-seminar participants allegedly cancelled their participation in response. Several interviewees expressed a strong desire for better information.

*EAC budget:* Initially, the project had a budget of SEK 2,067,800 supporting the participation of 32 stakeholders in two workshops in Nairobi and Kampala and of 4 stakeholders in a pre-seminar in Léon, Mexico. As the 32 participants in Nairobi and Kampala are likely to be near identical and the 4 pre-seminar participants would be drawn from these 32, it can be assumed that the total number of participants targeted was 32. This translated into a planned average cost per participant of SEK 64,619. The project was finally extended twice to include a total of 61 participants at a total cost of SEK 4,119,505 or an actual average cost per participant of SEK 67,533.[10]

[10] See section 6.5 on the assessment of efficiency.

### 5.5 Project model

*Project model:* Participants saw the SIS project model as innovative compared with alternative activities due to its practical approach in standardisation pre-seminars as well as the close interactions with experts offered in regional workshops and pre-seminars. All stakeholders appreciated either the knowledge gained on carbon footprinting or the capacity built on international standardisation. It is noteworthy that while the objectives of the EAC project focused on carbon footprinting, the capacity built on international standardisation more generally was greatly appreciated especially by NSBs.

The training in carbon footprinting and international standards was of a technical nature. Many, but not all, participants however expressed that they had a hard time following the presentations by technical experts at regional workshops. Furthermore, many observed that the discussions in NMC meetings and regional workshops suffered from the presence of many participants with only a very shallow understanding of the issues of carbon footprinting and international standardisation. For example, Uganda proposed the following comment during the regional workshop in Kampala:

> "*Generally standards are very complicated and too technical to comprehend, given the presence of low level of expertise on carbon footprint in Uganda in particular and EAC region in general. The EAC region therefore needs to critically consider the realities on the ground in terms of available technical capacity and resources among other in the region before endorsing the draft standards on carbon footprint*" (project document entitled 'Template for comments and secretariat observations', date 2010-05-25, p. 1)

The national concerns identified during NMC meetings and regional workshops were often more of a political nature than a technical one. Discussions about the risk of export markets using carbon footprinting as a trade barrier and the possibilities of excluding the contribution of airfreight from the calculation of a product's carbon footprint were frequent, while the issue of land use changes was the only technical issue that interviewees emphasised as having been identified during the project. Most stakeholders interviewed stated that discussions of demand assessment and market analysis did not take place during NMC meetings. NMC meetings focused on getting acquainted with carbon labelling and standardisation and identification of national concerns regarding the draft ISO 14067 standard.

*Participatory approaches:* EAC stakeholders uniformly state that they have not been consulted on the choice of the standard for the EAC project, the ISO 14067. Neither have they been involved in the design of training activities. NSBs hosted the regional workshops in Nairobi, Kampala and Dar es Salaam. During these workshops, SIS designed the training and information sessions while NSBs organised parts of the necessary logistical arrangements such as the booking of meeting venue. Several stakeholders, notably NSBs, have expressed both during interviews and in the internal project evaluation undertaken by SIS that they would have preferred to be included in the identification of the project topic and design.

*Selection processes:* The SIS project model necessitates the selection of countries, participants and experts. The target group of countries was chosen as the Member States of the EAC. Project documentation does not reveal why this specific group of countries was chosen and why an entire region was chosen as opposed to selected countries from different regions.

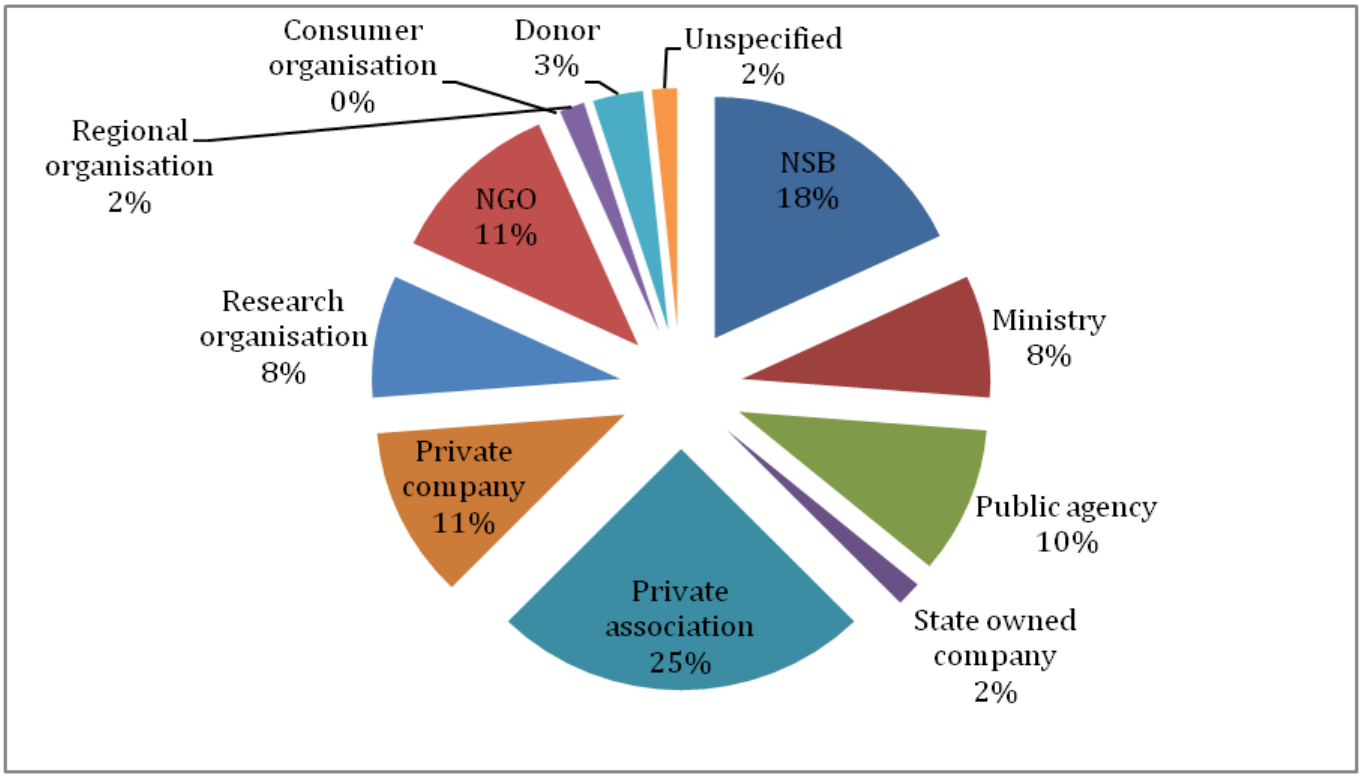
In all three case study countries, the selection of EAC project participants was done by the NSB following broad SIS guidelines promoting representation of all types of stakeholders. The typical procedure was for the NSB to issue a formal request to the head of an organisation to participate in the NMC. The head

of the organisation would subsequently nominate the actual participant. The NSB would invite governmental representatives according to the legal mandate of the governmental unit in question, while other representatives would be invited according to their interests as perceived by the NSB. Thus, the environmental regulatory authority, for example, would automatically be offered a seat in the NMC while a private firm would only be offered one if the NSB deemed that the firm would have an interest to participate.

SIS selected the experts used in regional workshops and pre-seminars using its network in Sweden and abroad. No stakeholder reported having been involved in the selection of experts.

*Sector representation:* Chart 5.2 presents the types of stakeholders participating in the EAC project. It is noteworthy that private companies were represented almost exclusively by industry associations and not by individual firms. One representative from the EAC Secretariat participated in regional workshops in addition to national representatives. Only Uganda has more than 50% private sector participation.

*Chart 5.2 EAC representation by type of organisation and sector*




**Source: SIS EAC pilot project report, stakeholder interviewees and organisation websites.**

*Gender representation.* On average, a little more than a third of participants (37%) were women. Significantly fewer women participated in pre-seminars and the subsequent ISO working group meetings than in regional workshops. The international experts were equally divided among men and women.

*Frequency of participation*. 61 stakeholders participated in the EAC projects according to the EAC project report. 25 participants (41%) attended only one activity. 44% of these were women. Another 24 participants (39%) attended two or three activities. 38% of these were women. 12 participants (20%) attended more than half of the activities. Of these participants, 17% were women[11].

[11] See section 6.3 on the assessment of effectiveness.

# 6. Assessment

This chapter recapitulates key findings from MENA and EAC and provides an assessment in relation to five key criteria/issues, namely i) relevance, ii) effectiveness, iii) sustainability, iv) management and efficiency and finally v) the project model and design. The assessment is based on findings from MENA and EAC.

## 6.1 Summary of key findings

A summary of key findings is presented in the table below.

*Table 6.1 Summary of MENA and EAC key findings*

| | ***MENA*** | ***EAC*** |
|---|---|---|
| *Project period* | *May 2009-September 2011* | *March 2010-October 2011* |
| *Budget spent* | *SEK 6.552.100* | *SEK 4.113.700* |
| *Participants reached* | *64* | *61* |
| *Countries included* | *10 including 8 ISO TC207/WC7/WG2 P-members and 2 O-members* | *5 including 2 ISO TC207/WC7/WG2 P-members and 3 O-members* |
| *Activities undertaken* | *5 pre-seminars; 4 regional workshops* | *3 pre-seminars; 3 regional workshops* |
| *Participatory approaches:* | | |
| *Project design* | *No* | *No* |
| *Implementation* | *Logistics and NMC meetings* | *Logistics and NMC meetings* |
| *Monitoring* | *No* | *No* |
| *Evaluation* | *Final internal evaluation* | *Final internal evaluation* |
| *Selection processes:* | | |
| *Countries* | *Geography* | *Geography* |
| *Participants* | *NSB nomination* | *NSB nomination* |
| *Experts* | *SIS network* | *SIS network* |
| *Representation of stakeholders* | *60% public sector including 19% NSBs; 21% private sector including 15% private companies; 15% civil society including research* | *38% public sector including 18% NSBs; 36% private sector including 11% private companies; 22% civil society including research* |
| *Gender representation* | *30%* | *37%* |
| *Continuity of participation* | *13% attended more than half of activities, of which none are women* | *20% attended more than half of activities, of which 17% are women* |
| *Key achievements reported* | *. Increase knowledge of and experience with ISO standardisation processes*<br>*. Increased basic knowledge on carbon footprinting*<br>*. Gathered MENA countries and strengthened contacts*<br>*. Effective capacity building approach on standardisation work* | *. Increase knowledge of and experience with ISO standardisation processes*<br>*. Increased basic knowledge on carbon footprinting*<br>*. Good capacity building approach and interaction with experts* |

| | | |
|---|---|---|
| *Key issues raised in countries* | *. Carbon footprinting is irrelevant to domestic and regional markets*<br>*. No interest in carbon footprinting in domestic and regional markets*<br>*. Standardised nature of activities and repetitions*<br>*. Low quality of participants*<br>*. Language barrier (French)*<br>*. Selection of participants does not focus on quality and commitment*<br>*. Occasional problems obtaining visas*<br>*. Lack of national outreach to relevant stakeholders in private sector*<br>*. Absence of case studies on carbon footprinting*<br>*. Lack of technical experience hindered performance in ISO meetings*<br>*. Technical knowledge of a pool of national experts not sought*<br>*. Project planning is not holistic and does not specify or match ISO timeframe*<br>*. Difficulties for MENA countries to work together without a neutral actor*<br>*. Lack of continuous communication with SIS*<br>*. Lack of consultation on per diem issues* | *. Lack of involvement in choice of topic and design of activities*<br>*. Interest in carbon footprinting is limited to a minority of private stakeholders*<br>*. Low presence of relevant private sector stakeholders in the project*<br>*. Carbon footprinting is irrelevant to regional markets*<br>*. Lack of case studies*<br>*. Absence of trade and development specialists and presenters*<br>*. Knowledge on carbon footprinting still low and some questions unanswered*<br>*. Late entry into the project, not part of critical discussions*<br>*. ISO membership status limits degree of influence in standard setting*<br>*. Quality of NMC meetings was low*<br>*. Lack of timely communication with SIS*<br>*. Lack of consultation on per diem issues* |

**Source: Document review and interviews in MENA and EAC**

### 6.2 Relevance

This section examines the relevance of the pilot projects to the expressed needs of national stakeholders. Findings in MENA and EAC suggest that participatory approaches were not adopted in the design of the project and its activities and therefore stakeholder needs were not articulated. This finding points to three issues of concern.

First, the projects focus on an issue, carbon footprinting, that is a major concern of a minority of participants, like those involved in value chains for horticulture, organics and fish in EAC that face or are likely to face demands in the main export markets for carbon footprinting activities. Most MENA and EAC participants did not know about carbon footprinting or had never heard about it.

Second, the projects view standardisation as a primarily technical issue. Very few discussions were led or expert presentations made on market access or other trade issues. The expert group, including SIS personnel, did not have strong expertise in trade and development issues. As underscored in EAC where private sector participation in the project was higher (see section 6.5), this left national needs of potential users of the standard unmet in terms capacity building for firms interested in carbon footprinting. For example, a firm would need to know the demand for carbon footprinting in its target markets to determine how much resources, if any, to spend on carbon footprinting. This firm would also need to know its carbon efficiency vis-à-vis its competitors to determine viable strategies. Such strategies include whether to look for alternative markets or whether to brand itself as using carbon footprinting. The firm would also need to know the costs of carbon footprinting. And, finally, this firm would need to know if the

forthcoming ISO 14067 would be a feasible standard to apply in its supply chain. Such in-depth analysis did not take place in the pilot projects presumably because the project designers lack familiarity with the constraints a typical EAC or MENA firm operate under. Organisations such as NSBs, government agencies, NGOs and donors, were assumed to be able to provide this knowledge and apply it in NMC meetings and regional workshops. This assumption was false as evidenced by several EAC interviewees admitting that at the time of the project's termination, they still did not know whether the upcoming ISO 14067 would be a feasible instrument should they need carbon footprinting.

Third, interest in the forthcoming standard ISO 14067 primarily stems from a general eagerness to be updated on new standards that could act as future market requirements that affect trade. Findings in EAC and MENA indicate there is lack of attention within MENA and EAC domestic and regional markets to the topic. In this context, carbon footprinting is relevant for meeting the demands for carbon emission data of selected extra-region buyers, like the UK or France. Regional trade patterns are very unlikely to be affected by carbon footprinting as only extra-EAC and MENA exports generate a demand for it.

These issues question the relevance of the projects to i) the responsiveness of the pilot projects to the national and sector priorities and needs of the countries and ii) the promotion of regional (intra) trade as highlighted in the Sida regional strategies for MENA and Sub-Saharan Africa.

### 6.3 Effectiveness

This section assesses the progress of activities towards the realisation of the nine results set for both MENA and EAC. Then it examines the contribution of results to the realisation of objectives and project purpose as presented in Annex 9. The review team notes that results for MENA and EAC are similar and will, therefore, be addressed jointly. The team also underlines that many of the project results/outcomes are formulated as activities while others are more of a project approach or extend beyond the life of the project. The assessment will therefore address effectiveness based on the current formulation of results, objectives and purpose, notwithstanding these deficiencies. Issues pertaining to project design will be treated in section 6.5.

Activities have contributed to the partial or full achievement of the five (out of the nine results) set for the MENA and EAC projects. These are summarised in Table 6.2 and further elaborated in the sections below.

*Table 6.2 Progress towards results in MENA and EAC*

| **Did activities progress towards the realisation of expected results?** | **MENA** | **EAC** |
|---|---|---|
| Result 1: Increased participation from the MENA/EAC region in the ISO working group for carbon footprints for products | Yes | Yes |
| Result 2: The establishment of a MENA/EAC Contact Groups | No | No |
| Result 3: Inventory of experiences and development of trade-related environmental policy in MENA/EAC | No | No |
| Result 4: Initiation of cooperation between countries in the MENA/EAC region | Partly | Partly |
| Result 5: Awareness on trade related climate obligations and its impact on international trade | Partly | Partly |
| Result 6: Direct and indirect impacts on poverty reduction in MENA/EAC region | No | No |
| Results 7: Relevance to ongoing Sida projects | No | No |
| Result 8: Evaluation of the seminars and its impacts**.** | Yes | Yes |
| Result 9: Influence on the forthcoming ISO/DIS content, reflecting the specific needs of the region | Partly | Partly |

**Source: Document review and interviews in MENA and EAC**

*Result 1: Increased participation from the MENA/EAC region in the ISO working group for carbon footprints for products.* This result was achieved. The pilot projects succeeded in increasing the participation of MENA and EAC countries (present at pre-seminars) in ISO TC207/SC7/WG2. None of the MENA and EAC participants had attended the ISO TC207/SC7/WG2 meetings prior to their involvement in the project[12]. Participation included both P-members and O-members of TC207/SC7, with the exception of Morocco and Iraq who were not invited to pre-seminars despite their P-membership status in TC207/SC7 and Burundi, which is a subscriber member at ISO and has no member status in this technical committee (Annex 9). In MENA, visa challenges for Arab citizens were possibly undermined in project planning although they constituted a threat for the realisation of this result.

A key finding is that MENA and EAC attendance in pre-seminars did not consistently lead to attendance in ISO working group meetings. Findings indicate that ISO attendance lists have missed participants, whose participation was verified through interviews and other participants. However, the fact that participation fell markedly in Trieste, due a change in per diem modalities, underlines the importance of beneficiary consultation and timely communication.

The team also highlights that the lack of continuous participation questions the level of quality of participation and results achieved. As the findings above indicate, the selection of candidates took place in a hasty manner that was primarily based on availability rather than interest and competence. It relied on nominations by NSBs prior to each event rather than a more competitive selection mechanism that is more likely to attract a broader pool of willing and committed potential participants.

Furthermore, as both projects ended in autumn 2011, the result was achieved for a limited period of time, notably two stages of the five ISO standard setting stages (CD and WD stages) for MENA and one stage for EAC (WD stage). The forthcoming ISO 14067 standard was recently voted into the DIS stage and has another year to move to the FDIS stage until it is published.

*Result 2: The establishment of a MENA/EAC Contact Groups*. This result was not realised. It appears that the inclusion of the establishment of an EAC Contact Group in the project description of the EAC project was a mistake, exemplifying a cut and paste scenario from the original MENA project description, where the contact group was envisaged but then replaced with regional workshops. In both MENA and EAC, the role of the contact groups was not clearly articulated. Notwithstanding, the team assesses that the introduction of regional workshops is an improvement of the SIS model, as it enabled it to increase outreach and visibility, even if this is still limited.

*Result 3: Inventory of experiences and development of trade-related environmental policy in MENA/EAC***.** This result was not realised as an inventory of experiences and development of MENA/EAC trade-related environmental policy was not produced. No activities worked towards achieving this result. The team assesses that the ambition of developing a trade-related environmental policy in the given project life and scope of activities is unrealistically high. This is particularly the case for the MENA region, where no MENA regional structures that can support commitment to such as policy exist, compared to EAC where at least some of the necessary preconditions exist.

*Result 4: Initiation of cooperation between countries in the MENA/EAC region.* This result was partly achieved through strengthened contact among participants in MENA and EAC respectively. The team assesses that this result was ambitiously formulated taking into account the life of the project and limited number and type of activities. The project provided a space for initiating dialogue on potential cooperation among countries in the MENA and EAC regions. Still, no cooperation beyond the project was initiated at the time of the review. In EAC, ideas were developed to use more formal regional

[12] Egypt as the host country of the 4th ISO TC207/SC7/WG2 meeting had an insignificant attendance prior to the project.

networks to discuss carbon footprinting issues. However, no demand for regional harmonisation of carbon footprinting standards was perceived, as this standard would not constitute a barrier to regional trade. In MENA the idea of piloting case studies on carbon footprinting, which is absent in the SIS model, emerged. In the absence of a regional MENA structure, the question of which country in the MENA region should lead the pilot for implementing the ISO 14067 standard was discussed but left unresolved. This represents a potential risk of working at the regional level in the MENA region, since MENA is a geographic label for a region that does not have a common community or union compared to EAC. It also puts into question the feasibility of having a regional programme led by national stakeholders or existing Arab regional structures, which are not seen as neutral actors.

*Result 5: Awareness on trade related climate obligations and its impact on international trade*. This result has been partly achieved. Findings indicate that the awareness of MENA and EAC participants on trade-related climate obligations and their impact on international trade was raised. This took the form of basic knowledge on carbon footprinting and ISO standardisation processes as well as experience with ISO standardisation work for participants in pre-seminars and ISO meetings. However, the technical knowledge for applying and implementing the upcoming standard were not raised as they were not directly addressed by the projects in the form of case studies. It is worth noting that the nature of carbon footprinting limits the potentially interested stakeholders to a small group of exporters of products to markets where carbon footprinting has commercial value and an equally small group of NSBs, government, NGOs and donors interacting with these exporters. In the absence of wider outreach to stakeholders potentially interested in the future adoption of the upcoming standard ISO 14067, the awareness of carbon footprinting remains very low outside the group of project participants.

*Result 6: Direct and indirect impacts on poverty reduction in MENA/EAC region.* This result was not realised by the end of the project life. The inclusion of this result as a result is not realistic, as impacts on poverty in MENA and EAC extend beyond the life of the projects and are linked to the future application and implementation of the standard. Furthermore, project activities did not directly target the reduction of the volume of emission in the MENA and EAC regions. Therefore, even if the result could be measured today, it could not be attributed to the project. Nonetheless, some participants assessed that the successful adoption and implementation of the forthcoming ISO 14067 in the decades to come will help countries maintain access to markets in markets where carbon footprinting is demanded.

*Results 7: Relevance to ongoing Sida projects.* This result was not achieved. Overall, the MENA and EAC projects did not seek to link up to other ongoing Sida projects in the region or complement existing regional trade-related initiatives. While this may not have been possible during the short life of the pilot projects, it undermines the potential for synergies with complementary initiatives and likelihood of sustainability.

*Result 8: Evaluation of the seminars and its impacts***.** This was realised in Stockholm in October 2010 in the form of an internal evaluation workshop. The team commends the project for having undertaken a participatory evaluation exercise. However, the team notes that its timing came towards the end of the pilot projects whereby lessons learned could not be integrated into the project.

*Result 9: Influence on the forthcoming ISO/DIS content, reflecting the specific needs of the region*. This result was partly achieved. On the one hand, the upcoming ISO14067 had reached the CD stage (a step before the DIS stage) when the project ended. It is also unclear today whether the upcoming ISO14067 standard will be published as an international standard as not all draft standards materialise into a final standard. On the other hand, participation in discussions of the draft standard took place during the WD and CD stages but not at the DIS and subsequent stages.

At the national levels, the use of NMCs to bring forward information about national needs was only partly successful. This was primarily due to NMC participants' limited practical knowledge on carbon footprinting and thus their inability to adequately identify national concerns. In addition, the representation of potential users of the upcoming standard from the private sector was weak. At the level of ISO meetings, the MENA and EAC participants in ISO TC207/SC7/WG2 meetings contributed to discussions and negotiations of the content of the upcoming ISO 14067/DIS. MENA participants were involved at an earlier stage in the project and therefore contributed to discussions at more critical stages of the development of the standard. Still, EAC Member States successfully defended their positions in the three key areas of airfreight emissions, land use changes and barrier to trade. However, the technical experience of MENA and EAC participants as they expressed it was not strong enough to lead to a meaningful influence the content of the draft. However, in the presence of larger and more experienced developing countries (e.g. India) that were defending some of the same issues, the attribution of the influence achieved by project participants is difficult to establish. It should be noted nonetheless that international exposure in ISO meetings increased participants' understanding of the importance of their presence in ISO standard development meetings, particularly for P-members. Most participants in MENA are P-members and can vote (to the exception of Palestine and Yemen). Few EAC countries are P-members (Kenya, Tanzania). This explains why some EAC countries felt constrained by their membership's status in ISO TC207/SC7 as O-members with no voting rights.

In terms of progress toward the achievement of objectives, the development and project objectives are presented in Annex 8. The team finds that project and development objectives are numerous and in some cases repetitive, overlapping with project results/outcomes and activities. Notwithstanding deficiencies in project design and taking into account results and objectives as they are formulated today, the assessment is that results have contributed toward the partial achievement of objectives relating to a high quality introduction to international standardisation work, basic knowledge on carbon footprinting and dialogue within MENA and EAC countries respectively. However, it is unclear how this high quality introduction is sustainable. Awareness on international standardisation has increased, yet uncertainty surrounds the question of whether sufficient capacity to benefit from standardisation work has been established. It is also difficult to assess how substantial the increase in awareness is in the absence of a baseline and defined outcomes in relation to the awareness and capacities of the participants. Countries took a more active part in the development of the carbon footprint standard draft but this was experienced only up to the CD stage. Moreover, no activities and results worked towards positioning MENA and EAC NSBs to '*minimize GHG emissions, build consumer confidence and promote sustainable developmen*t'. Project activities laid the basis for a small pool of experts but their technical knowledge is not yet sufficient to lead upcoming activities aimed at mitigating greenhouse gas emissions. Issues relating to building consumer confidence were not addressed in activities. Therefore, addressing the issue of consumer confidence in the objective is irrelevant.

As for the contribution to the project purpose, the results chain connects the activities of the MENA and EAC projects with outputs, outcomes and impacts (Annex 7). However, many outputs and outcomes are phrased as activities and do not progress in the project logic to lead to contribution to impacts. This created a gap between project activities and its purpose. The project's purpose is to increase trade, reduce carbon emissions and reduce poverty. None of the activities in the pilot projects directly target trade promotion and the mitigation of carbon emissions or contribute to the generation of outcomes that could contribute to the fulfilment of the project purpose. These impacts are assumed to result from the development of an ISO 14067 standard reflecting the needs and priorities of the MENA and EAC regions. The relationship between the forthcoming ISO 14067 on one side and increased trade, reduced carbon emissions and reduced poverty on the other is not straightforward. The relevance of intended outcomes to poverty reduction are not clearly articulated and argued. Moreover, the technical nature of the approach does not account for the broader political and economic factors that will eventually determine whether project activities result in intended outcomes, and if/how these outcomes will

contribute to expected impacts. In that sense, the project descriptions lack a serious analysis of these unknown variables and the relationship between the forthcoming ISO 14067 and intended project impacts. Furthermore, and even if the result chain of the pilot projects was consistent, there are external factors that could influence the likelihood of achievement (or not) of the project purpose without being attributable to the projects (e.g. national efforts to mitigate carbon emissions in Morocco). In light of the above, contribution to the project purpose is seen to be unlikely based on the current result framework and remains unclear.

### 6.4 Sustainability

At the time of the review, the main result of the projects was the human resource capacity built in the form of basic knowledge on carbon footprinting and knowledge and experience with international standardisation work of individuals participating in the projects.

In terms of carbon footprinting, in both MENA and EAC, capacity building was anchored in the individuals who participated in project activities, especially those who were interested and involved from the beginning. The likelihood that this project result will persist depends largely on how relevant carbon footprinting is to individual participants and to their organisations. The higher the relevance, the higher the potential sustainability. The more a country or business exports to markets where carbon labelling is of commercial value, the more sustainable this result could be. The fact that potential private sector users of the upcoming standard of carbon footprint of products were not strongly represented in the project undermines this potential for sustainability. Furthermore, as the project did not address the technical capacity of individuals in carbon footprinting, a pool of national and regional experts with the capacity to apply and implement the upcoming standard was not targeted or created. This is seen to have weakened the potential for the sustainability of results.

In terms of international standardisation processes, the team assesses that it has benefited participants, notably NSBs, in any future ISO standardisation work because the individuals trained may (if they continue in their current roles) soon meet new opportunities to negotiate other standards in ISO or elsewhere. However, few stakeholders outside of NSBs are likely to find international standardisation skills useful in their daily work.

Sustainability of results also depends on the level of national ownership established. Findings suggest that ownership was not nurtured through participatory approaches at the project design stage in both MENA and EAC. This supply driven aspect and the associated concerns on relevance question the level of national ownership of the results and processes set in place by the projects (e.g. NMC meetings, ideas for regional cooperation). In MENA, a very few active and committed participants exhibited significant ownership as they expressed concerns about missing out on the latest Canada ISO working group meeting. This concern was not observed in EAC. In practice, commitment to the participation in ISO working group meetings after the project terminated was low so far for both MENA and EAC. Only one participant from MENA and one from EAC are reported to have attended the latest ISO TC207/SC7/WG2 meeting in Canada. Participation is highly dependent on financial means and commitment on behalf of management to prioritise this attendance on its agenda and in its budget, which has apparently not been forthcoming. Without physical participation in the ISO meetings, discussions are not possible. Therefore, the likelihood of MENA/EAC ownership of standard setting of the upcoming ISO14067 as envisaged in the result chain is questionable.

### 6.5 Management and efficiency

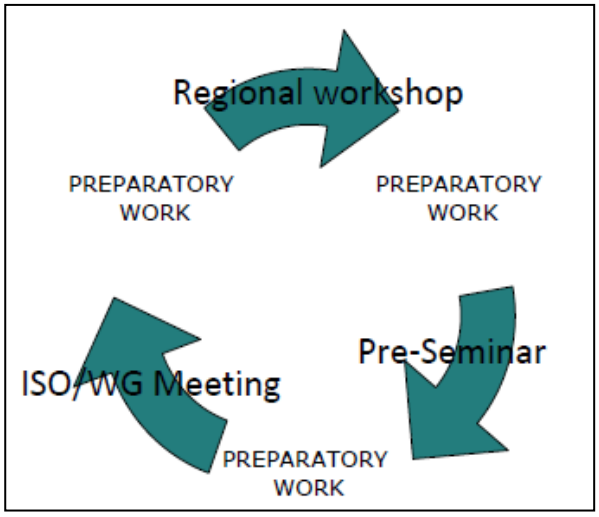
The capacity of SIS to plan, implement and monitor activities in a timely manner was hindered by technical weaknesses in project design, which called for four consecutive extensions in MENA and two extensions in EAC, an average of two extensions per year in addition to the submission of the initial project proposals. It is difficult to assess SIS's capacity to implement projects in the absence of such administrative work that governed the projects' lives. Resulting time constraints also led to weak planning that affected project results and weak attention to monitoring of SIS and NSB activities, which was not strongly anchored as a project management practice. The issue of changes of per diem modalities also underlines the absence of consultation and timely communication between SIS, NSBs and participants. This issue may appear minor, but in the eyes of many MENA and EAC stakeholders it is large, and sufficiently so to severely reduce participation if the problems reappear in future projects.

In terms of cost effectiveness, overall disbursement in the MENA and EAC projects stayed within budget. The ability to control costs is not surprising given the simplicity of the projects' expenditures.
The average cost per unit was lower than planned in MENA but was negligibly over budget in EAC. In MENA, the introduction of regional workshops as a project activity increased the overall number of project participants reached compared to the target number in the project description. In that manner, the project was more cost effective than initially foreseen in 2009. The team underscores, however, that this ratio should be interpreted with care. This is because the increase in number of participants may have also resulted from a high turnover of participants in MENA. The low quality of participants was noted in MENA. Therefore, the lack continuity of their participation is likely to have affected the quality of results achieved. In EAC, the planned average unit cost per participant was lower than in MENA and included both pre-seminars and regional workshops. The EAC cost effectiveness ratio increased slightly compared to the planned ratio. However, this increase is negligible (around SEK 3,000 per unit).

### 6.6 Project model and design

The MENA and EAC projects piloted an application of a model developed by SIS. The SIS model developed from one core activity namely pre-seminars preceding ISO meetings to include two core activities namely pre-seminars and regional workshops. This was reflected in the project description of the EAC pilot project. The model is illustrated below. It includes preparatory work to be undertaken by national stakeholders prior to meetings particularly in the form of NMC meetings.

*Figure 6.1 – The SIS project model*




**Source: SIS**

The SIS model is closely linked to the ISO standard setting process but was not attached to a specific drafting stage(s) of ISO's five standard setting stages as described in section 3.2. It did not address stages beyond the drafting stage of the standard, i.e. the communication of the standard and its application.

Overall, the team assesses that the project model is a good vehicle for transmitting knowledge and building capacities of individuals in relation to ISO standardisation processes and basic notions of the topic of the standard, in this case the carbon footprint of products. Due to the standardised nature of the model, repetitions often occurred over time. The project model facilitated that the knowledge obtained on international standardisation processes was applied in the 'real' ISO TC207/SC7/WG2 meetings. Nevertheless, the model did not pilot case studies for the application and implementation of the draft ISO 14067 in specific sectors on specific products. This would have been important for two reasons. First, it would probably enhance participants' performance and influence in NMCs and ISO meetings. Second, it would build their technical capacity to apply the standard in the future and ensure reliance on local/regional expertise for future application. Another weakness of the model is that the knowledge gained in regional workshops was not broadly disseminated through national workshops to reach a broader audience that includes export-oriented industries in the private sector, as the main potential users of the standard. Moreover, the model did not include activities that addressed trade aspects and commercial issues. No assessment of the demand for the standard was undertaken prior to the implementation of the projects. Similarly, no analysis of the markets in which carbon footprinting is important was undertaken prior to project implementation. It is customary in standards development that issues of demand assessment and market analysis are discussed in NMCs.

The process of selection included the selection of countries, participants and experts. Countries were selected based on their regional location (MENA, EAC). The geographic argument for the selection of countries was less consistent in MENA than EAC, which only include five countries constituting the EAC Member States. The selection of countries did not consider an analysis of sector relevance in each country to assess the interest for the standard by potential users in the country. The team, therefore, questions the consideration given to alignment to national priorities and sector relevance of carbon footprinting in the country as a criterion for country participation.

In terms of selection of participants, the nomination of participants via the local networks of NSBs is likely to have limited outreach to interested candidates from the private and civil society sectors, including potential users of the standard. A key difference between EAC and MENA is seen in relation to the representation of national stakeholders in the projects. Public sector participation was more dominant in MENA than in EAC. The latter was able to mobilise more private sector associations and civil society organisations. Exceptions, however, can be seen at the national level in countries like Jordan and Lebanon, where private sector representation was around half of total participants. However, while the average representation of the private sector is higher in EAC than in MENA, the private sector in EAC was mainly represented through private sector associations. Very few private companies were present. In MENA, the representation of private companies was higher than private sector associations and included consulting companies that are interested in providing carbon footprinting services and very few export-oriented industries. As for civil society and research organisations, their representation was generally low with the exception of Tanzania, where around 50% of participants were from the civil society sector. A key weakness in both MENA and EAC is the absence of participants who could be potential users of the upcoming standard of carbon footprint of products. In terms of gender representation, the team deems that around one third gender representation is acceptable in the given context particularly in MENA but underlines the importance of the quality of female participation.

The frequency of participation was not regular in both MENA and EAC. The lack of continuity was more visible in MENA. This could be due to the longer period of the project in MENA. This lack of continuity raises questions on the quality of the capacity building process that the model wishes to achieve and the participants' commitment to the project idea. Furthermore, the team finds that the current selection process that takes place prior to each event for each of the project's activities entails more administration time and does not support a longer-term commitment to the life of the project, but to specific activities that are spread out over time. This could have played a role in the turnover of participants.

In terms of participatory approaches, the team views that they have been weakly integrated into the project design, implementation and monitoring of activities, notwithstanding that monitoring was generally weak. In that sense, the team questions the responsiveness of the model to needs and priorities of participants, their organisations and national policies as well as gradually transferring responsibilities and ownership to national stakeholders.

The project model's design was formulated in the project descriptions of both MENA and EAC. The team notes that the EAC and MENA LFA matrices are identical with the exception of the substitution of words 'MENA' with 'EAC'. The appearance of the regional MENA organisation AIDMO in the EAC project LFA matrix suggests that this matrix was simply cut and pasted from MENA project. The EAC result chain however is more clearly formulated than the MENA result chain, indicating that some learning was integrated from the MENA project.

The project design is generally comprehensive but can be challenged on many fronts. First, the project logic included assumptions that led to the formulation of a project purpose that seems ambitious when compared to the nature of activities to be undertaken and outcomes to be generated. The path from standard setting, which is a lengthy process (ISO average of 36 months), to inclusive trade and later to economic growth and then to poverty reduction is long and dependents on others factors than the projects. The theory of change of the project did not clearly articulate the logical link between activities, outputs, outcomes, objectives and impacts on trade, carbon emissions and poverty reduction. This is partly due to the technical approach of the project. Second, the design of the project failed to differentiate between and clearly formulate activities, results, outcomes and objectives. It also used terminologies that were 'bigger' than what the projects meant (e.g. 'trade related obligations' when it meant 'climate standards'). There was a tendency to use activities as a proxy for outcomes and objectives. Rather than formulating specific outcomes and objectives that activities are supposed to lead to and achieve, the project descriptions merely rephrased the activities. This resulted in a gap between activities and impacts. Third, the project design lacks an account of assumptions and risks. The model is closely linked to the ISO standard setting process. Yet, the project design did not clearly state which stages of the ISO process it will support and did not match itself against the ISO timeframe based on an initial assessment of the complexity of the topic of the standard. Risks relating to delays in the ISO process were not foreseen in the project design and no risk mitigations measures were undertaken. Other institutional considerations relating to the local and regional contexts were also not strongly addressed. Fourth, the project design did not integrate the assessment of beneficiary needs and sector relevance for carbon footprinting. Finally, the project design did not include an activity-based budget that is linked to a work plan, based on which technical and financial monitoring can also be undertaken.

# 7. Key conclusions and recommendations

This chapter elaborates the key conclusions and recommendations based on the key findings and assessments presented in the previous chapters. The review team proposes the following key recommendations in response to the twofold purpose of the review, notably i) to assess whether the projects have fulfilled their objectives and results; and ii) to provide Sida with recommendations on the continuation of the projects and on potential improvements of future projects.

## 7.1 Relevance

*Conclusion 1:* The projects did not consult or involve national stakeholders and potential end beneficiaries in project identification and formulation including the selection of the topic of the standard or the design of activities. The project concept was driven from Sweden's leading role in climate standardisation and did not consider relevance to national and sector needs and priorities. Participatory approaches in implementation were weak, limiting stakeholder involvement to logistical aspects but also included preparatory activities. Participatory monitoring was not undertaken. However, the project held one participatory evaluation workshop to capitalise on the experiences of stakeholders.

- *Recommendation 1:* The model should be adjusted to ensure it has practices in place that promote participatory approaches with potential beneficiaries and consultative approaches with national/regional stakeholders in the design of the project in a manner relevant to sector priorities, including the design of activities that respond to participant needs. It should also mainstream participatory approaches in project implementation and monitoring while maintaining the participatory internal evaluation exercise.

## 7.2 Effectiveness and sustainability

*Conclusion 2:* While the likelihood of contribution to the project purpose was limited due to weaknesses in project design, the pilot projects partly fulfilled results and objectives dealing with increased awareness of and participation in ISO standardisation processes, basic knowledge on carbon footprinting and establishing contacts at the regional level. The sustainability of knowledge and experience obtained in relation to the standardisation work of participants is likely to be used in other ISO standard setting contexts in the future. However, capacity building on standardisation work took place at the individual level and was not anchored at an institutional level of organisations participating in the project. Therefore, the financial sustainability of results achieved is uncertain.

- *Recommendation 2:* The model should more strongly integrate aspects of sustainability regarding participation in the relevant ISO working group meetings in the project design phase and ensure that the management of participating organisations is also included in identifying priorities and taking ownership of the standard development work.

*Conclusion 3:* NMCs were established to discuss and collect national concerns and interest regarding carbon footprinting. In reality, their role was limited. As the experience of NMC members on carbon footprinting was weak, the usefulness of NMC meetings was not fully exploited.

- *Recommendation 3:* The model should develop a broader technical package to support NMC discussions of the draft standard. This toolbox could include market analysis, feasibility studies or piloting the standard in case studies.

### 7.3 Management and efficiency

*Conclusion 4:* The capacity of SIS to effectively plan and implement activities in a timely manner was hindered by time constraints due to weak project design and risk management that entailed a range of extensions and approvals.

- *Recommendation 4:* The model should assess the complexity of the topic of the standard to be addressed at the project design stage and match itself to the ISO timeframe (accelerate, default or extended) in planning activities and as a minimum specify what critical stages of the ISO standard setting process it will support, should the entire ISO standard development process not be possible to cover. This should acknowledge risks and include risk mitigation measures.

*Conclusion 5:* Technical and financial monitoring are key weaknesses due to poor project design, LFA and indicators and absence of an activity based budget as monitoring tools.

- *Recommendation 5*: The model should put stronger focus on monitoring mechanisms and practices and reflect these in the project description through the LFA matrix and its indicators, work plan and an activity-based budget, all of which are tools that facilitate future technical and financial monitoring.

*Conclusion 6:* Overall, communication between SIS, NSBs and other participants was not continuous and timely during the implementation of the project and also in relation to administrative issues.

- *Recommendation 6:* Communication between SIS, NSBs and other stakeholders involved in the project should be improved to ensure continuous and timely information exchanges.

### 7.4 Project model and design

*Conclusion 7:* The project model is an innovative and effective vehicle for transmitting knowledge and building capacities of individual participants in relation to ISO standardisation processes. However, more needs to be done in terms of building their capacity on the technical topic of the standard in question, in this case carbon footprinting, and increasing the awareness of key potential users of the upcoming standard as well as providing knowledge on trade and development through specialised experts.

- *Recommendation 7:* The project model as a vehicle for transmitting technical knowledge on standardisation processes should be maintained but improved in manner that increases i) the technical experience of participants through the integration of case studies and i) the awareness of relevant stakeholders at the national level through, for instance, national workshops including the circulation of the DIS to make it known and available for interested parties, and iii) strengthening the network of national and international experts to include expertise with trade and development issues. This assumes that the project design is suitable and participatory and ambitions set are realistic.

*Conclusion 8:* The selection of countries was based on geography rather than the sector relevance to potential users of the standard that could be located in countries outside their regions. It also did not weigh the ISO membership's status of countries in terms of the objectives it wishes to achieve.

- *Recommendation 8:* The model should consider whether a regional approach is the optimal one for working with standard setting dealing with a specific issue, carbon footprinting, which may attract interest from potential stakeholders in a given sector from countries outside their geographic region. It should also define more clearly what outcomes in terms of human resource, organisational and

regional networking it wants to achieve with the project and accordingly consider the relevance of including non-P-members with no voting rights in different kinds of activities.

*Conclusion 9:* The achieved representation of stakeholders from the public, private and civil society sectors was dominated by public sector presence but other stakeholders participated from the private and civil society sectors. This is acceptable for a pilot phase taking into account the model's exclusive reliance on structures within in the public sector. A key weakness is the relevance of the type of stakeholders included, namely potential users of the upcoming standard. Moreover, the selection of participants was not effective in ensuring continuity of participation and commitment of participants.

- *Recommendation 9:* The selection of participants should involve national structures other than NSBs to ensure a broader mobilisation and representation of stakeholders. The selection process should have set criteria to ensure the inclusion of interested and committed individuals from relevant sectors including potential end users of the upcoming standard (notably from the private sector). The selection process should take place at the beginning of the project and engage participants for the life of the project.

*Conclusion 10:* The project design included technical weaknesses that affected the implementation of the activities as a result of a weak capacity to design development cooperation projects.

- *Recommendation 10:* SIS's capacity should be strengthened in terms project design. The latter should be more realistic, clear and specific, logically linking project activities, results, objectives and purpose in the LFA and its outcome indicators, as well as in addressing underlying assumptions and risks.

# Annex 1 – Terms of Reference

**REVIEW of the EAC and MENA CARBON FOOTPRINT OF PRODUCTS PILOT PROJECTs 2010-2011**

**EVALUATION PURPOSE**
Sida has supported two different pilot projects implemented by the Swedish Standards Institute (SIS) regarding an introduction to the Carbon Footprints of Products Standardization in the EAC and MENA regions. The pilot phases are being carried out between April 2010 and October 2011. These pilot projects are to be evaluated.

Sida's Regional Africa Unit for Environment and Economic Development (REED), under the Department for Programme Cooperation (PROGSAM) and Sida's Regional Unit for Iraq, Middle East and North Africa under the Department for Post-Conflict and Conflict Countries will use the evaluation both to follow-up and to draw lessons from the pilot projects carried out, not only when considering support to the EAC Member Countries and MENA countries for the creation of trade and development friendly systems for standardization, certification and labeling of the Carbon Footprint of products, but also when considering support to similar future projects. The evaluation may also be used by other Sida Departments and Units if they consider support to similar projects in the future. In addition, the evaluation could assist other Swedish governmental organizations, and possibly other partners with which Sida will cooperate, in their design of similar future projects.

The main aim of this assignment is to evaluate whether the pilot projects have fulfilled their objectives. This includes identifying and considering any poverty-reducing linkages and effects of this type of programme. In addition, Sida is looking for an analysis and description of what has worked well, and suggestions for improvements to similar future programmes.

**INTERVENTION BACKGROUND**
Until recently, the main focus of international and national climate change policy and action has been on emission reductions from heavy industry. Internationally there are hundreds of initiatives, initiated by national government authorities, multinational and national organizations, branches and NGO's, for different types of climate labeling and climate declarations schemes. The International Standards Organization (ISO) member bodies took the initiative to develop an international standard for how to communicate the carbon footprint of goods and services.

The call for a development of an ISO global carbon footprint standard has several reasons:

ISO standards have also been developed in order to provide guidance for measuring greenhouse gas emissions in relation to national, regional and international greenhouse gas trading schemes (ISO 14064, ISO 14065 and ISO 14066).

Many of these initiatives have been launched very rapidly and may be questioned from a scientific point of view. The risk is that deceptive carbon labels and declarations will mislead consumers and purchasers, violating the credibility of different environmental labeling schemes as a whole.

The standard on carbon footprint, ISO 14067, is intended to serve as an internationally agreed standard, against which organizations can base the measurement, report and verification of greenhouse gas emissions from products. The standard will build on the already widely accepted methodology for Life Cycle Assessment (LCA), specified in ISO 14040 and ISO 14044, as well as on the methodology for environmental declarations, ISO 14025.

In January 2008, the Swedish Trade Ministry initiated a project in co-operation with concerned departments and public authorities in order to support developing countries becoming more involved in international climate standardisation. The project's objective is to strengthen developing countries' opportunities to increased trade with climate friendly goods and services by the means of international standards and making climate friendly technology more accessible to these countries.

The Stockholm conference on "Climate change, trade and standardization – in development perspective"[13] showed that international standards, used in a proper way, can contribute in the fight against climate change, have a potential to foster trade with climate-friendly technology and could be an engine for economic growth in developing countries. However, there are many challenges for developing countries, their standard setters and stakeholders turning international standards to become a global tool for climate and development objectives.

For the EAC region today, among the key challenges include the following: lack of experience related to international standardization process and its procedures; lack of resources for effective participation in the development of international standards; weak institutions and thus poor institutional conditions to adapt and implement international standards; and, lack of information sharing among different stakeholders that is critical for a sustainable and long-term adaptation of standards.

On the basis of the foregoing, SIS (Swedish Standards Institute) submitted an application dated 2010-03-12 to implement a pilot project "EAC region introduction to Carbon Footprints through standardization workshops and pre-seminars" in all countries included in the East African Community, namely Kenya, Tanzania, Uganda, Burundi and Rwanda. The main purpose of the program is to provide participating countries, including the EAC Secretariat informed of future carbon footprint standard, scheduled to apply from 2012.

SIS has also submitted a project proposal for work in the Middle East and North Africa region (the MENA region) entitled "MENA region introduction to Carbon Footprints through Standardization Pre-Seminars". The MENA region is presently undergoing different political processes which will be re-shaping the region, country by country. Most of the standardization organizations in the region have a sufficiently developed structure to be able to participate in international standardization work. However, until today, most of the standardization work has been handled as technical regulations. Due to the lack of transparency and the lack of truly participatory processes, most of the work on international standardization in the MENA region has been carried out from the point of a receiver of international standards. The MENA region also lacks the knowledge required to be a strong partner in international standardization.

The overall objective of the pilot projects implemented by Swedish Standards Institute (SIS) in cooperation and consultation with the EAC Secretariat, the National Standards Bureaus in the EAC region, and the National Standards Bureaus in the MENA region with the involvement of stakeholders from industry and trade, government, policy makers, consumer organizations, among others, is to reduce poverty by promoting trade, mitigating carbon emissions, enabling active participation from the EAC and MENA countries in the international standard setting work (especially to influence on the development of the ISO standard 14067-1,2 on the Carbon Footprints of Products).

The overall development objective for the EAC project is to contribute to poverty reduction through a combination of intermediary short-term and long-term objectives which include:

[13] *SIS and Swedish National Board of Trade, Report: Stockholm conference on "Climate Change, Trade and Standardisation – in a development perspective" (CCTS),23-25 November, 2009, February 2010*

1. Raise awareness and capacity in the EAC region about how the region can benefit from international standardisation work as a tool to increase business opportunities on export markets (through the respective National Standardisation Body, NSBs);
2. Through participation in international standardisation work position the EAC regions' NSBs for coming activities aimed at mitigating greenhouse gas emissions, building consumer confidence and promoting sustainable development;
3. That the work on the Carbon Footprint standard, defined by its scope and the ISO/TC 207 work programme, reflects the needs of and experiences from the EAC region.
4. An open dialogue among and initiated co-operation between EAC countries on a trade-related environmental policy;

The specific objectives (connected to the development objectives above) of the project are as follows:

- Prepare the countries in the EAC region to take a more active part in the development of the global Carbon Footprint standardisation process;
- A substantial increased awareness of trade-related climate obligations and the importance of participation in international standardisation in this field;
- A sustainable and high qualified introduction of key EAC region experts to the ISO Carbon footprint standardisation process.

The pilot project was implemented over a period of two years from March 2010 to October 2011. The original approved budget for this pilot was SEK 2 067 800. This financial contribution was intended to support regional standardization workshops and pre-seminars (before the ISO meetings). The aim of the regional workshop was to define the needs and priorities for the region related to the content of the standard, and the methodologies used. On the other hand, the pre-seminars are held in connection with the ISO Meetings. The agenda of the Pre-Seminar mirrors the ISO Meeting.

There have been a number of subsequent extensions to the original Agreement to allow for further work in relation to the ISO standardization process, requiring extra financial support from Sida. With the additional contributions under the extensions, the total Swedish Contribution amounted to SEK 5 313 700.

The budget was consumed by the activities executed in the EAC region and in Mexico (2 workshops in Nairobi and Kampala, May 2010, and one Pre-seminar in Leon, Mexico in July 2010), a 3-days workshop hosted by the Tanzania Bureau of Standards (TBS), in November 23-25 in Dar es Salaam, a Pre-seminar session in Treviso, Italy in January 2011, one regional workshop in April 2011 in Kigali, Rwanda, one Pre-Seminar session in May, 2011, in connection with the ISO Meetings in Germany, May 2011, and a pres-seminar consultation on draft standard for carbon footprint in Oslo, Norway in June 2011.

The overall development objective for the MENA project is to contribute to poverty reduction through a combination of intermediary short-term and long-term objectives which include:

1. Improve awareness of key stakeholders in developing countries of the role of standardization in economic growth, world trade and sustainable development
2. Build capacity of ISO members and stakeholders involved in developing the standardization infrastructure and participating in international standardization work
3. Increase national and regional cooperation to share experience, resources, training, information and communications technologies
4. Develop electronic communication and expertise in IT tools to participate in international standardization work, reach out to stakeholders and make efficient use of ISO e-services
5. Increase participation in governance and technical work of ISO to voice priorities. Contribute to and influence the technical content of ISO deliverables

The specific project objective for the MENA project as the intended development results to which the project is expected to contribute, is a situation expected to prevail at the end of the project:

1. That the work on Carbon Footprints, defined by its scope and the ISO/TC 207 work programme, reflects the needs of, and experiences from, the MENA region.
2. An increased awareness of trade-related climate obligations and the importance of participation in international standardisation in this field. Anidea on how a national or regional quality infrastructure for climate labelling could be organised.
3. Dialogue and cooperation initiated between MENA countries on a trade-related environmental policy

The pilot project for the MENA region was implemented in different steps with several requests by SIS for prolongations, additional funding, and expanded scope.

**GLOBAL AND SPECIFIC OBJECTIVES OF THE EVALUATION**

The goal of the evaluation is to assess the overall performance of the pilot phases of the projects. There are two global objectives of this exercise. The first is to identify how effectively the pilot projects have been implemented in the period from April 2010 up to now, and what the results are. The second is to provide Sida with recommendations regarding whether a second phase of the projects is suggested or not, and regarding any possible improvements in project design, implementation, follow-up and evaluation.

Under these global objectives, there are fourteen specific objectives of the evaluation. They are to:

1. Evaluate SIS ability to transfer know-how to the National Standard Bureaus, enabling them to carry out participatory processes, manage the new standardization work at the regional and national levels, transferring the ownership of the standardization work to the EAC and MENA regions/countries.
2. Evaluate the performance of the pilot project to prepare countries in the EAC and MENA regions to participate in the development of the global Carbon Footprint standardization process;
3. Evaluate the performance of the pilot project in raising the awareness of trade-related climate obligations and the importance of participating in international standardization in this field;
4. Evaluate the performance of the pilot project in introducing key EAC and MENA experts in the ISO standardization process on Carbon Footprint of products;
5. Evaluate the efficiency of the implementation of various activities (workshops, pre-seminars, etc.);
6. Evaluate the effectiveness of the implementation of the pilot projects by assessing inputs, outputs and outcomes against the targeted project results;
7. Assess the effectiveness of SIS approach as a vehicle for delivering support in the context of ISO standardization process;
8. Assess the management capacity, capability and suitability of SIS and its network of experts in effectively implementing the programme project cycle;
9. Formulate recommendations on how to improve the focus and implementation, and thereby performance of future similar projects;
10. Make recommendations on possible support for capacity building initiatives to submit to the National Standard Bureaus to increase the involvement of EAC Member Countries and countries in the MENA region to be self-sufficient in the development, adoption and implementation of international climate standardization.
11. Evaluate the performance of SIS management, including SIS capacity to plan, budget, implement, follow-up and report on the pilot projects.

12. Evaluate the results framework of the pilot projects.
13. Evaluate the ability of SIS to ensure ownership and involve all relevant stakeholders in the design, implementation, follow-up, phase-out and evaluation of the projects.
14. Evaluate the performance of SIS in ensuring that the participating countries have been enabled to become self-sufficient in international standardization work.

**CONSULTANCY FOCUS**

The outcome of this exercise shall reflect the strengths and weaknesses of the current Project implementation approach. It should also suggest ways of enforcing the observed strengths as well as improving on the weaknesses. The observed strengths and weaknesses should be explicitly linked to the various stages of project cycle management.

The evaluation should therefore address the following aspects:

*Objective 1: Evaluate the relevance and performance of the pilot project in preparing countries in the EAC region to participate in the development of the global Carbon Footprint of products standard, especially in the context of global climate standardisation process*

The consultants will focus on: (1) the relevance of the project in the context of the regions' trade development policy as it relates to trade relations internationally; (2) the relevance of the composition of stakeholder consultations structures which have been put in place by SIS and the performance of the clusters consultation and coordination system; (3) intensity and relevance of stakeholder consultations to the project goals and target results; (4) assessment of whether effective participation of the private sector and all relevant parts of civil society has been ensured.

*Objective 2: Evaluate the performance of the pilot project in raising the awareness of trade-related climate obligations and the importance of participating in international standardisation in this field*

The consultants will focus on: (1) the relevance and scope of the topics treated during awareness-raising activities (2) the effectiveness of the channels or tools used for creating awareness; (3) the relevance of the target groups, including the criteria for inclusion

*Objective 3: Evaluate the performance of the pilot project as a medium for enhancing knowledge and capacity of the expertise in the EAC and MENA regions in the ISO standardisation process, especially on the Carbon Footprint of products*

The consultants will focus on: (1) the relevance of the capacity building activities and the contents of topics discussed in workshops and pre-seminars; (2) the suitability of the targeted individuals and institutions; (3) the thematic knowledge of SIS staff and SIS network of expertise in the area of international climate standardization. This includes possessing sufficient geographic and cultural knowledge about the EAC and MENA regions; (4) the overall implementation of the capacity building activities for participation in the international standard-setting process.

*Objective 4: Evaluate the efficiency of the implementation of various activities (workshops, pre-seminars, etc.)*

The consultants will focus on: (1) how well the various activities transformed the available resources into the intended results (sometimes referred to as outputs), in terms of quantity, quality and timeliness. Comparison should be made against what was planned.

*Objective 5: Evaluate the effectiveness of the implementation of the pilot project by assessing inputs and outcomes against the targeted results*

This part will focus on assessing the degree to which project results have contributed to the achievement of project goals or are likely to contribute to future outcomes/impacts on the basis of current results.

1. Degree to which planning assumptions have been realized: this aspect of the evaluation will need to assess the degree of adherence to, or departure from, the agreed project objectives and outputs and the justification for any changes that may have occurred.
2. Whether the balance of responsibilities between the various stakeholders was appropriate, which accompanying measures have been taken by the partner authorities?
3. Whether, and to what extent, intended beneficiaries participated in the intervention;
4. Assessment of future perspectives: assess EAC region's stakeholders' perspectives for future continuation and sustainability of project activities and benefits under specific economic and political conditions.

*Objective 6: Assess the effectiveness of the SIS approach as a vehicle for delivering financial and technical support in the context of ISO standardization process*

Focus will be on the effectiveness and capacity to deliver of SIS staff and its network of expertise in preparation for the standardization process.

*Objective 7: Assess the management capacity, capability and suitability of SIS and its network of experts in effectively implementing the programme project cycle*

The consultants will focus on: (1) the performance of SIS to design, plan, implement, follow-up and report on the to achievement of expected results in a timely and efficient manner; (2) assess the effectiveness of the implementation coordination between SIS on the one hand, and, on the other hand, the EAC Secretariat and the National Standards Bureaus in the EAC region and the MENA region and its National Standards Bureaus.

*Objective 8: Formulate recommendations on how to improve the focus and implementation, and thereby performance of future similar projects*

Formulate clear and practical recommendations on how to address each of the above objectives. The SWOT (strengths, weaknesses, opportunities and threats) principle should be used as much as possible. Each conclusion should have a corresponding recommendation. Key recommendations should be aimed at reinforcing positive attributes of the pilot project well as addressing the weak attributes. The conclusions should also include broad strategic recommendations on how the design and focus of the project could be enhanced under any proposed follow-up arrangement.

*Objective 9: Assess SIS capacity to adequately support the countries in the MENA region in view of the political transformation these countries are undertaking.*

Describe and assess how SIS has dealt with, including any adaptation to, the transformation process in the MENA region. Which role will be recommended for a development partner in this concept? Describe eventual risks of supporting the non-changeable systems in the region. What can be done to support the new movements for participatory processes for inclusive growth?

*Objective 10: Make recommendations on possible long-term support for capacity building initiatives in order to increase the involvement of EAC and MENA Member Countries in the development, adoption and implementation of international climate-related standardization.*

Assess the: (1) ownership of objectives and achievements, e.g. how far all stakeholders were consulted on the objectives from the outset, and whether they agreed with them and continue to remain in agreement and desire continued support in the area of climate standardization; (2) policy support and the responsibility of the beneficiary institutions, e.g. how far the relevant regional, national, sectoral and budgetary policies and priorities could affect long-term support in this area.

**EVALUATION QUESTIONS**

Sida has identified a number of questions regarding the pilot projects which Sida would find it useful for the evaluators to find answers to. Specifically, the evaluation will respond to the requirements of the Pilot project to assess, verify and analyze the performance of the project and seek answers to the following evaluation questions:

- How appropriate was the design of the projects?
- To what extent did the stated objectives correctly address the problems and real needs of the target groups?
- How economically were the projects inputs (funds, expertise, time, etc) converted into results in required quantity, quality and time?
- Was the use of the projects resources cost-effective?
- To what extent have the projects purpose and results been achieved?
- Did the projects produce any sustainable changes – positive/ negative, intended/un-intended on the target groups?
- Are some of the project benefits/outputs likely to be sustained after end of the project?
- What efforts have been made to ensure the sustainability of positive results?
- To what extent were the activities of the projects implemented in a participatory and empowering manner?
- Did the projects support regional integration in the EAC and MENA regions or were the projects exclusively enhancing capacity at the national level?
- To which extent have the projects contributed to a higher degree of regional ownership and cooperation on standards?
- How involved were the key stakeholders of the projects in the planning, execution, and follow-up of activities?
- Were the participants selected the most relevant ones? Did they together represent a broad spectrum of stakeholders?
- Were the resource persons/experts selected the most relevant ones? Did they together represent a broad spectrum of interests? Did they jointly possess sufficient thematic knowledge and sufficient knowledge about the EAC and MENA regions for the efficient implementation of these projects?
- Has SIS been able to manage these projects efficiently and cost-effectively (including from an administrative point of view)?

**STAKEHOLDER INVOLVMENT**

The evaluators shall interview a large share of the participants and all SIS staff involved (present and past) in the delivery of the two projects.

How the utilization-focused evaluation approach is to be applied for this review is to be discussed between the evaluators and Sida.

**METHODOLOGY**
Sida suggests that the Assignment is implemented in the form of a desk-study, and interviews /questionnaires. The methodology, and in particular whether a mix of interviews and questionnaires shall be used, can be discussed between the evaluator and Sida. Sida is open to suggestions for methodological improvements from the evaluator.

A detailed description of evaluation methods proposed by the evaluator should be part of the call-off response. The proposed methodology shall minimize the burden of this evaluation on the intended beneficiaries. This aspect shall also be kept in mind by the evaluators during the implementation of this Assignment.

A possible approach, including four primary tasks, is described below.

**Task 1: Study available material**

The Evaluator shall:
Study all available documentation, including the project descriptions, the Agreements between Sida and SIS, project progress reports, participants' replies to any questionnaires related to activities under this project or ISO-meetings, and SIS possible summary and analysis thereof, reports of relevant ISO Committees, and any other relevant documentation.

This task will be undertaken as a desk-study using existing written material.

The background material for the Assignment consists, inter alia, of:
- the project descriptions,
- the Agreements between Sida and SIS, including revisions, annual project reports (both narrative and financial),
- audit reports covering the project (if any),
- participants' replies to any questionnaires related to activities under this project or ISO-meetings, and SIS possible summary and analysis thereof,
- Information available through the Websites of SIS and ISO
- reports of relevant ISO Committees, and
- the Capacity Audit of SIS development cooperation carried out by Sida's frame agreement consultants in the spring of 2011
- any other relevant documentation.

**Task 2: Conduct interviews and possibly send questionnaires**

The Evaluator shall:
Conduct interviews with the target beneficiaries and other relevant people in the EAC and MENA regions (including, but not limited to, the National Standards Bureaus in the EAC and MENA regions, the pre-seminar participants representing for example other Government departments, the private sector, civil society and the EAC Secretariat and possibly other potential stakeholders), , people involved with the programme at the SIS (at all levels and including both past and present staff), SIS network of experts, Sida (including Margareta Davidson-Abdelli, Goran Haag, Protase Echessah, and Ingela Juthberg), the General Secretary or the deputy at ISO Secretariat (including the director of ISO DEVCO), and the chairman of the WG and other important expert at the ISO representative at the carbon footprint working group and any other persons identified as a possible source of information during the above-mentioned interviews or during the process.

Some of these interviews can be undertaken in person, by telephone or in writing. However, a number of interviews in person with stakeholders both in the EAC and in the MENA (Jordan, Tunisia and Morocco) regions will have to be undertaken, and are part of this Assignment.

If the information collected through the two above-mentioned tasks is considered insufficient, the evaluator may send questionnaires to selected relevant individuals.

A selection of the experts in EAC and MENA regions involved in the project and their superiors (i.e. officials in National Standards Bureaus and EAC Secretariat) as well as other national and regional stakeholders shall both be asked (through interviews and questionnaires for example) about how they perceive the pilot project and its effectiveness, impact, relevance, sustainability and efficiency, and should be given the opportunity to comment on the draft report.

**Task 3: Draft reports**

The Evaluator shall submit an inception report, and both a draft and a final report.

**WORKPLAN AND SCHEDULE**
The Assignment is to be implemented during September- October 2011.
It is expected that 40 – 50 man days are required for the assignment. The total budget for the assignment may not exceed SEK ?????.

**REPORTING**
A first inception report shall be submitted to Åsa Heijne (**Åsa.Heijne@sida.se**) at the latest by 27 September 2011. The consultant shall be prepared to discuss the inception report with Sida. A draft report shall be submitted no later than 18 October, 2011. Selected stakeholders and SIS staff shall be given the opportunity to comment on the draft report. The final report shall be submitted at the latest two weeks after having received the comments from stakeholders, SIS and Sida.

All reports shall be drafted in the English language. The final written report shall be of a maximum length of 30 pages, excluding Annexes. An Executive Summary of a maximum length of 3 pages which contains the main findings shall be included in the report. The Executive Summary shall include the main conclusions about the extent to which the pilot projects have fulfilled their objectives, what has worked well, and suggested improvements for similar future programmes. The evaluator shall, as far as possible, adhere to the terminological conventions of the OECD/DAC Glossary on Evaluation and Results-Based Management.

As part of the Assignment, and preferably before drafting the final report, the evaluator shall make a presentation of observations and preliminary conclusions to personnel concerned at SIS and Sida.

At the request of SIS or Sida, the evaluator shall make himself available for discussions on recommendations and conclusions.

**EVALUATION TEAM**
Apart from including advanced evaluation expertise, the evaluation team for this Assignment needs to include extensive knowledge in international trade policy, especially how it is implemented regionally and nationally in a developing country context (in particular the standards-related processes and infrastructure in developing countries), and the functioning of the multilateral trading system as well as the ISO standardization process. The evaluation team needs to be fluent in English, both orally and in writing. This includes total fluency with respect to the terminology used in international trade policy in general and with respect to the ISO standardization process in particular. For work in MENA, fluency in

French, orally and in writing, is required. In addition, the evaluation team has to include sufficient knowledge about the economic situation and economic/trade policy-making in the EAC and MENA regions to be able to make a judgment on the relevance of the projects. Furthermore, the evaluation team needs to be sufficiently acquainted with the cultures of these regions to ensure that it manages to solicit honest impressions from the stakeholders.

Furthermore, it is a requirement that all individuals involved in this Assignment are independent of the evaluated activities, including, but not limited to, project design and management, SIS, ISO, as well as the public and private organizations/companies/NGOs, both in Sweden and in the EAC and MENA regions involved in environmental standardization, and that they have no stake in the outcome of the evaluation.

**Other aspects**
For reasons of Sida's human resource development, it shall be possible for Sida personnel to participate in the work as observers, and to accompany the evaluator(s) on visits in Sweden and in the field.

# Annex 2 – Addendum and evaluation framework

RE 29 Review of the EAC and MENA Carbon Footprint of products pilot project 2010-2011, 25 Oct, 2011
By Kimi Hibri Pedersen and Michael Friis Jensen

Following the submission of the draft inception report on October 7, 2011, the review team met with Sida on October 10 and 11 for briefing meetings. The following are agreed amendments to the inception report.

**Relevance and project approach**
Sida clarified its understanding of relevance in relation to the pilot projects to be evaluated. Key issues revolved around the relevance of the SIS model in meeting the specific needs of the countries. This includes project design and participatory approaches in project design that has strong bearing on ownership aspects, how the interest in carbon footprint emerged as a project idea, whether capacity building (individual and/or institutional) took place and whether there is likelihood that project results will materialise. Policy aspects should not be explored contrary to the suggestions made in the inception report. Sida is aware that the pilot projects are relevant to Swedish policies and to the demand on using the Swedish resource base. Sida also underlined that even issues that may seem obvious to the evaluation team shall be lifted in the report, such as relating to project design. Examples would be if the team finds that results were not clearly formulated at the outset and if the project objectives were very ambitious.

The team also proposed to briefly enquire, to the extent possible, whether the SIS pilot project feeds into other projects from a donor harmonisation/coordination perspective.

The review team will keep in mind that the pilot projects are considered as trade projects in Sida (and not environment projects) when addressing priorities highlighted by Sida.

**Comparative analysis**
Sida wishes to see a comparison of finding from MENA and EAC to have a sense of whether successes or failures could be potentially attributed to structural issues in the regions or to adequacy of project management. The team deems that a comparative analysis is worthy of a more profound comparative analysis independently from this evaluation. However, as noted in the inception report, the team will present a comparison of findings in a separate chapter of the report based on field visits undertaken in MENA and EAC. Sida did not provide a list of criteria it deemed relevant for comparison but mentioned stakeholder involvement in design, variety of representation, recurrence of the same problems in some countries/region.

**Efficiency**
The team clarified that in the given time limit, an extensive examination of efficiency is not possible. As noted in the inception report, the team will primarily look at cost effectiveness, comparing ratios of budget to beneficiaries (approved versus actual). The team will also comment on issues relevant to cost effectiveness and potentially better use of resources, as they come across such issues while examining the budget and during field visits.

**Summary**
The discussion with Sida underscored several important points that the review will address based on the review of documents made available and field visits to MENA and EAC in countries selected by Sida. In summary, these points included the following:

- Sida is not interested in detailed comparisons of the pilot project objectives and activities with various national development plans;
- Sida is not interested in detailed research-style analysis but in well structured reasoning based on available information;
- Sida is strongly interested in lessons for future projects. These interests include questions like "what works when", "what are the general trends?", "are there differences across countries and why?";
- Sida is strongly interested in ownership aspects throughout the project cycle from the choice of topic, through design and implementation;
- Sida is interested in addressing the demand for the activities of the pilot project.
- Sida is interested in the capacity building aspects of the project, whether capacity is built only within individual or also within institutions. They were interested in the "likelihood that the result chain would materialise";
- Sida would like an identification of areas where the SIS model works, where it doesn't and where its usefulness is uncertain;
- Sida wanted the team to, among others, meet representatives from the Swedish Embassy in Nairobi and Amman as well as AIDMO in Morocco.

**Revised evaluation questions**

The review will address the revised evaluation questions below based on the discussions with Sida at the briefing meeting.

| | |
|---|---|
| **Effectiveness** | |
| The extent to which the pilot projects in EAC and MENA have individually achieved their overall objectives and expected results. | To what extent did the project raise awareness in EAC and MENA regions on how they can benefit from international standardisation work as a tool to increase business opportunities on export markets?<br>To what extent did the project prepare (increase the capacity of) the region to participate in the development of the carbon footprint of product standards?<br>To what extent did the project contribute to influencing the development of the global carbon footprints of products standards, defined by its scope and the ISO/TC work programme, to reflect the needs of and experiences from the MENA and EAC regions?<br>To what extent did MENA and EAC regions initiate a dialogue and regional cooperation on trade related environmental policies?<br>To what extent are project results attributable to the project? |
| **Efficiency/cost effectiveness** | |
| The extent to which the initial costs versus target number of participants have been maintained upon disbursement of funds | To what extent has the actual cost and number of participants been maintained within the ratio proposed for costs versus target number of participants in the initial proposal? |
| **Sustainability** | |
| The likelihood of continuation of results produced by the projects after the cessation donor funding. | To what extent are the results created by the projects likely to persist after project end?<br>To what extent do the MENA and EAC regions exhibit ownership of the standardisation work undertaken? |

| **Project approach and design** | |
|---|---|
| The extent to which the project approach has been inclusive and project management effective to achieving project objectives | Is the design of the pilot projects suitable for achieving and monitoring the proposed results and objectives?<br>To what extent has the project approach been participatory involving partners in project identification, design, implementation and monitoring/evaluation?<br>To what extent was the selection process of participants/experts based on criteria that ensure a broad representation/coverage of sectors and key stakeholders including women as well as continuity of participant representation? |

# Annex 3 – List of documents consulted

**MENA**

- Sida (2010): Strategy for development cooperation with The Middle East and North Africa, September 2010-December 2015.
- SIS (2009): Project description, MENA region introduction to Carbon Footprints through standardisation pre-seminars.
- Sida (2009): MENA region introduction to Carbon Footprints through Standardisation Pre-Seminars. Assessment memo. Document dated 20 May, 2009. Ref number 2008-002359. Sida INEC/Market.
- SIS (2010): MENA region introduction to carbon footprint through standardization pre-seminars-Status report dated January 25, 2010
- Sida (June 2009): Agreement between Sida and SIS on support to MENA region introduction to Carbon Footprint through standardisation pre-seminars during 2009.
- Sida (March 2010): Amendment to the agreement between Sida and SIS on support to MENA region introduction to Carbon Footprint through standardisation pre-seminars during 2009.
- SIS (August 2010): Application for extension of time limit for the project: Amendment to the agreement between Sida and SIS on support to MENA region introduction to Carbon Footprint through standardisation pre-seminars during 2009
- Sida (September 2010): Amendment to the agreement between Sida and SIS on support to MENA region introduction to Carbon Footprint through standardisation pre-seminars during 2009.
- SIS (October 2010), MENA region introduction to carbon footprints through standardisation pre-seminars (*Application for extension of pilot project).*
- Sida (May 2011): MENA region introduction to Carbon Footprint through standardisation pre-seminars (*Application for additional activities of the pilot project*).
- Sida (May 2011): Amendment to the agreement between Sida and SIS on support to MENA region introduction to Carbon Footprint through standardisation pre-seminars during 2009.
- Sida (November 2011): Amendment to the agreement between Sida and SIS on support to MENA region introduction to Carbon Footprint through standardisation pre-seminars during 2009.
- SIS (2010): MENA region introduction to Carbon Footprints through standardisation pre-seminars-Status Report, January 25, 2010.
- SIS (2011): Final Project Report (DRAFT) – MENA region introduction to Carbon Footprints through Standardisation Pre-Seminars. Dated 2011-09-08.
- SIS (2010): SIS-Sida: MENA region meeting related to introduction of carbon footprint through standardisation pre-seminars in Amman Jordan in January 2010.
- No author (2010): Programme- Tunis workshop 21-22 April
- No author (undated): Untitled (*Five questions-summary of replies from Jordan, Lebanon, Palestine, Tunisia*)
- No author (undated): Presentation and group results on ‘eco labelling schemes’.
- No author (undated): Database on LCA
- SIS (undated): Untitled (*Eco labelling and LCA databases-PCR library*)
- INNORPI (2010): Overview on Tunisian standardization system (Arabic)
- No author (undated): List of stakeholders that have been approached for the ISO projects for carbon footprint of products (*Jordan*)
- EOS (2010): SIS-Sida MENA project Evaluation summit in Stockholm 12 October 2010. Presentation by Egypt.

- Central organization for standardisation and quality control (undated): Untitled. Presentation by Iraq *(SIS-Sida MENA Project Evaluation Summit)*
- Rafat Assi (2010): Evaluation summit of SIS-Sida project 'MENA region introduction to carbon footprints through standardisation'. Presentation by Jordan in Stockholm 12 October 2010
- No author (2010): SIS-Sida MENA project evaluation summit, Stockholm 12 October 2010. Presentation by Lebanon
- Adbulhafid Belazi (2010): SIS-MENA project evaluation summit, Stockholm 12 October 2010. Presentation by Libya
- SNIMA (2010): SIS-Sida MENA project evaluation summit SNIMA/Morocco. Presentation by Morocco, Stockholm 12 October 2010
- Palestine Standards Institution (undated): Untitled. (*Presentation by Palestine in evaluation summit Stockholm 12 October 2010*)
- Syrian Association for Occupational Safety (2010): SIS-Sida MENA project summit, Stockholm 12 October 2010. Presentation by Syria
- Afif Thabet (2010): SIS-Sida Project evaluation summit Stockholm 12 October 2010. Presentation by Tunisia
- Tannous, Naji (2010): Lebanese report on ISO-CD 14067 meetings in Mexico – León, July 13-16 2010.
- JIMS (2009): Minutes of Meeting, Seminar about the ISO project for carbon footprint of products
- Assi, Rafat (2010): Mission report on the participation in MENA region introduction to carbon footprints through standardization pre-seminars and participation in the 6th meeting of ISO/TC 207/SC 7/WH2.
- No author (undated): Participants in Beirut workshop on carbon footprint for MENA region, 18-19 May 2010
- No author (2010): Concept paper, MENA countries proposal: 3 year project to encourage the uptake and implementation of the ISO standards on carbon footprint of products by development countries (MENA), Phase I- Feasibility and scoping (2010), Phase II- Execution (2011-2013)
- SIS (undated): MENA region introduction to carbon footprint through standardization pre-seminars-preparations before Tokyo meetings
- Rafat Assi (2010): Jordan's experience on life cycle assessment (LCA), Workshop on ISO 14067 standards on carbon footprint of products, Tunis April 21-22, 2010
- No author (undated): Programme-Beirut workshop 18-19 may 2010
- SIS (2009): MENA region introduction to Carbon Footprints through Standardisation Pre-Seminars, SIS pre-seminar for MENA Countries on Carbon Footprint 17 – 18 October in Vienna, Austria (provisional *programme)*
- SIS (2010): MENA region introduction to Carbon Footprints through Standardisation Pre-Seminars, SIS pre-seminar in Tokyo 6-7 February 2010 *(programme)*
- SIS (2009): MENA region introduction to Carbon Footprints through Standardisation Pre-Seminars (*Provisional programme, Stockholm 2009)*
- No author (2009): Report on the meeting of TC 106: environment protection held at INNORPI on Tuesday, December 22, 2009
- SIS (2009): Report from carbon footprint standardization MENA meeting in Stockholm 22 and 26 november, 2009
- No author (2009): Report from carbon footprint standardization pre-seminar in Vienna, 27-18 October 2009
- Centre International des Technologies de l'Environnement de Tunis-CITET (2010): Ecolabelling by Lila Ben Adballah dated 21 April 2010 (Arabic)

- Belal Abu Rob (2010): Missin report on the participation in MENA region introduction to carbon footprints through standardization pre-seminars and participation in the 7th meeting of ISO/TC207/SC7/WG2, Leon, Mexico, 10-17 July 2010.
- No author (undated): Situation on trade-related environmental policy and existing eco-labeling in Jordan
- No author (undated): Situation on trade-related environmental policy and existing eco-labeling in Egypt
- No author (2009): Untitled (Situation on trade-related environmental policy and existing eco-labeling in Lebanon)
- No author (undated): Untitled (*Situation on trade-related environmental policy and existing eco-labelling in Palestine*)
- No author (undated): Untitled (*Situation on trade-related environmental policy and existing eco-labelling in Tunisia*)
- JIMS (2009): Untitled (*Pre-seminar report*)
- Nesreen Al-Khammash (2009): Standardization of Carbon Footprint of Products
- No author (undated): Summary of ISO meeting, Belal Aburup
- No author (undated): Summary template: Some main points raised by MENA Group/Tokyo Meeting, Rafat Assi, Jordan
- INNORPI (2010), report on the meeting of the Tunisia Mirror Committee 'Carbon footprint of products' held in INNORPI on Thursday May 6, 2010.
- No author (undated): Notes related to the 1st day of Tunis workshop, Tunis 21 April 2010
- No author (undated): Template for comments and secretariat observation (Lebanon), dated 17/5/2010
- No author (undated): Template for comments and secretariat observation (Lebanon), dated 17/5/2010
- No author (undated): Template for comments and secretariat observation (MENA Part 1), dated 17/5/2010
- No author (undated): Template for comments and secretariat observation (MENA Part 2), dated 17/5/2010
- SIS (2009): MENA region introduction to Carbon Footprints through Standardisation Pre-seminars, Vienna 17-18 October 2009 (*Evaluation forms)*

**EAC**

- EAC Secretariat (2010): Brief report on discussion between EAC Secretariat and Swedish Standards Institute (SIS)he Implementation of Proposed project on Environmental International Standard on Carbon Footprint- Trade Promotion through Environmental Standards in the EAC region 010-2015 held on 8th to 9th October 2010 in Arusha. EAC Secretariat.
- EAC Secretariat (2010): EAC-SIS Project: Terms of Reference for the Steering Committee, 2011. EAC Secretariat.
- SIS (2011): Trade promotion through environmental standards for the EAC region. Dated 2011-02-10.
- SIS (2011): Results Chain Model: Trade promotion through environmental standards. Document dated 2011-01-13. Stockholm: Swedish Standards Institute (SIS).
- SIS (2011): Results Chain Model: Trade promotion through environmental standards. Dated 11-01-13
- SIS (2011): Project report (including financial results) EAC region introduction to Carbon Footprints through Standardisation Workshops and Pre-Seminars. Dated 2011-08-31.

- SIS (2011): Letter to MENA and EAC participants in the Oslo pre-seminar.
- SIS (2011): Project report (including financial results) – EAC region introduction to Carbon Footprints through Standardisation Workshops and Pre-Seminars. Document dated 2011-08-31. Stockholm: Swedish Standards Institute (SIS).
- SIS (2011): Template for comments and secretariat observations. Dated 17/06/2011.
- SIS (2010): Template for comments and secretariat observations. Dated 2010-05-25.
- SIS (2010): Template for comments and secretariat observations. Dated 2010-05-25.
- SIS (2010): EAC + MENA most crucial comments dated 2010-07-06.
- SIS (2010): EAC + MENA most crucial comments dated 2010-07-06.
- SIS (2010): The third amendment to the agreement between sida and the swedish standard institute, sis, on support to EAC region through international standardisation workshops and pre-seminars.
- SIS (2010): LFA-matrix for EAC region participation in the standardisation of Carbon Footprint of products projects dated 2010-03-12.
- SIS (undated): Group 3: Chaired by Tanzania ISO/CD 14067-1 Section 5.2.5 Data and Data Quality.
- SIS (undated): Kenya – The SIS/Sida Project evaluation.
- SIS (undated): EAC Pilot Project Evaluation.
- SIS (undated): EAC Pilot Project Evaluation.
- SIS (undated): EAC Pilot Project Evaluation.
- SIS (undated): Burundi needs to set up ISO 14067 -1&2.
- SIS (undated): EAC region – crucial issue and strategies.
- SIS (undated): Kenya's needs and concern.
- SIS (undated): Needs of technical and institutional capacity for Rwanda
- Sis (undated): group 2: Needs for capacity building on communication – lead by Tanzania.
- SIS (undated): Tanzania Needs on Capacity Building in regard to ISO 14067 and other International Environmental Standards.
- SIS (undated): Uganda's Needs on Capacity Building on CFP and other International Environmental Standards.
- SIS (undated): Appendix B: Financial report – Project: 107188 Introducing EAC region to Carbon Footprints through Standardisation workshops and pre-seminars. Sida Contribution No: 54040068 and 5105004501 (Second amendment).
- SIS (undated): Land use change.
- UNBS (2010): Report on the ISO Sub Committee Meeting on Carbon Footprint of products (ISO TC 207/SC 7/WG 2). Uganda National Bureau of Standards.
- UNBS (2010): Report on the EAC Regional Workshop on Introduction to Carbon Footprint through Standardisation.

**SIS presentations**

- SIS (2009): ISO and developing countries standardisation systems. Presentation made by Mats Sönderlund in Vienna 17-18 October 2009.
- SIS (2009): ISO standards development process. Presentation made by Mats Söderlund in Vienna, 17-18 October 2009.
- SIS (2009): Setting up of National Mirror Committee. Presentation made by Mats Söderlund in Vienna, 17-18 October 2009.
- SIS (2009): How to act efficiently. Presentation made by Mats Söderlund in Vienna, 17-18 Oct 2009.

- Eriksson, Elin (2009): Carbon Footprint – Recent developments, examples, challenges and opportunities. Presentation made by Elin Eriksson, IVL Swedish Environmental Research Institute at the ISO pre-seminar, Vienna, 18 October 2009.
- SCA (undated): Life cycle assessment and PCR-for type III environmental declarations or carbon footprint of products. Presentation at ISO pre-seminars 18 October 2009.
- SIS (2010): SIS standardisation 2010. Presentation by Eva Albåge Nordberg on 11-10-2010.
- Jordanian Institution for standards and metrology (2009): Participant list. Short awareness seminar about ISO projects for carbon footprint of products (ISO 14067)
- No author (undated): Action plan for the initiation of a national expert group for the ISO standard of CFP in Palestine.
- Rani Al Achkar (2010): Lebanese efforts towards the reduction of carbon emissions in the energy sector.
- Vahakn Kabakian (2010): Second national communication in the UNFCCC, Climate change and carbon footprint in Lebanon
- No author (undated): Action plan for the initiation of a national expert group for the ISO standard of CFP in Jordan.
- SIS (2010): ISO and WTO/TBT. Presentation by Anders Sköld at the Tunis workshop 21-22 April 2010.
- No author (2010): SIS-Sida project: MENA region meeting related to introduction to carbon footprint through standardisation pre-seminars, 17-18 January 2010, Amman, Jordan (Agenda)
- SIS (2009): National standards procedures and how they input into international work. Presentation by Anders Sköld, Stockholm 22 November 2009, MENA region pre-seminar
- Bodlund, Birgit (2010): Carbon Footprint Declarations. Presentation made in Amman by Birgit Bodlund, Vattenfall AB and Lund University.
- Bodlund, Birgit (2010): Carbon Footprints Based on LCA and communication ISO 14000 series. Presentation made in Nairobi by Birgit Bodlund, Vattenfall AB and Lund Universitet.
- Bodlund, Birgit (2010): SIS SIDA Tanzania November 2010. Presentation made in Dar Es Salaam by Birgit Bodlund.
- Christiansen, Kim (undated): Advocacy in ISO standardization. Presentation made by Kim Christiansen, Danish Standards.
- Green Resources (2010): Green Resources AS – The Carbon Footprint of an East African Enterprise. Presentation made at the TBS-SIS Workshop on C-footprint of Products, November 23, 2010, Kempinski Hotel, Dar es Salaam.
- Jonsson, Lars (2009): Background to the Carbon Footprint standards – related standards in the ISO 14000-series. Presentation made by Lars Jonsson, Yttra Konsument kommunikation.
- Maikut, Chebet (2010): Uganda's strategy on climate change with reference to carbon foot prints. Paper presented to the UNBS-hosted Regional Workshop, Kampala, May 25-27, 2010. Climate Change Unit, Ministry of Water and Environment, Uganda.
- Nebel, Barbara (undated): Bridging the gap. Presentation made by Barbara Nebel, LCANZ Life Cycle Association New Zealand.
- Nebel, Barbara (undated): Quantification of Carbon Footprints of Products - Perspectives on possibilities and challenges. Presentation made by Barbara Nebel, PE International.
- Riise, Ellen (undated): Setting international standards. Presentation made by Ellen Rise.
- TBS (2010): East African Community strategy on climate change. Presentation made at the E.A. Workshop on CFP at the Kilimanjaro Hotel Kempinski, Dar Es Salaam, 23-25 November 2010.

- Silfver, Lotta (2010): Challenges of a credible communication of Carbon Footprints. Presentation made by Lotta Silfver, the Swedish Society for Nature Conservation at the regional workshop in Dar Es Salaam 2010-11-25.
- SIS (2010): ISO Development Process and commenting on ISO standard drafts. Presentation made by Mats Söderlund at the regional workshop in Kampala 25 May 2010.
- SIS (2010): TBS-SIS Workshop on Carbon Footprint of Products. Presentation made at the regional workshop in Dar Es Salaam.
- SIS (2010): National Standards Bodies (NSB) and financial sustainability. Presentation made by Anders Sköld in Tanzania, November 2010.
- SIS (undated): untitled presentation made at the regional workshop in Nairobi.
- Daniele Pernigotti (2010): Carbon footprint, A short introduction to standards, labelling initiatives and other relevant projects, Tunis 21 April 2010.
- SIS (undated): Setting the stage: standardisation pre-seminar, Oslo 22-23 June 2011. Presentation by Fredric Stany.
- UNBS (2010): Results, conclusions and lessons learned from ISO meeting on CFP in Mexico, July 2010. Presentation made at the regional workshop in Dar es Salaam, 23-25th November 2010.

**ISO**

- ISO (2009): Draft report of the 5th meeting of ISO/TC 207/WG 2 "greenhouse gas management in the value or supply chain", October 19th to 21st, 2009, Vienna, Austria
- ISO (2010): rev. draft report of 6th meeting on 2010-02-09 to 12 in Tokyo, Japan
- ISO (2010): draft report of the 7th meeting of ISO/tc 207/wg 2 "greenhouse gas management in the value or supply chain" July 13th to 16th, 2010, León, Mexico
- ISO (2011): ISO/TC 207/SC 7/wg 2 recommendations of the 8th meeting, 2011-01-18 to 21, Trieste, Italy
- Rafat Assi (2011): draft ISO standards on carbon footprint of products (cfp), developing countries status and concerns. presentation at ISO/tc207/sc7/wg2 meeting in Trieste, 18 January 2011
- ISO (2011): draft report of the 8th meeting of ISO/tc 207/wg 2 "greenhouse gas management in the value or supply chain" January 18th to 21st, 2011, Trieste, Italy
- ISO (2011): collated comments on ISO/cd 14067.2 (2011-06-06)
- ISO (2011): discussed collated comments on clause 3 ISO/cd 14067.2_20110625
- ISO (2011): preliminary draft revised ISO cd 14067.2_track change and old structure
- ISO (2011): collated comments on ISO/cd 14067.2 with secretariat observations completed
- ISO (2011): collated comments on ISO cd 14067.3 with secretariat observations
- ISO (2011): ISO/TC 207/SC 7/WG 2 recommendations of the 9th meeting, 2011-06-26 to 29, Oslo, Norway
- ISO/tc 207/sc 7/wg 2 recommendations of the 9th meeting, 2011-06-26 to 29, Oslo, Norway
- ISO (2011): draft report of the 9th meeting of ISO/tc 207/wg 2 "greenhouse gas management in the value or supply chain" June 26th to 29th, 2011, Oslo, Norway
- ISO (2011): ISO 207/SC 7/WG 2 – recommendations of 10th meeting Mississauga, Canada, 24th of November 2011
- ISO (2011): ISO cd 14067.3 clause 8 with track changes
- ISO (2011): ISO/dis 14067 - raw version with track changes
- ISO (2007/: joining in – participating in international standardization
- ISO/IEC directives – part 1 procedure for the technical work.

- ISO/IEC directives – part 2 rules for the structure and drafting of international standards.
- ISO attendance lists
- www.iso.org/directives

**Others**

- Professional Management & Swedish Development Advisers (2011): Capacity Study of SIS, Swedish Standards Institute – Final Report. Dated May 20, 2011. Stockholm: Sida.
- SIS (2011): Strengthening capacity on carbon footprint of products in the East African Community and the Middle East & North Africa regions, Standardisation pre-seminar, Oslo 22-23 June 2011, Request of preparatory work before Oslo meetings
- SIS (2011): Strengthening capacity on carbon footprint of products in the East African Community and the Middle East and North Africa regions, Standardisation pre-seminar, Oslo 22-23 June 2011, Programme schedule.
- No author (undated): Arab Standardisation Strategy, 2009-2013.
- Email containing Libya's comments May 2010
- Lists of participants

# Annex 4 – List of people met

**Stockholm, 9-11 October, 2011**

- Mrs Åsa Heijne, Private sector specialist, Department of programme cooperation, Sida
- Mrs Ingela Juthberg, Focal point for SIS, Sida
- Mr Protase Echessah (via telelink), Swedish Embassy, Nairobi
- Mrs Margareta Davidson-Abdelli, Policy specialist-economic opportunities, Middle East and North Africa, Iraq, Department for Conflict and Post Conflict Cooperation, Sida.
- Mr Frederik Stany, Programme manager, International Development Cooperation Department, SIS, Swedish Standards Institute
- Mrs Carina Svensson, Programme manager, International Development Cooperation Department, SIS, Swedish Standards Institute
- Mr Mats Sönderlund, Former programme manager, International Development Cooperation Department, SIS, Swedish Standards Institute (telephone interview)
- Mrs Birgit Bodlund, Consultant, former manager at Vattenfall, Chair of the Swedish Mirror Committee on ISO 14067

**Tunis, 11-14 October, 2011**

- Mr Afif Thabet, Département de la Normalisation, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Mrs Narjes Rezgui, Deputy Director, Foreign Relations Unit, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Mr Lotfi Ben Said, Head of Multilateral Cooperation and Translation Unit, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Mrs Sarra Gharbi, Département de la Certification,, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Mr Chokri Makhlouf, Executive manager, Standardisation section in the field of tourim ISO/TC 228 secretary support team, Institute National de la Normalisation et de la Propriété Industrielle
- Mrs Dorra Hendi, Département de la Normalisation, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Mr Chahir Jehane, Département de la Normalisation, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Gaith Masmoudi, Département de la Normalisation, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Sana Smaali, Département de la Normalisation, Institute National de la Normalisation et de la Propriété Industrielle (INNORPI)
- Mr Anis Gharbi, Acting head, Fédération Nationale de la Chimie, Union Tunisienne de l'Industrie, du Commerce and de l'Artisanat (UTICA)
- Mrs Lilia Ben Abdallah, Experte Mise à Niveau Environnementale, Programme Environnement-Energie (formerly CITET)
- Mr Lotfi Khaldi, Vice President, Organisation de la Defense du Consommateur (ODC)
- Mr Salem Fekih, Consultant en Environnement et Développement Durable, (formerly UTICA)

**Jordan, 17-19 October, 2011**

- Ms Muna Barghout, Regional Programme Officer / Sida, Regional Water Cooperation & Democratic Governance Programmes, Embassy of Sweden
- Mr Mohamed Al Atom, Environment and climate programme associate, UNDP, Jordan (telephone interview)
- Ms Nesreen Khammash, Focal point at Jordanian Institution for Standards and Metrology (JIMS), currently on leave.
- Mr Mohamed Maaytah, UNDP energy research centre (Former consultant at Terra Vertis)
- Mr Rafat Assi, Head of the Royal Scientific Society (RSS)
- Mr Zakareya Abu Atiah, Nuqul tissue strategy and business planning manager (telephone interview)

**Morocco, 19-21 October, 2011**

- Mrs Houda Najmi, Etude de changement climatique, Direction de la Metréologies National (DMS)
- Mr Abdelrahim Taibi, Institut Marocain de Normalisation (IMANOR, formerly known as SNIMA)
- Mr Abdelaziz Sadiki, Ministry of Industry and Trade
- Mrs Ihassane Beqqali, Chef de service de normalisation, division de la réglementation et de la normalisation, Office Nationale de Sécurité Sanitaire des Produits Alimentaires (ONSSA)
- Mr Ali Badarneh, Arab Industrial Development and Mining Organisation (AIDMO)
- Ms Samira Akoudad, UNIDO coordinator of Sida accreditation project at AIDMO

**Kenya, 14-18 November, 2011**

- Mr Bernard Kaaria, Kenya Wildlife Services
- Mrs Jane Ngige, Kenya Flower Council
- Mr Oyoo Titus Otieno, Kenya Bureau of Standards (KEBS)
- Mrs Veronica Kimutai, National Environment Management Authority (NEMA)
- Mr Stephen Mbithi, Fresh Producers Association of Kenya (FPEAK) (teleconference)

**Tanzania, 5-7 December, 2011**

- Mr Emmanuel Michael, National Consultant (Energy & Environment), UNIDO
- Mr Haji T. Rehani, AGENDA for Environment and Responsible Development
- Mr Charles M. Ekelege, Director General, Tanzania Bureau of Standards (TBS)
- Mr Leandri S. Kinabo, Director, Standards development, Tanzania Bureau of Standards (TBS)
- Mrs Rosemary Matemba, Tanzania Bureau of Standards (TBS)
- Mrs Anne N. Magashi, Deputy Executive Director, Cleaner Production Centre of Tanzania
- Mr Onesmo Kenneth, Tanzanian Horticultural Association (TAHA) (teleconference)
- Mr Willy Musinguzi, Principal Standards Officer, EAC Secretariat (teleconference)

**Uganda, 7-10 December, 2011**

- Mr Paul Walakira. Standards Officer, Uganda National Bureau of Standards
- Mrs Ovia Katiti Matovu, Uganda Fish Processors and Exporters Association (UGPEA)
- Mr David Mfitumukiza, Lecturer, GIS Unit – MUIENR, Makerere University
- Mrs Sylvia Kyobe Kyowa, Comrade Convention for Development (COCODEV)
- Mr Moses Lubinga, Horticulture Promotion Organisation of Uganda (HPOU)
- Mr Charity Namuwoza, National Organic Agricultural Movement of Uganda (NOGAMU)

**Germany, 1 December, 2011**

- Ms Katharina Plassmann, Institute of Agricultural Climate Research, Johann Heinrich von Thünen-Institute, Federal Research Institute for Rural Areas, Forestry and Fisheries (teleconference)

**Denmark, 1 December, 2011**

- Mr Kim Christiansen, Danish Standards

**Switzerland, 2 November 2011**

- Mr Beer Budoo, Director, Development & Training Services, ISO central secretariat (email correspondences)

**Austria, 2 December, 2011**

- Mr Klaus Radunsky, Convenor of ISO TC207/SC7/WG2 (email correspondences)

# Annex 5 – Interview guide

**INTRO**: Sida has commissioned an external review of the CFP pilot project in MENA and EAC. The objectives of the review are to enquire about the key achievements of the project in terms of improving awareness on trade related environmental obligations, increasing participation and influence of MENA countries in ISO meetings and promoting regional cooperation on climate issues. We are also interested in hearing about key challenges faced and lessons learned so that we can propose areas of improvement for future similar projects in terms of project design and implementation.

**I. The project**

1. How did you hear about the project?
2. Why did you participate in this project?
3. Do you know of other similar projects in the country or region? Were you involved in these projects?
4. What activities did you participate in? When?
5. Did you find the themes treated in the workshops/seminars relevant to your organisation?
6. Were the experts present qualified and relevant?
7. Were the participants present interested and relevant?
8. How do you think the representativity of participants can be improved?
9. How has the project changed your knowledge about climate related trade obligations? How did you use this knowledge in your work? How did you disseminate this knowledge to other colleagues or persons?
10. How well did the project prepare you to participate in ISO meetings in order to influence DIS on ISO 14067?
11. How do you think that the pilot project has increased regional dialogue? Also in terms of a regional climate policy?
12. What were the main achievements and challenges?
13. SWOT analysis on project approach/model: What would you say are the strengths and weaknesses of the project in its theme and approach? What are the opportunities and risks?
14. Do you think the project results will continue in the future? How?
15. Who will participate from your country in the last ISO meeting? How will this be funded?
16. What is the status of the draft concept paper on the implementation of CFP? Will it be implemented in the absence of Sida funding?

**II. Management of the project**

17. To what extent did you participate in the design of the project?
18. How did you participate in the implementation of activities? (mobilisation of participants and experts, formation of NMC, organisational aspects, setting agendas, payments etc)
19. How did you participate in monitoring and evaluating the project?
20. How can the design and management of the project be improved in the future?

# Annex 6 – ISO standardisation process

## A.1 Defined Stages and Stage Codes

**The preliminary stage (00)**

Technical committees or subcommittees may introduce into their work programmes, by a simple majority vote of their participating (P) members, preliminary work items (for example, subjects dealing with emerging technologies), which are not yet sufficiently mature for processing to further stages. Preliminary work items are not considered active and may remain at stage 0 for any length of time.

**The proposal stage (10)**

This starts with the submission of a proposal for a new project. It is an assessment phase that all proposals for new projects must pass through to ensure that only projects for which there is a confirmed need, and for which appropriate resources are available, will be added to the work programme. The proposal stage ends with the registration of the approved work item (AWI) on the committee work programme.

**The preparatory stage (20)**

This stage comprises the preparation and consideration of one or more working drafts until consensus has been reached in a working group. Typically, a project is allocated to an existing working group, or a new working group is established by the technical committee or subcommittee, including the experts named by the P-members. Working group members act as independent experts, not as nation al delegates.

**The committee stage (30)**

This is the principal stage at which comments from national members are taken into consideration with a view to reaching consensus on the technical content of the committee draft. Differences in opinion and (potential) conflicts should be resolved during meetings or – wherever possible – by correspondence. If major problem areas are identified, successive drafts may be elaborated until consensus is reached.

**The enquiry stage (40)**

The document is made available by ISO Central Secretariat to all member bodies via the ISOSTD server. Nominated persons in each member body can download and distribute the text. This is the first full review (five - month vote) outside its parent committee. The text is not edited or prepared by ISO at this stage, but the ISO Central Secretariat must usually wait for two months for translation into French (or English). All ISO member bodies are now faced with the task of making the DIS available to the widest possible range of national stakeholders including, where applicable, for public comment.

**The approval stage (50)**

The ISO Central Secretariat must usually wait for two months for translation into French (or English) unless a translation was submitted at the same time. At this stage the document is evaluated by ISO Central Secretariat and any drawings revised to comply with the ISO/IEC Directives, The document is then edited by ISO staff to ensure that the text is clear and in accordance with the ISO/IEC Directives.

**The publication stage (60)** At this stage the ISO Central Secretariat corrects any editorial errors indicated by the committee secretariat and makes the international standard available to all member bodies via the server. Nominated persons in each member body can download the required number of copies.

**A.2 Stages and Associated Documents**

| Stage name | Product name (document) | Acronym |
|---|---|---|
| Preliminary stage | Preliminary work item (project) | PWI |
| Proposal stage | New proposal for a work item | NP |
| Preparatory stage | Working draft(s) | WD |
| Committee stage | Committee draft(s) | CD |
| Enquiry stage | Draft International Standard | DIS |
| Approval stage | Final Draft International Standard | FDIS |
| Publication stage | International Standard | IS |

**A.3 Time Targets for default stage**

Time limits have been introduced to reduce the risk of investing resources in projects that have insufficient hope of success. It is recognized that some projects need more time than others, so three tracks are specified: accelerated, default and extended.

## Recommended default timeframe

| Project stage | Milestones | Sub-stage | Project time |
|---|---|---|---|
| Preparatory stage | Registration of approved new work item (AWI) | 20.00 | 0 |
| Committee stage | Registration of Committee Draft (CD) | 30.00 | **12** |
| Enquiry stage | Registration of draft International Standard (DIS) | 40.00 | **18** |
| Approval stage | Registration of final draft International Standard (FDIS) | 50.00 | **30** |
| Publication stage | Publication of International Standard (IS) | 60.60 | **36** |

# Annex 7 – Result chain

1) MENA result chain


| | | | |
|---|---|---|---|
| **Pre-seminars before ISO meetings** | Education of the standardisation process, training and preparations before ISO meetings on procedures | Increased competence and ability among MENA countries and DCCG to influence ISO 14067 | An ISO standard on Carbon Footprint developed with regard to more of the needs of the MENA region developing countries. |
| **Workshops** | Awareness raising, stakeholder involvement, technical experts involvement, analysis map | National and regional reference groups/mirror committees (self-propelled), pro-active standard setting activities, preparational activities for adaptation of the ISO standard | More pro-active standardisation work with ability to influence international standard setting. National and regional ownership more prepared for the adaptation of ISO 14067. |

**Source: SIS, Status report, January 2010**

2) EAC result chain


| | | | |
|---|---|---|---|
| **Pre-seminars before ISO meetings** | Training and preparations before ISO meetings on procedures<br>Exersises to ensure influence on standard setting<br>Walk-through of collected comments from all ISO members on ISO 14067-1,2<br>Education of the standardisation process | Enahanced capacity to influence standard setting<br>Establishment of networks among ISO members<br>Communication of regional needs and priorities at ISO Meetings | Standard, ISO 14067-1,2 Carbon Footprint of Products developed with regard to the needs and priorities of the EAC region |
| **Workshops** | Awareness raising on standardisation processes<br>Involvement of stakeholders and technical experts in the standardisation process<br>Identify regional needs and priorities<br>Identify crucial issues related to the ISO 14067-1,2 Carbon Footprint of Products<br>Needs assessment | National and regional ownership<br>Establishment of national and regional reference groups/mirror committees (self-propelled)<br>Comments from all regional countries on ISO 14067-1,2 submitted to ISO<br>Identified needs of the region to develop adn implement international standards | New opportunities for trade of climate related products in the region<br>Increased possibilities for economic growth in the region<br>Enhanced capability in the region to mitigate GHG emissions, and to tap into the CDM mechanism |

**Source: SIS (2011): Project report (including financial results) – EAC region introduction to Carbon Footprints through Standardisation Workshops and Pre-Seminars. Document dated 2011-08-31. Stockholm: Swedish Standards Institute (SIS).**

# Annex 8 – Project purpose, objectives and results

**The purpose** of the pilot is 'to promote trade, mitigate carbon emissions and reduce poverty in the developing countries, by ensuring the developing countries to take an active part in the international standard setting work and to make a substantial influence on the development of the standard ISO 14067 Carbon Footprint of Products'.

**The development objectives** as the intended impact that will contribute to poverty alleviation:

1 'Raise awareness and capacity in the MENA/EAC region on how it can benefit from international standardisation work as a tool to increase business opportunities on export markets (through the respective NSBs)
2 Through participation in international standardisation work position the MENA/EAC region NSBs for coming activities aimed at mitigating greenhouse gas emissions, building consumer confidence and promoting sustainable development.
3 That the work on Carbon Footprint, defined by its scope and the ISO/TC207 work programme, reflects the needs of and experiences from the MENA/EAC region
4 An open dialogue and an initiated co-operation between MENA countries on trade-related environmental policy'.

**Project objectives** as the intended development results to become sustainable:

1 'A sustainable and high qualified introduction of key MENA/EAC region experts to the ISO carbon footprint standardisation process
2 A substantially increased awareness of trade-related climate obligations and the importance of participation in international standardisation in this field.
3 Prepare the countries in the MENA/EAC region to take a more active part in the development of the global carbon footprint standardisation process'.

**Project results**

1 Increased participation from the MENA/EAC region in the ISO working group for carbon footprints of products
2 Establishment of a MENA/EAC Contact Group
3 Inventory of experiences and development of trade-related environmental policy in the MENA/EAC region
4 Initiation of cooperation between countries in the MENA/EAC region
5 Awareness on trade related climate obligations and its impact on international trade
6 Direct and indirect impacts on poverty reduction in MENA/EAC region
7 Relevance to ongoing Sida projects
8 Evaluation of the seminars and its impacts
9 Influence on the forthcoming ISO/DIS content, reflecting the specific needs of the region[14]

[14] This result was not explicitly articulated under expected results for MENA but formulated under objectives but later treated as a result in the final MENA report.

# Annex 9 – ISO TC207/SC7/WG2 membership status

**MENA countries**

| Country | ISO | ISO / TC 207 /SC7 |
|---|---|---|
| Egypt | Member body | "P " Member |
| Iraq | Member Body | "P " Member |
| Jordan | Member Body | "P " Member |
| Lebanon | Member Body | "P " Member |
| Libya | Member body | "P " Member |
| Morocco | Member body | "P " Member |
| Palestine | Correspondent member | Observer member |
| Syria | Member body | "P " Member |
| Tunisia | Member body | "P " Member |
| Yemen | Member body | Observer member |

**EAC countries**

| | | |
|---|---|---|
| Tanzania | Member body | "P " Member |
| Kenya | Member body | "P " Member |
| Uganda | Correspondent member | Observer member |
| Ruwanda | Correspondent member | Observer member |
| Burundi | Subscriber Member | No member status |

**Membership of Working Group (SC 7 / WG 02)**

Members of working groups are experts who are expected to input their individual know how and experience in the context of the particular standardization project to which they are contributing. Experts are nominated by the members (National Standards Bodies) that have agreed to actively participate in the project concerned, but they do not formally represent these members. They act in a personal capacity. Member List of TC 207/ SC7 / WG2 is annexed.

# REVIEW OF THE EAC AND MENA CARBON FOOTPRINT OF PRODUCTS PILOT PROJECTS 2010–2011

Under its trade portfolio, Sida supported two pilot projects on the introduction of carbon footprints of products through standardization pre-seminars in the Middle East and North Africa (2009-2011) and the East African Community (2010–2011). The total budget for the pilot projects stood at 10.7MSEK. The projects introduced the application of a model designed and implemented by the Swedish Standards Institute. It focuses on building capacities of national stakeholders in the development of international climate standards. This review concludes that the model was an effective tool in building individual capacities in standard setting processes. It recommends that the future application of the model builds on a resilient result framework and strengthens participatory approaches, responsiveness to national needs, trade-orientation and outreach to potential users of the upcoming standard.

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