UNOPS Midterm Review

UNOPS 'Light-touch Project Assessments' SDG 13

Prepared for // UNOPS

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1 Introduction

1. This short paper is part of a midterm review of UNOPS 2022-2025 strategic plan. It provides an overview of light-touch case assessments of two projects which may contribute to SDG 13: Take urgent action to combat climate change and its impacts.
2. The key questions the assessments aim to address are:
    a) Is it possible to substantiate that this project has, or will likely in the future, contribute to SDG 13?
    b) If yes, how has each project contributed / will each project contribute?
    c) If not, how could the contribution of each project be ascertained?
    d) What have been the main achievements and/or shortcomings of each project?
3. The projects being assessed are the 'Output 3 of the Bangladesh Resilience Programme', 'Enhancing the Resilience of Ghana's National Infrastructure Systems' and the 'Global Centre for Climate Migration'.
4. Each case study includes a brief overview of the context, an outline of the project and an assessment of its contribution to change focused on SDG 13. The assessment also highlights where the project may be contributing to other SDGs. Where possible a theory of change is included which identifies UNOPS role and value addition to a 'contribution account'. The case study also captures key lessons including identifying achievements and shortcomings to address.

1.1 Overview of SDG 13

5. Climate change affects every country and individual. Weather patterns are changing, sea levels are rising, weather events are becoming more extreme and greenhouse gas emissions are now at their highest ever levels. Without action, the world's average surface temperature is likely to increase by more than 3°C by the end of the century. Climate change events, such as flooding and drought, displace millions of people. This leads to increased levels of poverty and hunger, limits access to basic services, stifles economic growth and widens inequalities. By 2030, an estimated 700 million people will be at risk of displacement by drought alone.
6. Affordable, scalable solutions can help countries to develop cleaner, more resilient adaptive economies. The use of renewable energy is increasing as technology advances, and this and other measures will reduce carbon emissions and increase climate adaptation. Climate change, however, is a global challenge that does not respect national borders. It is an issue that requires coordinated strategies, collaboration and partnerships across all levels of governance.

Table 1: SDG 13 Targets and indicators

SDG 13: Take Urgent Action to Combat Climate Change and its Impacts	
Target 13.1 Strengthen resilience and adaptive capacity to climate-related disasters	Indicator 13.1.1 is the number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population.
	Indicator 13.1.2 is the number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015–2030.

	Indicator 13.1.3 is the proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies.
Target 13.2: Integrate climate change measures into policy and planning	Indicator 13.2.1 is the number of countries that have communicated the establishment or operationalization of an integrated policy/strategy/plan which increases their ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development.
Target 13.3: Build knowledge and capacity to meet climate change	Indicator 13.3.1 is the number of countries that have integrated mitigation, adaptation, impact reduction and early warning into primary, secondary and tertiary curricula.
Target 13.A: Implement the UN Framework Convention on Climate Change	Indicator 13.A.1 is the mobilized amount of United States dollars per year between 2020 and 2025 accountable towards the $100 billion commitment. (to the Green Climate Fund)
Target 13.B: Promote mechanisms to raise capacity for planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities	Indicator 13.B.1 is the number of least developed countries and small island developing States that are receiving specialized support, and amount of support, including finance, technology and capacity-building, for mechanisms for raising capacities for effective climate change-related planning and management.

2 Bangladesh National Resilience Programme - Output 3

2.1 Context

7. Bangladesh is one of the most disaster-prone countries in the world and is affected almost every year by extreme weather events such as cyclones and floods. The World Risk Index 2021 ranks Bangladesh as the 13th most at-risk country out of 181 countries assessed. The United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) estimates that Bangladesh lost approximately USD 11.3 billion in 2020, almost 3.5% of Bangladesh's GDP for 2020, due to natural disasters. Women, vulnerable and marginalized communities are disproportionately affected by these.

2.2 Project Outline

8. The National Resilience Programme (NRP) is a partnership between the Government of Bangladesh (GoB) and three UN agencies - United Nations Development Programme (UNDP), United Nations Office for Project Services (UNOPS) and UN Women. The overall goal of the NRP is 'to sustain the resilience of human and economic development in Bangladesh through inclusive, gender responsive disaster management and risk informed development'.

9. The NRP was designed to provide strategic support to enhance government capacity for implementing local risk reduction activities at scale through its own structures and programmes rather than through direct implementation. The expected outcome is for the NRP to lead to a 'substantial increase in resilience to disaster and reduction in disaster risk, loss of lives, livelihoods and health of men, women, girls and boys and protection of persons, business and communities in Bangladesh'.

10. UNOPS was the lead organization in delivering Output 3 of the National Resilience Programme (NRP). Output 3 is a partnership between UNOPS and the Local Government Engineering Department (LGED) and is focused on improving institutional capacity to achieve resilience outcomes through designing and constructing risk informed and gender-responsive infrastructure.

11. The project design focused on the lack of a clear institutional framework and a disconnected way of thinking as core barriers to building systematic resilience. It recognised that isolated projects at local level without coordination and a clear overarching strategy and shared philosophy were unlikely to lead to sustainable change. It identified LGED staff as key beneficiaries as well as potential drivers for taking this forward.

12. As shown in figure 2 the project had four components focusing on building LGED capacity through the establishment of an asset management system; improving asset design standards; knowledge management, and leadership development.

Table 2: Overview of Output 3 of NRP programme

	Aims	Activities
3.1	Strengthen LGED capacity to capture baseline information on rural infrastructure systems through establishing an Asset Management System (AMS).	Undertake analyses of existing infrastructure assets to identify exposure, asset type and potential vulnerability to natural hazards. Establish an AMS with data on the type of asset or system, its location, its planned functionality, current conditionality and risk factors, including changes to the built environment for proactive and retrospective resilience building.
3.2	Improve the design standards of LGED for new assets and develop tools for build-back better in reconstruction of assets to ensure infrastructure systems are resilient and gender responsive.	Review the current LGED Road Design Standards through resilience perspective and recommend improvements. Build the capacity of the LGED to conduct failure analyses that compliment recovery and underpin build-back better objectives and to apply the results for risk informed reconstruction. Development and piloting a Gender Marker to incorporate gender elements across the Lifecycle of LGED infrastructures
3.3	Collaboration with other institutions on risk-informed and resilient infrastructure system and disseminate knowledge and share best practices and lessons learned	In collaboration with the Engineering Staff College Bangladesh (ESCB), identify and mainstream training courses on asset management for long-term professional development of engineers from across relevant government agencies. In collaboration with the Planning Commission piloting the Disaster Impact Assessment (DIA) tool in planning and designing of the infrastructure projects of LGED. In collaboration with Department of Disaster Management (DDM) support the national risk database based on lessons and findings from infrastructure assessments and failure analysis activities. Share best practices and lessons learned to other institutions through workshops and seminars.

3.4	Strengthen LGED leadership, policy and compliance capacity around risk-informed and gender responsive infrastructure approach	Identify and program mid-term to long- term professional development strategies around resilience and asset management for LGED. Review and map competencies, and determine gaps of LGED officials around asset management;

2.3 Assessing SDG Level Change

13. SDG 13 has a combination of quantitative and qualitative indicators which can present challenges in terms of tracking the contribution projects can have on measurable change. Indicator 13.1.1 is a projection based on number of deaths, missing people and affected persons attributed to disasters and involves a significant lag between any contributing intervention and 'real' measurable results. Indicators 13.1.2, 13.2.1 and 13.3.1 are all focused at country level and involve a very broad set of changes which involve a binary yes/no choice as to whether there has been any positive change at strategy or planning level. Any judgment of success is reliant on a good qualitative explanation of the significance of any improvement to be meaningful. Although indicator 13.1.3 is at sub national level and focuses on the proportion of local governments who adopt disaster risk reduction strategies, it is again a slightly challenging indicator given it requires an explanation that these strategies have not just been implemented but implemented effectively and can show benefits to the population.

14. To some degree this means the identification of clear causal pathways towards the broad targets through a well framed theory of change with identified interim outcomes is perhaps a more helpful way of showing how project activities and outputs can lead to SDG 13 level change. NRP output 3 activities do link to SDG targets 13.1, 13.2 and 13.3. As outlined in the end of project evaluation there is a clear recognition that LGED and other targeted groups/institutions have an increased level of capacity in line with the Sendai Framework, with tools, education/professional development curricula, guidelines and policy frameworks in place. This should also in time cascade down to local government level and improved, evidence based policies, plans and strategies.

15. NRP and NRP outcome 3 specifically can also be seen to have potential to contribute to other SDG targets in particular:

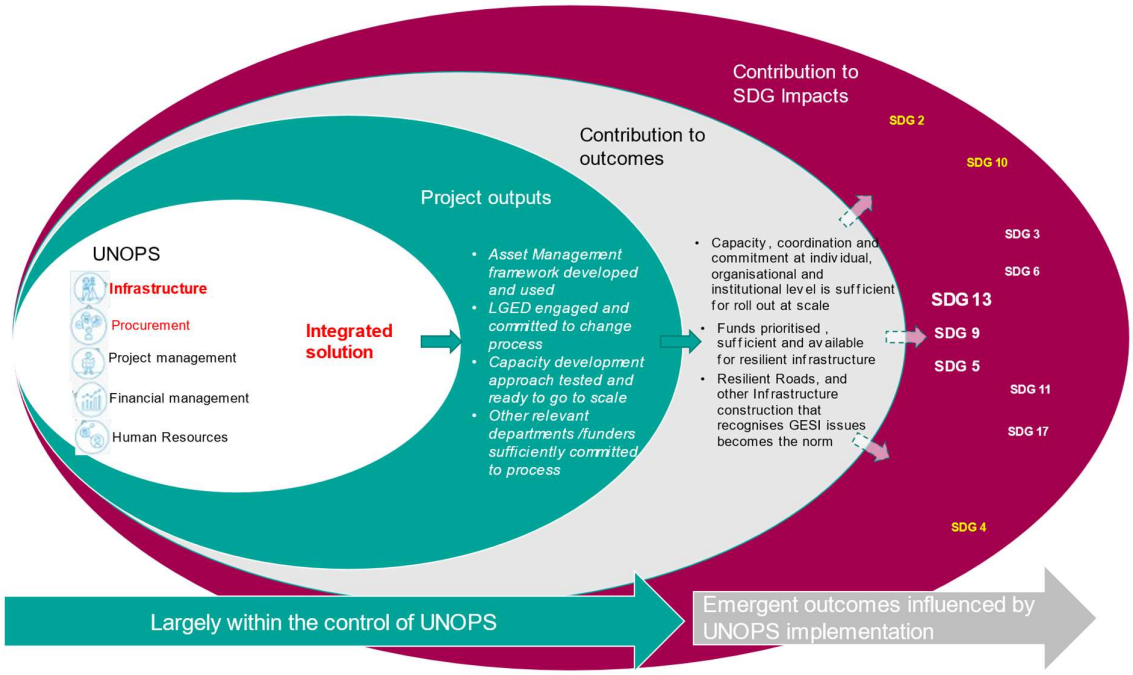
    - SDG target 1.5 – By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.
    - SDG target 5.5 – Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
    - SDG target 9.1 – Develop quality, reliable, sustainable and resilient infrastructure.
    - SDG target 11.5 - By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations.

16. If projects wish to explicitly target these areas, then again more nuanced monitoring would be required through the life cycle of a project and beyond given the lag between activities and the outcomes they are contributing too.

2.3.1 Theory of Change (ToC)

17. The NRP had an overall Theory of Change, which looked to include all of the five programme outputs. As the UNOPS team was responsible for delivering output 3, the review team developed an alternative ToC – shown in figure 1 – which aimed to illustrate how UNOPS work catalyzed and supported LGED to be able to implement a new Asset Management framework.

Figure 1: Proposed Theory of Change for NRP Output 3



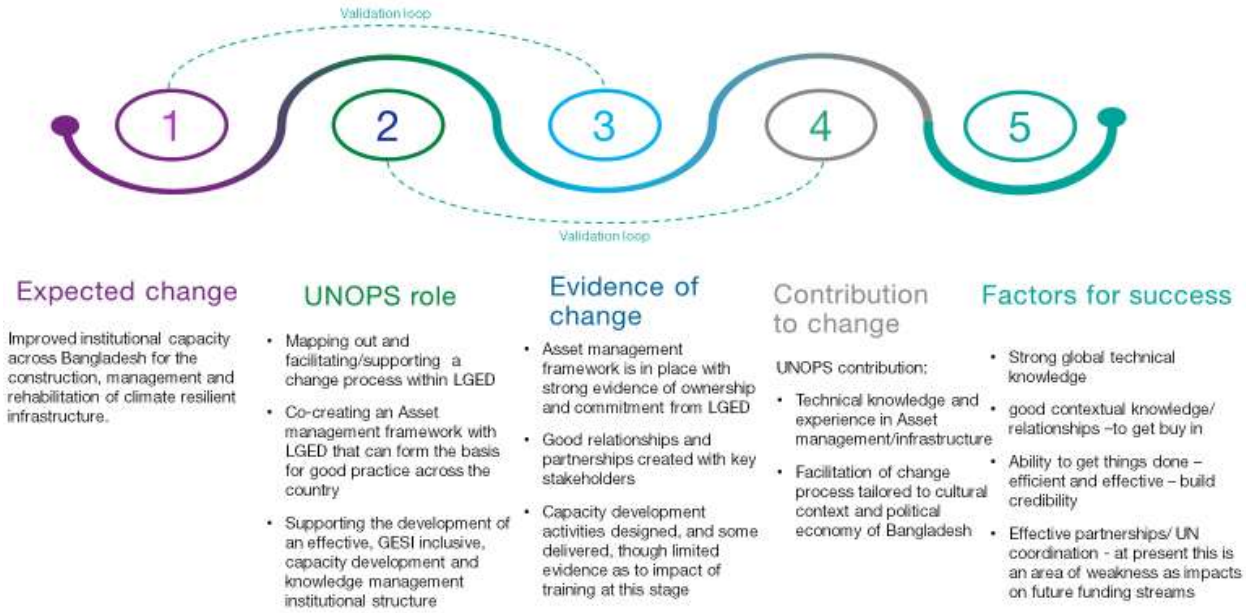
18. In essence this intervention aimed to facilitate institutional change. The following were necessary and sufficient conditions for success for Output 3:

- Good technical knowledge – For UNOPS in this context this meant having strong knowledge of designing and building resilient infrastructure and in designing policy frameworks and guidance for others. This knowledge also provided the requisite credibility required to develop effective relationships with the government partner.
- Developing senior leadership commitment and buy-in to the process. This could not just be categorised as an assumption which is outside of the project's control but a key aspect of project design to ensure the change is prioritized.
- A good general and specific understanding of institutional change processes – this requires a good assessment/knowledge of Bangladesh's political economy in this areas as well as being able to identify driving and resisting forces.
- Staffing – for NRP this involved the hiring of a project Director with good relationships and understanding of LGED and also someone with strong facilitation skills to ensure there was real co-creation – so the ability to say no when just asked to produce outputs; and sufficient knowledge of how to work in Bangladesh to get the right levels of engagement.

2.3.2 The Contribution Account

19. The NRP has been fully implemented and an extensive end of programme evaluation completed. The evaluation highlights the strong work that UNOPS have done and specifically how they have managed to ensure the process is owned by LGED. There is still an expectation and requirement for additional work to help implement and support the further implementation and scaling out of the programme across Bangladesh. Figure 2 gives an overview of UNOPS contribution to change.

Figure 1: Summary of the UNOPS NRP Output 3 Contribution Account



2.3.2.1 UNOPS Contribution

20. UNOPS main contribution has been in the creation of a change process where LGED are taking the lead and developing and driving a process of effective Asset Management to improve the resilience of existing and new infrastructure. Their role has been to apply change management principles to ensure there is ownership and that tools, guidelines and professional development interventions are technically sound but co-created, so not reliant on UNOPS going forward. Key to this has been recruiting personnel who know the context and in developing good, trusted equal relationships and partnerships with key stakeholders.

21. As outlined in the end of programme evaluation, a key challenge which has limited the impact of the NRP, and of UNOPS contribution, has been the lack of effective collaboration between the three participating UN bodies. COVID clearly impacted on communication, but work was overly siloed with limited coordination. This has led to missed opportunities in particular to working together to attract the additional external finance that is required to support the Government of Bangladesh in taking the gains of NRP forward.

2.4 Learning

22. **If UNOPS wishes to monitor progress against the SDGs when their contribution to the outcomes is indirect, then having a theory of change which outlines the causal pathways towards impact is important**. This also needs to allow UNOPS to identify

where it is making its contribution and also highlight interim outcomes if progress is going to be effectively tracked

23. **Recruit good personnel who are technically strong but understand and can effectively engage in the local context and develop good partnerships with local organisations**. UNOPS team in Bangladesh includes a former senior personnel member of LGED who led the project and was familiar with both individuals within LGED but also its culture and the relationships it has with other key national and local stakeholders.
24. **Recognise how the context impacts on the role that UNOPS can play**. In Bangladesh UNOPS is unlikely to be asked to undertake large construction projects given the capacities/enabling environment that exists in the country. In this setting it meant that the country team had to take a more advisory and catalyzing/orchestrating role.
25. **Bring change management principles into the design and delivery of projects, especially if the end results will be delivered by partners**. These skills include facilitation and an understanding of what the drivers and barriers to change are. It will also require sufficient communication and influencing skills to challenge the norm that UNOPS just delivers what is asked for and to ensure that outputs are truly co-created to increase ownership and commitment.
26. **Recognise the limitations in culture and systems that other partners have who may not be as well equipped to work in this way**. In this project it was clear that UNDP and UN Women have different organisational structures and imperatives to UNOPS which impact on how they work in partnership and what 'results' they try and generate, in particular when there is an outcome focus. In particular they may not have as flexible a staffing model and may find UNOPS a threat if they are struggling to generate income/engagement.
27. **There is a need to think and plan early and potentially be creative to ensure project outputs do lead to long-lasting institutional change**. NRP has been a highly successful and well-regarded programme which has initiated and raised expectations. At present, though, there is a funding gap which could limit and undermine efforts so far and prevent the effective scale up and scale out of the Asset Management framework for example. NRP still needs additional funds beyond those available to the GoB and at present there is no other external funder prepared to fill that gap.

3 Enhancing the Resilience of Ghana's National Infrastructure Systems

3.1 Context

28. Ghana's economic and human development is vulnerable to climate change. On average, flooding affects around 45,000 Ghanaians every year, and half of Ghana's coastline is vulnerable to erosion and flooding as a result of sea-level rise. Without prompt actions, higher temperatures and heat stress will affect crop and labour productivity, and more erratic rainfall patterns will damage buildings and infrastructure. Land degradation, water insecurity and local air pollution will also hamper human capital and productivity.
29. Infrastructure is the backbone of Ghana's society and economy. Infrastructure services have been shown to underpin all 17 of the Sustainable Development Goals (SDGs), and their equitable provision, across the whole of society, is a key determinant for Ghana's

national development. Climate change, and its associate hazards, threaten these services. Infrastructure in particular across the energy, water and transport sectors are vulnerable to increasing hazards including drought, coastal erosion, floods and landslides.

30. Recent analysis from the World Bank[1] highlights Ghana's need to pursue a development pathway that builds resilience to climate change and fosters a transition to low-carbon growth through a combination of policies and public and private investments.

3.2 Project Outline

31. 'Enhancing the Resilience of Ghana's National Infrastructure Systems' was an 18 month, 500,000 Euro study that aimed to identify Ghana's infrastructure adaptation needs and provide a roadmap for how those needs can be met. The project objectives were:

    a. To support Ghana in enhancing the long-term resilience of its infrastructure to the threats of climate change

    b. Provide technical assistance, through key partners, utilising global good practice, process, tools and expertise to map out the current and future performance of Ghana's infrastructure, and provide evidence to underpin infrastructure adaptation planning

    c. To prioritise concrete actions that can be taken at policy and asset levels to improve the overall resilience of infrastructure systems

    d. To develop capacity within the government of Ghana and key national research institutions, in order to continue a legacy of infrastructure adaptation planning, beyond the duration of the study

    e. Demonstrate the added value of adopting systems approaches to infrastructure development, including the integration of nature-based solutions where appropriate

32. The project design was based on cutting-edge tools to pinpoint areas of climate vulnerability and to identify a prioritised portfolio of specific adaptation options to build and enhance long-term systemic resilience in Ghana. The 'Roadmap' report was based on a data-driven methodology and built on previous work conducted by the government of Ghana and development partners. It used a systems approach based on four stages:

    a. Quantifying infrastructure adaptation needs geospatially and at the infrastructure asset scale

    b. Evaluating adaptation investment and policy options exhaustively within the built, natural and enabling environments

    c. Developing a roadmap, through consultation with national stakeholders, of prioritised adaptation investment and policy options for meeting the quantified needs and contributing to national development priorities (the SDGs, NDCs and Gender impacts)

    d. Identifying potential sources of financing for the adaptation options identified[2]

33. The Roadmap was informed by a geospatial analysis of 156 nationally significant built and natural infrastructure assets. It built on lessons learned from previous collaborations on infrastructure resilience between UNOPS and the University of Oxford conducted in Saint

1 'Ghana Country Climate and Development Report' World Bank Group, October 2022

2 Adshead, D., Thacker, S., Fuldauer, L.I., Gall, S., Chow, N., Pant, R., Russell, T., Bajpai, A., Morgan, G., Bhikhoo, N., Boroto, D., Palmer, R., Cançado, D., Jain, N., Klöttschen, V., Lawal, H., Dery, P., Twum, E., Mohammed, G., Hall, J.W., and Agbesi, L. 2022. Ghana: Roadmap for resilient infrastructure in a changing climate. Ministry of Environment, Science, Technology & Innovation, Accra, Ghana

Lucia and Curacao, and national scale studies in countries including Tanzania, Vietnam, Argentina, Nepal and Serbia.

34. In the Roadmap the Government of Ghana identified 35 priority needs focused in and across the energy, water and transportation sectors. 35 was selected based on the need to choose a 'manageable' number of projects that still together made up a national portfolio of adaptation options. In addition to coverage across multiple sectors and subsectors, the needs were also selected to ensure an appropriate distribution across hazard types; geographic areas in Ghana; the rural/urban divide; service impact types; vulnerability distribution among service users; and, for the enabling environment, different aspects of the infrastructure lifecycle.

35. The project was delivered through a partnership between Ghana's Ministry of Environment, Science, Technology and Innovation (MESTI); UNOPS; The Global Centre for Adaptation; UNEP, and the Environmental Change Institute of the University of Oxford. This partnership, and the project development process, was supported by a wide range of Ministries, Agencies and other stakeholder organisations within Ghana.

36. As lead implementing partner UNOPS was responsible for project oversight, ensuring monitoring and compliance to standards, budget control, scheduling and project quality to meet financial requirements. It also led on the capacity development of MESTI using the Capacity Assessment Tool for Infrastructure (CAT-I) to assess the capacity of Ghana's enabling environment to plan, deliver, operate and maintain climate resilient infrastructure systems.

3.3 Assessing SDG Level Change

37. As a study this project does not directly contribute to SDG level change, however it was specifically designed to try and influence not just SDG 13 but also a broad range of targets and indicators across other SDGs. This is an illustration of how the SDGs are interconnected but also shows how effective energy, water and transport services are often a precursor or catalyst to improvements in other areas.

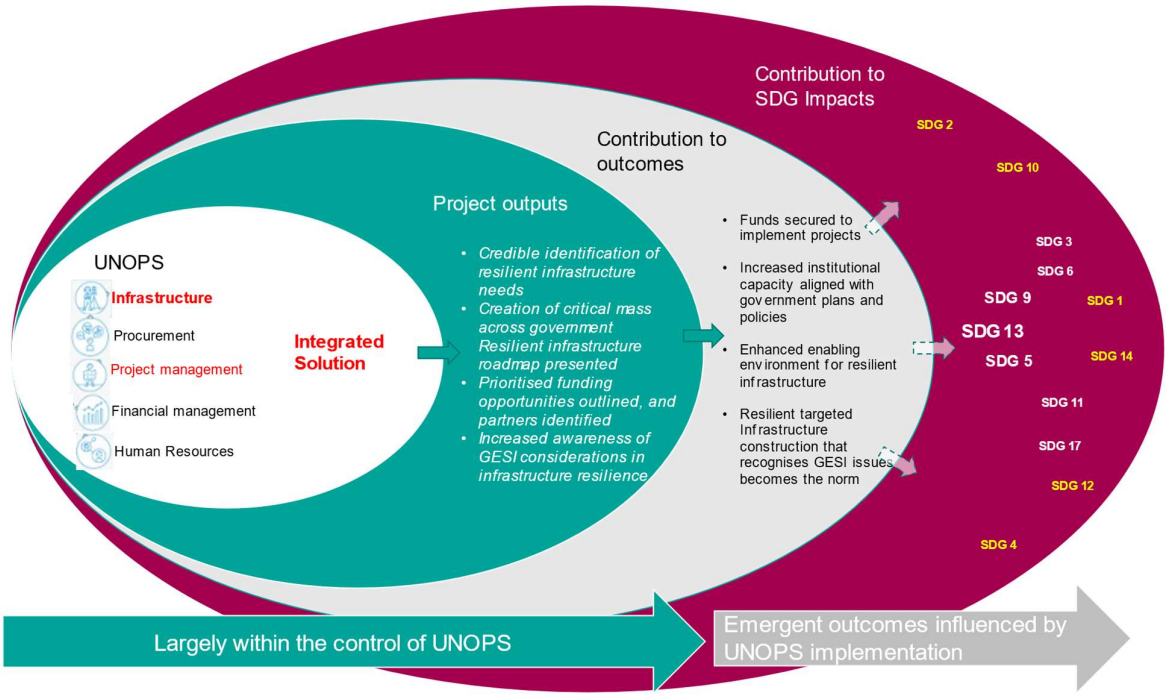
38. The Roadmap outlines a series of investment options to address the 35 identified needs linked explicitly to the SDGs. Most of the investment designs aim to influence SDG targets 13.1, 13.2 and 13.3 and all of them target 13.1 and 13.3. As with the Bangladesh example the indicators for these targets are limited as a means for tracking progress without additional qualitative measures. The options focus on improvements in the areas of the built environment, nature based, solutions, urban resilience, enabling environment and gender inclusivity. Within the descriptions there is an explanation of expected outputs and impacts which are in line with the specified intervention areas. The impacts are generally aligned with the SDG 13 targets, in particular improvements in resilience and adaptive capacity (13.1) and changes/levels of integration of regulatory and strategic planning frameworks. (13.2). Quantitative measures may be more challenging and would involve calculations which identify beneficiaries/populations who might live within the sphere of an intervention (such as a flood plain) and the degree to which the impact of the intervention could be assessed - e.g. the number of lives that would have been lost with/without the intervention in the event of a disaster; or the number of lives that have been improved. For the second of these it is likely that co-benefits, or an assessment of how other SDG measures had improved might be used. So improvements in access to education, livelihoods due to access to markets because of less flooding might be used. Given the degree of resource and planning required it might only be an option for UNOPS if commissioning organisations/national governments are already collecting this type of data.

3.3.1 Theory of Change (ToC)

39. The project did not have an articulated Theory of Change. In essence it was built on the premise that for Ghana's energy, water and transport infrastructure to become resilient to climate change then a systemic process of change was required. The role of the study was to help pull together good credible evidence of what challenges were faced across the country and across sectors; to map out options to address these in a collaborative way, highlighting links and overlaps between different needs; and to use that collaborative process to develop a critical mass of stakeholders to help identify and influence financing partners to fund the proposed solutions. These solutions would then lead to measurable changes in resilience which in turn would lead to impact in other key development areas.

40. Figure 3 below has been developed by the review team to highlight the causal pathways to change and to highlight UNOPS contribution.

Figure 3: Proposed Theory of Change for Enhancing the Resilience of Ghana's National Infrastructure Systems Project



3.3.2 The Contribution Account

41. The Roadmap is completed, published and stakeholder are positive about its contents and methodology. Although outcomes were not formally specified, project documents and stakeholder interviewees were clear that the intended outcomes were for the Roadmap to be adopted by the government of Ghana, for national-level capacity to be developed, and for the Roadmap to be used to enable the financing of the projects proposed.

42. Given that the Roadmap was published in 2022 it is still "early days" in terms of the project contributing to the delivery of SDG level outcomes, but it is the view of the review team that the Roadmap is a good initial development along a causal pathway towards measurable change.

43. It is challenging to realistically assess contribution to future infrastructure decisions and investments given the wide array of other factors at play. One stakeholder interview described how several of the Roadmap projects (e.g. 11, 18 and 20) are being considered

for, or already being invested in, but that these investments were not directly or solely related to the Enhancing Infrastructure project or the Roadmap report. Other stakeholder interviews suggested a clearer link between the project and infrastructure investments suggesting that these were a more direct result of the Roadmap report. UNEP is currently in the planning stages of implementing project 35 (Prioritise Nature-Based Solutions in Planning, Design and Operation of Infrastructure). This will be funded by a combination of internal contributions and funding from GIZ and Switzerland. The AfDB is also exploring funding project 10, Natural Flood Adaptation of the Weija Dam.

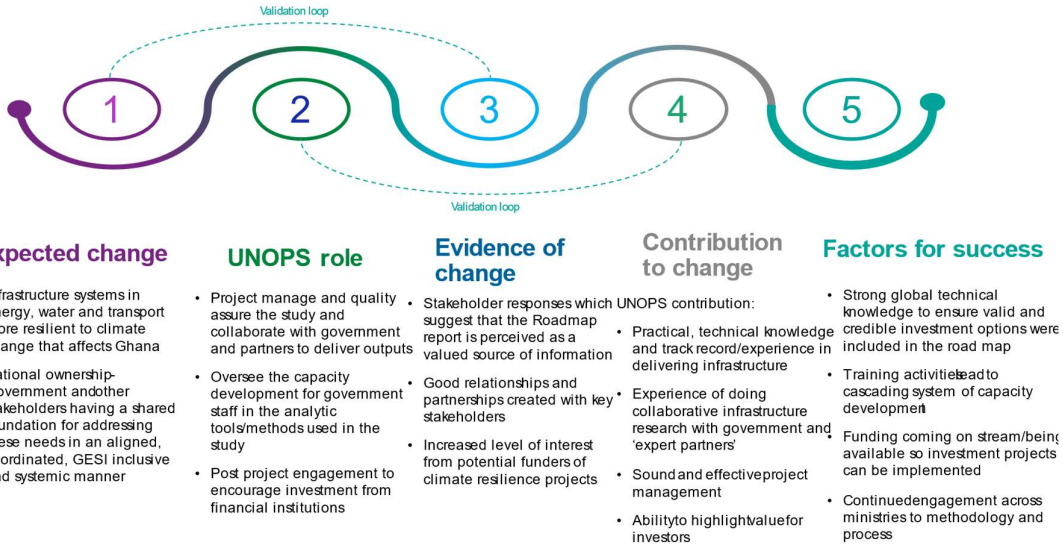
44. There is some evidence that the process of developing the roadmap has generated ownership of the report, increased awareness of funding sources, and is encouraging some concrete actions to emerge. There is though, a mixed picture of national ownership, with some ministries and departments appearing to be more familiar and engaged with the project and Roadmap than others. Several stakeholder interviewees reported that ownership at the highest levels of government (such as ministry Chief Directors, cabinet ministers, ministerial sub-committees, and the President's office) has not been achieved yet.

45. It was reported during stakeholder interviews that the Roadmap has been used to inform Ghana's Climate Prosperity Plan submitted to The Vulnerable Twenty (V20) Group of Ministers of Finance of the Climate Vulnerable Forum.

46. The effectiveness of the Roadmap report, in terms of the report enabling infrastructure project investment, is hampered by the level of detail provided. The 35 projects contained within the Roadmap are generally un-costed and in the pre-feasibility study stage. These projects were described by one stakeholder as "project concepts" rather than projects ready for investment. Interviews with stakeholders representing government agencies, financial institutions and other organisations reported that this represents a potential barrier to investment, as financial institutions would find it easier to invest in fully costed projects, with feasibility studies prepared. It is noted that the UNOPS Ghana team is working with national stakeholders to prepare a priority sub-set of five Roadmap projects, to be further expanded on and promoted.

47. Figure 4 provides an overview of the Contribution account, highlighting where progress has been made UNOPS role and factors for success.

Figure 4: Summary of the UNOPS Enhancing the Resilience of Ghana's National Infrastructure Systems Project Contribution Account



3.3.2.1 UNOPS Contribution

48. Project partners (GCA, MESTI, UNEP, University of Oxford) described UNOPS' value-add as their in-country presence; practical expertise of infrastructure and project management; and ability to work with national government. UNOPS was generally described in stakeholder interviews as a good project manager and project partner who "enabled us to do our jobs well", and who managed relationships well, particularly those with MESTI and the national government.

49. UNOPS' comparative advantage was their track record in delivering infrastructure projects (both in Ghana and worldwide); their experience of delivering infrastructure research alongside the University of Oxford; their ability to work with MESTI and other governmental stakeholders; and their project management expertise. The roadmap report has been praised by stakeholders as being accurate, well-constructed, based on a robust methodology, reflective of stakeholder priorities and well aligned to the national development plans, NDC, NAP and SDGs.

50. Beyond the publication of the Roadmap the project aims were for national ownership of the Roadmap, national capacity development and the use of the Roadmap to enable investment in the projects it contains. These are all part of "Phase 3" of the project. Stakeholder interviews with national government suggest that Phase 3 activities conducted by UNOPS have been valued as a means to encourage infrastructure investment but it is less clear as to how well this role is suited to UNOPS organisational structure and comparative advantage.

3.4 Learning

51. **Government ownership across several ministries is a key condition for the success of a systemic study like this one**. Stakeholder interviews suggest that to maximise the chances of the Roadmap report being used to inform national infrastructure policy decisions, and for Roadmap projects **to attract investment, high-level political ownership of the Roadmap is required.** This political ownership is required from the Ministry for Finance, the President's office and from ministerial sub-committees as well as from the targeted line ministries.

52. Aligning the study and all of the Roadmaps 35 projects to the SDGs provided a clear common 'hook' for all stakeholders. It also helped encourage an outcome-level focus and supported a drive for project investment. However, UNOPS' thinking on how outputs would achieve outcomes is not particularly well reflected in project documents or in UNOPS systems. Given the indicators and targets for SDG 13 this is going to be important if UNOPS wants to credibly report against these. A well thought through and communicated theory of change with causal pathways reflecting how outcomes would be achieved may have led to a greater focus on attracting and engaging with investors earlier in the process.

53. **Developing a smaller sub-set of priority Roadmap projects alongside government stakeholders, encourages a continued awareness and use of the Roadmap within government**. Multiple stakeholder interviews suggested a mixed picture of engagement in the ministries of Finance; Transport; Energy; and Sanitation and Water Resources with the Road map as a whole and that more targeted profile areas may have facilitated a greater uptake and use of the Roadmap report by national government bodies

54. **Capacity development is central to embedding new approaches and ensuring the continued application of new tools and methodologies like those used in this study. However this needs to go beyond short training session to individuals if it is to lead to an increase in institutional capacity.** Interviews with project partners described how

the capacity development sessions were planned as “training for trainers”, with the intention that participants would return to their respective ministries to disseminate the training to their colleagues. Stakeholders reported that the tools were fairly complex, and that they would have benefitted from more training than the two days that were provided. Follow up is required, including tracking what role participants are in and whether they have the opportunity to use the new tools or disseminate their learning to others.

55. **If remote training is to be used then it needs to be recognised that training processes and technologies are different so different tools and skills may be required alongside good Wi-Fi/internet back up** Capacity training was designed and delivered while COVID measures were still active in Ghana. Project partners describe how this posed significant challenges to the training process, with a great deal of time and effort invested in producing a training programme that would adhere to COVID restrictions. The resulting model was that of participants attended in person, but trainers from the University of Oxford leading the sessions remotely. This was described as impacting on the overall quality of the training process, and introducing technical problems such as disruption from Wi-Fi failing,

56. **In a process like this there is a potential role for financial institutions which specialise in funding/developing the type of un-costed, pre-feasibility study projects contained within the Roadmap**. It was noted by one key stakeholder that the map of available projects/options to be funded from the Roadmap were “perhaps too general to be useful” and that additional work is required to identify funding bottlenecks and conditions.