



Mid Term Review

UNEP/GEF Project || GEF ID 10465

**Promoting integrated metropolitan
planning and innovative urban
technology investments in Brazil
(CITinova II)**



CITinova

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July 2026



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Project General Information

Project summary

UNEP PIMS ID/SMA ¹ ID:	Grant ID ² (if applicable): GEFID 10465		
UNEP Management (Division/Branch/Unit):	Climate Change Division, Mitigation Branch, GEF Mitigation Unit		
Implementing Partners:	UNEP Ecosystems Division		
Sources of Funding:	Country ³ (ies): N/A	Institution ⁴ Name/Type: Global Environment Facility	
Relevant SDG(s):	Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable 11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons 11.3 By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries 11.6 By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management 11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels Goal 13: Take urgent action to combat climate change and its impacts 13.2 Integrate climate change measures into national policies, strategies and planning		
MTS (all that apply):	MTS 2022-2025	UNEP approval date:	23/12/2022
POW Direct Outcome(s) number/reference	POW Direct Outcome: 1.1; 1.2; 2.7	MTS 2025 Outcome(s) number/reference	MTS 2025 Outcome: 1A; 1B; 2C

¹ SMA refers to the ID provided by the Integrated Planning, Management and Reporting Solution (IPMR) system, which was introduced by UNEP in July 2023.

² For example, ID references from EC, IKI, UNDA, Adaptation Fund, GCF.

³ Where applicable, list countries who have provided project funds and/or co-finance.

⁴ Indicate where funding institutions are any/all of the following: Foundation/NGO; Private Sector; UN Body; Multilateral Fund; Environment Fund; Other.

<i>(applicable for projects approved from 2022):</i>		<i>(applicable for projects approved from 2022):</i>	
Sub-programme:	Climate Change	Programme Coordination Project:	
Expected start date:	15 December 2021	Actual start date:	29 December 2022
Planned completion date:	31 July 2028	Actual operational completion date:	n/a
Planned total project budget ⁵ at approval:	\$ 12,552,440.00	Actual total expenditures reported as of Dec 2025:	\$ 1.773.398,61
Planned Extra-budgetary Funds ⁶ :	\$ 184,789,243.00	Secured Extra-budgetary Funds:	\$ 35.246.638,00
First disbursement:	\$ 564,860.00	Planned date of financial closure:	31 July 2029
No. and dates of formal project revisions:	1. 25/Nov/2022 2. 28/Nov/2023 3. 10/Dec/2025	Date of last approved project revision:	10/Dec/2025
No. of Steering Committee meetings:	5 (2 in-person, 3 online)	Date of Last Steering Committee meeting:	17 Mar 2026
Mid-term Review/ Evaluation budgeted:	• At design: Jan 2025 • At revision: Jan 2026	Mid-term Review/ Evaluation (actual date):	Jan-Jul 2026
Terminal Evaluation (planned date):	31 July 2028	Terminal Evaluation (actual date):	
Coverage – Implementing Country(ies):	Brazil	Coverage – Implementing Region(s):	LAC
Dates of previous project phases:	n/a	Status of future project phases:	n/a

⁵ Total budget may include; Regular Budget, Environment Fund, Extra-Budgetary, including 'softly-earmarked' etc.

⁶ Extra-budgetary funds may include co-finance (cash/in-kind)

List of acronyms and abbreviations

BMZ	German Federal Ministry for Economic Cooperation and Development
CESU	Centre for Urban Sustainability
CGEE	Centre for Management and Strategic Studies
COP	Conference of Parties
GIZ	German Agency for International Cooperation
GEF	Global Environment Facility
ICMBio	Chico Mendes Institute for Biodiversity Conservation
MCID	Ministry of Cities
MMA	Ministry of Environment
MCTI	Ministry of Science, Technology and Innovation
MoU	Memorandum of Understanding
MTR	Mid Term Review
NGO	Non-Governmental Organisation
PCVR	Green and Resilient Cities Program
PDUI	Integrated Urban Development Program
PES	Payment for Ecosystem Services
PoW	Programme of Work
ProDoc	Project Document
PMU	Project Management Unit
RIDE	Integrated Development Region
RNP	National Education and Research Network
SEMAS	State Secretariat for Environment and Sustainability
SINEDU	National Urban Development Information System
SCIO	Sustainable Cities Innovation Observatory
SCP	Sustainable Cities Programme
SDG	Sustainable Development Goals
SISDIA	District System of Environmental Information
SUDESC	Superintendency for Metropolitan Development of Santa Catarina
ToC	Theory of Change
ToR	Terms of Reference
UFSC	Federal University of Santa Catarina
UNEP	United Nations Environment Programme
WRI	World Resources Institute

Executive Summary

CITInova II was approved for a GEF grant on December 18, 2021 and actual project action started in December 2022. It is now on its third year of implementation and is expected to conclude technical operation in July 2028 after an amendment of the contract including an 18 months no cost-extension. The MCTI acts as the Executing Agency, with the support of two additional partners: UNEP Brazil and Brazilian Biodiversity Fund (FUNBIO).

The Mid Term Review purpose was to assess whether the project is on track, identify any challenges or issues encountered, and recommend corrective actions needed to ensure successful delivery of the project's objectives.

The MTR concludes that CITInova II remains highly relevant, strategically coherent, and strongly aligned with Brazil's sustainable urban development, climate, and biodiversity agendas. Building on the experience of the GEF-6 CITInova I project, CITInova II expanded its scope from the municipal to the metropolitan scale, seeking to strengthen metropolitan governance, climate action, biodiversity conservation, and low-emission urban development across three target metropolitan regions: Florianópolis, Belém, and RIDE Teresina–Timon.

The project demonstrates strong strategic alignment with national policies and programs, particularly through the collaboration between the Ministry of Science, Technology and Innovation (MCTI), the Ministry of Cities (MCID), and the Ministry of Environment and Climate Change (MMA). CITInova II is also highly complementary to key national initiatives such as the Green and Resilient Cities Programme (PCVR), AdaptaCidades, CapaCidades, National Climate Policy and other sustainable urban development initiatives supported by national and international partners.

At the national level, the project has successfully positioned itself as an important platform for dialogue, coordination, and policy alignment among federal institutions. The partnership between MCTI, MCID, and MMA represents a major institutional achievement and creates favorable conditions for strengthening the sustainable cities and climate agenda in Brazil.

However, project implementation has been significantly affected by delays resulting from the late operational start, the reduced time for the inception phase, recurrent institutional changes, and the complexity of coordinating multiple ministries, implementing partners, municipalities, and metropolitan stakeholders. Although the project has already received an 18-month no-cost extension, many strategic activities remain at an early stage of implementation.

The project management structure demonstrates strong technical capacity and adaptive management. UNEP is providing highly satisfactory supervision and technical backstopping, while FUNBIO demonstrates strong financial and procurement management capacity. The current alignment between UNEP, MCTI, and FUNBIO is strong and represents a positive development compared to the project's initial implementation phase.

Nevertheless, several operational and strategic challenges remain. The project relies heavily on external consultancies, and coordination among consultancy outputs is still insufficient. Strategic alignment between project components, consultancies, pilot interventions, and territorial priorities needs to be strengthened. At the metropolitan level, implementation continues to face challenges related to stakeholder ownership, institutional engagement, and political commitment.

The MTR identifies the metropolitan scale as the project's main implementation challenge. Metropolitan governance remains institutionally fragile in the targeted regions, and local ownership of strategic outputs is still limited. While there is significant stakeholder interest in sustainable urban development, climate action, and biodiversity conservation, many local actors still perceive themselves as secondary participants rather than as key drivers of project implementation.

In Florianópolis, the project demonstrates stronger institutional articulation, particularly with the Municipality of Florianópolis and SUDESC. Opportunities exist to strengthen alignment with the Integrated Urban Development Plan (PDUI), metropolitan mobility strategies, biodiversity conservation initiatives, and local urban innovation laboratories such as the one in UFSC. In RIDE Teresina–Timon, the project faces additional institutional complexity due to the cross-state governance structure but demonstrates opportunities to strengthen low-emission mobility initiatives and collaboration with CESU – the innovation center for sustainable development. In Belém, implementation delays and weaker stakeholder engagement continue to affect ownership, although the Integrated Action Plan for Urban Green Spaces and Conservation Areas represents an important strategic opportunity.

The project's urban innovation lab approach remains highly relevant but requires stronger operationalization. The low-emission and biodiversity pilots should function as living laboratories capable of generating practical evidence, testing innovative approaches, and informing future metropolitan and urban policies. To achieve this, pilots require clearer baselines, stronger monitoring systems, greater involvement of local innovation ecosystems, and stronger alignment with climate action plans and metropolitan strategies.

The project demonstrates good adaptive management capacity and has already revised several activities to respond to evolving contexts and implementation constraints. However, the compressed implementation timeframe now requires stronger strategic prioritization. The project should focus on outputs and interventions with the highest potential for long-term institutional uptake, policy influence, and replication.

The MTR also highlights the importance of strengthening territorial approaches and embedding the project more deeply within local institutional dynamics. This includes reinforcing local coordination structures, strengthening metropolitan-level engagement, formalizing commitments with anchor institutions, and improving alignment between project outputs and ongoing municipal, state, and national initiatives.

The project's communication and knowledge management components have improved significantly, with the reactivation of the CITInova website, the launch of newsletters, and stronger social media engagement. Nevertheless, communication should play a more strategic role in supporting stakeholder engagement and strengthening the metropolitan agenda.

At this stage, the project's long-term impact potential remains significant but uncertain. CITInova II has clear potential to:

- Strengthen metropolitan governance and interinstitutional coordination;
- Consolidate climate and biodiversity agendas within urban development policies;
- Support innovative financing and implementation mechanisms for sustainable urban development;
- Generate practical evidence to inform public policy and replication;
- Serve as a national platform for sustainable and resilient urban development.

However, achieving these impacts will depend on the project's ability to accelerate implementation, strengthen local ownership, improve coordination among project components and stakeholders, and focus resources on interventions capable of generating concrete and replicable results within the remaining implementation period.

The MTR therefore recommends reinforcing the project's territorial strategy, strengthening metropolitan coordination and stakeholder ownership, improving alignment among consultancies and project components, prioritizing strategic outputs, strengthening pilot monitoring systems, and developing a clear sustainability strategy before project closure.

Overall, CITInova II remains a highly relevant and strategically important initiative for Brazil's sustainable urban development agenda. The project has established important institutional foundations and generated strong interministerial cooperation. The remaining implementation

period will now be decisive in determining whether these foundations can be translated into concrete territorial impacts, practical evidence, and sustainable policy outcomes.

Lessons Learned

Lesson Learned #1:	Projects need of to calibrate project ambition, institutional complexity, and implementation capacity
Lesson Learned #2:	Projects need to focus their approach on strengthening local ownership and territorial anchoring in metropolitan interventions
Lesson Learned #3:	Consistent outcome achievement requires the promotion of a sequential approach between planning processes, pilot implementation, and financing strategies
Lesson Learned #4:	Innovation-lab approaches require sufficient implementation time to generate evidence, test solutions, monitor results, and consolidate lessons learned
Lesson Learned #5:	Project initiatives must be clearly anchored in, or capable of leveraging, institutional structures with mandates related to the key agendas being supported

Recommendations

Recommendation #1:	Strengthen the project territorial focus and institutional engagement in metropolitan regions and prioritize strategic outputs with highest potential for institutional sustainability
Recommendation #2:	Revise the low emission pilots methodology and strengthen the role of urban innovation laboratories both in the low-emission pilot scheme and in the participation on the project's various outputs
Recommendation #3:	Strengthen integration between project components
Recommendation #4	Revise the scope and focus of the metropolitan governance consultancy
Recommendation #5	Strengthen the monitoring of pilot interventions
Recommendation #6	Clarify the scope of the SINEDU + metropolitan modules
Recommendation #7	Reinforce the funding assessment of the Biodiversity Action Plan in Belém and revise the approach of the PES mechanism
Recommendation #8	Revise the scope and priorities of the climate action plans
Recommendation #9	Prepare an early exit and sustainability strategy
Recommendation #10	Consolidate a realistic replication and knowledge dissemination strategy

Sumário Executivo

O CITInova II foi aprovado para financiamento do GEF em 18 de dezembro de 2021 e a implementação efetiva do projeto teve início em dezembro de 2022. O projeto encontra-se atualmente no seu terceiro ano de implementação e deverá concluir as operações técnicas em julho de 2028, após uma alteração contratual que incluiu uma extensão sem custos de 18 meses. O MCTI atua como agência executora, com o apoio de dois parceiros adicionais: o PNUMA Brasil e o Fundo Brasileiro para a Biodiversidade (FUNBIO).

O objetivo da Avaliação de Meio Termo (MTR) foi analisar se o projeto está no caminho certo, identificar desafios ou questões encontradas durante a implementação e recomendar medidas corretivas necessárias para assegurar o alcance bem-sucedido dos objetivos do projeto.

A MTR conclui que o CITInova II se mantém altamente relevante, estrategicamente coerente e fortemente alinhado com as agendas nacionais de desenvolvimento urbano sustentável, clima e biodiversidade. Com base na experiência do projeto CITInova I (GEF-6), o CITInova II ampliou sua atuação da escala municipal para a escala metropolitana, buscando fortalecer a governança metropolitana, a ação climática, a conservação da biodiversidade e o desenvolvimento urbano de baixa emissão em três regiões metropolitanas-alvo: Florianópolis, Belém e a Região de Desenvolvimento Integrado (RIDE) Teresina–Timon.

O projeto demonstra forte alinhamento estratégico com políticas e programas nacionais, particularmente por meio da colaboração entre o Ministério da Ciência, Tecnologia e Inovação (MCTI), o Ministério das Cidades (MCID) e o Ministério do Meio Ambiente e Mudança do Clima (MMA). O CITInova II também apresenta elevada complementaridade com iniciativas nacionais relevantes, como o Programa Cidades Verdes Resilientes (PCVR), AdaptaCidades, CapaCidades, a Política Nacional sobre Mudança do Clima e outras iniciativas de desenvolvimento urbano sustentável apoiadas por parceiros nacionais e internacionais.

No nível nacional, o projeto conseguiu posicionar-se como uma importante plataforma de diálogo, coordenação e alinhamento de políticas entre instituições federais. A parceria entre MCTI, MCID e MMA representa um importante avanço institucional e cria condições favoráveis para fortalecer a agenda de cidades sustentáveis e clima no Brasil.

No entanto, a implementação do projeto foi significativamente afetada por atrasos decorrentes do início tardio das operações, da ausência de uma fase formal de inception, de mudanças institucionais recorrentes e da complexidade de coordenar múltiplos ministérios, parceiros executores, municípios e atores metropolitanos. Embora o projeto já tenha recebido uma extensão sem custos de 18 meses, muitas atividades estratégicas ainda permanecem em estágio inicial de implementação.

A estrutura de gestão do projeto demonstra forte capacidade técnica e capacidade de gestão adaptativa. O PNUMA vem proporcionando supervisão e apoio técnico altamente satisfatórios, enquanto o FUNBIO demonstra forte capacidade de gestão financeira e de aquisições. O alinhamento atual entre PNUMA, MCTI e FUNBIO é sólido e representa uma evolução positiva em comparação com a fase inicial de implementação do projeto.

Apesar disso, permanecem diversos desafios operacionais e estratégicos. O projeto atualmente depende fortemente de consultorias externas, e a coordenação entre os diferentes produtos das consultorias ainda é insuficiente. O alinhamento estratégico entre componentes do projeto, consultorias, intervenções piloto e prioridades territoriais deve ainda ser fortalecido. No nível metropolitano, a implementação continua enfrentando desafios relacionados à apropriação pelos stakeholders, ao engajamento institucional e ao compromisso político de médio e longo prazos.

A MTR identifica a escala metropolitana como o principal desafio de implementação do projeto. A governança metropolitana permanece institucionalmente frágil nas regiões-alvo, e a apropriação local dos produtos estratégicos ainda é limitada. Embora exista significativo interesse dos stakeholders nas pautas do desenvolvimento urbano sustentável, ação climática e

conservação da biodiversidade, muitos atores locais ainda se percebem como participantes secundários, e não como protagonistas da implementação do projeto.

Em Florianópolis, o projeto demonstra maior articulação institucional, particularmente com a Prefeitura de Florianópolis e a SUDESC. Existem oportunidades para fortalecer o alinhamento com o Plano de Desenvolvimento Urbano Integrado (PDUI), estratégias metropolitanas de mobilidade, iniciativas de conservação da biodiversidade e laboratórios locais de inovação urbana, como o da UFSC. Na RIDE Teresina–Timon, o projeto enfrenta complexidade institucional adicional devido à estrutura de governança interestadual, mas apresenta oportunidades para fortalecer iniciativas de mobilidade de baixa emissão e a colaboração com o CESU – Centro de Sustentabilidade Urbana. Em Belém, atrasos na implementação e menor engajamento dos stakeholders continuam afetando a apropriação do projeto, embora o Plano Integrado para a Gestão de Áreas Verdes Urbanas e Unidades de Conservação (Mosaico) represente uma importante oportunidade estratégica.

A abordagem do projeto como laboratório de inovação urbana continua altamente relevante, mas requer maior operacionalização. Os pilotos de baixa emissão e biodiversidade devem funcionar como laboratórios vivos capazes de gerar evidências práticas, testar abordagens inovadoras e informar futuras políticas metropolitanas e urbanas. Para isso, os pilotos necessitam de linhas de base mais claras, sistemas de monitoramento mais robustos, maior envolvimento dos ecossistemas locais de inovação e maior alinhamento com os planos de ação climática e estratégias metropolitanas.

O projeto demonstra boa capacidade de gestão adaptativa e já revisou diversas atividades para responder a contextos em evolução e restrições de implementação. No entanto, o cronograma atual exige agora uma priorização estratégica mais forte. O projeto deve concentrar-se nos produtos e intervenções com maior potencial de incorporação institucional de longo prazo, influência em políticas públicas e replicação.

A MTR também destaca a importância de fortalecer as abordagens territoriais e incorporar o projeto de forma mais profunda nas dinâmicas institucionais locais. Isso inclui reforçar estruturas locais de coordenação, fortalecer o engajamento em nível metropolitano, formalizar compromissos com instituições âncora e melhorar o alinhamento entre os produtos do projeto e iniciativas municipais, estaduais e nacionais em andamento.

Os componentes de comunicação e gestão do conhecimento do projeto melhoraram significativamente, com a reativação do website do CITInova, o lançamento de newsletters e um maior engajamento nas redes sociais. No entanto, a comunicação deve desempenhar um papel mais estratégico no apoio ao engajamento dos stakeholders e no fortalecimento da agenda metropolitana.

Neste estágio, o potencial de impacto de longo prazo do projeto permanece significativo, mas incerto. O CITInova II possui claro potencial para:

- Fortalecer a governança metropolitana e a coordenação interinstitucional;
- Consolidar as agendas de clima e biodiversidade nas políticas de desenvolvimento urbano;
- Apoiar mecanismos inovadores de financiamento e implementação para o desenvolvimento urbano sustentável;
- Gerar evidências práticas para informar políticas públicas e estratégias de replicação;
- Servir como plataforma nacional para o desenvolvimento urbano sustentável e resiliente.

Entretanto, alcançar esses impactos dependerá da capacidade do projeto de acelerar a implementação, fortalecer a apropriação local, melhorar a coordenação entre componentes e stakeholders e concentrar recursos em intervenções capazes de gerar resultados concretos e replicáveis dentro do período restante de implementação.

A MTR recomenda, portanto, o fortalecimento da estratégia territorial do projeto, o reforço da coordenação metropolitana e da apropriação pelos stakeholders, a melhoria do alinhamento

entre consultorias e componentes do projeto, a priorização de produtos estratégicos, o fortalecimento dos sistemas de monitoramento dos pilotos e o desenvolvimento de uma estratégia clara de sustentabilidade antes do encerramento do projeto.

De forma geral, o CITInova II permanece uma iniciativa altamente relevante e estrategicamente importante para a agenda brasileira de desenvolvimento urbano sustentável. O projeto estabeleceu importantes bases institucionais e gerou forte cooperação interministerial. O período restante de implementação será decisivo para determinar se essas bases poderão ser traduzidas em impactos territoriais concretos, evidências práticas e resultados sustentáveis em políticas públicas.

Lições Aprendidas

Lição Aprendida #1:	Os projetos precisam calibrar a ambição do projeto, a complexidade institucional e a capacidade de implementação.
Lição Aprendida #2:	Os projetos precisam concentrar sua abordagem no fortalecimento da apropriação local e do enraizamento territorial nas intervenções metropolitanas
Lição Aprendida #3:	A obtenção consistente de resultados requer a promoção de uma abordagem sequencial entre processos de planejamento, implementação de pilotos e estratégias de financiamento.
Lição Aprendida #4:	Abordagens de laboratório de inovação requerem tempo suficiente de implementação para gerar evidências, testar soluções, monitorar resultados e consolidar lições aprendidas.
Lição Aprendida #5:	As iniciativas do projeto devem estar claramente ancoradas em, ou ser capazes de mobilizar, estruturas institucionais com mandato relacionado às principais agendas apoiadas.

Recomendações

Recomendação #1:	Fortalecer o foco territorial do projeto e o engajamento institucional nas regiões metropolitanas, priorizando produtos estratégicos com maior potencial de sustentabilidade institucional.
Recomendação #2:	Revisar a metodologia dos pilotos de baixa emissão e fortalecer o papel dos laboratórios urbanos de inovação tanto no esquema de pilotos de baixa emissão quanto na participação nos diferentes produtos do projeto.
Recomendação #3:	Fortalecer a integração entre os componentes do projeto
Recomendação #4	Revisar o escopo e o foco da consultoria de governança metropolitana
Recomendação #5	Fortalecer o monitoramento das intervenções piloto
Recomendação #6	Clarificar o escopo dos módulos metropolitanos do SINEDU+.

Recomendação #7	Reforçar a avaliação de mecanismos de financiamento para o Mosaico de Unidades de Conservação e rever a abordagem do mecanismo PSA
Recomendação #8	Revisar o escopo e as prioridades dos planos de ação climática.
Recomendação #9	Preparar uma estratégia antecipada de saída e sustentabilidade
Recomendação#10	Consolidar uma estratégia realista de replicação e disseminação do conhecimento.

1. Project Overview

Brazilian metropolitan regions are experiencing rapid, unplanned urban growth that exacerbates environmental degradation, greenhouse gas (GHG) emissions, and biodiversity loss. Urban sprawl, car-centric development, and weak interjurisdictional coordination have led to fragmented governance, inefficient infrastructure, and increased pressure on natural ecosystems. Despite Brazil's relatively clean energy matrix, urban sectors such as transport, waste, and buildings contribute significantly to national GHG emissions. Moreover, urban expansion threatens critical biodiversity hotspots. These challenges are compounded by limited municipal capacity, inadequate planning tools, and insufficient access to sustainable finance mechanisms.

The CITinova II project addresses these systemic issues by promoting integrated metropolitan planning and piloting innovative, low-emission, and biodiversity-friendly urban solutions in three representative regions: Belém Metropolitan Region, Florianópolis Metropolitan Region, and Greater Teresina. It aims to strengthen governance, develop digital planning platforms, and implement demonstration projects that showcase the viability of sustainable urban development. By enhancing institutional capacity, facilitating access to finance, and fostering knowledge exchange, the project seeks to catalyze a national shift toward compact, inclusive, and environmentally resilient urban systems—contributing to Brazil's climate and biodiversity commitments while improving quality of life for urban residents.

The United Nations Environment Programme (UNEP) is the leading global environmental authority, responsible for setting the global environmental agenda, promoting the coherent implementation of the environmental dimension of sustainable development within the United Nations system, and serving as an authoritative advocate for the global environment. UNEP's Climate Change Division, in partnership with the Ecosystems Division, serves as the Implementing Agency for the full-sized project titled "Promoting Integrated Metropolitan Planning and Innovative Urban Technology Investments in Brazil." UNEP is accountable to the Global Environment Facility (GEF) for the implementation of this project, including the use of project resources as outlined in the CEO endorsement document and any amendments agreed upon by all donors.

The project is executed by the Ministry of Science, Technology and Innovation (MCTI), in partnership with the UNEP Brazil Office and the Brazilian Biodiversity Fund (FUNBIO), as co-executing partners. MCTI nominates a National Director and a National Coordinator, who are responsible for the general supervision of the project activities. UNEP Brazil is responsible for hiring the project team supporting MCTI in the project coordination and management. FUNBIO is responsible for executing the 4 components and managing the respective funds.

The proposed activities are organized into four Components:

Component 1 - Governance and integrated urban planning: Proposal of metropolitan governance arrangements, development of integrated metropolitan planning tools and preparation of integrated metropolitan plans for the mitigation of greenhouse gas emissions, integrated management of conservation units and urban green areas, solid waste management, sustainable urban mobility, and strategies for the sustainable urban development of urban areas.

Component 2 - Investments in low-emission technologies and biodiversity conservation: Implementation of low-emission pilot projects in the cities of Belem, Florianopolis, and Teresina. Development of agroforestry production chains on Combú Island, strengthening community-based conservation and fauna monitoring in the Pirajubaé Marine Extractive Reserve and strengthening water security and fauna monitoring in the Carijós Ecological Station.

Component 3 - Innovative financing: Strengthening national mechanisms for financing sustainable urban development initiatives. Capacity building of public entities to access financing. Development of a payment program for environmental services aiming to strengthen the conservation of Utinga State Park and to improve the provision of ecosystem services for the Belem Metropolitan Region.

Component 4 - Dissemination of knowledge and capacity building: Development of the Innovations and Solution System for Sustainable Urban Planning (SIS+) to promote the dissemination of knowledge on sustainable urban development and integrated urban planning at national, regional, and local level. Capacity building regarding sustainable urban planning. Systematization and dissemination of good practices, lessons learned and project experiences.

Purpose / scope of the evaluation and target audience for evaluation findings

A Mid-Term Review (MTR) is conducted approximately halfway through the project's implementation. Its purpose is to assess whether the project is on track, identify any challenges or issues encountered, and recommend corrective actions needed to ensure successful delivery of the project's objectives.

The project was approved for a GEF grant on December 18, 2021 and actual project action started in December 2022. It is now on its third year of implementation and is expected to conclude technical operation in July 2028 after an amendment of the contract including 18 months no cost-extension. The MCTI acts as the Executing Agency, with the support of two additional partners: UNEP Brazil and Brazilian Biodiversity Fund (FUNBIO).

Mid-Term review findings and judgements will be based on sound evidence and analysis, clearly documented in the Review Report. Information will be triangulated (i.e. verified from different sources) as far as possible.

The Mid Term Review addressed, inter alia, the following key questions:

Project team capacity: Given the current team composition and performance to date, does the project have adequate capacity to deliver results efficiently and effectively? Are roles, responsibilities, and reporting lines sufficiently clear and functional?

Theory of Change and results delivery: Are the ongoing activities likely to lead to the expected project outcomes and impacts as articulated in the Theory of Change? If not, what corrective measures or strategic adjustments should be considered to enhance effectiveness and impact?

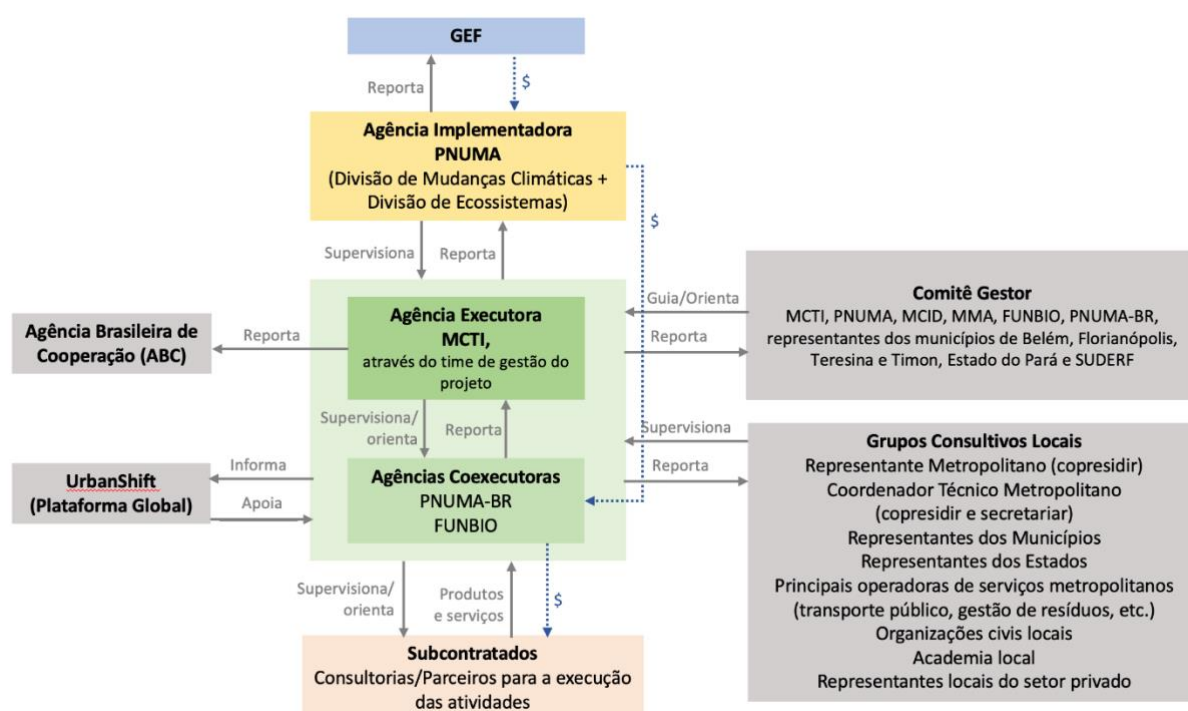
Stakeholder engagement: Are the key actors required for the success of the project adequately informed, consulted, and engaged in implementation at national and local levels?

Financial performance and expenditure rate: Is the current rate of expenditure appropriate for the project's mid point? Are resources being allocated and utilized in a strategic and cost effective manner in relation to results achieved and planned?

Environmental and social safeguards: Are safeguard risks being adequately identified, monitored, and mitigated? Have appropriate measures been taken to minimize potential negative environmental and social effects?

Use of lessons learned: Have recommendations and lessons learned from previous GEF 6 projects and related initiatives been appropriately considered and integrated into the design and implementation of the current project?

The institutional arrangements for project implementation are presented in the following figure:



The **Implementing Agency (IA)** is responsible for the project to the Global Environment Facility (GEF). This role is undertaken by the United Nations Environment Program (UNEP), Climate Change and Ecosystem Divisions. Key functions undertaken by each Division are listed below:

Climate Change Division

- Acting as overall lead GEF Implementing Agency for this project;
- Acting as GEF Implementing Agency for all project activities related to climate change;
- Signing the Internal Cooperation Agreement (ICA) and administering the project funds executed by UNEP Brazil.
- Administering the project funds assigned for the mid-term review and terminal evaluation

Ecosystems Division

- Acting as GEF Implementing Agency for all project activities related to biodiversity and land degradation;
- Signing the Project Cooperation Agreement (PCA) and administering the project funds executed by the Brazilian Biodiversity Fund (FUNBIO)

Both divisions:

- Ensuring timely disbursement/sub-allotment to co-executing agencies based on agreed legal document and in accordance with UNEP and GEF fiduciary standards;
- Following-up with co-executing agencies for progress, equipment, financial and audit reports;
- Providing consistent and regular oversight on project execution and conduct project supervisory missions as per Supervision Plans and in doing so ensures that all UNEP and GEF criteria, rules and regulations are adhered to by project partners;

- Technically assessing and overseeing the quality of project outputs, products and deliverables – including formal publications;
- Providing no-objection to main TORs and subcontracts issued by the project, including selection of the Project Manager;
- Attending and facilitating inception workshops, field visits where relevant, and steering committee meetings;
- Assessing project risks, and monitor and enforce a risk management plan;
- Regularly monitoring project progress and performance and rate progress towards meeting project objectives, project execution progress, quality of project monitoring and evaluation, and risk;
- Monitoring reporting by project executing partners and provide prompt feedback on the contents of the report;
- Promptly informing the management of any significant risks or project problems and take action and follow up on decisions made;
- Applying adaptive management principles to the supervision of the project;
- Approving budget revision, certify fund availability and transfer funds;
- Ensuring that GEF and UNEP quality standards are applied consistently to all projects, including branding and safeguards;
- Certifying project operational completion;
- Managing relations with the GEF secretariat.

The **Executing Agency** is responsible for the project execution. This role is undertaken by the Ministry of Science, Technology, and Innovations (MCTI). The ministry holds overall responsibility for the project's execution and together with the Brazilian Cooperation Agency (ABC), have signed an *executive programme* agreement with UNEP for the execution of the project.

The overall division of responsibilities between the agencies (MCTI, UNEP Brazil and FUNBIO) is the same as that used successfully for the GEF-6 integrated approach pilot sustainable cities project in Brazil. i.e. MCTI with overall project responsibility, and co-executing partners managing project funds and leading project technical work under the ministry's supervision. Since project revision number 2, MCTI is leading the team in charge of the technical work (hired by UNEP Brazil).

The Project Management Team (PMT) was originally envisaged to include the National Director and National Coordinator (both appointed and co-financed by MCTI), a Project Manager, a Junior Urban Planning Specialist, a Communication and Gender Advisor, a Climate Mitigation and Platforms Specialist, a Biodiversity Specialist, and three Metropolitan Region Technical Coordinators and Urban Planning Specialists (one based in each pilot metropolitan region). At the request of MCTI, this structure was subsequently revised, and the PMT currently consists of the National Director and National Coordinator (both appointed and co-financed by MCTI), a Project Manager, a Technical Coordinator, a Communication and Gender Assistant, and three Metropolitan Region Coordinators. Key functions of the project management team, under the technical responsibility of MCTI include:

- Ensuring the overall technical quality and coherence of the project;
- Ensuring that the project is executed in accordance with the project workplans and budgets;

- Supporting the Co-executing Agencies and the Technical Execution Partners in project execution, including by supporting the preparation of technical terms of reference;
- Reviewing workplans and budgets;
- Supervising activities;
- Facilitating coordination between the Co-executing Agencies, the Technical Execution Partners and the Local Advisory Groups;
- Chairing the Advisory Group of Specialists (AGS) and co-chairing the Local Advisory Groups (LAG) (see details of these below).
- Establishing a framework for cross-fertilization between the different entities (metropolitan regions, co-executing partners, Technical Execution Partners, AGS, LAG) that enables lessons learned to be shared and facilitates mutual support for project execution. This will build upon work undertaken to compile experiences, good practices and lessons learned through output 4.2. This builds upon a recommendation of the mid-term review of the GEF-6 Brazil sustainable cities project,⁷
- Leading all monitoring and evaluation activities, including tracking the implementation of the results based framework and the gender action plan.

The project document clearly presents its main objectives, components, and activities. A theory of change was developed during the formulation phase, outlining key objectives, outcomes, and outputs, as well as the main barriers, drivers, and underlying assumptions. An intermediate state was also defined within this framework.

Overall, this instrument adequately reflects the project's intended approach. However, during the inception phase of this Mid-Term Review, minor adjustments to the results framework were identified as necessary to support the development of a more robust theory of change—one that can better inform the evaluation process and guide the formulation of evaluation questions. The revised theory of change is presented in subsequent sections of this report.

These adjustments do not affect the overall results framework, as the project document remains robust and consistent, reflecting a thorough assessment during the design phase.

Results as in ProDoc	Reformulated Statement	Justification for Reformulation
Project Objective		
<i>Brazilian metropolitan regions reduce greenhouse gas emissions, conserve biodiversity and achieve economic, social and environmental co-benefits through an integrated urban planning approach.</i>		
Impact		
	Brazilian metropolitan regions strengthen metropolitan governance and integrated territorial planning frameworks to support climate action, biodiversity	The statement was phrased to align with UNEP's definition of "impact" as "long-lasting results arising, directly or indirectly from a project."

⁷ Recommendation #9: "establish an operational framework for cross-fertilization amongst the project executing partners."

Results as in ProDoc	Reformulated Statement	Justification for Reformulation
	conservation, and sustainable urban development.	
	The sustainable cities agenda in Brazil is reinforced	Added as it is important to assess how the project is contributing to strengthen the CITinova programme within MCTI as also the national agenda on sustainable cities. This was already included in the terminal evaluation of CITinova I as demonstrating the relevance of the intervention to consolidate this strategic public policy
Intermediate states (changes beyond the project outcomes that are required to contribute to impacts)		
Brazilian metropolitan areas are undertaking integrated urban planning, based on access to best practices, the adoption of platforms and tools for planning, executing and monitoring sustainable urban development interventions, improved mobilization of finance and strengthened management capacity	Strengthened institutional collaboration between metropolitan technical institutions and departments. Pilot projects are duly monitored and evaluated, with clear potential for replication in the targeted metropolitan areas and other regions of Brazil (project as Innovation Lab) Roadmaps for the development of PDUI in the targeted metropolitan areas are developed; New supra-municipal governance arrangements are promoted, and metropolitan areas develop harmonized monitoring tools for urban development. Projects targeting sustainable urban development are developed in the targeted metropolitan areas Pilot projects improve the quality of life of local populations	As defined in the ProDoc ToC, the intermediate state was too broad. During the Theory of Change re- formulation, there was the need to define a set of intermediate states that can be better used within the MTR to guide the project assessment. These are causal pathways that need to be achieved in order to contribute to the overall project impacts.
Project Outcomes		

Results as in ProDoc	Reformulated Statement	Justification for Reformulation
Outcome 1: Governments of the Belém Metropolitan Region, the Florianópolis Metropolitan Region and the Greater Teresina RIDE adopt integrated plans, strengthen governance and use new planning tools for accelerating sustainable urban development	No change	
Outcome 2: The governments of the municipalities of Belem, Florianópolis and Teresina invest in science and evidence-based solutions for low-emission and biodiversity-conservation centered urban development	No change	
Outcome 3: Metropolitan region and national actors initiate or strengthen innovative financing mechanisms for scaling-up sustainable urban solutions	No change	
Outcome 4 - Brazilian metropolitan region governments commit to greater ambition on sustainable urban development by drawing on new tools, enhanced access to good practices and strengthened capacity	Brazilian Metropolitan Region governments have enhanced capacities on sustainable urban planning	Reformulated to better correspond to what can be expected from this project component. The political commitment and ambition as defined in the ProDoc as in this reformulated ToC presented as intermediate states or drivers to achieve long term impacts.
Project Outputs		
1.1. An integrated planning digital module, linked to the System of Innovations and Solutions for Sustainable Urban Planning (SIS+), is available to support integrated urban planning of the Belém Metropolitan Region by its municipalities.	1.1. An integrated planning digital module focused on sustainable urban development and climate resilience is available to support integrated urban planning of the Belém Metropolitan Region	Revised to adapt to the current context and changes in the initial foreseen SIS + platform;
1.2. Integrated urban plans are developed as tools for the Belém Metropolitan Region to use in accelerating sustainable urban development	Integrated urban plans focused on climate mitigation, biodiversity conservation (protected areas and urban green areas) and waste management are developed as tools for the Belém Metropolitan Region to use in	Added the specific reference to the nature of the plans to be developed;

Results as in ProDoc	Reformulated Statement	Justification for Reformulation
	accelerating sustainable urban development	
1.3. A proposal for updating complementary law 027/95 to enhance the governance and management of the Belém Metropolitan Region is developed and submitted for approval by the State Government of Pará	No change	
1.4. An integrated planning digital module, linked to SIS+, is available to support integrated urban planning of the Timon-Teresina Urban Agglomeration by the Teresina and Timon municipalities	1.4. An integrated planning digital module focused on sustainable urban development and climate resilience is available to support integrated urban planning of the Timon-Teresina Urban Agglomeration	Revised to adapt to the current context and changes in the initial foreseen SIS + platform;
1.5. Integrated urban plans are developed as tools for the Greater Teresina RIDE municipalities to use in accelerating sustainable urban development.	Integrated urban plans on urban mobility and climate mitigation and actions plans on biodiversity conservation are developed as tools for the Greater Teresina RIDE municipalities to use in accelerating sustainable urban development.	Added the specific reference to the nature of the plans to be developed;
1.6. A proposal for local legislation to enhance the governance and management of the Timon - Teresina Urban Agglomeration is developed and submitted for approval by the Teresina and Timon municipalities	No change	
2.1. Local stakeholders in Belem gain awareness of the social, economic and environmental viability of a low-emission street, containing solutions identified through SIS+	Local stakeholders in Belem gain awareness of the social, economic and environmental viability of a low-emission street as a result of co-creation process	Added the reference to the co-creation processes as it is a key methodological approach from the project within this specific project activity.
2.2. Agroforestry production chains are developed or strengthened to enhance sustainable livelihood options for local communities in the Combú Island urban protected area in Belem	No change	
2.3. Local stakeholders in Teresina gain awareness of	2.3 Local stakeholders in Teresina gain awareness of	The reference to SIS + was deleted as this will no longer

Results as in ProDoc	Reformulated Statement	Justification for Reformulation
the social, economic and environmental viability of a low-emission city block containing solutions identified through SIS+	the social, economic and environmental viability of a low-emission city block as a result of a co-creation process;	be the solution to be implemented and added the reference to the co-creation process;
2.4. Local stakeholders in Florianopolis gain awareness of the social, economic and environmental viability of a sustainable district, containing solutions identified through SIS+	2.4 Local stakeholders in Florianopolis gain awareness of the social, economic and environmental viability of a sustainable district as a result of a co-creation process	The reference to SIS + was deleted as this will no longer be the solution to be implemented and added the reference to the co-creation process;
2.5. Three pilot investment projects in the Pirajubae Marine Extractive Reserve and Carijé Ecological Station in Florianopolis are executed to demonstrate methodologies to measure urban protected area health and foster community-based conservation	No change	
3.1. Brazilian local governments have access to strengthened national financing mechanisms for low-emission sustainable urban development	No change	
3.2. Brazilian local governments enhance capacity to access financial mechanisms for financing low-emission sustainable urban development	No change	
3.3. An innovative financing mechanism in support of conservation and ecosystem service provision in the Utinga State Park benefits urban dwellers in the Belém Metropolitan Area	No change	
4.1. A <i>System of Innovations and Solutions for Sustainable Urban Planning</i> (SIS+) for promoting sustainable urban development is available to Brazilian Federal, state and municipal Governments	A platform for promoting sustainable urban development is available to Brazilian Federal, state, metropolitan and municipal governments	The reference to SIS + was deleted as this will no longer be the solution to be implemented and added the reference to the co-creation process;
4.2. Brazilian city stakeholders strengthen their knowledge, through SIS+ and national networks, on good	No change	

Results as in ProDoc	Reformulated Statement	Justification for Reformulation
practices and public policies for achieving integrated sustainable urban development		
4.3. Local, state and federal stakeholders strengthen their capacity to undertake integrated urban planning as a result of training activities, including those provided through the Global Program of the Sustainable Cities Impact Program	No change	.

The project established specific targets related to GEF Core Indicators with the vast majority only with endline targets. Even considering there were no mid term targets, an assessment of the potential achievement of these targets will be made.

Indicator	Target
Terrestrial protected areas created or under improved management for conservation and sustainable use (Hectares)	16,355.7
Marine protected areas created or under improved management for conservation and sustainable use (Hectares)	1,687.0
Area of landscapes under improved practices (excluding protected areas) (Hectares)	27,861.0
Greenhouse Gas Emissions Mitigated (metric tons of CO ₂ e)	Direct: 5,611,683 Indirect: 18,937,180
Number of direct beneficiaries disaggregated by gender as co-benefit of GEF Investment	Female: 1,200,000 Male: 1,160,000 Total: 2,360,000

2. Review Methods

The review serves as a tool to foster reflection and collective analysis of project implementation. The Mid Term Review used a participatory approach whereby key stakeholders were kept informed and consulted throughout the evaluation process. The consultant maintained close communication with the project team and exchange information throughout the evaluation implementation phase in order to increase their ownership of the evaluation findings.

The evaluation assessed a set of evaluation questions⁸ including six strategic questions defined in the evaluation terms of reference:

- **Project team capacity:** Given the current team composition and performance to date, does the project have adequate capacity to deliver results efficiently and effectively? Are roles, responsibilities, and reporting lines sufficiently clear and functional?
- **Theory of Change and results delivery:** Are the ongoing activities likely to lead to the expected project outcomes and impacts as articulated in the Theory of Change? If not, what corrective measures or strategic adjustments should be considered to enhance effectiveness and impact?
- **Stakeholder engagement:** Are the key actors required for the success of the project adequately informed, consulted, and engaged in implementation at national and local levels?
- **Financial performance and expenditure rate:** Is the current rate of expenditure appropriate for the project's mid point? Are resources being allocated and utilized in a strategic and cost effective manner in relation to results achieved and planned?
- **Environmental and social safeguards:** Are safeguard risks being adequately identified, monitored, and mitigated? Have appropriate measures been taken to minimize potential negative environmental and social effects?
- **Use of lessons learned:** Have recommendations and lessons learned from previous GEF 6 projects and related initiatives been appropriately considered and integrated into the design and implementation of the current project?

The evaluation was based on the following methodological instruments, used as catalysts for collective reflection:

Contribution Analysis Contribution analysis, as other theory-based approaches, provides a systematic way of understanding the contribution an intervention has made to observed results (outcomes or impacts). It involves developing or drawing on a reasoned, plausible causal theory of how change is understood to come about. The process includes assessing whether existing and additional evidence is consistent with this theory of change, revising the theory of change to better incorporate other contributory factors, and identifying and ruling out, where warranted, alternative explanations in order to understand an intervention's actual contribution.

The focus on the project theory of change allows to i) engaging all relevant players in assessing the change; ii) shifting the focus of the intervention from the achievements to lessons learned and future challenges; iii) representing the change processes based on evidence and facts; iv) assessing the effective impact of the intervention held.

During the inception phase an adjusted ToC was developed updating the project ToC with minor adjustments to facilitate and guide the MTR process. The use of this instrument allows: i) to engage all relevant players in assessing the change; ii) to shift the focus of intervention from the output to the outcomes, intermediate states and impacts; iii) to represent the change processes based on evidence and facts; iv) to reflect on the integration between activities and strategies

⁸ Annex 1 Evaluation Framework

and v) to attribute the effective impact to the intervention held.; v) to assess the extent to which the drivers and assumptions necessary to realized the intended results held.

Desk review of relevant background documentation including CEO Endorsement Document and Appendices; Reports of all revisions introduced to the project document after approval; Project reports, including: half year progress reports, project implementation reports (PIRs), expenditure reports, financial statements, audits, inventory reports, progress reports from collaborating partners; Any relevant meeting minutes, correspondence and management tools; Evaluations/Reviews of similar projects; Other project documents, including main deliverables, updated gender action plan and record of lessons learned, etc.

Individual and/or group interviews with major stakeholders including executing agencies, UNEP's team, project coordination unit, local and central government, civil society representatives and final beneficiaries. In summary, key stakeholders engaged in the MTR included the UNEP Task Manager (TM) and team members; UNEP Fund Management Officer (FMO) and administrative assistant; UNEP Brazil Project Manager (PM) and team members; FUNBIO Project Manager (PM) and team members; National Director and National Coordinator (MCTI), Project steering committee members; relevant stakeholders, including governmental agencies and officials, representatives from technology and educational institutions and service providers.

Focus-groups – Considering the complexity of the project and its implementation across different regions involving a wide range of stakeholders, the evaluation initially intended to conduct focus group discussions in each of the regions where field visits would not take place (Belém and RIDE Teresina). These discussions were meant to collectively assess project achievements, constraints, lessons learned and challenges for future actions. However, limitations related to the MTR timeline and the availability of key stakeholders prevented the organization of these focus groups. As a result, most meetings were conducted either individually or with small groups of representatives from the same institution.

Field visits: The MTR included field visits to Brasília and Florianópolis. The site selection, outlined in the MTR ToR, was justified by the need to hold in-person meetings with the project management unit, as well as the executing and co-executing agencies. Additionally, the visits facilitated the engagement with the various Ministries participating in the project activities and allowed the evaluator to observe some of the biodiversity pilot projects already implemented in the Florianópolis Metropolitan Region.

3. Theory of Change

The project document (CEO Endorsement) includes both a problem tree and a Theory of Change (ToC) diagram, illustrating the main challenges to be addressed, the underlying barriers, the project's key strategies and components, and a set of assumptions and drivers. While the original ToC is clear and coherent, it was revised during this evaluation with minor adjustments to better support the assessment process. These refinements include a more detailed definition of intermediate states, avoiding overly broad formulations that are difficult to assess, as well as a revision of key assumptions and drivers to better align with UNEP's evaluation framework and to serve as practical evaluation markers.

According to UNEP, a driver is a significant external factor that, if present, is expected to contribute to the achievement of intended results and **can be influenced by the project and its partners**. As such, drivers represent critical elements for analysis. The revised ToC does not alter the overall intervention logic; it maintains the original objectives and components, while enhancing its usability for evaluation purposes. The achievement of the project's overall objective depends directly on the delivery of its four outcomes, each corresponding to a specific component. The ToC is informed by multiple influencing factors connected through causal pathways, structured around key drivers and assumptions.

Component 1 focuses on the development of integrated planning digital modules, the preparation of integrated urban plans in the Belém, Teresina, and Florianópolis metropolitan regions, and the formulation of proposals to strengthen metropolitan governance and management. These efforts are expected to contribute to **Outcome 1**: strengthened governance, adoption of integrated plans, and the use of improved planning tools to accelerate sustainable urban development. This outcome depends on critical assumptions, particularly sustained political commitment and the translation of plans into strategic decisions and concrete actions.

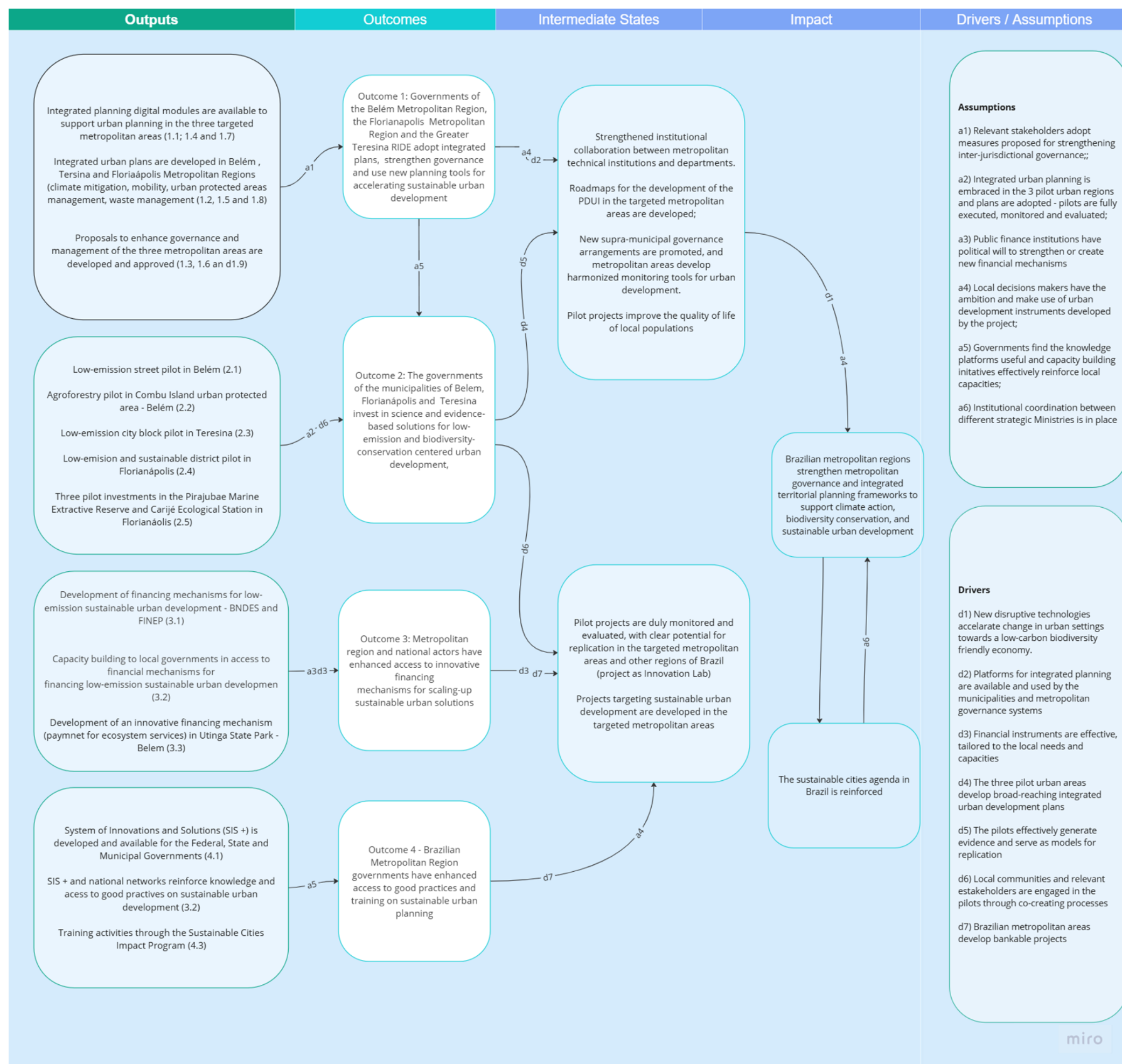
Component 2 includes the implementation of low-emission pilot interventions across the three regions, including an agroforestry pilot in Combu Island (Belém) and pilot investments in the Pirajubaé Marine Extractive Reserve and the Carijós Ecological Station (Florianópolis). These interventions are expected to contribute to **Outcome 2**: increased investment by municipal governments in science- and evidence-based solutions for low-emission, biodiversity-centered urban development. This outcome relies on assumptions such as the timely implementation and monitoring of pilot activities, as well as key drivers including effective community and stakeholder engagement in co-creation processes.

Component 3 addresses the development of financing mechanisms for sustainable urban development, capacity building for local governments to access financial instruments, and the design of innovative solutions such as payment for ecosystem services in Utinga State Park (Belém). These actions aim to achieve **Outcome 3**: enhanced access to innovative financing mechanisms for metropolitan and national actors. This depends on assumptions related to the willingness and capacity of public financial institutions to develop or adapt financial instruments, as well as drivers such as the project's ability to influence the design and uptake of effective, context-specific financing solutions.

Component 4 focuses on the development of the System of Innovations and Solutions (SIS+), strengthening knowledge-sharing platforms, and delivering capacity-building activities. This is expected to lead to **Outcome 4**: improved access by metropolitan governments to knowledge, good practices, and training on sustainable urban development. Achieving this outcome requires that knowledge platforms are perceived as relevant and useful, and that capacity-building efforts effectively strengthen local capacities in a sustained manner.

As noted, intermediate states were introduced in the revised ToC to better capture progress along these pathways and to facilitate assessment of project implementation. These, along with the refined drivers and assumptions, are presented in the ToC diagram and serve as a framework for guiding the evaluation analysis.

Figure 1: Reconstructed Theory of Change



miro

4. Key questions focused on the Theory of Change

Intervention Level	Key questions
Component 1 - Integrated Urban Planning 	Are the key outputs being achieved? Are delays significantly affecting the ability to achieve project outcomes by the end of the implementation period? How is the project addressing these risks? Is the current workplan still realistic and aligned with implementation progress? Is there strong political ownership in each of the targeted metropolitan regions, and is this translating project deliverables into effective public policies? Are relevant stakeholders effectively engaged and committed to the project's metropolitan governance objectives? How is the project engaging government and civil society stakeholders in the development of strategic documents and action plans? To what extent could the 2026 elections pose a risk to the achievement and continuity of project objectives? Are lessons learned being systematically captured and disseminated? If so, through which mechanisms?
Component 2 - Pilot innovative investments 	Are the key outputs being achieved? Does the consultation process for pilot investments ensure meaningful stakeholder buy-in? Is the timeframe for implementing pilot investments realistic? What risks are associated with the current workplan? Will there be sufficient time for monitoring to effectively inform replication strategies? What tangible results have been achieved from the biodiversity pilot interventions implemented to date? Have these pilot initiatives been adequately documented, and has the experience been effectively disseminated?
Component 3 - Innovative Financing Mechanisms	Are the key outputs being achieved? Are all relevant stakeholders engaged in the process as expected? Is the workplan for this component still realistic? Are risks being effectively managed, and is adaptive management being applied? Will there be sufficient time to develop financing mechanisms, train relevant beneficiaries, and support the preparation of bankable projects?

Intervention Level	Key questions
Component 4 - Knowledge platforms and capacity building initiatives	Are the key outputs being achieved? At what stage is the development of the integrated urban management platform, and is it being tailored to the needs of metropolitan regions? How are the Ministry of the Environment (MMA) and the Ministry of Cities engaged in this process? Is the project successfully promoting synergies with other ongoing national programmes? What are the results and impacts of the capacity-building initiatives?
Intermediate States	How is institutional collaboration being strengthened among metropolitan technical institutions and departments? Is it feasible to develop roadmaps for the development of the PDUI in the targeted metropolitan areas as a result of the project intervention? What new supra-municipal governance arrangements are being promoted, and are metropolitan areas adopting harmonized monitoring tools for urban development? Will the project be able to promote a clear strategy for replication of the pilot intervention in the targeted metropolitan areas and other regions of Brazil (i.e., is the project functioning as an innovation lab)? Will it be possible and realistic to develop bankable projects to pilot the innovative financing mechanisms under development within the timeframe of the project?
Impact	What is the expected impact of the project towards a low emission economy in which enhanced Metropolitan governance lead to a reduction in GHG emissions and biodiversity conservation is fully mainstreamed into urban land management? Is the project reinforcing the role of MCTI in the sustainable cities agenda in Brazil? Is this effort being done in synergies with other relevant ministries such as MMA and Ministry of Cities?

5. Review Findings

5.1 Strategic Relevance

5.1.1 Alignment to UNEP's, Donors and Country (global, regional, sub-regional and national) strategic priorities

The project demonstrates strong strategic alignment with UNEP's Medium-Term Strategy (MTS), Programme of Work (POW), the GEF-7 Sustainable Cities Impact Program and Agenda 2030.

Regarding UNEP's MTS the project is particularly aligned with strategic objective 1: climate stability and with the thematic sub-programme: climate action. The project includes activities focused on low-emission and resource-efficient activities for emissions reduction, access to technology and financial resources for improved mitigation and adaptation and ecosystem-based adaptation and other innovative technologies to promote resilience with a focus on urban settings.

The project is strongly aligned with the GEF-7 Sustainable Cities Integrated Program as it promotes integrated metropolitan planning, low-emission urban development, biodiversity conservation, innovative financing and multi-level governance approaches to address the systemic environmental challenges associated with urbanization in Brazil.

Its integrated focus on metropolitan governance, climate mitigation, biodiversity conservation and sustainable urban planning directly contributes to SDGs 11, 13, 15 and 17, while also supporting Brazil's national urban, climate and biodiversity agendas. The project was explicitly designed to address systemic urban challenges associated with urban sprawl, fragmented governance, transport emissions and ecosystem degradation through integrated and evidence-based metropolitan planning approaches.

The project also aligns strongly with the Bali Strategic Plan for Technology Support and Capacity Building through its emphasis on institutional strengthening, technical assistance, planning tools, georeferenced platforms, knowledge systems, training activities and dissemination of sustainable urban solutions and promotion of the climate and biodiversity agenda in Brazil. The project's design includes important replication and scaling ambitions at the national level, particularly through federal knowledge-sharing platforms, partnerships and interministerial alignment between MCTI, MCID and MMA. Regarding South-South Cooperation, the project has a relevant contribution through the dissemination of Brazilian metropolitan governance experiences and sustainable urban planning models and initiatives. At this level the Urbanshift activities were highly relevant.

The project is strongly aligned with the environmental and governance needs of the target metropolitan regions, particularly given the persistent weaknesses in interjurisdictional coordination and implementation of the Metropolis Statute. The project incorporates some inclusion and livelihood dimensions, including gender-sensitive indicators, community-based conservation activities and participatory approaches. Nevertheless, the social inclusion and "leave no one behind" dimensions in the project design appear less developed than the project's environmental and institutional components. Overall, the project demonstrates very strong conceptual and strategic relevance, although the scale of its intended transformational outcomes may exceed what can realistically be achieved within the project timeframe and implementation arrangements.

At the national level, the project was fully aligned with the main guidelines of national environmental, urban and innovation policies, including the National Climate Change Policy, Sustainable Urban Development Policy, the City and Metropolis Statutes, the National Environment Policy and the National Innovation Policy.

Rating for Alignment to UNEP/GEF/Donor Strategic Priorities: Highly Satisfactory

5.1.2 Complementarity/Coherence⁹ with Relevant Existing Interventions

The project builds on the previous GEF-6 CITinova I initiative and incorporates lessons learned from its implementation, scaling up the approach from the municipal to the metropolitan level while maintaining a common framework based on integrated sustainable urban planning, pilot investments, capacity building and knowledge management. Under GEF-7, the project expands upon the integrated planning experiences developed during GEF-6 to address more complex coordination and governance challenges at the metropolitan scale. It also seeks to demonstrate sustainable urban solutions in three metropolitan regions that differ significantly from the GEF pilot cities in both climatic and socio-economic contexts.

As the project was designed while CITinova I was still under implementation, it was not possible to fully capture all lessons learned from the earlier project. Nevertheless, both initiatives are part of a broader interministerial sustainable urban development programme that combines strategic planning, institutional strengthening and pilot investments to generate evidence and inform sustainable urban development policies and practices in Brazil.

The project demonstrates a strong level of alignment and coordination among three key ministries: MCTI as the executing agency, and MCID and MMA as the principal government bodies responsible for urban development, environmental policy and climate change adaptation. This interministerial articulation is more clearly structured in CITinova II than in the previous phase and facilitates complementarities with several ongoing initiatives implemented by these ministries.

A particularly relevant initiative with which the project is closely aligned is the PCVR – Green and Resilient Cities Programme. Established through Decree No. 12,041 of 5 June 2024, the programme aims to improve the environmental quality and resilience of Brazilian cities in the face of climate change impacts through the integration of urban, environmental and climate policies, while promoting sustainable practices and enhancing ecosystem services provided by urban green spaces. The programme adopts a shared governance model coordinated through an interinstitutional management committee involving MMA, MCTI and MCID.

The PCVR focuses on strengthening ecosystem services in cities through the expansion and restoration of green infrastructure, urban tree planting and water resource management; promoting standardized parameters for sustainable and resilient urban planning; reinforcing institutional capacities for climate mitigation and adaptation; and supporting scientific research and technological solutions related to sustainable urban development. The programme also supports municipalities through calls for proposals focused on sustainable investments, capacity-building activities and technical support for sustainable land use and land management. Key intervention areas include nature-based solutions, low-carbon technologies, sustainable mobility and urban waste management. In this context, CITinova demonstrates a high degree of complementarity and strategic alignment with the PCVR.

The project is also complementary to other ongoing initiatives, including AdaptaCidades, implemented by MMA, which aims to strengthen climate governance at the local level by supporting municipalities in the preparation of climate action plans and facilitating access to financing for implementation. This complementarity is particularly relevant considering the growing number of climate planning initiatives being developed in cities such as Belém and Teresina, as well as at the state level in Pará and Piauí.

Additional synergies were identified with the DUS – Cidade Presente project, implemented under the Brazil-Germany Cooperation for Sustainable Development through a partnership between MCID and GIZ, with funding from the German Federal Ministry for Economic Cooperation and Development (BMZ). This initiative supports the formulation of national urban development policies and implementation of sustainable urban actions at the municipal level.

⁹ This sub-category is consistent with the new criterion of 'Coherence' introduced by the OECD-DAC in 2019.

The project also aligns closely with the Capacidades platform developed by MCID to strengthen technical capacities and disseminate knowledge related to sustainable urban development. Capacity-building activities supported by CITinova are expected to be integrated into this platform, increasing the potential for replication and scaling-up.

Regarding access to financing for sustainable urban interventions, the project complements both PCVR and initiatives developed by other partners, including WRI's FinanCidades program, which seeks to connect municipalities and financial institutions to facilitate access to funding for sustainable urban development strategies.

Despite the political and institutional context, characterized by frequent changes at national and local levels that create challenges for establishing coherent and long-term sustainable urban development policies, the project has remained relevant, coherent and synergistic with other ongoing initiatives in the country, while avoiding duplication of efforts. As a considerable amount of time has passed since the project design phase, there is now a need for better alignment with plans and programs being implemented in each of the project's target regions, which were not taken into account in the original design. However, this can also be seen as an opportunity to strengthen synergies and complementarities.

Rating for Complementarity with Existing Interventions/Coherence: Satisfactory

Rating for Strategic Relevance: Highly Satisfactory

5.2 Quality and Revision of Project Design

The project design clearly articulates its objectives, strategies, and the barriers it seeks to address. It responds to the central challenge that Brazilian metropolitan areas are expanding in an unsustainable manner, driven by an inefficient development model characterized by urban sprawl. This model generates multiple negative environmental impacts, including high greenhouse gas emissions, biodiversity loss, habitat fragmentation, and increased pressure on ecosystem services. It also contributes to costly and complex urban governance systems and ultimately undermines quality of life.

In response, the project aims to strengthen local, state, and federal capacities for integrated urban planning, catalyze sustainable investments, and promote long-term urban sustainability. It focuses on three representative metropolitan regions: Belém, Greater Teresina (RIDE), and Florianópolis, while also promoting the replication and scaling up of good practices at the national level. The project builds on the experience of CITinova I (GEF-6), shifting from city-level innovation to a metropolitan-scale approach. It is designed to address key barriers, including weak interjurisdictional coordination, limited evidence on the viability of sustainable urban solutions, restricted access to financing, and insufficient technical capacity at the local level.

The project components are well aligned with these barriers and demonstrate overall coherence. However, the design may not have fully accounted for the increased complexity of the intervention. Compared to CITinova I, the project operates with a reduced budget while engaging in a more complex governance context that requires substantial stakeholder coordination and alignment. While the design seeks to avoid the fragmentation observed in the previous phase, it relies on several critical assumptions and enabling conditions. These include the timely availability of integrated planning platforms, sustained political commitment, access to financial instruments to scale up pilot actions, and sufficient time to generate and apply evidence from pilot interventions. Although these drivers are acknowledged, the available time and resources may not be fully adequate to support them, creating risks that were assessed in this Mid-Term Review.

The project also introduces a significant shift in its implementation model. Under CITinova I, the Ministry of Science, Technology and Innovation (MCTI) ensured strategic leadership, while local institutions played a key role in implementation, contributing to ownership and sustainability. In the current project, UNEP and FUNBIO act as co-executing partners supporting MCTI, but no local

institutions are directly responsible for implementation at the metropolitan level. This places a strong demand on the project management unit to ensure effective coordination, communication, and local articulation. While this approach may promote greater coherence, alignment with federal policies and reduce fragmentation, it also introduces risks related to stakeholder engagement and local ownership that require careful monitoring.

CITinova I contributed significantly to intermediate outcomes, including strengthened institutional collaboration, increased political commitment to sustainable urban development, improved use of evidence in planning processes, and the mainstreaming of nature-based solutions at the national level. CITinova II builds on these achievements and seeks to consolidate and expand them. The extent to which local ownership is maintained and strengthened will therefore be a critical aspect of this MTR.

In this context, it is important to note that the metropolitan governance framework remains fragile, with only the Florianópolis Metropolitan Region currently having a metropolitan agency in place (SUDESC), while RMB and RIDE Teresina–Timon still need to operationalize their metropolitan governance strategies. As a result, the project objectives and implementation structure proved to be significantly more demanding than initially anticipated. In particular, the project design was highly ambitious and may have underestimated the institutional and political complexity associated with metropolitan governance reform, cross-sectoral coordination, and long-term urban transformation processes.

Many of the implementation challenges identified during the MTR, including weak local ownership, coordination difficulties, and delays in operationalization, are linked to structural barriers already recognized in the original project design. However, the balance between the project's scope and the time, resources, and level of ownership required from key local stakeholders may not have been adequately calibrated.

The continued use of pilot interventions as “innovation labs” remains consistent with the overall CITinova approach. However, the success of this model depends on timely implementation and the ability to generate actionable evidence to inform scaling-up strategies. Delays in implementation may limit the project's capacity to achieve its intended replication outcomes. In addition, reduced resources and limited time may constrain the development of a robust innovation lab capable of generating solid evidence to support sustainable local strategies.

Civil society engagement is foreseen across several components, particularly in the development of strategies and plans. However, the absence of key actors involved in the previous phase, such as the Sustainable Cities Institute, may represent a missed opportunity to consolidate earlier achievements, strengthen advocacy efforts, and enhance linkages between pilot interventions and national-level processes. This gap may be mitigated through the current implementation strategy but should be assessed during the review.

The project builds on several innovative activities implemented under the GEF-6 project, particularly knowledge platforms such as OICS (Sustainable Cities Innovation Observatory) and integrated urban planning databases such as SISDIA in Brasília. Although CGEE, the institution responsible for promoting OICS, was initially envisaged as one of the project's executing agencies, this arrangement changed following the first project amendment.

OICS functioned primarily as a database of nature-based solutions applied to urban development. However, these solutions were neither ranked nor prioritized at the city level. While the platform included broad city typologies, these lacked the granularity required to contextualize solutions to the specific circumstances of individual cities.

The project retained the objective of developing an integrated digital planning module linked to the System of Innovations and Solutions for Sustainable Urban Planning, intended for use by Brazilian federal, state, and municipal governments. However, the original project design did not clearly define how this platform would be operationalized or how it would simultaneously fulfil the dual objective of supporting integrated urban planning at the metropolitan level while also serving as a dynamic tool to assess and evaluate the potential impacts of specific innovations or solutions tested within targeted territories.

The project design includes specific activities and components to collect and share lessons learned and disseminate them and scale-up to other municipalities at national level. At this level, the project design was highly satisfactory.

The project is being implemented within a complex political and institutional context, characterized by election cycles every two years that regularly result in changes at the national, state, and municipal levels. These transitions naturally affect project implementation. Such risks significantly impacted the implementation of CITinova I (GEF-6), and the upcoming federal and state elections in 2026 may similarly affect political commitment and stakeholder continuity under the current project. Given the project's reliance on multi-level governance and sustained stakeholder engagement, these risks require close monitoring. While the project correctly identified these risks from the outset, they continue to materialize regularly, and mitigation measures can only partially reduce their effects.

The project has undergone three amendments and now has a revised completion date of 31 July 2028. These revisions include changes in implementation arrangements, adjustments to the project team and budget allocations, updates to the results framework, and an 18-month no-cost extension. While these adjustments aim to improve delivery and safeguard outcomes, they also reflect the evolving complexity of the project context and the need for adaptive management.

Rating for Project Design: Satisfactory

5.3. Effectiveness

5.3.1 Availability of Outputs

Component 1. Governance and evidence-based integrated planning

An integrated planning digital module focused on sustainable urban development and climate resilience is available to support integrated urban planning of the Belém Metropolitan Region (1.01), Timon-Teresina Urban Agglomeration (1.04) and Florianópolis Metropolitan Region

The project initially aimed at developing a web-based planning platform, referred to as an integrated planning digital module, to support municipalities in the three targeted metropolitan regions in undertaking integrated urban planning. According to the project document, the platform was expected to: (i) facilitate integrated urban planning through a geospatial information system; (ii) support the identification and prioritization of sustainable urban solutions; and (iii) track progress towards the Sustainable Development Goals (SDGs).

The project concept drew heavily on experiences from GEF-6 CITinova I, particularly the development of the integrated planning platform SISDIA in Brasília, as well as support to knowledge platforms such as OICS, which functioned as a database of nature-based solutions for urban planning, and the Sustainable Cities Program (SCP), which monitored, ranked, and provided technical assistance to municipalities regarding SDG implementation.

During implementation, the project substantially adjusted its initial approach. The current objective is to support the development of a federal system designed to assist public managers and municipal technical staff in identifying and prioritizing sustainable urban solutions aligned with integrated urban planning instruments, while also facilitating access to financing for their implementation. This revised approach is aligned with the Ministry of Cities' (MCID) objective of developing the National Information System for Urban Development (SINIDU) under the National Urban Development Policy (PNDU). SINIDU aims to make data available to support sustainable and integrated urban development in Brazilian municipalities, urban agglomerations, and metropolitan regions, including information relevant for climate planning.

In parallel, the Ministry of Science, Technology and Innovation (MCTI) is developing DataClima+, a system intended to strengthen Brazil's national transparency framework and support the

formulation of public policies in line with the transparency requirements of the Paris Agreement. In this context, the project has promoted alignment among these different initiatives and funding streams and decided to invest in an integrated solution capable of supporting sustainable urban development at both subnational and federal levels.

The project now proposes the development of the National Information System for Urban Development and Climate Planning (SINEDU+Clima), linked to DataClima+. To support this objective, the project contracted the National Education and Research Network (RNP), an institution connected to MCTI. The platform design process is currently underway within the framework of an interministerial partnership agreement that could contribute positively to the sustainability of this initiative.

The implementation phase of the platform will require a separate procurement process and can only proceed once the platform architecture has been fully defined. However, important uncertainties remain regarding the platform's scope and its articulation with other national-level systems. More critically, there is still limited clarity regarding how the metropolitan modules will connect with existing platforms and how these tools will be strategically integrated with other key interventions under CITinova II.

1.02 Integrated urban plans are developed as tools for the Belém Metropolitan Region to use in accelerating sustainable urban development (Climate and Technology Action Plan, Integrated Action Plan for Protected Areas and Green Urban Areas and Integrated Solid Waste Management)

Overall, the procurement processes for these three consultancies experienced significant delays, with contracts for the Climate Action Plan and the Integrated Action Plan for Protected Areas only signed during the second semester of 2026.

The Climate Action Plan consultancy, which includes the development of climate and technology action plans for the three target metropolitan regions, represents a major project investment, with a contract value exceeding USD 1 million. To date, the consultancy has demonstrated weaknesses in the delivery of the initial outputs related to territorial diagnostics and work plans and has not been able to mobilize the full team proposed during the procurement process. In the Metropolitan Region of Belém (RMB), the Municipality of Belém has already developed its own Climate Action Plan, while the State of Pará also has a state-level Climate Action Plan in place. As a result, it remains unclear how this consultancy will complement and add value to existing strategies, even if it is intended to operate at a different territorial scale. Given the scale of the investment and the current level of uncertainty surrounding the consultancy, these complementarities and strategic alignments need to be clarified.

The Integrated Action Plan for Protected Areas and Urban Green Areas is, by contrast, widely regarded by stakeholders as a highly strategic intervention for the region. Given that the RMB is located within the Amazon region, biodiversity conservation is considered a key element of sustainable development and is closely linked to challenges such as urban sprawl and urban expansion into environmentally sensitive areas. The process has generated significant stakeholder interest and is expected to deliver a strategy, action plan, and proposals for a legal and governance framework by the end of 2026.

Regarding the Solid Waste Management Plan, although solid waste management remains a major challenge for the metropolitan region, the project concluded that the state government was already preparing the waste management plans. Moreover, the project would not have sufficient resources to support an adequate response in this area. Consequently, this activity will no longer be implemented.

1.03 A proposal for updating complementary law 027/95 to enhance the governance and management of the Belém Metropolitan Region is developed and submitted for approval by the State Government of Pará

The project initial objective was to promote the governance and management of the metropolitan area, as a necessary condition for institutionalizing sustainable and integrated planning practices. The project document mentioned that: “the proposal will consist of a management model and governance system for the Belém Metropolitan Region. It will be developed on the basis of a participatory development process led by the project’s Local Advisory Group and involving the State of Pará, the metropolitan area’s municipalities, academia, private sector and civil society.” The objective was relevant as according to the Metropolitan statute, metropolitan regions should include a management structure with an executive body consisting of representatives of the Executive Branch of federative entities; a deliberative collegiate body with representatives from civil society; a public organization with technical and advisory functions and an integrated system of resource allocation and accountability. RMB does not have this management entity in place, and the project proposal was relevant. However, until now, the metropolitan governance consultancy is still to be hired, the process of stakeholder engagement is RMB is still fragile and the local advisory group met by the first time in April 2026. Therefore, it is still possible to present proposals to enhance the metropolitan governance framework in the RMB but it is not expected to have consistent outcomes during the project timeline.

1.05 Integrated urban plans are developed as tools for the Greater Teresina RIDE municipalities to use in accelerating sustainable urban development – Climate and Technology Action Plan, Integrated Sustainable Mobility Plan for the Timon-Teresina Urban Agglomeration and Biodiversity Strategy and Action Plan

Regarding these plans, the Climate Action Plan faces the same constraints highlighted above, as the consultancy remains delayed and continues to demonstrate implementation weaknesses that need to be addressed. Concerning the biodiversity strategy, initial consultation processes and territorial diagnostics are underway. However, it will be essential to secure stronger local engagement and institutional commitments regarding both the legal framework to be adopted and the governance model to be established.

In this context, it is also important to note that, since the project design phase, the Municipality of Teresina has developed its own Climate Action Plan, which should have prompted a reassessment and adaptation of the objectives associated with this project output. Furthermore, the original project design envisaged a focus on the urban agglomeration rather than the entire RIDE territory. This distinction should be strategically reconsidered, particularly in light of the current uncertainties surrounding the consultancy and the need to ensure complementarity with existing planning instruments.

With respect to the mobility plan for the Teresina–Timon agglomeration, the project is still exploring possible approaches, but there is a clear misalignment between the scale of regional needs and the resources available through the project. In addition, both Teresina and Timon have already developed mobility studies and strategies in recent years, which required a reassessment of the project’s initial expectations and scope. Given the current implementation delays, it no longer appears feasible to proceed with a large consultancy process on metropolitan mobility planning. However, the topic remains highly relevant, and the available resources could instead be redirected toward pilot initiatives aligned with priorities already identified by both municipalities.

1.06 A proposal for local legislation to enhance the governance and management of the Timon-Teresina Urban Agglomeration is developed and submitted for approval by the Teresina and Timon municipalities

As mentioned above, the metropolitan governance consultancy has yet to be contracted, and this strategic output has therefore achieved limited progress to date. Some initial and relevant discussions were promoted through the “National Dialogues” initiative under UrbanShift

(Component 4), but implementation delays have hindered the development of more robust approaches and governance strategies.

Teresina–Timon represents a particularly challenging intervention area for several reasons. Although the two cities display the characteristics of a metropolitan region, they belong to two different states, creating significant institutional, administrative, and political constraints for coordination and alignment. In addition, the RIDE includes 13 other municipalities in the State of Piauí with markedly different territorial and socio-economic profiles.

The operationalization of the RIDE remains a major challenge, as it was formally created in 2002 but its governance and management bodies have never been fully operationalized. In this context, the output remains highly relevant. However, considering the implementation delays, the consultancy to be contracted will require a much stronger strategic focus, with clearly defined priorities and realistic objectives aligned with the project's remaining timeframe and resources.

1.08 Integrated urban plans are developed as tools for the Florianópolis Metropolitan Region municipalities to use in accelerating sustainable urban development – Climate and Technology Action Plan and Biodiversity Strategy and Action Plan

As discussed above, these project activities are being implemented through an external consultancy, which has already conducted participatory workshops and territorial diagnostics. The biodiversity strategy appears to be more advanced, while the Climate Action Plan is facing similar weaknesses and delays to those observed in the other metropolitan regions.

There is a clear need to ensure stronger alignment between the proposed outputs and existing state-level climate policies and strategies. In addition, particular attention should be given to the legal and governance arrangements associated with these strategic documents, so that they can effectively serve as operational tools to strengthen climate and biodiversity agendas within the Florianópolis Metropolitan Region.

1.09 Proposals on strengthened metropolitan governance arrangements and socio-environmental macrozoning guidelines are developed and submitted for approval by the Florianópolis Metropolitan Region Development Committee

The Florianópolis Metropolitan Region is the only one among the three targeted metropolitan areas with a clearly established metropolitan management body. SUDESC (formerly SUDERF) is the institution responsible for managing functions of common public interest at the metropolitan level and was originally designed with a primary focus on transport and mobility.

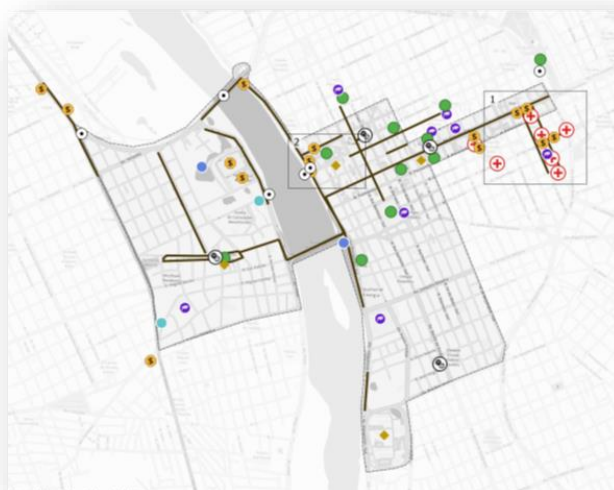
Previous executive leadership was strongly aligned with the project's objectives and approaches. However, the recent appointment of a new board has introduced a different perspective on metropolitan governance and regional management priorities. In this context, the metropolitan governance consultancy becomes particularly relevant to support ongoing institutional and strategic discussions.

There is also a need to reflect more broadly on the governance arrangements for the key agendas supported by the project, particularly climate and biodiversity governance. This is especially important at a time when SUDESC is advancing the preparation of the PDUI (Integrated Urban Development Plan), one of the core requirements of the Metropolitan Statute. Only a limited number of metropolitan regions in Brazil have successfully developed a PDUI, and the climate and biodiversity agendas supported by the project could make a significant contribution to this process.

Component 2 - Sustainable integrated low-emission and conservation investments

Local stakeholders gain awareness of the social, economic and environmental viability of a low-emission zones as a result of co-creation process in Belém, Teresina and Florianópolis (2.01, 2.03 and 2.04)

These pilot activities are among the project components generating the greatest interest from key stakeholders in each region, as they have the potential to translate into concrete investments at the municipal level. However, the project allocates relatively limited financial resources to this component, which constrains the scale of possible interventions. As a result, the co-creation process and the development of collaborative strategies for low-emission zones become the central added value of the activity.



The component is being implemented through an external consultancy responsible for leading consultations and territorial diagnostics. Territorial diagnostic studies have already been produced for each pilot site, and initial scenario analyses and proposals are currently under preparation.

Nevertheless, significant risks are associated with the implementation timeline. The consultancy is expected to conclude by March 2027, but this timeframe does not include the execution of the selected pilot interventions. The project will therefore still need to launch procurement processes for implementation, while simultaneously securing all required legal authorizations and licensing procedures within a very limited timeframe.

At this stage, several key issues should be highlighted:

- There is considerable stakeholder interest, but limited ownership and buy-in from key actors, many of whom perceive themselves as playing only a secondary role in the process. This is largely linked to the implementation model and accumulated project delays and is particularly evident in Belém, where consultation processes remain at an early stage.
- The timeline for co-creation, experimentation, and implementation is extremely compressed. This creates a risk that interventions will remain small-scale and lack sufficient replicability, ultimately limiting the establishment of a genuine “innovation lab” approach, which is one of the intended objectives of this activity.
- The project budget allocated to implementation is limited, which means that Component 3 may become essential to support the operationalization and scaling of selected proposals.
- Academic engagement could have been more strategically leveraged. Innovation lab structures already exist in targeted territories, including Florianópolis (UFSC) and Teresina (CESU), and these institutions could have become strategic partners in the design and implementation of the innovation lab methodology. Such collaboration would have enabled greater efficiency, stronger territorial anchoring, and synergies with complementary initiatives already underway. The engagement of these institutions remains both feasible and desirable, and related recommendations will be presented in this report.



Considering the current stage of implementation and the limited time remaining for project execution, the subsequent phases of this component are considered to face high implementation risks.

2.02 Local communities in the Combú Island urban protected area in Belém enhance sustainable livelihood options through strengthened management and development of agroforestry production chains

This pilot initiative is still at an early stage of implementation. As with several other project activities, it is being implemented through an external consultancy led by IFT – Instituto Floresta Tropical, a Civil Society Organization of Public Interest (OSCIP) focused on forestry issues and active in the Amazon region for more than 30 years.

The initiative is considered highly relevant by Ideflor-Bio, the state institution responsible for conservation areas in Pará State. However, given the early stage of implementation it is not yet possible to provide a comprehensive assessment of the pilot's effectiveness and potential impacts.

Some important observations can nevertheless be made at this stage. The intervention remains relatively small in scale, targeting approximately eight hectares of agroforestry systems. In addition, agricultural production initiatives require time before their results and sustainability can be properly evaluated. Since the purpose of these biodiversity pilots is to generate evidence capable of informing future replication strategies, strong alignment and coordination between the consultancy team and Ideflor-Bio will be essential.

While the intervention itself is not necessarily highly innovative, it may generate added value through the integration of productive activities within conservation areas. This approach should also be strategically linked to the broader agendas being developed under Component 1, particularly the Integrated Plan for Protected Areas in the metropolitan region.

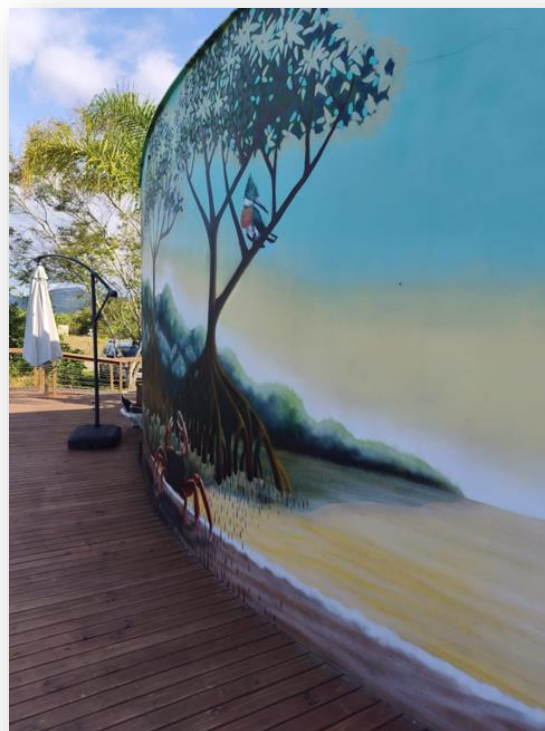
2.05 Three pilot investments in the Pirajubae Marine Extractive Reserve and Carijós Ecological Station in Florianópolis demonstrate methodologies to measure urban protected area health and foster community-based conservation

The biodiversity pilots in RMF were proposed by ICMBio during project design. While all are relevant, they are small in scale and may face challenges in generating sufficient evidence to inform a potential replication strategy. They mainly focus on addressing operational gaps within selected conservation units. Although the link between metropolitan governance, urban planning, and biodiversity conservation is present, a project with the overall resources of CITInova II could have been expected to promote a stronger and more explicit approach at this interface, with clearer replication effects.

Nonetheless, the support provided to the Carijós Ecological Station is helping improve water quality monitoring and the impacts of urban growth in coastal biodiversity, a key issue in Florianópolis at present, and can inform urban planning in the municipality. A bird monitoring pilot project is in its early stages but has the potential to encourage public engagement in conservation areas, with clear possibilities for replication. Project support has also enabled the hiring of researchers through scholarships, strengthening staff capacity to implement these pilot activities.

The community pilot project in the RESEX (marine extractive reserve) is still at a very early stage of implementation. The project has facilitated the hiring of researchers to assess the potential for tourism development and community engagement. ICMBio has previously developed community-based tourism activities, and the project is expected to support the relaunch of this initiative. Although initially planned for implementation over four years, project delays mean it will now likely be implemented in less than two years.

It will be important to gather evidence and lessons learned from these biodiversity pilots and integrate them into the broader biodiversity conservation strategy and action plan currently under discussion under Component 1. This would promote synergies, better alignment, and improved efficiency within the project.



Component 3. Innovative financing and scaling-up

03.01 - Brazilian local governments have access to strengthened national financing mechanisms for low-emission sustainable urban development

This project component is strategic, as it can enhance the capacity to implement strategies and pilots supported under Components 1 and 2, for which the project does not allocate substantial resources for full-scale implementation.

As in other components, there were delays in the procurement process for this consultancy, which is now being implemented by WRI – World Resources Institute. There has been a significant time lapse since project design, and the component’s innovative approach originally aimed to address one of the key barriers to municipal sustainable development: limited access to financial resources to implement concrete sustainability actions. While funding for sustainable urban development is no longer new and there are already available resources and ongoing initiatives with similar objectives, important constraints and barriers remain. These include challenges on the supply side—particularly for metropolitan-scale projects—as well as on the demand side, where municipalities and other local state entities often lack sufficient capacity to prepare and submit bankable proposals to financial institutions.

The selection of WRI is appropriate, as the institution is already developing synergistic initiatives such as FinanCidades. The process will build on existing programmes, including PCVR or the Climate Fund (Fundo Clima), demonstrating strong alignment between the project and broader strategic initiatives, as well as coordination between MCTI, MCID, and MMA. The project will establish a Committee for Supporting Access to Financing for Sustainable Urban Development (CODUS), which will likely function as a transitional body and later be integrated into the PCVR

funding technical committee. This will leverage the learning generated in the initial phase supported by the project and help institutionalize its outcomes, reinforcing a key policy instrument for sustainable urban development in the country.

The Terms of Reference do not explicitly mention financing of metropolitan-scale projects as mandatory, although this is mentioned as being desirable. Given project delays and the urgency in defining the interventions to be supported, it will be important not to lose the metropolitan focus of the approach or the alignment with strategic outputs developed under Components 1 and 2. This is particularly relevant as the selection of initial beneficiaries for training is expected to take place in July, with specific projects to be selected by the end of the year.

03.02 Brazilian local governments enhance capacity to access financial mechanisms for financing low-emission sustainable urban development

This output is linked to the previous one and is being implemented under the same contract with WRI. Local entities will be supported in preparing financial proposals for selected financial institutions and mechanisms, and strategic guidance materials will be developed and made publicly available.

03.03 An innovative financing mechanism in support of conservation and ecosystem service-provision in the Utinga State Park benefits urban dwellers in the Belém Metropolitan Area

This output experienced delays due to the temporary absence of the project's metropolitan coordinator, which affected coordination and resulted in delays in the timely preparation of the Terms of Reference. In addition, there were technical uncertainties regarding the design specifications for the proposed payment for ecosystem services (PES) pilot. At this stage, implementing a PES scheme within the remaining project timeframe appears challenging, as such mechanisms typically require an initial design phase followed by sustained payments over a sufficiently long period, conditions that are not fully compatible with the project's remaining implementation horizon. While the development of a PES scheme could still be pursued if all key stakeholders align on the methodology, rationale, and legal and operational arrangements, full implementation is unlikely to be feasible within the current timeframe.

Nevertheless, there is a clear and pressing need to support Ideflor-Bio and the Utinga National Park in addressing environmental pressures associated with pollution affecting the artificial lakes that supply approximately 75% of the water consumed in Belém municipality. The main issues include the illegal disposal of sewage and solid waste, which degrade water quality, threaten water security, and negatively affect surrounding communities.

In this context, supporting the Utinga conservation unit in developing a legal and operational framework for environmental compensation measures, and potentially strengthening existing agroforestry pilots, would likely represent a more feasible and impactful contribution to project objectives than attempting to fully implement a PES scheme at this stage. This approach could also serve as a complementary pathway toward future PES development by helping to build the institutional and technical foundations required for longer-term implementation. Both strategies remain relevant and should be further assessed by the project team to define priority actions to be developed during the final phase of project implementation.

Component 4 - Knowledge exchange and capacity building

4.01 A platform for promoting sustainable urban development is available to Brazilian Federal, state, metropolitan and municipal governments – see comments under component 1.

4.02 Brazilian city stakeholders strengthen their knowledge, through SIS+ and national networks, on good practices and public policies for achieving integrated sustainable urban development – The project is gathering lessons learned internally and is also connected to other national platforms for their dissemination. However, due to project delays, it is not yet possible to establish a fully consistent approach to this output, as robust evidence and consolidated experiences are only expected to become available towards the end of the project.

Nonetheless, the project is well integrated into broader initiatives and knowledge-sharing platforms, and information on project activities is regularly disseminated.

4.03 Local, state and federal stakeholders strengthen their capacity to undertake integrated urban planning as a result of training activities, including those provided through the Global Program of the Sustainable Cities Impact Program

The project is developing a training course on metropolitan governance, which will be disseminated through the MCID Capacidades platform. At this stage, it would be beneficial to strengthen engagement with metropolitan regions and further promote capacity-building and advocacy actions with this specific target regions, requiring improved coordination between project teams, consultants and better alignment between different outputs.

So far, the main achievements under this component are linked to the UrbanShift activities. These have been important milestones for bringing stakeholders together and fostering cohesion among the three targeted metropolitan regions. The “National Dialogues” initiative also had a significant impact in fostering a sense of ownership of the project; however, delays have limited its full consolidation.

In addition, many stakeholders view the UrbanShift activities as among the most impactful interventions supported by the project. They have played a key role in advancing the agenda for sustainable and resilient cities, strengthening the climate agenda, and facilitating connections between key municipalities and potential donors and partners.

Rating for Availability of Outputs: Moderately Satisfactory

5.3.2 Progress towards Project Outcomes

The project is still at a very early stage of implementation for most of its activities. As such, the immediate priority for the project management team is to ensure the effective delivery of outputs. However, it is equally important to maintain focus on the expected outcomes. Even if broadly defined, these outcomes include specific indicators that must be duly monitored and should continue to guide project implementation.

Overall, several key drivers and assumptions identified in the reconstructed Theory of Change require attention in order to support the achievement of project outcomes. At this stage, it is already possible to assess most of them.

The project demonstrates a significantly stronger level of collaboration between MCTI, MCID, and MMA compared to the GEF-6 Citinova I project. This represents an important opportunity to consolidate the climate and sustainable urban development agenda, positioning the project as a unifying platform for stakeholders in this field.

However, a considerable time gap between project design and implementation has led to changes in context and priorities across the target regions. Examples include the development of municipal Climate Action Plans in Teresina and Belém in 2023, as well as recurrent changes in focal points within implementing institutions. These shifts may result in reduced local buy-in and prioritization, affecting the approval and effective uptake of the strategies under development. At present, it is difficult to anticipate concrete contributions to project outcomes, but the risks are already identifiable. One of the most significant risks is precisely limited stakeholder buy-in, which is more evident in Belém but remains a cross-cutting issue across all three metropolitan areas. This highlights a broader finding: the metropolitan agenda is still not a priority for many key stakeholders. In this context, the development of a clear advocacy and engagement strategy is essential to secure technical and political ownership of project outputs in each region.

The project promotes collaborative processes as an integral part of its strategy, which is appropriate and should be maintained. However, implementation delays may undermine the time required for these processes to mature. This is particularly evident in pilot initiatives, such as low-emission zones, which require more time to generate evidence and inform replication strategies.

At present, the team demonstrates strong capacity to manage a large number of simultaneous tasks and oversee multiple consultancy contracts with different service providers. However, this workload, combined with an implementation model heavily reliant on external consultancies, may limit dialogue both within teams and between teams and key strategic actors in each territory.

Strategic outputs such as the metropolitan governance consultancy and the development of SINEDU+ must be closely aligned with priority strategies in each intervention area. Ideally, these outputs should have been launched earlier, as they could have informed subsequent project activities. At this stage, they should be designed with a stronger strategic perspective and with clear interconnections to other components. The web platforms and databases, although still under definition, should be designed to integrate relevant data sources capable of informing pilots and experiments in the target territories.

The centralized management model is likely facilitating overall project coordination. However, it should not come at the expense of territorialization. A stronger capacity to respond to local needs through differentiated strategies for each metropolitan region is essential. In this regard, the consultancy-driven model may risk alienating key local actors from project governance processes, particularly if planned engagement mechanisms, such as working groups, are not effectively implemented.

There are specific territorial characteristics that must be taken into account. Frequent institutional changes at municipal, state, and federal levels represent a structural challenge in the Brazilian context, given short electoral cycles. In RMF, for example, changes in SUDESC leadership illustrate how rapidly institutional priorities can shift. Another example is RIDE Teresina–Timon: while the project identifies RIDE as a target region, many proposed interventions are more directly relevant to the Teresina–Timon urban agglomeration, whereas the other municipalities are predominantly small rural areas with limited technical capacity and weaker alignment with urban priorities. The project therefore needs to be more strategic in defining its objectives and territorial focus, as its relevance may not be uniform across all municipalities.

Finally, there is a widespread perception that the project timeframe is too short and should ideally be extended. While this reflects delays in implementation, the project has recently received approval for an extension period. The priority at this stage should therefore be to strengthen strategic focus and implementation quality within each territory before considering any further extensions.

Achievement of Outcomes

Outcome 1: Governments of the Belém Metropolitan Region, the Florianópolis Metropolitan Region and the Greater Teresina RIDE adopt integrated plans, strengthen governance and use new planning tools for accelerating sustainable urban development

As mentioned above, the adoption of new integrated plans or metropolitan governance arrangements will depend largely on the project's capacity to accelerate political commitment in each of the targeted regions. Several important assumptions identified in the reconstructed ToC are critical for this to occur, including: i) relevant stakeholders adopting measures to strengthen inter-jurisdictional governance; ii) integrated urban planning being embraced within the three pilot metropolitan regions, with plans effectively adopted and pilots fully implemented, monitored, and evaluated; and iii) platforms for integrated planning being made available and effectively used by municipalities and metropolitan governance systems.

A key driver for achieving this outcome is the availability, usability, and institutional uptake of integrated planning platforms. As most outputs under this component are still at an early stage of implementation, the risks associated with these assumptions and drivers are becoming more tangible and may affect overall project performance.

Indicator 1A: number of metropolitan areas that adopt protocols for use of local integrated planning digital modules	As mentioned above, the SINEDU + Clima platform is being designed. This will be a national level platform and there is a need to develop metropolitan modules that respond to the local needs and project strategies in each territory.
Indicator 1B: number of metropolitan regions, urban agglomerations and RIDEs with improved evidence-based sustainable, inclusive integrated plans	The plans focused on climate action and biodiversity conservation are currently being developed in the three target regions; however, the corresponding legal and governance frameworks still need to be defined. Given the associated risks, it would be advisable to secure formal agreements in the short term.
Indicator 1C: number of metropolitan regions and urban agglomerations with enhanced and gender-sensitive institutional arrangements	The consultancy on metropolitan governance has yet to be contracted, and there is a significant risk that insufficient time will remain to carry out meaningful assessments, consultation processes, and discussions on concrete proposals. The project therefore needs to adopt a more strategic approach in defining priorities at each territorial level.

Outcome 2 - The governments of the municipalities of Belém, Florianopolis and Teresina invest in science and evidence-based solutions for low-emission and biodiversity conservation-centered urban development

The achievement of this outcome will depend on a set of strategic drivers, including the project's capacity to leverage pilot investments under Component 2 into broader integrated urban development plans. This will require stronger ownership of the process by local stakeholders, as well as the ability to use project pilot activities as the foundation for broader innovation lab processes capable of bringing together different experiments and generating relevant evidence to inform long-term investments at municipal and metropolitan levels.

In this context, it is important to consolidate co-creation processes and ensure that pilot initiatives generate evidence that can serve as models for replication. Considering project delays and the demanding implementation schedule, there are significant risks that must be addressed strategically within each territory.

The capacity to link with project component 3 developing bankable projects is also highly relevant to achieve this outcome.

Indicator 2: of cities with sustainable integrated low emission, resilient, conservation or land restoration investment plans or project pipelines	The indicator refers to the capacity of targeted municipalities and metropolitan regions to scale up pilot initiatives based on the experiences generated through project experimentation. The original assumption was that the pilots would be implemented within a timeframe that would allow scaling-up processes to take place during the project period. Current delays make this less feasible. However, there is still an opportunity to develop more robust pilots structured as innovation labs, coordinated with other projects, policies, and institutions. This could help align priorities
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and inform the investments to be supported under Project Component 3. Such an approach would allow for a more consistent process and strengthen the capacity to scale up interventions based on evidence generated through implementation.

Outcome 3 - Metropolitan region and National actors initiate or strengthen innovative financing mechanisms for scaling-up sustainable urban solutions

As mentioned above, the consultancy responsible for implementing this project component is being carried out by WRI, which may generate positive synergies with other ongoing initiatives led by the institution. In addition, the strong alignment between MCTI, MCID, and MMA has created a favorable institutional environment, which has already contributed to the establishment of PCVR.

In this context, the project can play an important role in assessing potential complementary financing mechanisms for this interministerial programme, particularly by introducing a metropolitan or supramunicipal perspective that is still largely absent from the national funding landscape.

Indicator 3A: number of metropolitan regions and national public financing institutions that have initiated or strengthened innovative financial mechanisms for scaling-up sustainable urban solutions

The indicator is somewhat misleading, as the financial mechanisms themselves will not be developed at the metropolitan level. Rather, metropolitan regions are expected to benefit from more tailored and accessible financing solutions. The project foresees the adoption of two new financial mechanisms to support municipalities and metropolitan entities; however, the final outcome will depend on the results of the ongoing assessment process and may ultimately contribute to strengthening the PCVR programme and its associated financing instruments.

Regarding the PES mechanism, project delays have prevented timely implementation. Nevertheless, there is still an opportunity to pilot a financial mechanism capable of meeting the original objectives while supporting Ideflor-Bio in operationalising environmental offsets within Utinga National Park.

Indicator 3B: \$USD available through new or enhanced innovative financial mechanisms for scaling-up sustainable urban solutions

The target for this indicator is USD 75,000,000; however, at this stage there are no elements to assess the project's capacity to mobilize this amount. Nevertheless, the target is clearly defined and can be easily monitored throughout the project implementation period.

Outcome 4 - Brazilian Metropolitan Region governments have enhanced capacities on sustainable urban planning

The project is making a significant contribution to the climate and resilient cities agenda, building on the highly relevant work initiated under CITInova I. One of its main contributions to the sustainable cities agenda in the country has been the consolidation of this thematic agenda and the strengthened coordination between MCTI, MCID, and MMA.

Under this component, the UrbanShift activities represented the most visible intervention and had a meaningful impact on participants from the three targeted regions. However, project delays limited the project's ability to build consistently on this initial momentum, creating a certain misalignment between the period when these activities were implemented and the current early stage of project implementation, which would now benefit more directly from such knowledge-sharing and exchange sessions.

The project nevertheless continues to maintain strong alignment with government and civil society partners, and its contribution to this outcome is expected to be highly relevant by the end of the implementation period.

Indicator 4A # average monthly visits to the SIS+ online platform over a six-month period	The platform concept is still under development, and its creation and operationalisation are only expected to be completed towards the end of the project. Therefore, at this stage, this indicator should not yet be used as a measure of project performance.
Indicator 4B: # of new commitments by Brazilian metropolitan region governments to develop integrated urban plans, including PDUIs	The project reports that 13 metropolitan regions have expressed interest in participating in the Metropolitan Governance Strengthening Course, which will be launched through the CapaCidades platform, as well as in the selection process for the Bankable Projects Accelerator aimed at developing and qualifying integrated project proposals for access to financing. However, this interest does not automatically translate into formal commitments to develop integrated urban plans or PDUIs. In this context, the adoption of the plans currently being supported by the project would represent a significant achievement, as would the approval of the RMF PDUI, which is still in the early stages of development.
Indicator 4C: number of cities that have shared good practices and lessons learned with the SCIP global platform	Government representatives participated in the a significant number of UrbanShift capacity building events including City Academies, Training on nature-based solutions and integrated climate action planning; Peer-to-peer Exchanges or the National Dialogues events. These events targeted a significant number of Brazilian municipalities.

Rating for Progress Towards Outcomes: Moderately Unsatisfactory

5.3.3 Likelihood of impact

The project's capacity to generate broader impacts, such as strengthening the transition towards a low-emission economy, improving metropolitan governance to reduce GHG emissions, and mainstreaming biodiversity conservation into urban land management, will depend on its ability to recover from implementation delays, adopt a more strategic approach in each territory, and secure stronger buy-in from key stakeholders.

It is unquestionable that CITInova (GEF-6 and GEF-7) is contributing to the consolidation of the sustainable cities and climate action agenda in Brazil. While under GEF-6 there were challenges related to shifting federal priorities, including institutional changes within MCID, the current project operates in a more favourable policy environment, with strong alignment between three key ministries: MCTI, MCID, and MMA. In this context, the project is already generating important contributions.

At mid-term, however, existing risks do not yet allow for the conclusion that these contributions will necessarily translate into clear and sustained impacts. This will depend largely on the final stages of implementation and the project's ability to consolidate results.

Nevertheless, the project has a relevant strategic potential and represents an opportunity to:

- Act as a platform for fostering dialogue and coordination between municipalities, as well as between policymakers, public institutions, and civil society;
- Support the development of plans and strategies that strengthen metropolitan governance;
- Serve as a catalyst for advancing the sustainable and resilient cities agenda in Brazil;
- Function as an innovation laboratory capable of demonstrating concrete results from climate-focused policies and interventions.

The assessment of impacts at the end of the project will depend on the project's capacity to improve its efficiency and effectiveness, as well as on key assumptions such as the interest and commitment of decision-makers to advance the agendas and plans under development. It will also depend on enabling drivers, including the introduction and demonstration of the benefits of new disruptive technologies that can accelerate the transition of urban systems towards a low-carbon, biodiversity-friendly economy.

A more coordinated approach between project components and stakeholders will be decisive in this regard.

Rating for Likelihood of Impact: Moderately Likely

5.3.4 Adaptive Management

Project delays are creating significant implementation challenges. To address these constraints, the project was recently granted an 18-month no-cost extension. A revised workplan has been prepared, reflecting the compressed implementation schedule and the limited scope for further adjustments.

The project coordination team demonstrates a strong commitment to achieving project objectives. However, the current management model would benefit from a more robust governance structure, particularly at the metropolitan level. This should include stronger involvement of key local institutions in management and decision-making processes. As noted previously, the project also needs to improve its ability to coordinate and align activities across implementing partners and service providers, while reinforcing a more territorially focused approach through the development of tailored strategies for each target area.

The project has already demonstrated a degree of adaptive management by adjusting some of its initially planned activities. However, the greatest test of this adaptability will come during the final phase of implementation, when further adjustments to strategic priorities and contractual arrangements may be required in response to the MTR findings. Given the compressed timeframe, this will be challenging. While the team appears to possess the technical expertise and commitment required to initiate and manage this revision process, its successful planning and implementation would benefit from stronger technical capacity and coordination at the metropolitan level. Strengthened leadership and articulation at this level will be critical to ensuring better alignment of outputs across partners, more effective coordination of interventions, and a greater capacity to adapt project strategies to local contexts and emerging implementation needs.

Rating for Adaptive Management – Moderately Satisfactory

Rating for Effectiveness: Moderately Satisfactory

5.4 Financial Management

5.4.1 Adherence to UNEP's / Donors policies and procedures

The project's adherence to UNEP's Financial Policies and Procedures was satisfactory. The evaluator was not made aware of any delays in the availability of funds that significantly affected project implementation, and the available audits do not reveal any major weaknesses in compliance with UNEP's policies and procedures.

Although the project was approved in December 2021, formal implementation only began in December 2022, with the first disbursement to FUNBIO, one of the executing agencies, taking place in June 2023, within the 18-month timeframe foreseen under UNEP procedures. This reflects the complexity of the institutional arrangements involved in this project, which brings together MCTI, MCID, and MMA in an initiative that integrates urban planning and biodiversity conservation—two areas with distinct governance structures in Brazil. In practice, the project required an inception phase that had not originally been foreseen, contributing to the delayed start of implementation.

UNEP's Ecosystems and Climate Divisions have maintained a strong role in project follow-up and supervision, reinforcing alignment with formal procedures and institutional requirements.

Rating for Adherence to UNEP's / Donors policies and procedures: Satisfactory

5.4.2 Completeness of project financial information

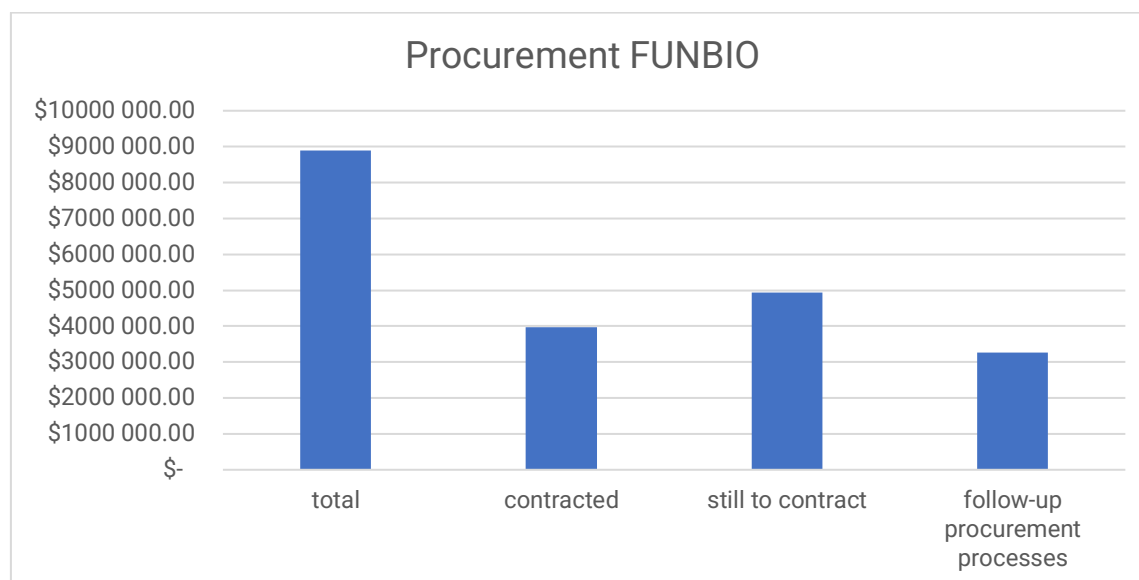
The fact that the project is being implemented through two separate divisions within UNEP makes the financial governance challenging. A significant portion of the project overall budget is under execution of FUNBIO with the remaining being directly managed by UNEP Brazil, essentially including project staff costs. Most updated financial information refers to December 2025 and can be found in the table below.

Total Budget	Total cumulative expenditures to date	Unconsumed budget at end of period	% spent Budget
ECOSYSTEMS (FUNBIO)	965 941	11 586 500	9%
UNEPBR	616 870	752 506	45%
UNEP (CMU)	-	110 000	0%
Total	1 582 811	12 449 005	13%

In the most recent Project Steering Committee meeting (March 2026), reported financial execution amounted to USD 1,457,073. However, the Half-Year Progress Report covering implementation during the second semester of 2025 reported a slightly higher cumulative execution of USD 1,773,398, representing 14% of total project execution. These discrepancies may be attributable to preliminary expenditure figures that had not yet been formally approved at

the time of reporting. Therefore, for consistency and accuracy, the UNEP financial data presented in the table above has been used.

Detailed information from FUNBIO on the contracts awarded, under negotiation and foreseen was shared with detail. This allows to conclude for a significant amount already committed under signed contracts and a also significative amount of procurement processes to be concluded, with a significative part of them being follow-up procurement processes that depend on the conclusion of current contracts. Considering these committed amounts, the budget execution will increase to 46% of the total budget.



Regarding the co-financing, current reported values total 35.246.637 USD from an initial perspective of 184.789.243 USD (19%). The co-financing ration is still below the co-financing ideal rations, but it is expected to grow during project implementation as many complementary initiatives are ongoing at national and local levels.

Rating for completeness of financial information: Satisfactory

Rating for Financial Management: Satisfactory

5.5 Efficiency

The project is facing significant delays resulting from a late start to implementation. From the outset, implementing a project that requires alignment among different federal institutions, coordination between national and metropolitan levels, and collaboration among municipalities within each target region was always going to be a complex undertaking. The short implementation timeframe and the absence of a longer inception phase meant that the initial period of the project was largely dedicated to securing institutional commitments, establishing alignment among partners, defining management procedures, and recruiting the project team. As a result, the team was hired from 2023 but was only fully staffed in May 2024, and subsequent changes meant that full staffing stability was only achieved again in 2025. Consequently, although the project is currently at mid-term and has already received an 18-month extension, several strategic activities remain at an early stage of implementation.

The delays can also be partly explained by recurrent changes in the project's national direction and the initial lack of strong strategic leadership from MCTI during the early implementation

phase. Currently, however, MCTI is assuming a clear leadership role, with strong engagement from the national director and national coordinators in project activities and planning processes.

Project efficiency is further constrained by the significant time lapse between project design and implementation, during which important contextual changes occurred, including evolving metropolitan priorities and turnover among project focal points. In addition, the implementation model, highly centralized in Brasília, facilitates alignment with federal policies but risks limiting engagement at the local level. It may also reduce the project's capacity to tailor responses to the specific realities of each territory.

The appointment of Metropolitan Coordinators was intended to mitigate this risk, but the complexity of the metropolitan agenda in each target region, combined with the large number of stakeholders involved, made this objective challenging from the beginning. In Belém, the prolonged absence of a metropolitan coordinator further contributed to reduced local ownership, a situation that remains visible. In this context, UrbanShift activities played an important role in fostering a shared vision among key stakeholders, but they were not implemented in a timeframe that effectively aligned with the broader project implementation process, limiting synergies with ongoing activities.

Overall, the project has a relatively small team to address the full range of implementation challenges. Considering the need to align institutional partners at the national level and coordinate multiple institutional actors and service providers across three metropolitan regions, the team faces difficulties in fulfilling all responsibilities in a timely manner.

With multiple contracts under management, review deadlines are in some cases exceeded, particularly because several deliverables require multiple rounds of revision involving different stakeholders and team members.

Moreover, the project is currently heavily driven by external consultancies contracted to implement key components. While external actors can play an important role in stimulating and accelerating processes, the project remains highly dependent on these consultancies without yet having a sufficiently clear strategy for coordination and dialogue among them. Misalignment between consultancy timelines has also reduced efficiency, particularly regarding strategic outputs such as the metropolitan governance consultancy, which should be treated as a priority given its potential to inform and connect the broader set of project interventions. Currently, some key actors still perceive themselves as secondary stakeholders within the project, highlighting the need to strengthen local ownership, engagement, and leadership.

FUNBIO, as the executing agency, is expected to play a central role in implementation oversight, overall financial management, and the technical coordination of consultancies, ensuring that technical outputs are delivered in a coherent and strategically aligned manner. Technical coordination is also provided by UNEP Brazil through its technical assistance to MCTI. While the teams appear to maintain good communication and alignment, this division of responsibilities has, in practice, tended to position FUNBIO more strongly in a financial management role than in technical oversight. This distribution of institutional roles and functions creates operational challenges and may limit the integration and strategic coherence of project activities. Strengthening coordination mechanisms and clarifying responsibilities could help ensure a more balanced approach to financial and technical management.

Examples include the preparation of Terms of Reference (ToRs) and the evaluation of proposals managed by FUNBIO, as well as contract management arrangements in which FUNBIO is responsible for administrative oversight while technical supervision is carried out by UNEP Brazil/MCTI. In some cases, it is not entirely clear how these processes ensure full strategic alignment, particularly given the need for technical and administrative management to proceed in parallel.

In this regard, many Terms of Reference are broad in scope, which may reflect difficulties in prioritizing key issues and defining focused intervention areas. This is partly a consequence of the complexity of the assignments involved, but may also indicate the need for stronger technical support to the project management team in the design and oversight of consultancy processes.

More focused and strategically prioritized Terms of Reference could help improve the quality, coherence, and timely delivery of technical outputs.

FUNBIO demonstrates strong institutional capacity as a fund manager, with solid procurement and contractual management procedures. Nevertheless, procurement processes remain relatively lengthy, with an average period of four to five months between ToR publication and contract signature.

Considering that the context in several target metropolitan regions has evolved over time, it would be advisable for the ToRs of selected consultancies to better reflect emerging challenges and updated priorities. Otherwise, there is a risk of overlaps between interventions or, conversely, of failing to address the most strategic needs in each territory.

One example concerns the Climate Action Plans, which represent a significant portion of the project budget. At present, it is not sufficiently clear how these plans will be integrated with existing municipal, state, and national climate action frameworks.

Regarding the project's role as an innovation laboratory, there have been some missed opportunities, as innovation structures from academia, the private sector, and civil society were not strategically engaged in project activities. This is particularly evident in the low-emission pilots, where institutions such as the UFSC Innovation Lab in Florianópolis and the Centre for Urban Sustainability (CESU) in Teresina were not effectively integrated into the process. These institutions could have strengthened the innovation lab approach and potentially delivered more efficient and sustainable outcomes when compared to a model heavily reliant on external consultancies. At this level, it is important to mention the reduced participation of civil society organizations in the project, even considering that they are now being invited to participate in workshops at local level in the context of some of the ongoing consultancies.

Project efficiency is also affected by recurrent changes in the designation of focal points among local stakeholders. This results in the repeated restarting of discussions and alignment processes with newly appointed representatives. In addition, the absence of formal cooperation agreements with local institutions focused on project outcomes represents an important risk, as many project deliverables will require formal political endorsement, approval processes, and the establishment of legal and regulatory frameworks.

In this context, the upcoming federal and state elections scheduled for the end of 2026 may represent a significant risk at both national and metropolitan levels. The project should therefore seek to secure clear institutional and political commitments ahead of this electoral cycle in order to minimize potential disruptions.

As highlighted in the project design assessment, the project does not allocate sufficient financial resources to fully implement many of the agendas being promoted at the local level. Consequently, there is a risk of frustration among local stakeholders if expected outcomes are not effectively delivered. This further reinforces the importance of securing political commitment and strengthening the project's territorial approach during the remaining implementation period.

Additional efficiency concerns relate to the delayed operationalization of the local advisory groups, which limited their ability to foster stronger local ownership. These groups are still at a very early stage of operation and have met only once, with the Belém advisory group holding its first meeting only in April 2026. At present, their role appears to focus more on disseminating information about the project than on supporting collective decision-making processes.

The project also faces challenges in coordinating communication strategies across the large number of stakeholders involved. Key management and communication tools, such as the "page reports" targeted at policymakers and the systematic monitoring of KPIs, have yet to be consistently developed and implemented.

Rating for Efficiency: Moderately Unsatisfactory

5.6 Monitoring and Reporting

5.6.1 Monitoring of Project Implementation

The project's monitoring approach is primarily based on the regular assessment of the results framework, as reflected in periodic progress reports. However, due to implementation delays, most key indicators have yet to generate concrete results that can be meaningfully measured.

The results framework is essentially focused on output indicators, with targets related to the delivery of specific project products. In this sense, it remains a useful tool for guiding project management. However, some indicators now appear somewhat unrealistic, as they refer to stages of implementation that depend on the prior consolidation of key outputs. While the adoption of legal frameworks and action plans by relevant authorities remains achievable, albeit challenging, the scaling up of low-emission pilots appears less realistic, given that these pilots are still delayed and may struggle to generate sufficient evidence to inform replication strategies. In this context, the project should place greater emphasis on generating evidence and producing case studies that can inform local policy decisions and initiatives.

Innovation pilots are the components that most clearly require well-defined outcome indicators. In particular, the low-emission pilots should establish clear baselines for emissions, as well as relevant social and environmental indicators linked to the intended interventions. This is a core element of an innovation lab approach: clearly defining the baseline conditions and assessing the extent to which innovative interventions generate measurable change. The consultancy leading this process should therefore prioritize the establishment of a monitoring framework in the short term. A closer connection with academic innovation labs in each territory could further strengthen this process and accelerate the development of robust monitoring systems, which are essential given that the innovation lab approach is a defining feature of CITInova and a key element that differentiates it from other initiatives.

Regarding the biodiversity pilots, these are also at a very early stage of implementation. In Florianópolis, the project and ICMBio have developed a monitoring framework with KPIs; however, given the current stage of implementation, these indicators are not yet being systematically collected. It is nevertheless important to keep this monitoring system operational, as it can provide valuable insights for project management and adaptive implementation.

Similarly, the agroforestry pilots in Belém remain in an early phase, and it will be important to define a clear outcome-oriented monitoring program from the outset.

The project communication plan also includes a set of KPIs; however, the team is currently not able to collect data on these indicators on a regular basis.

The project is implementing the planned monitoring and supervision committees. The Executive Committee has met twice since project inception, and the Steering Committee is functioning regularly, with five meetings already held.

Regarding the GEF core indicators, the project as so far no information on area of landscapes under improved practices as the project is still in a very early stage of drafting biodiversity and urban areas strategies and action plans. Regarding the indicator on protected areas under improved management for conservation and sustainable use, the project reports 759,34 ha correspondent to the total areas of the ongoing pilots in Carijós Ecological Station in Florianópolis. The number of beneficiaries is also being reported and greenhouse gas emissions monitoring and reporting rely on data to be provided by the Climate Action Plans under development as also from the low emission pilots to be executed.

Rating for Monitoring of project implementation: Moderately Satisfactory

5.6.2 Project Reporting

The project provides comprehensive and good-quality documentation of its implementation, with progress reports prepared and submitted on time. Communication between UNEP, MCTI, and FUNBIO appears highly satisfactory, despite institutional changes, staff turnover, and the

complexity of the management model, which at times have created challenges for project implementation.

The project reports on each of the expected outcomes, outputs, and deliverables. However, given the early stage of implementation and the fact that many items are still marked as showing “no progress,” it is not yet possible to undertake a fully consistent assessment of project reporting performance.

In addition to implementation progress reports, the project is producing a significant number of technical reports under the various ongoing consultancies. These documents will be instrumental in assessing overall project performance and the quality of reporting by the end of the implementation period.

Rating for Project Reporting: Satisfactory

Rating for Monitoring and Reporting: Moderately Satisfactory

5.7 Exit Strategy & Sustainability

As mentioned in previous sections of this report, ownership of some of the project’s strategic outputs remains limited within the targeted metropolitan regions. This situation results from implementation delays, recurrent changes in project focal points, and the significant time lapse between project design and actual implementation. In addition, many of the consultancies contracted to develop key project products are still at a very early stage of implementation, which has limited the project’s ability to build local sustainability and exit strategies. Furthermore, although a broad range of institutional stakeholders regularly participate in project activities, the project remains highly centralized in Brasília.

With regard to the exit and sustainability strategy, it is important to distinguish between different territorial scales.

At the national level, CITInova is consolidating its relevance as a strategic programme under MCTI. Moreover, MCTI is positioning the CITInova concept, focused on urban innovation, within a broader intergovernmental framework aligned with MCID and MMA. In this regard, the project demonstrates strong alignment with national public policies and strategies, and several project components have the potential to reinforce strategic national programmes such as PCVR.

This close alignment and the synergies established with key ministries became particularly evident during the Mid-Term Review (MTR). Discussions with different stakeholders and government representatives demonstrated a strong understanding of the CITInova project and active participation in its activities. Strategic initiatives such as the SINEDU+ Clima platform are clearly aligned with the urban development policy currently being developed by MCID. Moreover, the fact that the platform is being developed by RNP under a management agreement signed by both MCID and MCTI significantly strengthens its sustainability prospects.

Similarly, the financial mechanisms being developed with support from WRI represent an important opportunity to strengthen municipal and metropolitan capacities to access financial resources for urban sustainability projects. Alignment with PCVR, MCID, and MMA is being actively promoted, creating significant opportunities to build sustainable mechanisms that can be integrated into ongoing national public policies and programs.

The main challenge emerges at the metropolitan level and relates to the extent to which the project will effectively influence the three target metropolitan regions. Currently, there are varying levels of participation and ownership among local stakeholders. Nevertheless, there is a common perception among many actors that they are participating as secondary stakeholders rather than as primary actors driving the process.

In the Florianópolis Metropolitan Region, the project established close collaboration with focal points from the Municipality of Florianópolis and the Superintendency for Metropolitan Regions of the State of Santa Catarina (SUDESC). SUDESC (previously SUDERF) is the metropolitan administrative entity and was originally created with a primary focus on operationalising a metropolitan mobility strategy that, although approved, was never implemented.

There was strong alignment between the project and the SUDESC focal point. However, recent changes in the presidency of the institution have introduced a new perspective on metropolitan governance, creating the need to relaunch and strengthen the engagement process. In addition, biodiversity and climate agendas are not currently among SUDESC's core institutional priorities.

With regard to the Municipality of Florianópolis, engagement with the project has been positive, but the ongoing processes are still not sufficiently mature to move into a stronger phase of political engagement and decision-making. A broad range of relevant stakeholders is being consulted through key initiatives such as the low-emission pilot, the biodiversity conservation strategy, and the climate action plan. Nevertheless, all these processes remain at a relatively early stage of discussion, highlighting the need to develop a stronger local strategy capable of securing political commitments and increasing local ownership.

This will require improved strategic alignment across different project activities, as well as a stronger capacity by the project to foster dialogue between consultancies and among key stakeholders.

Currently, SUDESC is moving forward with the preparation of the PDUI, the Integrated Urban Development Plan considered mandatory under the Metropolis Statute, but which has so far been developed by only a limited number of metropolitan regions in the country. This represents an important opportunity to strengthen metropolitan governance and better align the project with metropolitan priorities, while also reinforcing the integration of climate and biodiversity agendas into this strategic planning process.

Regarding the biodiversity pilots being implemented in Florianópolis, these initiatives primarily address operational gaps and are largely being carried out through research scholarships. ICMBio will most likely not have sufficient resources to retain these researchers within its institutional structure after project completion, and it is therefore unclear how the pilots will be sustained over time. In the case of the support provided to the Carijós Ecological Station, the strengthening of institutional capacity appears to have stronger sustainability prospects, as the technical expertise and staff required to continue the activities are already available within the team. As for the remaining pilots, it is still too early to draw firm conclusions regarding sustainability, although previous similar initiatives have struggled to continue beyond the project cycle. In this context, it will be important to establish a consistent monitoring process and to ensure that these pilots are linked to the broader ongoing discussions surrounding the biodiversity conservation strategy for the Florianópolis Metropolitan Region.

In the RIDE Teresina-Timon region, there is a noticeable imbalance in the participation of the different municipalities. Given the strong functional interdependence between Teresina and Timon, as well as their larger size and greater technical capacity, these are the municipalities with the strongest capacity and interest in participating in the project. The project has been primarily anchored within the Teresina Agenda 2030 municipal department, as well as within Timon's Municipal Secretariat for Environment and Municipal Secretariat for Urban Planning.

Project delays are contributing to a certain degree of frustration among local stakeholders, as the project has struggled to deliver concrete products capable of leveraging existing municipal strategies. The remaining municipalities within the RIDE have different profiles, are generally smaller in size, possess more limited technical capacity, and often face difficulties in prioritizing CITinova activities over other more immediate agendas.

The absence of a formal management body responsible for operationalizing the RIDE Teresina-Timon framework, combined with the fact that Teresina and Timon belong to two different states, makes the metropolitan focus on the RIDE particularly challenging. In addition, the main urban centre, Teresina, has already advanced strategic policies such as its Municipal Climate Action

Plan, which reduces the relative priority attributed to CITInova-supported products, including the proposed RIDE Climate Action Plan.

In this context, a stronger focus on the Teresina-Timon urban agglomeration would likely be more strategic, as both cities share integrated urban dynamics and are separated only by a river. At this level, project ownership by local stakeholders will depend largely on the project's ability to develop concrete proposals and initiatives capable of helping municipalities address their most pressing challenges.

Mobility is clearly one of these priority issues, and the low-emission pilot could also serve as a practical example of climate mitigation action at the local level. For this potential to materialize, however, the project will need to reinforce its strategic focus and territorial positioning within the region.

The Belém Metropolitan Region is the target area where participation and ownership appear to be most limited. This situation results not only from project delays but also from the absence of a metropolitan coordinator for almost one year. Consequently, the engagement process in the region remains at a very early stage of implementation.

Key stakeholders in Belém generally perceive the project as a relevant initiative in which they are interested; however, there is still limited clarity regarding what the project is expected to concretely deliver. Among the ongoing activities, the Integrated Action Plan for Conservation and Urban Green Areas has generated the strongest interest. Nevertheless, there remains a need to better connect biodiversity conservation dynamics and strategies—largely associated with the MMA agenda—with the broader urban and metropolitan development agenda under the mandate of MCID.

The project's ability to address the current lack of ownership, accelerate institutional commitments, and clearly define minimum viable deliverables for the region will be decisive for its sustainability and long-term relevance in Belém.

Overall, there is a strong need to secure political commitments around key strategic objectives and to define clear priorities and intervention strategies in each metropolitan region, while ensuring the meaningful engagement of the most relevant stakeholders throughout the process.

There are also risks associated with the 2026 electoral cycle, which may lead to significant changes at national and state levels. The project should therefore seek to mitigate these risks through stronger institutional commitments, particularly at the metropolitan level.

Rating for Exit Strategy and Sustainability: Moderately unlikely

5.8 Factors Affecting Performance and Cross-Cutting Issues

5.8.1 Project Inception

As mentioned in previous sections, there was a significant time lapse between project design and the actual start of implementation. During this period, and particularly in the early stages of implementation, important changes occurred in the institutional context, including the inauguration of a new federal government, the re-creation of MCID as the leading governmental institution for urban development, and the relaunch of strategic agendas related to climate action and sustainable cities. In parallel, some of the major urban centres within the targeted regions advanced with their own planning processes, including municipal and state-level climate action plans, which would have required a certain degree of adaptation of the project's original expectations and activities.

These institutional changes resulted in a new political and governance framework at the national level, including changes in the project's national direction within MCTI and the need to coordinate

different ministries, institutions, and territorial governance scales. This level of articulation was highly complex from the outset and may have been underestimated during project design.

Brazil's institutional context also involves a significant bureaucratic burden associated with interinstitutional coordination, and the project spent a considerable portion of its initial implementation period establishing these alignments and agreements.

Nevertheless, the project succeeded in building a strong intergovernmental management structure, with MCTI acting as the lead executing agency and with significant participation from MCID and MMA throughout the implementation process.

The project's innovative approach of bringing together urban development and biodiversity conservation agendas is highly relevant, but it also creates important operational challenges, as responsibility for these topics falls under different ministries and institutional mandates. The project's capacity to create meaningful linkages between these agendas is therefore critical and requires a high degree of coordination and articulation.

An additional layer of complexity emerged from the need to engage with the targeted metropolitan regions. Although focal points were formally designated within municipal and state-level institutions, no formal technical cooperation agreements focused on project outputs, outcomes, and deliverables were established. This creates important risks, particularly in a context characterized by electoral cycles every two years and frequent changes in institutional focal points. Furthermore, these focal points are generally technical staff, while the active participation and ownership of political decision-makers remain limited. At the metropolitan level, the articulation is complex as the metropolitan agenda is far from being considered a priority. At this level there is some institutional immaturity and the only region with a metropolitan entity with clear functions is the Florianópolis Metropolitan Region while Belém and RIDE Teresina still do not have a metropolitan body as defined by the Metropolis Statute.

In Belém it's important to mention COP-30 as a factor affecting project performance in this region. There were significant opportunities of collaboration to explore but the municipality was totally focused on the event preparation and the project was not ready at that time to have concrete actions to develop in a synergic and efficient manner.

The first disbursement to FUNBIO was only made in June 2023, and the project management team was only fully staffed by mid-2024, which further helps explain the delays observed in implementation.

From the outset, the project's implementation timeframe did not adequately take into account the complexity of the governance model, the time required for institutional alignment, and the need for a formal inception phase. These aspects should be carefully considered in the design of future projects of similar scope and complexity.

Rating for Project Inception: Moderately Unsatisfactory

5.8.2 Quality of project management

UNEP Implementation Agency

UNEP is playing a highly satisfactory role as the implementing agency. Although the project is managed within UNEP by two different divisions - Ecosystems and Climate - thus adding an additional layer of complexity, there has been very strong coordination between these divisions, and the task managers have closely followed the project since its inception.

The fact that the UNEP task manager from the Climate Division was also involved in the project design phase has facilitated a deeper understanding of the project's key challenges and strengthened overall supervision. In this regard, it is important to highlight the strong technical backstopping and supervision provided by UNEP, supported by a stable Brazil-based team that maintains regular coordination with the Project Management Unit and executing partners. This coordination includes bi-monthly supervision missions and continuous technical follow-up.

In this specific project, UNEP's supervision role clearly represents an added value and an important enabling factor for effective project management.

Partners / Executing Agency

MCTI, as the lead executing agency, demonstrated some fragilities during the initial stages of the project. Changes in the project's national direction and a certain lack of strategic leadership contributed to some of the implementation delays. However, the current national project direction within MCTI is now assuming a stronger strategic role in project management, and the alignment between MCTI, FUNBIO, and UNEP Brazil's project management team appears to be very strong.

The main remaining fragility is associated with the project's capacity to articulate and engage key stakeholders at the metropolitan level. Metropolitan coordinators have been assigned this role, but the team remains relatively small when considering the scale of the institutional challenges involved, which are not only technical but also highly political in nature. In this regard, the complexity of aligning national-level policies with metropolitan and municipal strategies and actions constitutes one of the project's main challenges and would require a stronger and more consistent presence of project leadership within the target regions.

Nevertheless, the project management team hired by UNEP Brazil to provide technical assistance to MCTI is demonstrating strong management capacity and is making considerable efforts to recover from the initial implementation delays.

FUNBIO manages the largest share of the project budget, and all procurement processes are led by the institution. FUNBIO demonstrates strong institutional and financial robustness, even though the urban development agenda is not among its core areas of intervention. While, in theory, the financial management and technical coordination functions could be better aligned within the same institution, in practice FUNBIO and the UNEP Brazil team are currently operating in a highly coordinated manner and effectively function as a single management structure.

It would nevertheless be desirable to further align procurement procedures with the project's strategic and technical priorities and to ensure that technical coordination is more systematically integrated into the evaluation of consultancy proposals. Overall, however, project management by the executing agencies can be considered satisfactory.

The project team remains relatively small when compared to the complexity of the initiative, the number of stakeholders involved, and the diversity of agendas under discussion. A significant portion of the project budget is allocated to external consultancies. While this brings important technical expertise into the project, it also requires a strong capacity from the management team to ensure alignment among the different consultancy outputs within a coherent strategic framework. This is currently one of the project's main operational challenges.

The project also foresees the recruitment of a panel of external experts to support the review of technical consultancy products. This mechanism will likely provide valuable support to the management team, which currently spends a significant amount of time reviewing consultancy outputs. However, this support should be strategic and focused on priority products, as these experts will contribute mainly from a technical perspective and will not address the existing gaps related to local ownership and stakeholder engagement.

In this regard, strengthening metropolitan-level coordination through the more active involvement and leadership of key local actors could represent a more effective strategy for the final stage of project implementation.

The executive and steering committees are functional but the local advisory groups were only recently created and this also contributes to some fragilities in the local ownership of the project;

Rating for Quality of Project Management and Supervision: Satisfactory

5.8.3 Stakeholder participation

The stakeholder participation assessment was discussed in previous sections of this report. Overall, the project requires a strong capacity to align stakeholders at national, state, and municipal levels. As discussed in the previous section, the project management structure is centralized in Brasília, with support provided by metropolitan coordinators in each target region.

At the national level, there is strong alignment between MCTI, MCID, and MMA, and the project is well integrated with national urban development and climate agendas and policies. Moreover, focal points from these ministries demonstrate a solid understanding of project activities and regularly participate in implementation processes and strategic discussions.

At the metropolitan level, the project has promoted stakeholder engagement from the outset through the designation of focal points from key institutional partners. However, the fact that many of the project's strategic products are only now entering the initial stages of implementation still contributes to a perception among local actors that they are participating as secondary stakeholders rather than as drivers of the process. In this regard, there is a strong need to reinforce strategic engagement and alignment, strengthen the focus of interventions, and secure stronger political commitments. Most of the working groups initially foreseen under the various consultancies have either not yet been formally established or continue to operate in an informal manner, which limits their capacity to support strategic engagement and coordination.

Most of the project's key outputs are currently being developed through external consultancies. These activities include territorial diagnoses, participatory workshops, and stakeholder consultations, which demonstrate the high level of interest surrounding the agendas of sustainable cities, climate action, and biodiversity conservation. However, there remains a need to move beyond a model based on one-off participation in isolated activities toward a more strategic and continuous engagement focused on long-term project outcomes. This constitutes one of the project's main challenges moving forward.

Under Component 4, the project implemented important UrbanShift activities that contributed significantly to institutional articulation among municipalities and local institutions across the three targeted metropolitan regions. However, the timing of these activities was somewhat disconnected from the broader project workplan, as many of the project's key implementation activities are only now beginning and would likely have benefited from the collective discussions and exchanges promoted earlier.

As mentioned previously, local advisory groups were designed to support strategic alignment and stakeholder coordination at the local level. However, these groups have only met once, with the first meeting of the Belém advisory group taking place only in April 2026. As a result, they currently function more as forums for information sharing and dissemination rather than as active strategic advisory and decision-support bodies.

Therefore, the assessment of stakeholder participation is mixed. At the national level, there is strong alignment and stakeholder ownership, reflecting the project's close integration with federal policies and strategic agendas.

At the metropolitan level, however, the situation is more complex and reflects the currently limited priority given to the metropolitan agenda, implementation delays, and a project model that is still searching for the most effective strategies to strengthen local ownership. While there is considerable interest and participation among stakeholders, the main challenge remains the transition from participation and general interest to sustained and strategic stakeholder engagement.

Rating for Stakeholder Engagement: Moderately Satisfactory

5.8.4 Responsiveness to Human Rights and Gender Equality

The project revised its Gender Action Plan in 2024. Although relatively concise, the revised plan includes clear guidelines, proposed methodologies, and indicators intended to guide project implementation in this area.

As most project activities are being implemented through external consultancies, the respective Terms of Reference include qualitative scoring criteria that favour companies demonstrating gender-balanced teams. Consultancies are also required to explicitly describe how minorities will be engaged throughout project activities, including concrete measures aimed at promoting the inclusion and empowerment of women.

Given that many of these consultancies are still at an early stage of implementation, robust monitoring data related to gender outcomes is not yet available.

Human rights and inclusiveness approaches are also integrated into the project management strategy. For example, the territorial diagnoses being developed under the low-emission zone pilots include socio-economic and vulnerability analyses as part of the ongoing process.

At this stage, however, the effective outcomes of the Gender Action Plan can only be properly assessed later in the implementation period, once activities are more advanced and monitoring data becomes available.

Rating for Human Rights and Gender Equality: Satisfactory

5.8.5 Environmental and Social Safeguards

In the project design document, an environmental and social safeguards checklist was presented but there was no consistent monitoring of safeguards besides the information provided in the project implementation reports.

The project was not classified as presenting significant environmental or social risks and, consequently, did not develop a dedicated ESMS strategy or action plan. As a result, the project currently lacks a structured framework for managing social and environmental safeguards. Nevertheless, safeguard principles are integrated across project activities through requirements included in the Terms of Reference, particularly regarding the development of communication plans with guidelines focused on gender-sensitive practices and the inclusion of marginalized groups.

With regard to the low-emission and biodiversity pilots, the participation of experts in social engagement and participatory processes was included as a requirement, with the objective of ensuring qualified consultation processes and the effective participation of the communities involved, with particular attention to social safeguards. However, it would be important to further develop a simple but consistent set of safeguard indicators and monitoring instruments for the pilot activities. Although these pilots are still at an early stage of implementation, it is important to establish these instruments from the outset.

Regarding the grievance mechanism, the CITInova website provides communication channels for submitting complaints under the “Contacts” section. However, the Project Management Unit does not have direct access to this channel, and no grievances have been formally registered to date. The project document also identified the local advisory committees as key mechanisms for collecting grievances and stakeholder concerns. However, given their still incipient stage of operation, these committees have not yet generated or recorded any specific grievances.

In this context, the experiments to be conducted under the low-emission and biodiversity pilots should incorporate the development of safeguard tools and monitoring procedures, as well as accessible grievance mechanisms for key stakeholders, as part of the overall pilot monitoring framework. This would represent an important contribution to the evidence-gathering process associated with these pilot initiatives.

Rating for Environmental and Social Safeguards: Moderately Satisfactory

5.8.6 Country Ownership and Driven-ness

As noted in previous sections and under the sub-criterion “stakeholder engagement,” the assessment of country ownership is mixed. The most significant risks are currently concentrated

at the metropolitan level, where challenges related to the high-level engagement and ownership of state and municipal decision-makers remain evident. While there is strong interest among technical civil servants across all three metropolitan regions, sustained political ownership at senior decision-making level has yet to be demonstrated.

This is particularly relevant given the nature of the agendas under discussion, including the strengthening of metropolitan governance, the reinforcement of climate adaptation and mitigation strategies at the metropolitan scale, and the consolidation of biodiversity conservation approaches. **A key finding of this MTR is therefore the need to reinforce stakeholder coordination at local level and improve alignment and strategic coherence across project outputs in each region.** Only through a stronger and more strategic territorial approach will it be possible to achieve meaningful contributions to outcome-level results and, subsequently, progress towards intermediate states of impact. At this level, the establishment of concrete commitments, ideally formalised through technical cooperation agreements, should be pursued in the short term to reduce risks. These risks may be further amplified by upcoming state-level elections later this year, which could lead to shifts in political priorities and changes in technical focal points.

At the **national level, by contrast, the project is strongly aligned with the sustainable urban development, climate, and biodiversity conservation agendas.** The close partnership between MCTI, MCID, and MMA represents an important contribution to national public policy in these areas, and country ownership at this level is high. Nevertheless, it should be noted that the Brazilian institutional context is characterised by a degree of volatility, and the federal elections scheduled for 2026 may also result in significant policy and institutional shifts, as experienced during the transition affecting GEF-6 CITInova I. This volatility can influence the prioritisation of specific agendas. As such, the project should anticipate these risks and develop mitigation measures anchored in strong, strategic, and formalised commitments at both national and local levels.

Rating for Country Ownership: Satisfactory

5.8.7 Communication and Public Awareness

The project communication strategy has also been affected by implementation delays and staff turnover. Nevertheless, there is currently a consistent and coherent communication plan in place under the responsibility of the communication manager. The project is in the process of preparing Terms of Reference to hire a communication agency to support the implementation of this strategy, while the communication manager will continue to ensure overall guidance, oversight, and strategic alignment.

The project has a strong presence in both traditional media and social networks and is actively collecting lessons learned that can later inform knowledge management products. The CITInova website has been reactivated, and a regular newsletter has been launched to disseminate updates on project activities.

Communication activities and channels have generally been well targeted towards key audiences, supporting experience sharing among project partners and other relevant stakeholders.

At the metropolitan level, however, there is a need to further strengthen stakeholder engagement, with communication used more strategically as an instrument to support the metropolitan agenda. In particular, there is scope to enhance messaging around the role of metropolitan regions and how strengthened metropolitan governance can translate into improved living conditions for the population.

One of the main challenges for project communication lies in the coordination of multiple stakeholders with communication responsibilities. As all consultancies are required to develop their own communication and engagement plans aligned with the overall strategy, this creates challenges in terms of coherence, supervision, and alignment. If not properly managed, it may also lead to inconsistent or contradictory messaging across different project components.

Rating for Communication and Public Awareness: Satisfactory

Rating for Factors Affecting Performance and Cross-Cutting Issues: Moderately Satisfactory

6. Conclusions

The CITinova II project remains a highly relevant and strategically positioned initiative within Brazil's sustainable urban development agenda. The project responds directly to structural and persistent challenges affecting Brazilian metropolitan regions, including fragmented metropolitan governance, urban sprawl, weak interjurisdictional coordination, increasing greenhouse gas emissions, biodiversity loss, and limited institutional capacity to implement integrated urban planning approaches. The project is strongly aligned with UNEP's Medium-Term Strategy, the GEF-7 Sustainable Cities Impact Program, Agenda 2030, and Brazil's national climate, urban development, and biodiversity policies. It also demonstrates strong complementarity with recent national programs and initiatives, particularly those related to climate adaptation, resilient urban development, metropolitan governance, and sustainable finance.

At mid-term, the project has succeeded in positioning itself as a relevant federal platform for dialogue, institutional articulation, and policy alignment on sustainable metropolitan development. The project has reinforced the strategic role of the MCTI within the national sustainable cities agenda and strengthened coordination with key federal actors, including the Ministry of Cities and the Ministry of Environment. This interministerial articulation represents an important evolution from the previous phase of CITinova and contributes to the consolidation of a broader national agenda linking climate change, biodiversity conservation, and metropolitan governance.

The project also demonstrates clear conceptual coherence. Its four components are logically interconnected and address key barriers to sustainable urban development through integrated planning, pilot investments, innovative financing mechanisms, and knowledge dissemination. The Theory of Change remains broadly valid and relevant, and the project continues to address critical

enabling conditions required for long-term urban transformation. The intervention maintains an important strategic ambition: to move beyond isolated urban pilots and contribute to systemic metropolitan governance and planning approaches capable of integrating climate mitigation, biodiversity conservation, and sustainable urban development.

However, the MTR also concludes that the project design underestimated the institutional and operational complexity associated with implementing metropolitan-scale interventions in Brazil. The project operates in highly complex governance environments involving multiple municipalities, state governments, federal institutions, and local stakeholders with different capacities, priorities, and political dynamics. While the project sought to avoid fragmentation by adopting a centralized implementation model coordinated through MCTI, UNEP, and FUNBIO, this approach also reduced direct local institutional ownership and increased the demands placed on the project management structure.

Implementation delays have therefore become one of the project's central challenges. Several strategic consultancies and activities started significantly later than initially planned, particularly under Components 1, 2, and 3. These delays affected the sequencing between planning processes, pilot implementation, financing mechanisms, and knowledge generation. At the time of the review, many strategic outputs remain under development, limiting the project's ability to already demonstrate concrete outcome-level results.

Despite these delays, the project has shown important adaptive management capacity. The project team and implementing partners have demonstrated flexibility in revising implementation approaches, reallocating resources, extending the implementation period, and strengthening alignment with ongoing national initiatives and policies. The decision to reposition the original metropolitan planning platform into the broader SINIDU+Clima initiative illustrates this adaptive approach and reflects an effort to improve institutional sustainability and policy integration beyond the project's lifetime.

The project has also generated important processes that may create long-term institutional impacts if adequately consolidated during the remaining implementation period. In all three metropolitan regions, the project is succeeding in promoting discussions and institutional dialogue on metropolitan governance, climate planning, biodiversity conservation, and integrated urban development. The proposed climate plans, biodiversity strategies, governance arrangements, and planning instruments remain highly relevant, particularly considering the limited institutional maturity of metropolitan governance systems in the targeted regions.

Among the three metropolitan regions, Florianópolis currently presents the most favorable institutional conditions for advancing metropolitan governance discussions, due to the existence of SUDESC and the ongoing preparation of the Integrated Urban Development Plan (PDU). In Belém and Teresina–Timon, the governance context remains considerably more fragile, and the operationalization of metropolitan governance structures continues to represent a major institutional challenge. In this context, the project's contribution may be more significant in terms of strengthening dialogue, institutional coordination, and technical capacities than in achieving fully operational governance reforms within the project timeframe.

The pilot investment component remains one of the most visible and potentially transformative dimensions of the project. Stakeholder interest in the low-emission urban pilots and biodiversity initiatives is high, particularly because these activities have the potential to generate visible territorial interventions and practical examples of sustainable urban solutions. However, the review concludes that the timeframe and resources currently available for implementation, experimentation, monitoring, and replication is extremely limited. There is therefore a significant risk that pilot interventions will remain small-scale demonstrations without sufficient time to generate robust evidence capable of informing broader replication and scaling strategies.

The biodiversity pilots developed in Florianópolis and Belém are relevant and strategically linked to urban-environmental challenges affecting metropolitan regions. Nevertheless, most of these initiatives remain small in scale and at an early stage of implementation. Their long-term contribution will depend on the project's capacity to properly document experiences, integrate

lessons learned into broader metropolitan planning strategies, and connect local interventions with regional conservation and urban development agendas.

Component 3 on innovative financing mechanisms remains highly strategic for the project's overall success. One of the central limitations identified during the review is the gap between planning ambitions and implementation capacity at the local level. In this context, strengthening municipal access to financing mechanisms for sustainable urban development is essential. The partnership established with WRI and the alignment with national initiatives such as PCVR represent important opportunities to institutionalize and scale financing approaches beyond the project itself. However, this component will need to maintain a clear metropolitan focus and establish stronger connections with the strategic priorities emerging from Components 1 and 2.

The project's knowledge-sharing and capacity-building agenda remains relevant and well aligned with national policy processes. The dissemination of training activities through platforms such as CapaCidades and the integration with broader national urban development initiatives increase the potential for replication and scaling-up. However, due to delays in implementation, many of the project's most significant lessons learned and practical experiences are still expected to emerge only during the second half of implementation.

Overall, the Mid-Term Review concludes that CITInova II remains highly relevant, strategically coherent, and potentially impactful. However, the project's effectiveness and its capacity to generate lasting impact will depend on its ability to produce robust evidence from the pilots and to function effectively as a genuine innovation laboratory capable of informing public policy.

To achieve this, it is necessary to strengthen stakeholder engagement, secure clear political commitments, and develop a well-defined territorial strategy with explicit priorities in each target metropolitan region. In addition, stronger strategic alignment among consultancies is required, ensuring that their work is consistently oriented towards the project's strategic priorities in each territory. Achieving meaningful and sustainable outcomes will depend on the project's ability to prioritise strategically, accelerate implementation, strengthen local ownership, improve coordination across components, and focus resources on interventions capable of generating practical and replicable results within the remaining timeframe.

The recently approved no-cost extension approved for the project was therefore both necessary and justified. Even with this extension, however, the project's transformational ambitions will need to be calibrated against realistic implementation conditions, institutional capacities, and the time required to consolidate metropolitan governance processes and generate evidence from pilot interventions. The project's greatest contribution may ultimately lie not only in the direct implementation of plans or pilots, but in its capacity to strengthen institutional learning, foster intergovernmental coordination, consolidate metropolitan approaches to sustainable urban development, and position climate and biodiversity agendas more centrally within urban planning processes in Brazil.

7. Summary of project findings and ratings¹⁰

Criterion	Summary assessment	Rating
Strategic Relevance		HS
1. Alignment to UNEP's, Donors and Country (global, regional, sub-regional and national) strategic priorities	The project is strongly aligned with UNEP, GEF and national sustainable urban development, climate and biodiversity agendas. It demonstrates strong complementarity with ongoing national programmes and responds to critical metropolitan governance and urban sustainability challenges in Brazil.	HS
2. Complementarity with Existing Interventions/Coherence	Building on the GEF-6 CITinova I initiative, CITinova II scales up integrated sustainable urban planning from the municipal to the metropolitan level, with strong interministerial alignment (MCTI, MCID and MMA) and clear complementarities with key national programmes such as PCVR, AdaptaCidades and related urban development and financing initiatives, positioning the project as a coherent but increasingly complex platform for advancing metropolitan-scale sustainable urban development in Brazil.	S
Quality of Project Design	The project design is conceptually strong and coherent, addressing key barriers to sustainable metropolitan development. However, the design underestimated the institutional complexity, implementation demands, and level of coordination required for metropolitan-scale interventions.	S
Effectiveness		MS
1. Availability of outputs	The project has established important institutional processes, strategic partnerships, and planning initiatives. However, implementation delays affected several components and most of the strategic outputs are in a early stage of implementation.	MS
2. Progress towards achievement of outcomes	The project is still at an early stage of implementation, and while output delivery remains the immediate priority, achieving outcomes will depend on addressing key assumptions and risks identified in the ToC and throughout this report, particularly strengthening stakeholder buy-in, improving territorial differentiation, and ensuring that pilots and strategic outputs are sufficiently mature to generate evidence for policy influence.	MU

¹⁰ Most criteria are rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated, also on a six-point scale, from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU).

Criterion	Summary assessment	Rating
3. Likelihood of impact	The project offers significant potential for impact, but this will depend on improving implementation efficiency and effectiveness, as well as on key assumptions such as continued commitment from decision-makers and the ability to introduce and demonstrate the benefits of innovative technologies that support the transition to low-carbon, biodiversity-friendly urban systems. Stronger coordination across project components and stakeholders will be essential to achieve this. With some strategic adjustments the project has the potential to: i) Serve as a platform for dialogue and coordination between municipalities, policymakers, public institutions, and civil society; ii) support the development of plans and strategies that strengthen metropolitan governance; iii) Help advance the sustainable and resilient cities agenda in Brazil; iv) Act as an innovation lab demonstrating practical climate-related solutions and results.	ML
4. Adaptative Management	Project delays have significantly affected implementation, leading to an 18-month no-cost extension and a revised, tighter workplan. While the coordination team shows strong management capacity and adaptive performance, key challenges remain in aligning multiple partners and strengthening territorial approaches, with the main test of this adaptability expected during the final implementation phase under a compressed timeline.	MS
Financial Management		S
1. Adherence to UNEP's financial policies and procedures	The project has complied satisfactorily with UNEP financial policies and procedures, with no evidence of significant funding delays or major audit findings affecting implementation. Although approved in December 2021, implementation only effectively began in December 2022, with the first disbursement to FUNBIO in June 2023, reflecting the complexity of interministerial arrangements and the need for an unplanned inception phase. UNEP's Ecosystems and Climate Divisions have provided strong supervision and follow-up, ensuring sound procedural compliance and oversight throughout implementation.	S
2. Completeness of project financial information	The project's financial management is complex due to implementation across two UNEP divisions and split responsibilities between FUNBIO and UNEP Brazil, and a fully consolidated and up-to-date financial overview was not available during the MTR. Reported execution reaches 13% of the total budget, but committed contracts suggest execution could rise to about 46% once ongoing procurements are completed, while co-financing remains at 19% of the expected amount but is expected to increase over time.	S

Criterion	Summary assessment	Rating
Efficiency	The project has faced significant implementation delays due to a late start, the complexity of coordinating multiple institutions and governance levels, and the absence of an inception phase. Although management capacity has improved, particularly with stronger leadership from MCTI and good coordination between UNEP Brazil and FUNBIO, several strategic activities remain at an early stage despite the project being at mid-term and already benefiting from an 18-month extension. Project efficiency is also constrained by the centralized management model, recurrent changes in focal points, limited local ownership, and a heavy reliance on external consultancies that are not yet sufficiently aligned within a coherent territorial strategy. While the project demonstrates adaptive management capacity and strong institutional articulation at the national level, it still faces important challenges in strengthening stakeholder engagement, coordinating consultancies, formalizing local commitments, and tailoring interventions to the realities of each metropolitan region. Additional challenges include lengthy procurement processes, limited engagement of innovation and civil society actors, delayed operation of local advisory groups, and risks associated with upcoming elections and political turnover. These factors reinforce the need for stronger territorial strategies, improved communication and coordination mechanisms, and a more strategic focus on priority interventions capable of generating practical and sustainable results within the remaining implementation period.	MU
Monitoring and Reporting		MS
1. Monitoring of project implementation	The project's monitoring system is mainly focused on tracking outputs through the results framework and progress reports, but implementation delays mean that most indicators still do not have measurable results. Some targets, especially those related to scaling up pilots, now appear difficult to achieve within the project timeframe. The pilots need stronger outcome-based monitoring systems, including clear baselines and indicators to generate evidence and support future replication and policy decisions. Although some monitoring frameworks and KPIs have already been developed, data collection remains limited and several systems are not yet fully operational.	MS

Criterion	Summary assessment	Rating
2. Project reporting	The project is producing timely and comprehensive reports, supported by strong coordination between UNEP, MCTI, and FUNBIO, although the early stage of implementation still limits a full assessment of reporting performance. Technical reports developed through ongoing consultancies will be important for evaluating project performance and reporting quality in later stages.	S
Exit Strategy and Sustainability	The project demonstrates strong sustainability prospects at the national level due to its close alignment with MCTI, MCID, MMA, and strategic initiatives such as PCVR and SINEDU+ Clima. However, sustainability and ownership remain weaker at the metropolitan level, where implementation delays, institutional changes, limited local ownership, and the early stage of key consultancies continue to constrain stakeholder engagement and long-term commitment. Across the three target regions, the project faces different territorial challenges: Florianópolis presents opportunities to align with the PDUI and strengthen metropolitan governance, but processes remain politically immature; Teresina–Timon shows stronger engagement from the main urban centres but limited participation from smaller municipalities and unclear metropolitan governance structures; and Belém remains the weakest case in terms of ownership and stakeholder engagement, largely due to delays and the late appointment of a metropolitan coordinator. Overall, the project’s sustainability will depend on its capacity to strengthen local ownership, secure political commitments, define clear territorial priorities, and mitigate risks associated with the 2026 electoral cycle.	MU
Factors Affecting Performance		
1. Project Inception	The project faced significant delays due to the complex institutional and governance context in Brazil, major political and policy changes between project design and implementation, and the absence of a formal inception phase. Although the project successfully established a strong intergovernmental structure involving MCTI, MCID, and MMA, challenges related to metropolitan governance, limited political ownership at local level, delayed staffing and disbursements, and the need to coordinate multiple institutions and agendas continue to affect implementation efficiency and should inform future project design.	MU
2. Quality of project management and supervision		S

Criterion	Summary assessment	Rating
2.1 UNEP/Implementing Agency:	UNEP is playing a highly satisfactory role as implementing agency, providing strong technical supervision, close coordination between its Ecosystems and Climate divisions, and regular support to the Project Management Unit and executing partners. UNEP's consistent involvement and technical backstopping have been a significant added value and an important enabling factor for effective project management.	HS
2.2 Partners/Executing Agency:	<i>Project management has improved significantly since project start, with stronger leadership from MCTI and good coordination between MCTI, FUNBIO, and UNEP Brazil. However, the project still faces challenges in engaging stakeholders at the metropolitan level, aligning multiple consultancies within a coherent strategy, and strengthening local ownership, particularly given the project's small team and the recent creation of local advisory groups.</i>	S
3. Stakeholders' participation	Stakeholder participation is strong at the national level, with good alignment among MCTI, MCID, and MMA and active engagement from federal institutions. However, at the metropolitan level, participation and ownership remain weaker due to implementation delays, limited political commitment, and the early stage of key activities, with local stakeholders still often perceiving themselves as secondary actors rather than drivers of the process.	MS
4. Responsiveness to human rights and gender equality	The project revised its Gender Action Plan in 2024, introducing guidelines, methodologies, and indicators to support gender inclusion and human rights approaches across project activities. While consultancies are required to promote gender-balanced teams and the inclusion of women and minorities, most activities remain at an early stage, and the effectiveness of these measures cannot yet be fully assessed.	S
5. Environmental and social safeguards	The project did not develop a dedicated environmental and social safeguards management framework, as it was not classified as high risk, although safeguard principles are incorporated into project activities through consultancy requirements and participatory approaches. However, safeguards monitoring, grievance mechanisms, and indicators for the low-emission and biodiversity pilots remain limited and should be strengthened as implementation advances.	MS
6. Country ownership and driven-ness	Country ownership is strong at the national level, with high alignment among MCTI, MCID, and MMA, but remains weaker at the metropolitan level due to limited political engagement and ownership from state and municipal decision-makers. Strengthening local stakeholder coordination, formal commitments, and strategic territorial approaches will be essential to mitigate risks associated with political changes and upcoming elections and to support the achievement of project outcomes.	S

Criterion	Summary assessment	Rating
7. Communication and public awareness	Despite delays and staff turnover, the project has established a coherent communication strategy, with strong media presence, active dissemination tools, and targeted communication efforts. However, communication at the metropolitan level needs to be strengthened to support stakeholder engagement and the metropolitan agenda, while ensuring better coordination and consistency across the multiple consultancies and actors involved.	S
Overall Project Performance Rating		MS

8. Lessons Learned

The implementation of CITinova II to date provides several important lessons regarding the promotion of integrated metropolitan governance and sustainable urban development in complex institutional environments.

Lesson Learned #1:	Projects need of to calibrate project ambition, institutional complexity, and implementation capacity
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Context/comment:	CITinova II significantly expanded its scope compared to the previous phase by shifting from municipal to metropolitan governance approaches, while operating with more limited financial and operational resources. The project highlights that metropolitan governance processes require substantial time, political coordination, and institutional ownership, particularly where metropolitan structures are still fragile or only partially operationalised.
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The Mid-Term Review also indicates that a high dependence on external consultancies creates challenges for alignment and coordination among activities. In this context, consultancies need to be more clearly guided by an overall project strategy, with Terms of Reference that are focused and coherent, and with stronger oversight and supervision from project management at both central and local levels.

Lesson Learned #2:	Projects need to focus their approach on strengthening local ownership and territorial anchoring in metropolitan interventions
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Context/comment:	While the centralized implementation model adopted under CITinova II improved national level coordination and strategic alignment with national policies, it also reduced the operational role of local institutions in project execution. The experience suggests that sustainable metropolitan governance processes require stronger institutional engagement from local and regional actors from the earliest stages of implementation. Therefore, a balanced approach between national level alignment and territorial-based approaches should be required in the next phases of the project and in future interventions.
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At this level, the project also demonstrates the importance of aligning new project activities with existing local plans, strategies, and institutional processes. During implementation, several municipalities and states advanced their own climate plans, mobility studies, and urban development strategies. This required adjustments to the original project design and reinforced the need for continuous territorial reassessment to avoid duplication and maximize complementarities.

Lesson Learned #3:	Consistent outcome achievement requires the promotion of a sequential approach between planning processes, pilot implementation, and financing strategies
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Context/comment:	The project implementation confirms that integrated urban plans and strategic studies alone are insufficient to generate transformational change if they are not linked to concrete implementation opportunities and financing mechanisms. The articulation between Components 1, 2, and 3 is therefore essential to ensure that planning processes lead to implementable and scalable interventions.. The project is moving in this direction but project delays can hinder one of the key project approaches and therefore impact the potential effectiveness of the intervention and its sustainability.
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Lesson Learned #4:	Innovation-lab approaches require sufficient implementation time to generate evidence, test solutions, monitor results, and consolidate lessons learned
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Context/comment:	Procurement and implementation delays have significantly reduced the time available for experimentation and replication in the low-emission zone pilots. As a result, these pilots risk remaining isolated demonstrations unless sufficient time and institutional support are secured to consolidate evidence and integrate lessons into broader policy and planning frameworks. Strengthening links with local research and innovation institutions would also help ground the pilots in local contexts and improve alignment with ongoing initiatives and strategies.
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In addition, experience shows that instruments such as payment for ecosystem services schemes require legal, institutional, financial, and operational conditions that go beyond typical project cycles. In this context, it may be more effective to focus on creating enabling frameworks and institutional foundations rather than attempting to fully implement complex financing mechanisms within the limited timeframe of the project.

Lesson Learned #5:	Project initiatives must be clearly anchored in, or capable of leveraging, institutional structures with mandates related to the key agendas being supported
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Context/comment:	The integration of training activities and dissemination efforts with existing national systems and initiatives, such as CapaCidades and SINEDU+Clima, increases the sustainability and replication potential of project outputs. Linking project-generated knowledge to permanent institutional structures is more effective than creating isolated project-based systems. In this regard, the involvement of both MCTI and MCID in the management contracts for the development and operation of these platforms is a relevant strategy to ensure long-term sustainability. At the same time, it is essential to align these platforms with the needs and institutional capacities of the metropolitan regions supported by the project, avoiding overlaps and ensuring their usefulness for both national and metropolitan planning processes.
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Similarly, key components such as the development of financial mechanisms become more relevant when anchored in existing public policies and programmes. The project is appropriately promoting this

approach, and CITInova is already positioned as a strategic programme connected to broader public initiatives such as PCVR, which is managed through an intergovernmental arrangement involving MCTI, MCID, and MMA.

Looking at the previous project Terminal Evaluation lessons learned, some of them are coherent with the above-mentioned ones and therefore continue to be valid to inform project management and future project design. These included:

- Constant changes in the project management structure and differing visions prevent the establishment of a unified long-term strategy;
- Need to balance the agility and flexibility of in project management with ownership by relevant decision-makers
- Excessive decentralization leads to a loss of coherence among project components – this lesson learned justifies the choice for a different and more centralized model under CITInova II but this MTR also demonstrates risks of a reduced territorial approach, highlighting the need for a balanced approach.
- Allocating funds for pilot projects can yield interesting results as one of the main constraints for many Brazilian cities is the difficulty in securing resources to implement sustainable urban development programs and policies – reinforcing the importance of the innovation pilots under CITInova overall approach.
- Pilots should be robust enough, in size and data, to demonstrate their technical, social, environmental and financial viability, aligned with this MTR lessons learned #4

9. Recommendations

Recommendation #1:	Strengthen the project territorial focus and institutional engagement in metropolitan regions and prioritize strategic outputs with highest potential for institutional sustainability
Challenge/problem to be addressed by the recommendation:	The project should strengthen the participation of local and metropolitan institutions in implementation and decision-making processes. Stronger local ownership is essential to improve sustainability, facilitate implementation, and increase the likelihood that project outputs will be adopted after completion. In this regard, it would be beneficial to develop a clear roadmap to reinforce the project's territorial strategy, including the establishment of a small technical coordination committee bringing together key stakeholders to ensure alignment and prioritisation of the most strategic interventions in each metropolitan area. Moreover, the stronger participation of local institutions such as universities or research centres could reinforce the PMU expertise and accelerate the management processes. The project should also prioritise outputs that are most likely to generate long-term institutional impact and policy uptake within the remaining implementation period. Particular attention should be given to strengthening metropolitan governance arrangements, consolidating climate and biodiversity planning instruments, and ensuring coherence with ongoing national, state, and municipal initiatives. In addition, the project should continue reassessing complementarities between project-supported plans and existing municipal and state strategies, particularly climate action plans, mobility studies, biodiversity strategies, and urban development instruments already developed in the target regions. This would help avoid duplication and strengthen institutional uptake. Finally, it is important to secure formal commitments ahead of upcoming electoral cycles, ideally through technical cooperation agreements with anchor institutions in each metropolitan region that clearly define key deliverables and expected outcomes.
Priority Level:	High
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	3 months

Recommendation #2:	Revise the low emission pilots methodology and strengthen the role of urban innovation laboratories both in the low-emission pilot scheme and in the participation on the project's various outputs
Challenge/problem to be addressed by the recommendation:	Given the remaining implementation timeframe, the project should reassess the scale, sequencing, and operational feasibility of pilot interventions under Component 2. Priority should be given to interventions with realistic implementation conditions, strong local stakeholder support, and clear potential to generate practical evidence and replication opportunities. A more consistent innovation lab approach should be developed to systematically generate evidence capable of informing policies and programmes at local and metropolitan levels. In this context, a clearer connection between the pilots and the Climate Action Plans under development would be desirable. A key element for achieving this would be stronger engagement with existing urban innovation labs in the territories, some of which are institutionally linked to MCTI, facilitating collaboration and potential funding through budget revisions or decentralised implementation arrangements. Low-emission pilot projects should be reframed as methodological learning platforms and project accelerators, broadening their scope towards a "living laboratory" approach, with clear indicators and stronger involvement of local stakeholders, particularly academia and innovation institutions. In addition, consideration should be given to embedding innovation laboratories in subsequent contracts foreseen under this activity and linking them more systematically to Component 3, in order to ensure continuity and sustained funding for innovation and knowledge generation. Another potential idea to explore is promoting further engagement through public procurement contracts for innovative solutions (CPSI) that enable the testing of innovative solutions for the city (foreseen under the start-up regulatory framework)– a medium-term approach that extends beyond the project's duration but could add a new dimension to the pilot schemes. A georeferenced database is required to support this pilot approach. More time for experimentation and the creation of a genuine learning lab with multiple tests running simultaneously.
Priority Level:	High
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	3 months

Recommendation #3:	Strengthen integration between project components
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Challenge/problem to be addressed by the recommendation:	Overall, there is a need to strengthen coordination and alignment between project outputs and consultancy services. At present, interaction between them is limited or largely absent. In addition, the working groups foreseen in the consultancy contracts have not been formally established at the local level, which weakens strategic engagement with key stakeholders. This affects most project components, particularly the low-emission pilots, which require strong alignment with municipalities and with other ongoing territorial programmes. The project should also improve strategic coordination between planning activities, pilot interventions, and financing mechanisms to ensure that plans and technical studies are effectively linked to implementable investment opportunities. Under Component 3, financing support should prioritise initiatives that directly emerge from strategic priorities identified under Components 1 and 2. At this level, it will be decisive to strategically define the projects to be supported under component 3 as they can leverage many of the agendas being supported by the project. In this context, it may be useful to revisit the role of the expert panel. While the panel provides valuable technical review and quality assurance of project outputs, it does not, by itself, ensure integration and coordination across project components. This function should therefore be complemented by stronger local coordination mechanisms and more active stakeholder participation. As noted under Recommendation 1, the establishment of technical assistance arrangements with local institutions, such as universities and research centres, could strengthen the technical capacity of the project coordination team, accelerate implementation processes, and reduce the concentration of coordination and articulation responsibilities at the metropolitan level in the hands of a limited number of individuals. Such arrangements would also help reinforce local ownership and improve the alignment of project interventions with territorial realities and stakeholder priorities.
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Priority Level:	High
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	3 months

Recommendation #4:	Revise the scope and focus of the metropolitan governance consultancy
Challenge/problem to be addressed by the recommendation:	The strengthening of metropolitan governance is the main focus of the project and this strategic consultancy should have been strategic in the procurement process. At this stage, considering the project delays it would be important to have a stronger strategic focus on its implementation: Metropolitan Governance: The project should place greater emphasis on strengthening the institutional framework in each Metropolitan Region,

ensuring better coordination with other consultancy services and anticipating the governance and legal arrangements required for their operationalisation. This also calls for a review and possible refinement of the scope and focus of the Terms of Reference.

Advocacy and communication for change: The Terms of Reference for the metropolitan governance consultancy should more clearly define the role of advocacy and communication in supporting institutional change, ensuring alignment with the project's technical guidelines and strategic priorities in each metropolitan area.

Capacity building: The project should strengthen in-person training on metropolitan governance, tailored to the specific challenges of each Metropolitan Region, with a focus on enhancing decision-making capacity at the local level.

Priority Level:	High
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	3 months

Recommendation #5:	Strengthen the monitoring of pilot interventions
Challenge/problem to be addressed by the recommendation:	The project should ensure that all pilot interventions establish simple but robust monitoring systems capable of capturing results, lessons learned, and practical evidence before project closure. Monitoring should focus on generating actionable knowledge that can inform future metropolitan policies and replication efforts. This is particularly important for the low-emission pilots, where the innovation lab approach requires a clear baseline and a structured set of experiments to produce evidence for policy design and potential scaling. A similar approach is needed for the biodiversity pilots, where key outcome indicators must be systematically tracked. As noted in the report, most pilots remain small in scale and may not fully align with the expectations of a traditional pilot model; however, it remains essential to monitor results across key areas such as biodiversity conservation, links between conservation and urban planning, and agroforestry impacts on production, livelihoods, and ecosystem conservation.
Priority Level:	Medium
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	6 months

Recommendation #6:	Clarify the scope of the SINEDU + metropolitan modules
Challenge/problem to be addressed by the recommendation:	The scope of the metropolitan modules is still to be defined. Although SINEDU+ will function as a national platform, its metropolitan components should be designed to feed into the key thematic priorities being developed in each metropolitan region, while also supporting the low-emission pilot schemes and their replication strategies. This requires a clear definition of the indicators to be monitored within these pilots, as well as a coherent data system that can serve as a structural framework and a central portal for aggregating project outputs. Moreover, there is some urgency in aligning guidelines and protocols for data collection across the different consultancies, as all of them are expected to deliver georeferenced data. SINEDU+ should also ensure interoperability with existing platforms managed by MCTI, MCID, MMA, local authorities, and state governments. The solutions database should be designed as an interactive tool, enabling the definition and monitoring of key indicators, and functioning as a strategic instrument to support the design, testing, and scaling of innovative urban solutions.
Priority Level:	Medium
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	6 months
Recommendation #7:	Reinforce the funding assessment of the Biodiversity Action Plan in Belém and revise the approach of the PES mechanism
Challenge/problem to be addressed by the recommendation:	The delays in implementing the PES scheme described in the report mean that, at this stage, it is unlikely that the project will be able to move beyond the design of its operational arrangements. In the absence of secured follow-on funding, there is a significant risk that the mechanism may not progress to implementation. Nevertheless, given the strategic relevance of the PES approach and the existence of an enabling policy framework, it would be advisable to revise the project strategy and adopt a phased and realistic workplan. During the remaining implementation period, the project could focus on: (i) contracting the legal, financial, and operational design of the PES mechanism; (ii) developing environmental education and awareness-raising activities aimed at urban populations linked to the conservation of the Utinga lakes; and (iii) securing a formal commitment from the State Government and/or the municipality to support implementation beyond the project period. Such an approach would preserve the added value of the original output, particularly its potential to engage urban communities in conservation,

while recognizing that full implementation of the PES scheme is unlikely to be achieved within the current project timeframe.

At the same time, there is a clear and urgent need to support IDEFLOR-Bio and the Utinga State Park in addressing environmental pressures affecting the artificial lakes that supply approximately 75% of Belém's drinking water. Key challenges include the illegal discharge of sewage and solid waste, which degrade water quality, threaten water security, and negatively affect surrounding communities.

In this context, a more immediate and potentially high-impact intervention would be to support the development of a legal and operational framework for environmental compensation mechanisms within the Utinga conservation unit, while also exploring opportunities to strengthen existing agroforestry pilots. These interventions could complement future PES initiatives while addressing more immediate management priorities.

It would also be important to strengthen the analysis of financing mechanisms for the Conservation Areas Action Plan, with particular attention to the Combu APA as a potential alternative focus area. This component could be developed internally by FUNBIO, drawing on its extensive experience in the design and management of conservation funds. In addition, a more detailed assessment of environmental compensation mechanisms should be undertaken as a means of supporting the financing and implementation of the Conservation Areas Action Plan for the Belém Metropolitan Region, which is currently under development.

Priority Level:	High
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	36months

Recommendation #8:	Revise the scope and priorities of the climate action plans
Challenge/problem to be addressed by the recommendation:	This consultancy is currently showing weaknesses in the delivery of contractual products, with initial outputs not meeting the required minimum quality standards and with the initial workplan not corresponding to the current capacity. In addition, the contract represents approximately 8% of the total project budget, making it a highly significant investment. Since project design, several major urban centres in the target regions have already developed municipal climate action plans, and some states, such as Piauí and Belém, have also advanced with state-level plans. This creates an opportunity, and potentially a need, to refine the scope and approach of this consultancy. Given the ongoing dialogue between the project, MCTI, and I-Care as the lead consultant, there is scope to consider renegotiating the contract or, in cases of non-compliance with contractual obligations, proceeding with its termination.

In the event of continued underperformance, the Climate Action Plan deliverables should be revised to focus more sharply on specific, context-relevant objectives for each metropolitan region. In addition, a closer integration between the climate action plans and the low-emission pilot zones would be highly desirable. Rather than producing an overly general climate strategy, the project should prioritise practical, territory-based pilot experiences that demonstrate how public policies can be effectively translated into implementation on the ground.

Priority Level:	High
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	3 months

Recommendation #9: Prepare an early exit and sustainability strategy

Challenge/problem to be addressed by the recommendation: The project should develop a sustainability strategy prior to project closure, clearly identifying the institutions responsible for maintaining, operationalising, and updating key project outputs, including planning platforms, governance arrangements, training activities, and knowledge-sharing systems. This strategy should also define institutional responsibilities and outline potential financing pathways.

If the previous recommendations are effectively implemented, they will significantly facilitate the achievement of this objective and ensure a smoother transition towards post-project sustainability.

Priority Level:	High
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	1 year

Recommendation #10: Consolidate a realistic replication and knowledge dissemination strategy

Challenge/problem to be addressed by the recommendation: The project should define an operational replication strategy focused on documenting practical lessons learned, implementation barriers, governance experiences, and financing approaches emerging from the pilot regions. For this to happen, the previous recommendations should be translated in effective adaptations to project management that can lead to clear evidences and lessons learned from the ongoing processes.

Dissemination efforts should prioritize institutional platforms and networks already established at the national level.

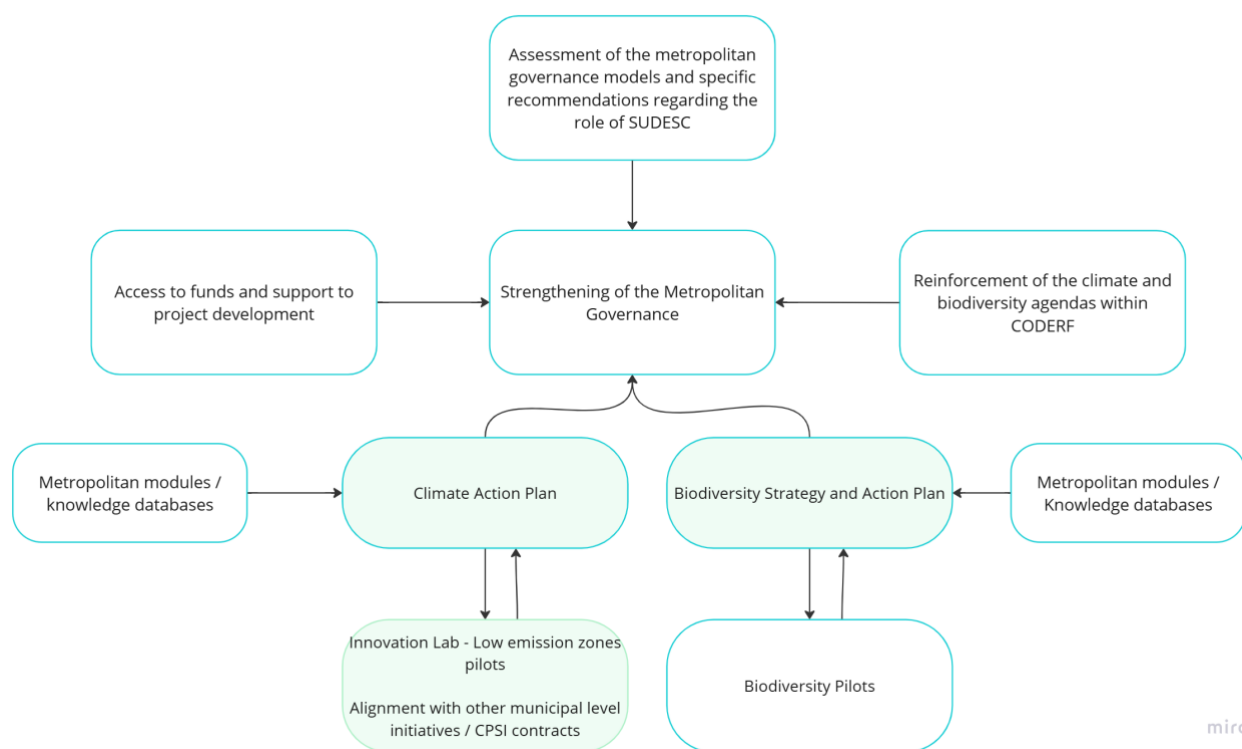
Priority Level:	Medium
Type of Recommendation	Project Management / Opportunity for Improvement
Responsibility:	MCTI / UNEP Brazil and FUNBIO
Proposed implementation time-frame:	6 months

In addition to these recommendations, the following guiding notes are proposed in relation to Recommendation 1, highlighting the need for a stronger strategic focus in each targeted metropolitan region and greater embeddedness of the project within local dynamics. This would reinforce a core CITinova principle: positioning the project as an innovation laboratory capable of piloting and generating evidence to inform sustainable urban development policies at multiple scales.

Florianópolis Metropolitan Region

The strengthening of a strategic territorial approach should be based on the alignment of key stakeholders. Within this framework, priorities in the region could focus on the following elements:

- Secure the engagement of the UFSC innovation laboratory, leveraging its expertise and ongoing research and projects;
- Metropolitan governance: prioritise climate and biodiversity governance, including the strengthening and renewal of CODERF in relation to environmental and climate issues. Assess the advantages and limitations of the governance models currently proposed by the SUDESC leadership, which appears more oriented towards municipal consortia, compared to alternatives that would promote greater institutional autonomy for SUDESC as a metropolitan agency and a more participatory governance approach;
- Low-emission pilots: strengthen alignment with UFSC initiatives and SUDESC's public transport decarbonisation plans, integrating the pilot into a broader living lab approach that can be further scaled by local actors;
- Use the integrated urban planning platform (metropolitan modules or the SUDESC development platform) as a central tool for a living, replicable innovation lab.
- Identify strategic projects to be supported under component 3;



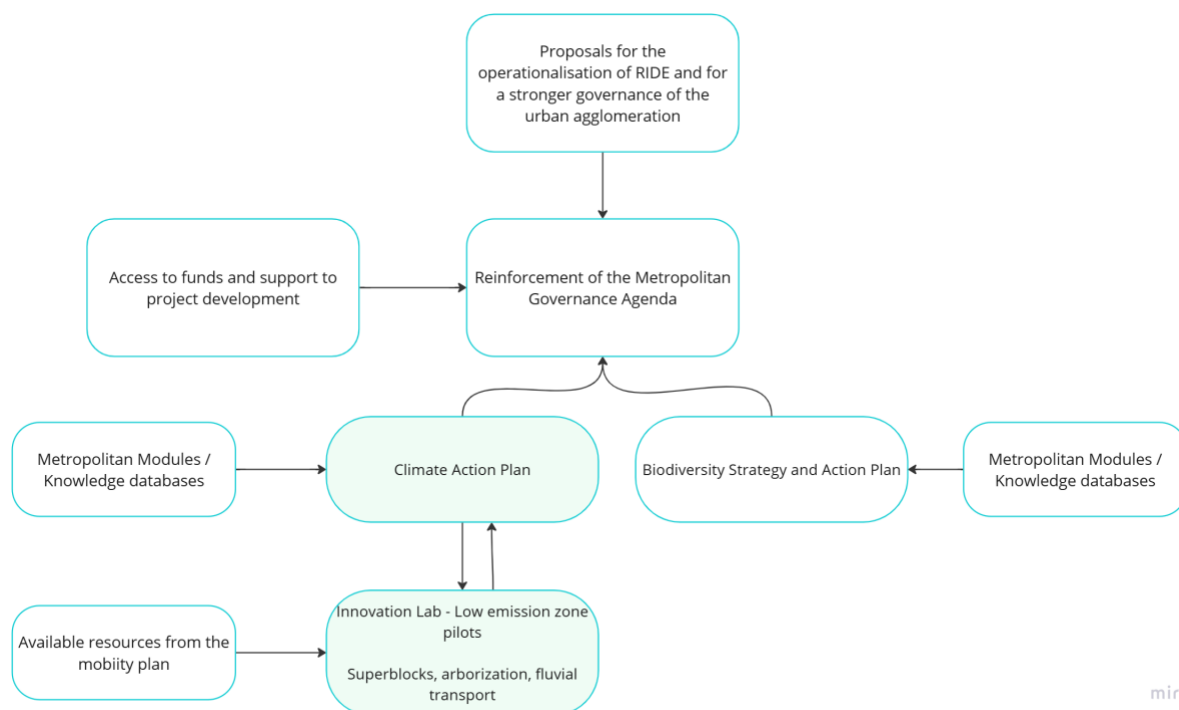
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RIDE Greater Teresina

The implementation of the project in the RIDE Greater Teresina region is particularly challenging, notably because the Teresina–Timon urban agglomeration spans two Brazilian states, bringing additional bureaucratic and institutional complexity. This reinforces the need to focus on concrete, pilot-based interventions capable of generating evidence and demonstrating the practical application of sustainable urban solutions—one of the core principles of the CITinova approach since its inception.

The project strategy in this territory could prioritize the following elements:

- Strengthening engagement with CESU, building on the existing decentralized implementation agreement with MCTI;
- Integrating the low-emission pilot into the development of the Climate Action Plan, ensuring both processes are closely linked and mutually reinforcing;
- Reallocating resources initially intended for the mobility plan to strengthen the pilot component, particularly in areas such as active mobility and river transport, thereby testing alternative mobility solutions within the Teresina–Timon urban agglomeration;
- Metropolitan governance: prioritizing climate and biodiversity governance as an initial step towards consolidating a broader RIDE-level agenda;
- Platform: using the georeferenced integrated urban planning platform as a central tool for a living, replicable innovation laboratory;
- Identifying and prioritizing strategic projects to be supported under Component 3, ensuring alignment with the most promising pilot initiatives and territorial priorities.



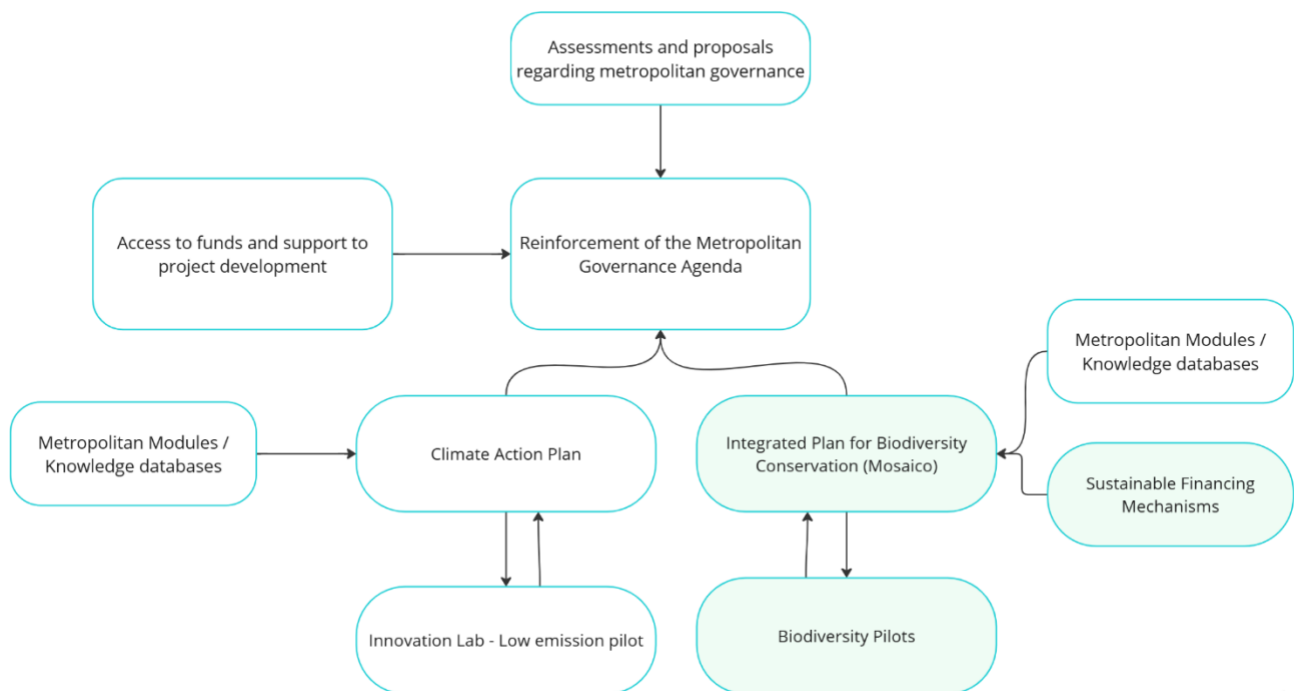
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Belém Metropolitan Region

Considering the fragilities and delays in project implementation in Belém, some tentative ideas to better focus and align project strategies include:

- The Integrated Plan for Urban Green Spaces and Conservation Areas could serve as the central focus of the project's intervention in this region. However, given the project's objectives and the need to maintain a urban metropolitan perspective, this would require strong alignment between the environmental agenda (primarily led by the state environmental secretariat) and the urban planning agenda (under the state urban planning secretariat). These two areas are often treated as separate policy domains, and the project should play a role in bridging them within a metropolitan framework, highlighting how climate and biodiversity priorities can support broader metropolitan governance processes.
- The Metropolitan Module within SINEDU+ could be used as a key instrument for this strategy, provided that environmental data layers are incorporated from the initial stages of platform development.
- Financing mechanisms for the implementation of the Integrated Action Plan should also be further developed, including the exploration of legal arrangements that could enable dedicated funding for selected strategic interventions still to be defined (see Recommendation #7). This could include the use of biodiversity offset mechanisms already foreseen in national legislation.
- As for other components, the low-emission pilot scheme should be closely linked to the Climate Action Plan, with stronger coordination with SEMAS's strategic project unit.

- Finally, the Metropolitan Governance consultancy should adopt a cross-cutting role, ensuring coherence across processes without duplicating existing studies, and should be closely coordinated with other ongoing consultancies and institutional initiatives.



Annexes

Annex I. People consulted during the Evaluation

Annex II. Key documents consulted

Annex III. Evaluation Itinerary

Annex IV. Original Theory of Change

Annex V. Evaluation TORs (without annexes)

Annex I. People consulted during the Evaluation

Organisation	Name	Position	Role in the project	Gender
UNEP	Luiza Schmidt	Focal Point – UNEP Climate Division	Implementation Agency	F
UNEP	Anna Fanzeres	Focal Point – UNEP Ecosystems Division	Implementation Agency	F
MCTI	Osvaldo Moraes	Project National Director	Executing Agency	M
MCTI	Claudia Morosi	Project National Coordinator	Executing Agency	F
MCTI	David Peixoto	Former Project National Coordinator	Executing Agency	M
MMA	Marcela Aboim	Former Project National Director	Executing Agency	F
UNEP Brazil	Caterina Ferrero	Project Manager	Co-executing agency	F
UNEP Brazil	Camile Vieira	Project Technical Coordinator	Co-executing agency	F
UNEP Brazil	Luciene Cardoso	Metropolitan Coordinator RIDE	Co-executing agency	F
UNEP Brazil	Nathalia Minari	Metropolitan Coordinator RMF	Co-executing agency	F
UNEP Brazil	Natalia Maia	Metropolitan Coordinator RMB	Co-executing agency	F
UNEP Brazil	Manoela Bonaldo	Communication Assistant	Co-executing agency	F
FUNBIO	Manoel Sampaio	Program Manager	Co-executing agency	M
FUNBIO	Mariana Santos	Portfolio Manager	Co-executing agency	F
FUNBIO	Luciana Cruz	Project Manager	Co-execution agency	F
MCID	Cristiana Scorza	Director Urban and Metropolitan Development	Member of the steering committee	F
MCID	Marcel Sant’Anna	Coordinator Institutional Reinforcement	Member of the steering committee	M
MCID	Larissa Cavalcante	Institutional Reinforcement Department	Member of the steering committee	F
MCID	Yuri della Giustina	Director Climate Change Department	Member of the steering committee	M
MMA	Salomar Junior	Sustainable Cities Coordinator	Member of the steering committee	M
MMA	Marcela Garaventa	Sustainable Cities Department	Member of the steering committee	F
Florianópolis Municipality	Cibelle Assman	Urbanist	Focal point	F
SUDESC	José Rafael Biff	Financial Manager	Focal Point	M
SUDESC	Aloisio Silva	Mobility Coordinator	Key stakeholder	M
SUDESC	João Demantova	President	Key stakeholder	M

Organisation	Name	Position	Role in the project	Gender
SUDESC	Elaine Santos	Technical Assistant	Key stakeholder	F
GRANFPOLIS	Marius Bagnati	Director	Key stakeholder	M
CODERF	Luana Montero	Vice-President	Key stakeholder	F
SEPLAN-SC	Clodine Alves	Territorial Planning Director	Key Stakeholder	F
UFSC	Clarissa Stefani	Director	Participation in workshops	F
IMCBio	Claudinei Rodrigues	Environmental Analyst	Key Stakeholder	M
ICMBio	Laci Santin	Environmental Analyst	Key Stakeholder	F
ICMBio	Fabricio Basilio	Environmental Analyst	Key Stakeholder	M
Consórcio Clima	Karine Freire	Project Manager in RMF	Service Provider	F
Consórcio Clima	Julia Ceccon	Urbanist	Service Provider	F
SEMA Teresina	Leonardo Madeira	Agenda 2030 coordinator	Focal Point	M
SEMA Teresina	Lorraine Cavalcante	Environmental Analyst	Focal Point	F
SEMPUR Timon	Jaqueline Inagda	Director	Focal Point	F
SEMA Timon	Jairo Galvão	Environmental Analyst	Focal Point	M
SEPLAN	Bruna Iwata		Focal Point	F
IFMA	Roberto Imperes	Researcher	Participation in workshops	M
CESU / UFPI	Barbara Johas	Researcher	Participation in workshops	F
FAPEPI	Lara Falcão	Assistant	Focal point	F
SEMAS Pará	Natalia Nagle	Public Servant	Focal point	F
SEMAS Pará	Palmira Ferreira	Planning and articulation manager	Key stakeholder	F
SEMAS Pará	Beatriz Oliveira	Public servant	Key stakeholder	F
Ideflor-Bio	Julio Meyer	Public servant	Focal point	M
SEMMA Belém	Barbara Paiva	Public servant	Focal point	F
SEGEF	Davina Lima	Public servant	Focal Point	F
SEMC + Ananindeua	Fillipe Bastos	Secretary of Climate Change Adaptation (SEMC+)	Focal point	M
WRI	Henrique Evers	Urban Development Manager	Service provider	M
WRI	Bruno Incau	Latin America Urbanshift coordinator	Service provider	M
I-CARE	Leronardo Werneck	Project Manager	Service provider	M
I-CARE	Israel Schneiberg	Biodiversity Coordinator	Service Provider	M
I-CARE	Julia Figueiredo	Climate Action Plans contract manager	Service provider	F
I-CARE	Diogo Costa	EPAB contract manager	Service provider	M

Organisation	Name	Position	Role in the project	Gender
Tractebel	Gustavo Nappo	Project manager	Service provider	M
Consórcio Clima	Sergio Mysior	Project manager	Service provider	M

Annex II. Key documents consulted

Most relevant documentation was provided through a shared folder, while additional documents were made available upon request during the MTR process. The shared folder included contractual arrangements and amendments, initial project documentation, Terms of Reference and consultancy contracts, progress reports, information on project deliverables, financial data, and documentation related to the management and steering committees, as well as meetings of the local advisory groups.

Project planning and reporting documents

- Project Design Documents and Formal Revisions
- Financial Documentation (Co-financing; Expenditure Reports; Legal Agreements; Project Budget Revisions)
- Progress Implementation Reports
- Minutes from the Project Review Committee
- Steering Committee Minutes;
- Management Committee Minutes;
- ToR and contracts for the project staff and consultancies;
- Communication Plan;
- Gender Plan

Project outputs work package Component 1

- Biodiversity Strategy and Action Plan – Workplan and communication plan;
- Integrated Plan for Urban Green Areas and Conservation Units – Workplan, Initial stakeholder consultation report (draft);
- Climate Action Plans – Workplan, Communication Plan, Territorial and Institutional Diagnosis (draft), Emissions monitoring methodology (draft)
- Project outputs work package Component 2:

Project outputs work package Component 2

- Low-emission pilots: Workplan, Territorial Assessments, Stakeholder Mapping, Summary of the co-creation initial workshops;
- Belém agroforestry pilot – workplan and communication plan;
- Florianópolis Biodiversity Pilots – Workplans and Results Framework; List of laboratory equipment acquired with project funds; ICMBio reports.

Project outputs work package component 3

- Sustainable Financing: Workplan, Communication Plan, CODUS operational plan (draft), Initial assessment on the needs of key stakeholders accessing financial resources (draft);

Project outputs work package component 4

- SINEDU + Clima – RNP workplan;
- Metropolitan Governance capacity building – workplan;

- Reports from capacity building initiatives : UrbanShift Reports, National Dialogues Reports, Peer-to Peer exchanges reports

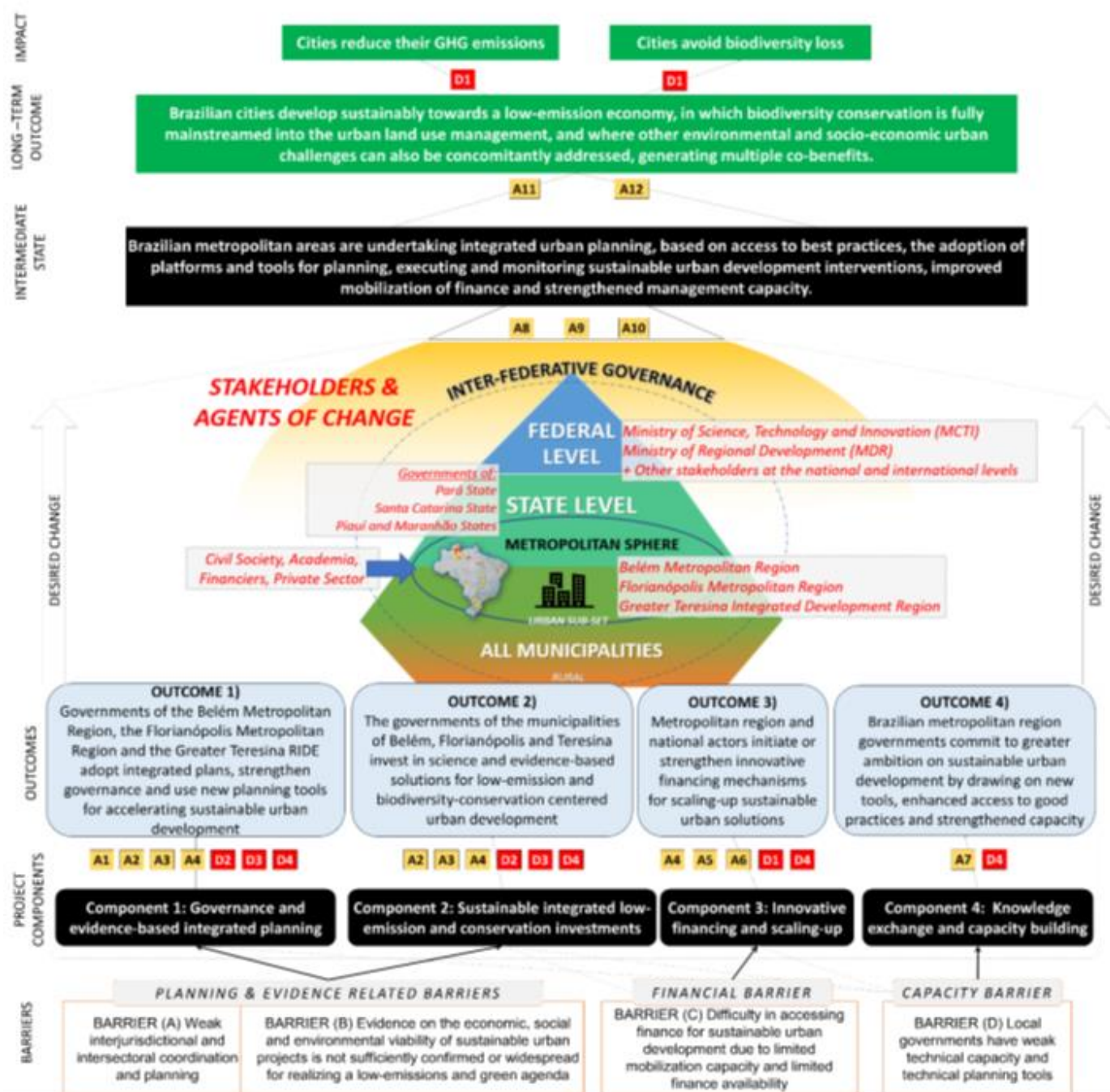
Other Reference documents

- Final Publication on CITinova I – ARIES
- Terminal Evaluation CITinova I
- Lessons Learned factsheets
- RESEX Pirajubae Management Plan
- Carijos Ecological Station Management Plan
- Teresina Municipality Climate Action Plan
- Piaui Climate Action Plan
- Belém Climate Action Plan
- Florianópolis Decarbonization Strategy

Annex III. Evaluation Itinerary

Date	Individuals / Institutions
March	Initial meetings with UNEP
March 25	Preliminary Meeting with MCTI and project management unit
March 26 – April 4	Meetings with the project management unit and metropolitan coordinators
April 7 – April 21	Meetings with RIDE Stakeholders SEMAI Teresina SEMPPLAN Teresina SEMPPLUR Timon SEMA Timon FAPEPI SEPLAN Piaui IFMA – Maranhão Federal Institute CESU Meetings with Belém Stakeholders: SEMMA Belém Municipality SEGEP SEMAS Pará SEPLAD Pará IDEFLOR Ananindeua Municipality Meetings with Florianópolis Stakeholders Florianópolis Municipality SEPLAN Santa Catarina
April 22	Travel Lisbon- Florianópolis
April 23 / 24	Meetings with: SUDESC CODERF GRANFPOLIS ICMBio Visits to Biodiversity Pilots and Low Emission Intervention Area
April 27-29	Meeting with MCTI and Project Management Unit Meeting with FUNBIO Meetings with MMA and MCID
April 28	Travel Brasília - Lisbon
May 4 -16	Additional meetings with former National Project Director Meetings with WRI, I-Care, Consórcio Clima, Tractebel and UF Other meetings to be identified after the first round of consultations
May 14	Initial presentation with key findings

Annex IV. Original Theory of Change



Annex V. GEF Portal Inputs

Portal Entry: Main Findings of the MTR CITinova II remains highly relevant, strategically coherent, and strongly aligned with Brazil's sustainable urban development, climate, and biodiversity agendas. Building on the GEF-6 CITinova I project, CITinova II expanded its scope from the municipal to the metropolitan scale, seeking to strengthen metropolitan governance, climate action, biodiversity conservation, and low-emission urban development across three target metropolitan regions: Florianópolis, Belém, and RIDE Teresina–Timon. (Executive Summary, p. 5) Project implementation has been significantly affected by delays resulting from the late operational start, recurrent institutional changes, and the complexity of coordinating multiple ministries, implementing partners, municipalities, and metropolitan stakeholders. Although the project has already received an 18-month no-cost extension, many strategic activities remain at an early stage of implementation. (Executive Summary, p. 5) The project management structure demonstrates strong technical capacity and adaptive management. UNEP is providing highly satisfactory supervision and technical backstopping, while FUNBIO demonstrates strong financial and procurement management capacity. The current alignment between UNEP, MCTI, and FUNBIO is strong. (Executive Summary, p. 5-6) The MTR identifies the metropolitan scale as the project's main implementation challenge. Metropolitan governance remains institutionally fragile in the targeted regions, and local ownership of strategic outputs is still limited. Several operational challenges remain: heavy reliance on external consultancies with insufficient coordination among outputs, limited strategic alignment between project components and territorial priorities, and challenges related to stakeholder ownership, institutional engagement, and political commitment at the metropolitan level. (Executive Summary, p. 6) Key ratings: Overall assessment: Moderately Satisfactory; Strategic Relevance – Highly Satisfactory; Quality of Project Design – Satisfactory; Effectiveness – Moderately Satisfactory; Financial Management – Satisfactory; Efficiency – Moderately Unsatisfactory; Monitoring and Reporting – Moderately Satisfactory; Exit Strategy and Sustainability – Moderately Likely; Stakeholder Engagement – Moderately Satisfactory; Gender and Human Rights – Satisfactory. (Section 7, pp. 63-68)
Portal Entry: Information on Progress, challenge and outcomes regarding engagement of stakeholder in the project/program based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval At the national level, there is strong alignment and stakeholder ownership. The project is well integrated with national urban development and climate agendas, and focal points from MCTI, MCID, and MMA regularly participate in implementation and strategic discussions. (Section 5.8.3, p. 54) At the metropolitan level, stakeholder engagement is weaker. Focal points from key institutional partners have been designated since early implementation, but many strategic outputs are still at an early stage, contributing to a perception among local actors that they are participating as secondary stakeholders rather than as drivers of the process. Most working groups are either not formally established or continue to operate informally, limiting their capacity to support strategic engagement. (Section 5.8.3, p. 54) Many coordination mechanisms, including local advisory groups and working groups, remain informal or only partially operational. As a result, stakeholder participation has largely been limited to consultation and information-sharing activities rather than sustained engagement around long-term project outcomes. Strengthening political commitment, local ownership, and strategic coordination will be critical during the remaining implementation period. Under Component 4, UrbanShift activities contributed significantly to institutional articulation, but their timing was somewhat disconnected from the broader project workplan. Rating: Moderately Satisfactory. (Section 5.8.3, p. 54-55)
Portal Entry: Information on Progress on gender-responsive measures and any intermediate gender result areas as documented at CEO Endorsement/Approval including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent

The project revised its Gender Action Plan in 2024. Although relatively concise, the revised plan includes clear guidelines, proposed methodologies, and indicators intended to guide project implementation in this area. (Section 5.8.4, p. 55)

As most project activities are being implemented through external consultancies, the Terms of Reference include qualitative scoring criteria that favour companies demonstrating gender-balanced teams. Consultancies are also required to explicitly describe how minorities will be engaged throughout project activities, including concrete measures aimed at promoting the inclusion and empowerment of women. (Section 5.8.4, p. 55)

Human rights and inclusiveness approaches are integrated into the project management strategy. Territorial diagnostics under the low-emission zone pilots include socio-economic and vulnerability analyses. Given that most consultancies are still at an early stage, robust monitoring data on gender outcomes is not yet available and the effective outcomes of the Gender Action Plan can only be properly assessed later in the implementation period. Rating: Satisfactory. (Section 5.8.4, p. 55)

Portal Entry: Progress on the implementation of the project's KM Approach approved at CEO Endorsement/Approval

The project's knowledge-sharing and capacity-building agenda remains highly relevant and well aligned with national policy processes. The dissemination of training activities through platforms such as CapaCidades, together with integration into broader national urban development initiatives, enhances the potential for replication and scaling up. However, due to implementation delays, many of the project's most significant lessons learned and practical experiences are expected to emerge only during the second half of implementation. Originally, the project envisioned the System of Innovations and Solutions for Sustainable Urban Development as the central pillar of its knowledge management strategy. This concept has since been incorporated into a broader national platform on sustainable development and climate action, which is still under development. As a result, it remains unclear how the platform will facilitate the sharing of experiences, good practices, and lessons learned among Brazilian city managers. It is also not yet clear how the metropolitan modules being developed in the three target regions will be integrated into this national platform. (Section 5.3.1, Component 1/4)

The project's communication strategy has also been affected by implementation delays and staff turnover. Nevertheless, the project has maintained a strong presence in both traditional media and social networks and is actively documenting experiences and lessons learned that can feed future knowledge products. Communication activities and channels have generally been well targeted to key audiences, supporting information exchange among project partners and other stakeholders. At the metropolitan level, however, there is a need to strengthen stakeholder engagement and to use communication more strategically as a tool to support the metropolitan agenda and promote the benefits of integrated metropolitan governance. (Section: 5.8.7)

Portal Entry: Lessons learned (Lessons Learned Category and Details on lessons learned)

LL#1 – Project Design and Institutional Complexity: Projects need to calibrate project ambition, institutional complexity, and implementation capacity. The CITinova II experience shows that multi-ministerial projects operating at the metropolitan scale require longer inception phases and more realistic timelines. (Section 8, p. 69)

LL#2 – Local Ownership and Territorial Anchoring: Projects need to focus their approach on strengthening local ownership and territorial anchoring in metropolitan interventions. A balanced approach between national-level alignment and territory-based approaches is required. New project activities should be aligned with existing local plans, strategies, and institutional processes. (Section 8, p. 70)

LL#3 – Sequential Approach: Consistent outcome achievement requires the promotion of a sequential approach between planning processes, pilot implementation, and financing strategies. Integrated urban plans alone are insufficient to generate transformational change if not linked to concrete implementation opportunities and financing mechanisms. (Section 8, p. 70)

LL#4 – Innovation Lab Approach: Innovation-lab approaches require sufficient implementation time to generate evidence, test solutions, monitor results, and consolidate lessons learned. Procurement

delays significantly reduced time available for experimentation. Strengthening links with local research and innovation institutions would ground pilots in local contexts. (Section 8, p. 71)

LL#5 – Institutional Anchoring: Project initiatives must be clearly anchored in, or capable of leveraging, institutional structures with mandates related to the key agendas being supported. Linking project-generated knowledge to permanent institutional structures (e.g. CapaCidades, SINEDU+Clima) is more effective than creating isolated project-based systems. (Section 8, p. 71)

Portal Entry: Actual Sources of Co-financing

As of December 2025, current reported co-financing values total USD 35.246.637 from an initial planned perspective of USD 184,789,243 (19% of target). Co-financing remains below the ideal ratio but is expected to grow during project implementation as many complementary initiatives are ongoing at national and local levels. (Section 5.4.2, p. 48)

Sources of Co-financing	Name of Co-financier	Type of Cofinancing	Investment Mobilized	Amo
Government	Ministério da Ciência, Tecnologia e Inovação (MCTI)	In-kind	Staff time, office space, technical support, participation in project governance	
		Public Investment	Climate, biodiversity, environmental monitoring and sustainable urban development investments	8.
International Organization	UNEP Brazil	In-kind	Staff time, office space, technical support, participation in project governance	
NGO / Foundation	FUNBIO	In-kind	Project management and administrative support	
Government	Prefeitura de Belém	Public investment	Climate, biodiversity and sustainable urban development investments.	5.
Government	Prefeitura de Teresina	In-kind	Technical staff time and institutional support.	
		Public investment	Urban infrastructure, environmental improvements	18.

		Public Investment	Sustainable urban mobility, waste management and climate action investments	1.944,752
Government	Estado de Santa Catarina	Public Investment	Metropolitan mobility planning, PDUI implementation and governance strengthening	171.413
Portal Entry: Key Risks (please refer to ANNEX XI)				

GEF Risks to Achieving Project Outcomes (for GEF funded projects)

RISK CATEGORIES	RATINGS	ASSESSMENT AND MITIGATION MEASURES
CONTEXT		
Climate	Moderate	Brazil's urban regions face increasing climate-related pressures including flooding, heat islands, and extreme weather. The project directly addresses climate change mitigation and adaptation through low-emission pilots and climate action plans in three metropolitan regions. Climate-related risks are partially mitigated through strong national policy alignment (NDC, National Climate Policy) and the interministerial partnership with MMA and MCID. The project has incorporated specific measures to manage climate risks in each of the target metropolitan regions. In Belém, Florianópolis, and Teresina, the proposed intervention areas are located away from major river systems and are therefore not considered highly susceptible to river flooding. In addition, the locations selected for the low-emission city pilots are vulnerable to the urban heat island effect, and the interventions have been specifically designed to address this challenge by promoting more climate-resilient and sustainable urban environments.. (Sections 5.1, 5.3, pp. 28-45)
Environment and Social	Moderate	The project was not classified as high environmental or social risk. Safeguard principles are integrated into consultancy Terms of Reference. However, a dedicated Environmental and Social Management Framework has not been developed, and safeguard monitoring, grievance mechanisms, and outcome indicators for the low-emission and biodiversity pilots remain limited. Rating aligns with Moderately Satisfactory rating for Environmental and Social Safeguards. Strengthening monitoring instruments is recommended. (Section 5.8.5, p. 56)
Political and Governance	Substantial	Recurrent institutional changes at federal and metropolitan levels have caused delays. Upcoming federal and state elections in late 2026 may result in significant policy and institutional shifts, as experienced during the GEF-6 CITinova I transition. The metropolitan agenda remains a low political priority in the target regions. Mitigation measures include securing formal

		cooperation agreements and strengthening political commitments before the electoral cycle. (Sections 5.5, 5.7, pp. 48-53)
INNOVATION		
Institutional and Policy	Substantial	Metropolitan governance remains institutionally fragile in all three target regions. Only Florianópolis has a functioning metropolitan management body (SUDESC). Belém and RIDE Teresina–Timon lack operational metropolitan governance structures as required by the Metropolitan Statute. The metropolitan governance consultancy has yet to be contracted. Mitigation requires stronger strategic focus, realistic timelines, and formalised commitments with anchor institutions. There is a moderate risk associated with insufficient local political support for the development of plans and the implementation of pilot interventions. However, these are contextual risks that are not primarily related to the innovation dimension of the project itself. The urban innovation lab approach adopted by the project remains highly relevant but requires stronger operationalization. The low-emission and biodiversity pilots should function as living laboratories capable of generating practical evidence, testing innovative approaches, and informing future metropolitan and urban policies. Achieving this will require clearer baselines, stronger monitoring systems, greater engagement with local innovation ecosystems, and closer alignment with climate action plans and metropolitan strategies (Sections 5.3, 5.7, pp. 32-55)
Technological	Moderate	Although the project aims to promote innovative approaches, there are no significant technological risks associated. The national level platform on sustainable development and climate action is being designed with the MCIT and the MCID. To support this activity, the project contracted the National Education and Research Network (RNP), an institution connected to MCTI. The platform design process is currently underway within the framework of an interministerial partnership agreement that could contribute positively to the sustainability of this initiative. The implementation phase of the platform will require a separate procurement process and can only proceed once the platform architecture has been fully defined. However, important uncertainties remain regarding the platform's scope and its articulation with other national-level systems. More critically, there is still limited clarity regarding how the metropolitan modules will connect with existing platforms and how these tools will be strategically integrated with other key interventions under CITinova II. (Section 5.3.1, pp. 32-35)
Financial and Business Model	Moderate	Reported financial execution stands at 13% of total budget (USD 1,773,398 of USD 12,552,440 GEF grant as of Dec 2025), but committed contracts suggest execution could rise to approximately 46% once ongoing procurements are completed. Co-financing stands at 19% of target (USD 35,390,158 of USD 184,789,243), below ideal ratios but expected to grow. Financial management by FUNBIO is strong, though the split

		between two UNEP divisions adds complexity. (Section 5.4, pp. 46-48)
EXECUTION		
Capacity for Implementation	Substantial	The project team remains relatively small given the complexity of the initiative, the number of stakeholders involved, and the diversity of agendas. Heavy reliance on external consultancies creates coordination challenges. The project was only fully staffed in mid-2024, and Belém lacked a metropolitan coordinator for nearly one year. Local advisory groups have only met once. Mitigation includes strengthening metropolitan coordination and clarifying consultancy roles. Rating for Efficiency: Moderately Unsatisfactory. (Sections 5.5, 5.8.2, pp. 48-53)
Fiduciary	< Low	No major fiduciary weaknesses have been identified. Available audits do not reveal major compliance issues with UNEP financial policies and procedures. FUNBIO demonstrates strong institutional and financial robustness as fund manager, with solid procurement and contractual management procedures. Strong coordination between UNEP Ecosystems and Climate Divisions has reinforced procedural compliance. (Section 5.4.1, p. 46)
Stakeholder	< Moderate	Stakeholder engagement is strong at the national level (MCTI, MCID, MMA) but weaker at metropolitan and municipal levels. Many local stakeholders perceive themselves as secondary participants. Formal cooperation agreements with local institutions have not been established. Local advisory groups only began meeting in early 2026. Upcoming elections risk further changes in focal points. Mitigation requires stronger territorial strategies, formal commitments, and improved communication. Rating: Moderately Satisfactory. (Section 5.8.3, pp. 54-55)
Other	< Low	No other significant risks identified beyond those listed above.
Overall Risk Rating	Substantial	The overall residual risk to achieving project outcomes is Substantial, primarily driven by political and governance risks related to the 2026 electoral cycle, institutional fragility of metropolitan governance structures, limited local ownership, implementation delays, and the compressed timeframe remaining for experimentation and replication of pilot initiatives. Strong national-level alignment and adaptive management capacity partially mitigate these risks. (Sections 5.5, 5.7, 5.8, pp. 48-57)

Annex VI. Evaluation TORs (without annexes)

TERMS OF REFERENCE

Mid-Term Review of the UNEP project Promoting integrated metropolitan planning and innovative urban technology investments in Brazil (CITinova II)

Section 1: PROJECT BACKGROUND AND OVERVIEW

1. Project General Information

Table 1. Project Summary

UNEP PIMS ID/SMA ¹¹ ID:		Grant ID ¹² (if applicable):	GEFID 10465
UNEP Management (Division/Branch/Unit):	Climate Change Division, Mitigation Branch, GEF Mitigation Unit		
Implementing Partners:	UNEP Ecosystems Division		
Sources of Funding:	Country ¹³ (ies): N/A	Institution ¹⁴ Name/Type: Global Environment Facility	
Relevant SDG(s):	Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable 11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons 11.3 By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries 11.6 By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management 11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels Goal 13: Take urgent action to combat climate change and its impacts 13.2 Integrate climate change measures into national policies, strategies and planning		
MTS (all that apply):	MTS 2022-2025	UNEP approval date:	23/12/2022
POW Direct Outcome(s) number/reference (applicable for projects approved from 2022):	POW Direct Outcome: 1.1; 1.2; 2.7	MTS 2025 Outcome(s) number/reference (applicable for projects approved from 2022):	MTS 2025 Outcome: 1A; 1B; 2C
Sub-programme:	Climate Change	Programme Coordination Project:	
Expected start date:	15 December 2021	Actual start date:	29 December 2022

¹¹ SMA refers to the ID provided by the Integrated Planning, Management and Reporting Solution (IPMR) system, which was introduced by UNEP in July 2023.

¹² For example, ID references from EC, IKI, UNDA, Adaptation Fund, GCF.

¹³ Where applicable, list countries who have provided project funds and/or co-finance.

¹⁴ Indicate where funding institutions are any/all of the following: Foundation/NGO; Private Sector; UN Body; Multilateral Fund; Environment Fund; Other.

Planned completion date:	31 July 2028	Actual operational completion date:	n/a
Planned total project budget ¹⁵ at approval:	\$ 12,552,440.00	Actual total expenditures reported as of Dec 2025:	\$ 1.773.398,61
Planned Extra-budgetary Funds ¹⁶ :	\$ 184,789,243.00	Secured Extra-budgetary Funds:	\$ 35.246.638,00
First disbursement:	\$ 564,860.00	Planned date of financial closure:	31 July 2029
No. and dates of formal project revisions:	1. 25/Nov/2022 2. 28/Nov/2023 3. 10/Dec/2025	Date of last approved project revision:	10/Dec/2025
No. of Steering Committee meetings:	4 (2 in-person, 2 online)	Date of Last Steering Committee meeting:	12 Jun 2025
Mid-term Review/ Evaluation budgeted:	• At design: Jan 2025 • At revision: Jan 2026	Mid-term Review/ Evaluation (actual date):	Jan-Jul 2026
Terminal Evaluation (planned date):	31 January 2027	Terminal Evaluation (actual date):	31 July 2028
Coverage – Implementing Country(ies):	Brazil	Coverage – Implementing Region(s):	LAC
Dates of previous project phases:	n/a	Status of future project phases:	n/a

2. Project Rationale

Brazilian metropolitan regions are experiencing rapid, unplanned urban growth that exacerbates environmental degradation, greenhouse gas (GHG) emissions, and biodiversity loss. Urban sprawl, car-centric development, and weak interjurisdictional coordination have led to fragmented governance, inefficient infrastructure, and increased pressure on natural ecosystems. Despite Brazil's relatively clean energy matrix, urban sectors such as transport, waste, and buildings contribute significantly to national GHG emissions. Moreover, urban expansion threatens critical biodiversity hotspots. These challenges are compounded by limited municipal capacity, inadequate planning tools, and insufficient access to sustainable finance mechanisms.

The CITinova II project addresses these systemic issues by promoting integrated metropolitan planning and piloting innovative, low-emission, and biodiversity-friendly urban solutions in three representative regions: Belém Metropolitan Region, Florianópolis Metropolitan Region, and Greater Teresina. It aims to strengthen governance, develop digital planning platforms, and implement demonstration projects that showcase the viability of sustainable urban development. By enhancing institutional capacity, facilitating access to finance, and fostering knowledge exchange, the project seeks to catalyze a national shift toward compact, inclusive, and environmentally resilient urban systems—contributing to Brazil's climate and biodiversity commitments while improving quality of life for urban residents.

The United Nations Environment Programme (UNEP) is the leading global environmental authority, responsible for setting the global environmental agenda, promoting the coherent implementation of the environmental dimension of sustainable development within the United Nations system, and serving as an authoritative advocate for the global environment. UNEP's Climate Change Division, in partnership with the Ecosystems Division, serves as the Implementing Agency for the full-sized project titled "Promoting Integrated Metropolitan Planning and Innovative Urban Technology Investments in Brazil." UNEP is accountable to the Global Environment Facility (GEF) for the implementation of this project, including the use of project resources as outlined in the CEO endorsement document and any amendments agreed upon by all donors.

A Mid-Term Review (MTR) is conducted approximately halfway through the project's implementation. Its purpose is to assess whether the project is on track, identify any challenges or issues encountered, and recommend corrective actions needed to ensure successful delivery of the project's objectives.

The project was approved for a GEF grant on December 18, 2021 and actual project action started in December 2022. It is now on its third year of implementation and is expected to conclude technical operation in July 2028. The MCTI acts as the Executing Agency, with the support of two additional partners: UNEP Brazil and Brazilian Biodiversity Fund (FUNBIO).

3. Project Results Framework

¹⁵ Total budget may include; Regular Budget, Environment Fund, Extra-Budgetary, including 'softly-earmarked' etc.

¹⁶ Extra-budgetary funds may include co-finance (cash/in-kind)

The objective of the project under review is to support Brazilian metropolitan regions in reducing greenhouse gas emissions, conserving biodiversity, and achieving economic, social, and environmental co-benefits through an integrated urban planning approach. This objective is pursued through four components: Components 1 and 2 focus on targeted interventions in the three pilot metropolitan regions (Belém, Florianópolis, and Greater Teresina), while Components 3 and 4 address national-level activities aimed at scaling up and replicating successful approaches.

Project outputs and activities are structured under specific outcomes, each defined either as the uptake, adoption, or application of a product or service by intended beneficiaries, or as a change in institutional behavior, attitudes, conditions, or environmental state. These elements are consolidated in the project's results framework, which outlines the logical flow from inputs to outcomes and impacts, and is presented in the table below.

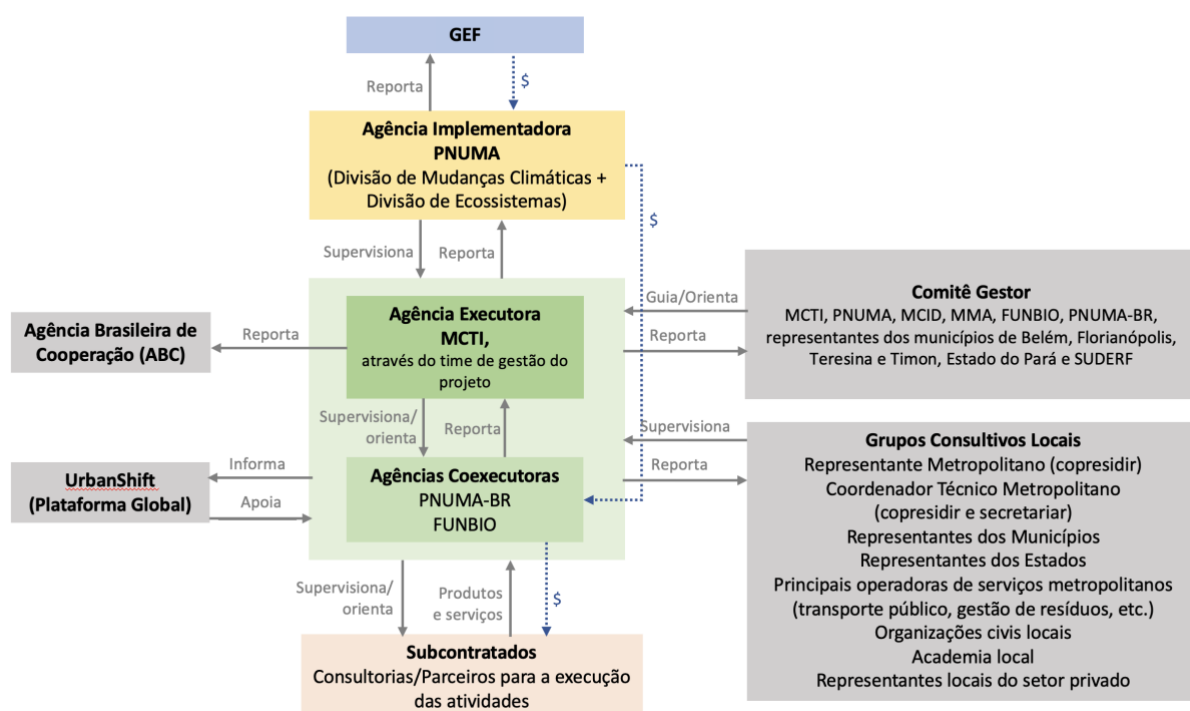
Table 1. Project framework

Project Component	Expected Outcomes	Expected Outputs
Component 1. Governance and evidence-based integrated planning	Governments of the Belém Metropolitan Region, the Florianópolis Metropolitan Region and the Greater Teresina RIDE adopt integrated plans, strengthen governance and use new planning tools for accelerating sustainable urban development	1.1: An integrated planning digital module, linked to the <i>System of Innovations and Solutions for Sustainable Urban Planning</i> (SIS+), is available to support integrated urban planning of the Belém Metropolitan Region by its municipalities
		1.2: Integrated urban plans are developed as tools for the Belém Metropolitan Region to use in accelerating sustainable urban development
		1.3: A proposal for updating complementary law 027/95 to enhance the governance and management of the Belém Metropolitan Region is developed and submitted for approval by the State Government of Pará
		1.4: An integrated planning digital module, linked to SIS+, is available to support integrated urban planning of the Timon-Teresina Urban Agglomeration by the Teresina and Timon municipalities
		1.5: Integrated urban plans are developed as tools for the Greater Teresina RIDE municipalities to use in accelerating sustainable urban development
		1.6: A proposal for local legislation to enhance the governance and management of the Timon-Teresina Urban Agglomeration is developed and submitted for approval by the Teresina and Timon municipalities
		1.7: An integrated planning digital module, linked to SIS+, is available to support integrated urban planning of the Florianópolis Metropolitan Region by its municipalities
		1.8: Integrated urban plans are developed as tools for the Florianópolis Metropolitan Region municipalities to use in accelerating sustainable urban development
		1.9: Proposals on strengthened metropolitan governance arrangements and socio-environmental macrozoning guidelines are developed and submitted for approval by the Florianópolis Metropolitan Region Development Committee
Component 2. Sustainable integrated low-emission and conservation investments	The governments of the municipalities of Belém, Florianópolis and Teresina invest in science and evidence-based solutions for low-emission and biodiversity-conservation-centered urban development	2.1: Low-emission street pilot in the Belém City Center
		2.2: Agroforestry production chains are developed or strengthened to enhance sustainable livelihood options for local communities in the Combú Island urban protected area in Belém
		2.3: Low-emission city block pilot in the Teresina City Center
		2.4: Low-emission district pilot on the mainland of the Florianópolis Municipality
		2.5: Three pilot investment projects in the Pirajubae Marine Extractive Reserve and Carijós Ecological

		Station in Florianopolis are executed to demonstrate methodologies to measure urban protected area health and foster community-based conservation
Component 3. Innovative financing and scaling-up	Metropolitan region and national actors initiate or strengthen innovative financing mechanisms for scaling-up sustainable urban solutions	3.1: Brazilian local governments have access to strengthened national financing mechanisms for low-emission sustainable urban development
		3.2: Brazilian local governments enhance capacity to access financial mechanisms for financing low-emission sustainable urban development
		3.3: An innovative financing mechanism in support of the conservation and ecosystem service-provision of the Utinga State Park benefits urban dwellers in the Belém Metropolitan Region
Component 4. Knowledge exchange and capacity building	Brazilian metropolitan region governments commit to greater ambition on sustainable urban development by drawing on new tools, enhanced access to good practices and strengthened capacity	4.1: A <i>System of Innovations and Solutions for Sustainable Urban Planning (SIS+)</i> for promoting sustainable urban development is available to Brazilian Federal, state and municipal governments
		4.2: Brazilian city stakeholders strengthen their knowledge, through SIS+ and national networks, on good practices and public policies for achieving integrated sustainable urban development
		4.3: Local, state and federal stakeholders strengthen their capacity to undertake integrated urban planning as a result of training activities, including those provided through the Global Program of the Sustainable Cities Impact Program

4. Executing Arrangements

The institutional arrangements for project implementation are presented in the following figure.



The **Implementing Agency (IA)** is responsible for the project to the Global Environment Facility (GEF). This role is undertaken by the United Nations Environment Program (UNEP), Climate Change and Ecosystem Divisions. Key functions undertaken by each Division are listed below:

Climate Change Division

- Acting as overall lead GEF Implementing Agency for this project;
- Acting as GEF Implementing Agency for all project activities related to climate change;
- Signing the Internal Cooperation Agreement (ICA) and administering the project funds executed by UNEP Brazil.
- Administering the project funds assigned for the mid-term review and terminal evaluation.

Ecosystems Division

- Acting as GEF Implementing Agency for all project activities related to biodiversity and land degradation;
- Signing the Project Cooperation Agreement (PCA) and administering the project funds executed by the Brazilian Biodiversity Fund (FUNBIO).

Both divisions:

- Ensuring timely disbursement/sub-allotment to co-executing agencies based on agreed legal document and in accordance with UNEP and GEF fiduciary standards;
- Following-up with co-executing agencies for progress, equipment, financial and audit reports;
- Providing consistent and regular oversight on project execution and conduct project supervisory missions as per Supervision Plans and in doing so ensures that all UNEP and GEF criteria, rules and regulations are adhered to by project partners;
- Technically assessing and overseeing the quality of project outputs, products and deliverables – including formal publications;
- Providing no-objection to main TORs and subcontracts issued by the project, including selection of the Project Manager;
- Attending and facilitating inception workshops, field visits where relevant, and steering committee meetings;
- Assessing project risks, and monitor and enforce a risk management plan;
- Regularly monitoring project progress and performance and rate progress towards meeting project objectives, project execution progress, quality of project monitoring and evaluation, and risk;
- Monitoring reporting by project executing partners and provide prompt feedback on the contents of the report;
- Promptly informing the management of any significant risks or project problems and take action and follow up on decisions made;
- Applying adaptive management principles to the supervision of the project;
- Approving budget revision, certify fund availability and transfer funds;
- Ensuring that GEF and UNEP quality standards are applied consistently to all projects, including branding and safeguards;
- Certifying project operational completion;
- Managing relations with the GEF secretariat.

The **Executing Agency** is responsible for the project execution. This role is undertaken by the Ministry of Science, Technology, and Innovations (MCTI). The ministry holds overall responsibility for the project's execution and together with the Brazilian Cooperation Agency (ABC), have signed an *executive programme* agreement with UNEP for the execution of the project.

The overall division of responsibilities between the agencies (MCTI, UNEP Brazil and FUNBIO) is the same as that used successfully for the GEF-6 integrated approach pilot sustainable cities project in Brazil. i.e. MCTI with overall project responsibility, and co-executing partners managing project funds and leading project technical work under the ministry's supervision.

The Project Management Team (PMT) was originally envisaged to include the National Director and National Coordinator (both appointed and co-financed by MCTI), a Project Manager, a Junior Urban Planning Specialist, a Communication and Gender Advisor, a Climate Mitigation and Platforms Specialist, a Biodiversity Specialist, and three Metropolitan Region Technical Coordinators and Urban Planning Specialists (one based in each pilot metropolitan region). At the request of MCTI, this structure was subsequently revised, and the PMT currently consists of the National Director and National Coordinator (both appointed and co-financed by MCTI), a Project Manager, a Technical Coordinator, a Communication and Gender Assistant, and three Metropolitan Region Coordinators. Key functions of the project management team include:

- Ensuring the overall technical quality and coherence of the project;
- Ensuring that the project is executed in accordance with the project workplans and budgets;
- Supporting the Co-executing Agencies and the Technical Execution Partners in project execution, including by supporting the preparation of technical terms of reference;
- Reviewing workplans and budgets;
- Supervising activities;
- Facilitating coordination between the Co-executing Agencies, the Technical Execution Partners and the Local Advisory Groups;
- Chairing the Advisory Group of Specialists (AGS) and co-chairing the Local Advisory Groups (LAG) (see details of these below).
- Establishing a framework for cross-fertilization between the different entities (metropolitan regions, co-executing partners, Technical Execution Partners, AGS, LAG) that enables lessons learned to be shared and facilitates mutual support for project execution. This will build upon work undertaken to compile experiences, good practices and lessons learned through output 4.2. This builds upon a recommendation of the mid-term review of the GEF-6 Brazil sustainable cities project,¹⁷
- Leading all monitoring and evaluation activities, including tracking the implementation of the results based framework and the gender action plan.

5. Project Cost and Financing

The project's budget consists of a GEF grant and co-finance from various partners. Contributions from the GEF can be classified according to their contribution to the Fund's Focal Area objectives as depicted in the table below.

Table 2. Project financing

GEF Agency	Trust Fund	Country	Focal Area	Programming of Funds	(in \$)		
					GEF Project Financing (a)	Agency Fee (b)	Total (c)=(a)+(b)
UNEP	GEF TF	Brazil	Climate change	CC STAR Allocation	5,806,374	522,574	6,328,948
UNEP	GEF TF	Brazil	Biodiversity	BD STAR Allocation	2,679,864	241,188	2,921,052
UNEP	GEF TF	Brazil	Multifocal Area	IP SC Set-Aside	4,066,202	365,958	4,432,160
Total GEF Resources					12,552,440	1,129,720	13,682,160

As of 30 December 2025, US \$1.773.398,61 of the project budget has been executed, representing around 14% of the GEF's grant. Up to the same date, US \$ 2.117.444 have been disbursed.

6. Implementation Issues

Since project inception, country project leadership in MCTI has changed several times, resulting in adjustments to the institutional arrangements, particularly regarding team composition and allocation of responsibilities. At the time the cooperation agreements for implementation were signed, the role of the Ministry of Science, Technology and Innovation (MCTI), supported by a team contracted through UNEP Brazil, was envisaged as focusing on oversight, supervision, and institutional engagement, while technical leadership of the project would be assumed by the co-executing partners, particularly FUNBIO.

Following subsequent leadership changes, the project team structure was revised, and technical leadership was transferred to MCTI, with the support of the project team contracted through UNEP Brazil. This process of redefining institutional arrangements contributed to delays during the project's first year.

After the project team was in place, further delays were encountered in the preparation of Terms of Reference for the consultancy services responsible for delivering key project outputs. Once the first ToRs were finalized, additional challenges emerged during the procurement process, resulting in the first consulting firm being contracted only in the second half of 2025, more than two years after project start up. Overall, the most significant issue currently affecting project implementation has been these cumulative delays. One of the main objectives of the Mid Term Review will therefore be to clearly identify the underlying causes of these delays, assess their implications for project performance, and draw lessons learned to help prevent further setbacks.

Section 2. OBJECTIVE AND SCOPE OF THE MID-TERM REVIEW

¹⁷ Recommendation #9: "establish an operational framework for cross-fertilization amongst the project executing partners."

7. Objective of the Review

In line with the UNEP Evaluation Policy¹⁸ and the UNEP Programme and Project Management Manual¹⁹, the Mid-Term Review (MTR) is undertaken approximately half-way through project implementation to analyze whether the project is on-track, what problems or challenges the project is encountering, and what corrective actions are required.

8. Key Review Principles

Mid-Term review findings and judgements will be based on sound evidence and analysis, clearly documented in the Review Report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

The Mid Term Review should address, inter alia, the following key questions:

- **Project team capacity:** Given the current team composition and performance to date, does the project have adequate capacity to deliver results efficiently and effectively? Are roles, responsibilities, and reporting lines sufficiently clear and functional?
- **Theory of Change and results delivery:** Are the ongoing activities likely to lead to the expected project outcomes and impacts as articulated in the Theory of Change? If not, what corrective measures or strategic adjustments should be considered to enhance effectiveness and impact?
- **Stakeholder engagement:** Are the key actors required for the success of the project adequately informed, consulted, and engaged in implementation at national and local levels?
- **Financial performance and expenditure rate:** Is the current rate of expenditure appropriate for the project's mid point? Are resources being allocated and utilized in a strategic and cost effective manner in relation to results achieved and planned?
- **Environmental and social safeguards:** Are safeguard risks being adequately identified, monitored, and mitigated? Have appropriate measures been taken to minimize potential negative environmental and social effects?
- **Use of lessons learned:** Have recommendations and lessons learned from previous GEF 6 projects and related initiatives been appropriately considered and integrated into the design and implementation of the current project?

A Mid-Term Review is a *formative assessment*, which requires that the consultant go beyond the assessment of “*what*” the project performance is and make a serious effort to provide a deeper understanding of “*why*” the performance is as it is.

Attribution, Contribution and Credible Association: In order to *attribute* any outcomes and impacts to a project intervention, one needs to consider the difference between what has happened with, and what would have happened without, the project (i.e. take account of changes over time and between contexts in order to isolate the effects of an intervention). This requires appropriate baseline data and the identification of a relevant counterfactual, both of which are frequently not available for reviews. Establishing the *contribution* made by a project in a complex change process relies heavily on prior intentionality (e.g. approved project design documentation, logical framework) and the articulation of causality (e.g. narrative and/or illustration of the Theory of Change). Robust evidence that a project was delivered as designed and that the expected causal pathways developed supports claims of contribution and this is strengthened where an alternative theory of change can be excluded. A *credible association* between the implementation of a project and observed positive effects can be made where a strong causal narrative, although not explicitly articulated, can be inferred by the chronological sequence of events, active involvement of key actors and engagement in critical processes.

Partners and Key Project Stakeholders. A key aim of the Mid-Term Review is to encourage reflection and learning by UNEP staff, the implementing partners (MCTI, Funbio and UNEP Brazil) and key project stakeholders. The Review Consultant should consider how reflection and learning can be promoted, both through the review process and in the communication of review findings and key lessons.

9. Review Criteria

All review criteria will be rated on a six-point scale as follows: Highly Satisfactory²⁰ (HS = 6); Satisfactory (S = 5); Moderately Satisfactory (MS = 4); Moderately Unsatisfactory (MU = 3); Unsatisfactory (U = 2); Highly Unsatisfactory (HU = 1). A Criteria Ratings Matrix is available, within the suite of tools, to support a common interpretation of points on the scale for each review criterion. The Overall Performance Rating is calculated as a simple average of the ratings for each criterion (A-H). **Any criterion assessed as being in the ‘Unsatisfactory’ range should trigger corrective action in the Management Response.**

¹⁸ <https://wedocs.unep.org/handle/20.500.11822/41114>

¹⁹ <https://wedocs.unep.org/20.500.11822/42752>

²⁰ *Sustainability* is similarly rated on a six-point scale but labelled from Highly **Likely** (HL) down to Highly **Unlikely** (HU).

For GEF-funded projects there are a series of questions that need to be uploaded to the GEF Portal. The consultant should complete the table in Annex 5 of these TOR and append it to the Final Review report.

A. Strategic Relevance

The Mid Term Review (MTR) will assess the extent to which the activity is suited to the priorities and policies of UNEP, the donors, implementing regions/countries and target beneficiaries and is operating in a way that is complementary to other ongoing interventions.

The MTR will assess whether there have been any changes in priorities since the project was designed and whether the project has/should adapt to address the changing policy/strategy context.

This criterion comprises two elements:

Alignment to UNEP's, Donors and Country (global, regional, sub-regional and national) strategic priorities

The Review should assess the project's alignment with the UNEP Medium Term Strategy (MTS) and Programme Of Work (POW)²¹ under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building²² (BSP) and South-South Cooperation (S-SC). The MTR will assess the extent to which the project is suited to, or responding to, donor priorities as well as alignment of the project with global priorities such as the SDGs and Agenda 2030. The extent to which the project is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented will also be considered. Examples may include: UN Sustainable Development Cooperation Framework (Cooperation Framework) or, national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc. Within this section consideration will be given to whether the needs of all beneficiary groups are being met and reflects the current policy priority to leave no-one behind.

Complementarity/Coherence²³ with Relevant Existing Interventions

An assessment will be made of how well the project is taking account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups.

The MTR will consider if the project team, in collaboration with all partners, is fulfilling any commitments to collaborate made at project design and is working to ensure their own intervention is complementary to other interventions.

B. Quality & Revision of Project Design

The MTR should provide a brief overview of the strengths and weaknesses of the project design and assess whether all elements of the project design have been initiated and/or are still planned for. Based on a review of the project design document, regular reports and meeting minutes, the Review Consultant will confirm whether any amendments²⁴ have been made to the activities and/or results of the project. This includes changes to the formulation of results statements as well as changes in results indicators and/or project targets and the associated budget. Where revisions have been made the Consultant should confirm that formal documentation for these amendments is available and that UNEP/donor policies for revisions have been followed. In the absence of such formalisation the Review Consultant will make appropriate recommendations.

C. Effectiveness

The Review will assess effectiveness across four dimensions: availability of outputs, progress towards project outcomes and adaptive management. The Review Consultant will confirm that all results statements conform to UNEP's definitions²⁵ and make recommendations for adjustments where necessary. At the project's mid-point emphasis is placed on the timeliness, quality and ownership of outputs and whether the project is adopting approaches or delivering activities to support the uptake of outputs (i.e. outcome level results).

²¹ UNEP's Medium Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as POW Outcomes and POW Direct Outcomes of the Sub-programmes. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>.

²² <http://www.unep.fr/ozonaction/about/bsp.htm>

²³ This sub-category is consistent with the new criterion of 'Coherence' introduced by the OECD-DAC in 2019.

²⁴ The conditions and processes for amendments should abide by the terms of the funding agreement. For example, the GEF has specific requirements for the approval/reporting of 'minor' and 'major' amendments. This includes the provision that any minor and major (approved) amendments should be reflected in the PIR report of the same year.

²⁵ UNEP, 2023, Glossary of Results Definitions.

i. Theory of Change

The Review will assess whether the Theory of Change/Results Framework represents a coherent and realistic change process from a cause and effect perspective. Considerations will be given to whether the causal pathways are effectively shown/articulated and supported by a full set of contributing conditions ('drivers' are external factors largely under the influence of the project; 'assumptions' are external factors largely outside the influence of the project). The TOC should also reflect²⁶ UNEP's commitment to increasing equality in line with the UN's commitment to human rights. If adjustments are needed they should be clearly presented and justified during the MTR process and a recommendation made on how any revisions could be formally approved.

Availability of Outputs²⁷

The Review will assess the project's success in producing the planned outputs and making them available to the intended beneficiaries as well as its success in achieving milestones as per the project design document or any formal revisions. The availability of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their provision. It is noted that emphasis is placed on the performance of those outputs that are most important to achieve outcomes. The Review will explain the reasons behind the success or shortcomings of the project in delivering its planned outputs and recommend corrective action as appropriate.

Progress towards Project Outcomes²⁸

At the project mid-point the Review Consultant will focus on the links between the provision of outputs and their adoption at the outcome level. The MTR will explore whether the assumptions and drivers that need to be in place to support the uptake of outputs are evident/emerging and consider whether sufficient effort and attention is being directed towards reaching outcome levels.

Likelihood of Impact

Based on the articulation of long-lasting effects in the TOC (i.e. from project outcomes, via intermediate states, to impact), the Review will assess the likelihood of the intended, positive impacts becoming a reality.

The Review will consider the extent to which the project has played a catalytic role²⁹ or has promoted scaling up and/or replication as part of its Theory of Change (either explicitly as in a project with a demonstration component or implicitly as expressed in the drivers required to move to outcome levels) and as factors that are likely to contribute to greater or long-lasting impact.

Adaptive Management

The Review will assess whether any adaptive management³⁰ is evident, possibly reflected in annual reports or reports from field missions etc. The Review Consultant will consider the project's performance to-date from a risk perspective considering: a) the likelihood of any non/late delivery of the project's workplan; b) likelihood of any negative effects, including reputational risks and safeguard issues and c) factors undermining the endurance of project achievements.

During the MTR, forward plans should be reviewed and adaptive management strategies discussed such that the project's effectiveness and efficiency are maximized. Actions for adaptive management should be reflected in the MTR recommendations, which may include recommendations on governance structures, implementation arrangements, project design elements, monitoring and/or exit strategies etc.

D. Financial Management

²⁶ This can be as a driver or assumption if there is no specific equality results statement.

²⁷ Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2023)

²⁸ An outcome is a change at institutional level, or changes in behaviors, attitudes or conditions achieved from the use (i.e., uptake, adoption, application) of outputs by intended beneficiaries (UNEP, 2023).

²⁹ The terms catalytic effect, scaling up and replication are inter-related and generally refer to extending the coverage or magnitude of the effects of a project. Catalytic effect is associated with triggering additional actions that are not directly funded by the project – these effects can be both concrete or less tangible, can be intentionally caused by the project or implied in the design and reflected in the TOC drivers, or can be unintentional and can rely on funding from another source or have no financial requirements. Scaling up and Replication require more intentionality for projects, or individual components and approaches, to be reproduced in other similar contexts. Scaling up suggests a substantive increase in the number of new beneficiaries reached/involved and may require adapted delivery mechanisms while Replication suggests the repetition of an approach or component at a similar scale but among different beneficiaries. Even with highly technical work, where scaling up or replication involves working with a new community, some consideration of the new context should take place and adjustments made as necessary.

³⁰ Adaptive management is an **iterative process** in which practitioners test hypotheses and adjust behavior, decisions, and actions based on experience and actual changes (Stankey et al., 2005).

Under financial management the Mid-Term Review will assess: a) whether the rate of spend is consistent with the project's length of implementation to-date, the agreed workplan and the delivery of outputs and b) whether financial reporting and/or auditing requirements are being met consistently and to adequate standards by all parties. Any financial management issues that are affecting the timely delivery of the project or the quality of its performance will be highlighted. Expenditure should be reported, where possible, at output/component level and will be compared with the approved budget.

Ratings should be provided for two sub-categories (*adherence to policies and completeness of financial information*), as assessed at the mid-point: i) the Review will verify the application of proper financial management standards and adherence to UNEP's financial management policies; ii) the Review will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner. The Review may comment on the level of communication between the UNEP Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach.

Global Environment Facility	The Review will determine, under Financial Management, i) time from CEO endorsement (FSP) / CEO approval (MSP) to first disbursement; ii) disbursement balance; iii) whether the project has secured co-financing higher than 35% and iv) time between CEO Endorsement and (likely) end of MTR.
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E. Efficiency

Under the efficiency criterion, the Review will assess the extent to which the project delivered maximum results from the given resources. The Review will assess the *cost-effectiveness and timeliness* of project execution.

Focusing on the translation of inputs into outputs, *cost-effectiveness* is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. *Timeliness* refers to whether planned activities have been/are being delivered according to expected timeframes as well as whether events are being sequenced efficiently. The Review will give special attention to efforts being made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities³¹ with other initiatives, programmes and projects etc. to increase project efficiency.

The Review will also assess ways in which potential project extensions can be avoided through stronger project management.

F. Monitoring and Reporting

The Review will assess monitoring and reporting across two sub-categories: monitoring of project implementation and project reporting.

i. Monitoring of Project Implementation

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART³² results towards the provision of the project's outputs and the achievement of the project outcomes, including at a level disaggregated by gender, marginalisation or vulnerability, including those living with disabilities. In particular, the Review will assess the relevance and appropriateness of the project indicators as well as the methods used for tracking progress against them as part of conscious results-based management.

The Review will assess whether the monitoring system is operational and facilitates the timely tracking of results and progress towards project milestones and targets throughout the project implementation period. This assessment will include consideration of whether the project gathered relevant and good quality baseline data that is accurately and appropriately documented. This should include monitoring the representation and participation of disaggregated groups, including gendered, marginalised or vulnerable groups, such as those living with disabilities, in project activities. It will also consider how quality monitoring data are being used to adapt and improve project execution, achievement of outcomes and ensure sustainability.

In addition, the Review will assess the adequacy, coherence, and measurability of the project's results framework and indicators in capturing progress toward outcomes and impacts. Where gaps or weaknesses are identified, the evaluator should propose revised or additional indicators to better measure results and long term impact.

³¹ Complementarity with other interventions during project design, inception or mobilization is considered under Strategic Relevance above.

³² SMART refers to results that are specific, measurable, achievable, relevant and time-oriented. Indicators help to make results measurable.

Project Reporting

UNEP has a centralised information management system³³ in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Review Consultant by the UNEP Project Manager. Donors may have specific reporting requirements and copies of reports will be made available by the UNEP Project Manager. The Review will assess the extent to which both UNEP and Donor reporting commitments have been fulfilled.

Where the need for any corrective action has been indicated in any project reports (e.g. as an identified risk), the Review Consultant will record whether this action has been taken.

Global Environment Facility	For internally executed projects the Review Consultant should review the quality of regular reports and confirm they have been submitted on a timely basis.
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G. Exit Strategy & Sustainability

Sustainability³⁴ is understood as the probability of the benefits derived from the achievement of the project outcomes being maintained and developed after the close of the intervention. It may be considered from the perspectives of socio-political, institutional and/or financial sustainability. The Review will identify and assess the key conditions or factors that *are likely* to undermine or contribute to the endurance of benefits at the outcome level. Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. It is assumed that environmental sustainability is central to any UNEP project design but where applicable an assessment of bio-physical factors that may affect the sustainability of project outcomes may also be included.

The Review will ascertain that the project has put in place *an appropriate exit strategy* and measures to mitigate risks to sustainability. The Review Consultant will consider: a) the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards; b) the extent to which the sustainability of project outcomes is dependent on issues relating to institutional frameworks and governance and c) the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure.

H. Factors and Processes Affecting Project Performance and Cross-Cutting Issues

i. Project Inception

This criterion focuses on the inception or mobilisation stage of the project. The Review will assess whether appropriate measures were taken to either address weaknesses in the project design, fill information gaps or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular, the Review will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity³⁵ and development of partnership agreements as well as initial staffing and financing arrangements. The Review Consultant will confirm whether appropriate inception meetings were held and whether an inception report is available on file.

Quality of Project Management and Supervision

During the MTR the consultant will review the planned implementation structure and the roles and responsibilities assigned to each partner or party. Where roles are not being played as planned, an appropriate recommendation to formalise correction action and/or a change in the implementation structure, should be made.

For this MTR 'project management and supervision' refer the project management performance of MCTI, UNEP Brazil and FUNBIO, and the technical backstopping and supervision provided by UNEP. The performance of parties playing different roles should be discussed and a rating provided for both types of supervision (UNEP/Implementing Agency; Partner/Executing Agency) and the overall rating for this sub-category is established as a simple average of the two.

³³ Project Information Management System (PIMS) or, from 2022, Integrated Planning Monitoring and Reporting (IPMR)

³⁴ As used here, 'sustainability' means the long-term maintenance of outcomes and consequent impacts, whether environmental or not. This is distinct from the concept of sustainability in the terms 'environmental sustainability' or 'sustainable development', which imply 'not living beyond our means' or 'not diminishing global environmental benefits' (GEF STAP Paper, 2019, Achieving More Enduring Outcomes from GEF Investment)

³⁵ During 2023 UNEP is reviewing its Partnership Policy and Procedures and a future version is expected to include a requirement for risk mitigation against weak performance among partners.

The Review will assess the effectiveness of project management to-date with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); maintaining project relevance within changing external and strategic contexts; communication and collaboration with partners; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive project management should be highlighted.

Global Environment Facility	For internally executed projects the Review Consultant should review whether the segregation of responsibilities meets the GEF requirements ³⁶ (the GEF Agency must separate its project implementation and execution duties and establish each of the following: (a) A satisfactory institutional arrangement for the separation of implementation and executing functions in different departments of the GEF Agency; and (b) Clear lines of responsibility, reporting and accountability within the GEF Agency between the project implementation and execution functions.
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Stakeholder Participation and Cooperation

Here the term 'stakeholder' should be considered in a broad sense, encompassing all project partners; duty bearers with a role in delivering project outputs; target users of project outputs and any other collaborating agents external to UNEP and the implementing partners. The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life to-date and the support given to maximise collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise. The inclusion and participation of all differentiated groups, including gender groups, should be considered.

Responsiveness to Human Rights and Gender Equality

The Review will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the Review will assess to what extent the intervention adheres to UNEP's Policy and Strategy for Gender Equality and the Environment³⁷.

The report should present the extent to which the intervention, following an adequate gender analysis at design stage, has implemented the identified actions and/or applied adaptive management to ensure that Gender Equality and Human Rights are adequately taken into account. In particular, the Review will consider the extent to which project implementation has taken into consideration: (i) possible gender inequalities in access to, and the control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children and those living with disabilities) to environmental degradation or disasters; (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

Environmental and Social Safeguards

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening, risk assessment and management (avoidance or mitigation) of potential environmental and social risks and impacts associated with project and programme activities. The Review will confirm whether UNEP requirements³⁸ were met to: screen proposed projects for any safeguarding issues; conduct sound environmental and social risk assessments; identify and avoid, or where avoidance is not possible, mitigate, environmental, social and economic risks; apply appropriate environmental and social measures to minimize any potential risks and harm to intended beneficiaries and report on the implementation of safeguard management measures taken.

Country Ownership and Driven-ness

The Review will assess the quality and degree of engagement of government / public sector agencies in the project to-date. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, i.e. either: a) moving

³⁶ GEF Minimum Fiduciary Standards: Separation of Implementation and Execution Functions in GEF Partner Agencies (2019).

³⁷ The Evaluation Office notes that Gender Equality was first introduced in the UNEP Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time.

https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y

³⁸ For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project designs since 2011.

forwards from outputs to project outcomes or b) moving forward from project outcomes towards intermediate states. The Review will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices (e.g. representatives from multiple sectors or relevant ministries beyond Ministry of Environment). This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised. This ownership should adequately represent the needs and interests of all gender and marginalised groups.

Communication and Public Awareness

The Review will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The Review should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gender or marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the Review will comment on the plans to sustain, handover or decommission the communication channel at the end of the project.

Section 3. REVIEW APPROACH, METHODS AND DELIVERABLES

The Mid-Term Review will use a participatory approach whereby key stakeholders are kept informed and consulted throughout the review process. Both quantitative and qualitative review methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the Review Consultant maintains close communication with the project team and promotes information exchange throughout the review implementation phase in order to increase their (and other stakeholder) ownership of the review findings.

The findings of the Review will be based on the following:

- (a) **A desk review of:**
 - CEO Endorsement Document and Appendices.
 - Reports of all revisions introduced to the project document after approval.
 - Project reports, including: half year progress reports, project implementation reports (PIRs), expenditure reports, financial statements, audits, inventory reports, progress reports from collaborating partners.
 - Any relevant meeting minutes, correspondence and management tools.
 - Evaluations/Reviews of similar projects.
 - Other project documents, including main deliverables, updated gender action plan and record of lessons learned, etc.
- (b) **Interviews** (individual or in group) with:
 - UNEP Task Manager (TM) and team members;
 - UNEP Fund Management Officer (FMO) and administrative assistant;
 - UNEP Brazil Project Manager (PM) and team members;
 - FUNBIO Project Manager (PM) and team members;
 - National Director and National Coordinator (MCTI);
 - Project steering committee members;
 - Identified stakeholders, including governmental agencies and officials, representatives from technology and educational institutions, distribution utilities, banks, associations, and NGOs.

Field visits: Interviews and site visits will be performed in Brasília and Florianópolis.

Other data collection tools: If needed, to be agreed between the Task Manager, the Project Manager and the MTR consultant at the inception phase

10. Review Deliverables and Review Procedures

See Annex 1 of these TOR for a list of tools and guidance available, see Annex 2 for a list of review criteria and sub-categories to be assessed. The Review Consultant will prepare:

Inception Report: (see Annex 3 of these TOR for guidance on structure and content) containing confirmation of the results framework and Theory of Change of the project, project stakeholder analysis, review framework and a tentative review schedule.

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

Draft and Final Review Reports: (see Annex 4 for guidance on structure and content) containing an Executive Summary that can act as a stand-alone document; detailed analysis of the review findings organised by review criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.

Review of the draft Review Report. The Review Consultant will submit a draft report to the Task Manager and revise the draft in response to their comments and suggestions. Once a draft of adequate quality has been peer-reviewed and accepted, the Task Manager will share the cleared draft report with key project stakeholders for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Task Manager for consolidation. The Task Manager will provide all comments to the Review Consultant for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

At the end of the review process and based on the findings in the Review Report, the Task Manager will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals, and circulate **Lessons Learned**.

11. The Review Consultant

The Review Consultant who will work under the overall responsibility of the Task Manager Loana Vega. in consultation with the Head of Unit, Asher Lessels, Fund Management Officer, Fatma Twahir. The consultant will liaise with the Task Manager on any procedural and methodological matters related to the Review. It is, however, the consultant's individual responsibility (where applicable) to arrange for their travel, visa, obtain documentary evidence, plan meetings with stakeholders (with assistance from the Partners), organize online surveys, and any other logistical matters related to the assignment. The Task Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the Review Consultant to conduct the review as efficiently and independently as possible.

The Review Consultant will be hired over a period of 6 months [02/2026 to 08/2026] and should have the following: an advanced university degree in engineering, urban planning, environmental sciences, international development or other relevant political or social sciences area is required; a minimum of 10 years of technical experience in urban planning and sustainable development is required, preferably including evaluating large, regional or global programmes and using a Theory of Change approach. English and French are the working languages of the United Nations Secretariat. For this consultancy, fluency in oral and written English and Portuguese is a requirement. Working knowledge of the UN system and specifically the work of UNEP is an added advantage. The work will be home-based with possible field visits.

The Review Consultant will be responsible, in close consultation with the Task Manager, for overall management of the Review and timely delivery of its outputs, described above in Section 10 Review Deliverables. The Review Consultant will ensure that all review criteria and questions are adequately covered.

12. Schedule of the Review

The table below presents the tentative schedule for the Review.

Table 3. Tentative schedule for the Review

Milestone	Tentative Dates
Inception Report	06/03/2026
Review Mission	06/04/2026 (a verificar com MCTI)
E-based interviews, surveys etc.	6-10/03/2026 21/03 - 20/04/2026
PowerPoint/presentation on preliminary findings and recommendations	~20/04/2026
Draft Report to Task Manager	04/05/2026
Draft Report shared with the wider group of stakeholders	25/05/2026
Final Main Review Report	22/06/2026
Final Main Review Report shared with all respondents	27/07/2016

13. Contractual Arrangements

The Review Consultant will be selected and recruited by the Task Manager under an individual Special Service Agreement (SSA) on a "fees only" basis (see below). By signing the service contract with UNEP/UNON, the consultant certifies that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards

project achievements and project partner performance. Consultants who carry out a Mid-Term Review may not be contracted for a Terminal Review of the same evaluand. All consultants are required to sign the Code of Conduct Agreement Form.

Fees will be paid on an instalment basis, paid on acceptance by the Task Manager of expected key deliverables. The schedule of payment is as follows:

Schedule of Payment for the Consultant:

Deliverable	Percentage Payment
Approved Inception Report (<i>as per Guidance Note</i>)	30%
Approved Draft Main Review Report (<i>as per Guidance Note</i>)	30%
Approved Final Main Review Report (<i>as per Report Template</i>)	40%

Fees only contracts: Where applicable, air tickets will be purchased by UNEP and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid up front. Local in-country travel will only be reimbursed where agreed in advance with the Task Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

In case the consultant is not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the Task Manager, payment may be withheld at the discretion of the Head of Unit until the consultants have improved the deliverables to meet UNEP's quality standards.

If the consultant fails to submit a satisfactory final product to the Task Manager in a timely manner, i.e. before the end date of their contract, UNEP reserves the right to employ additional human resources to finalize the report, and to reduce the consultants' fees by an amount equal to the additional costs borne by the project team to bring the report up to standard or completion.

Annex VII. Management Response and Action Plan for the Implementation of MTR Recommendations

MTR Recommendation	Response	Agreed Action
Strengthen the territorial focus and institutional engagement in the metropolitan regions, prioritizing strategic outputs with greater potential for institutional sustainability.	Recommendation accepted. The project will strengthen its territorial approach and institutional engagement by establishing a Focal Points Committee with a defined workplan; formalizing Letters of Intent with the municipalities in the pilot regions; establishing partnerships with strategic institutions in each territory; reframing consultancy arrangements as institutional partnerships; and refining the role of the Local Advisory Groups. These measures aim to increase institutional ownership of project outputs, strengthen local governance, and enhance the sustainability of results beyond project closure.	Action 1. Establish the Focal Points Committee (FPC): map relevant government focal points, engage those who are not yet participating, and prepare an annual FPC workplan. Action 2. MCTI will sign Letters of Intent with the relevant subnational authorities in each pilot region to formalize their engagement in project implementation and their commitment to sustaining and building upon the project results after project closure. Action 3. Establish partnerships with relevant local institutions to support the continuation of the climate-planning process and other project initiatives: Belém: cooperation agreement with the Goeldi Museum and LAB Cidade; Teresina: CESU; Florianópolis: GRANFPOLIS and UFSC, including VIA and CEPED. Action 4. Refine the Local Advisory Group arrangements by redefining the group's membership and objectives and developing a corresponding workplan.

		Action 5. Prioritize institutional partnerships over consultancy arrangements for the development of project outputs and achievement of expected results. Where NGOs have been engaged through consultancy contracts, these arrangements will be reviewed and, where appropriate, reformulated as institutional partnerships.
Review the methodology for the low-emission pilots and strengthen the role of the urban innovation laboratories.	Recommendation accepted. The project will revise the low-emission pilot strategy so that the pilots are transformed into urban innovation laboratories, promoting their connection with local institutions and incorporating sustainability and continuity strategies from the implementation stage. The detailed designs prepared under the current consultancy will also be linked to Component 3.	Action 6. Transform the pilots into urban innovation laboratories in Florianópolis and Teresina. The approach for Belém will be further assessed. Action 7. Ensure that the technical designs for the low-emission neighbourhoods, to be developed under the current Component 2 consultancy, are considered under Component 3 and receive support to identify and access financing opportunities for their future implementation.
Strengthen integration among the project components.	Recommendation accepted. The project management structure will be reorganized through a clearer definition of roles and responsibilities; the establishment of reporting and communication flows between the project managers and the National Project Director; the implementation of coverage arrangements for periods of absence; and the establishment of permanent coordination routines among the consultancies. These measures are expected to improve technical	Action 8. Develop a team reorganization strategy, including the definition of responsibilities, reporting flows, coverage arrangements for vacancies or leave periods, and an alert system. Action 9. Establish a clear and regular dialogue and communication flow between the project manager(s) and the National Project Director. Action 4 (see above) Action 11. Establish a regular dialogue and coordination mechanism among the consultancies.

	coordination, reduce duplication of work, and strengthen complementarity among project outputs.	
Review the scope and focus of the metropolitan governance consultancy.	Recommendation accepted. The project will review the strategic direction of the metropolitan governance consultancy, aligning its deliverables with project priorities and the implementation of SINIDU+Clima. Institutional coordination mechanisms will also be strengthened through the Focal Points Committee and by aligning the governance communication strategy with the project's institutional communication strategy.	Action 12. Reconfirm with the consultant the expectations for the assignment and its connection with other project activities. Action 13. Use the Focal Points Committee to support and facilitate the work of the consultancies (see action 1) Action 14. Strategically align governance-related communication with the overall project communication strategy. Action 11 (see above)
Strengthen the monitoring of pilot interventions.	Recommendation accepted. The project will review the baselines and monitoring strategy for the pilots, supplementing them with intermediate indicators and support from technical specialists, as needed. These measures aim to strengthen the project's capacity to monitor results, generate evidence, and support decision-making throughout implementation.	Action 15. Confirm and review whether the baselines and monitoring arrangements have been adequately developed. Action 16. Engage specialists in relevant technical areas to support monitoring. Action 17. Develop intermediate indicators for the project as a whole, including the pilot interventions.
Clarify the scope of the SINIDU+ metropolitan modules.	Recommendation accepted. The scope of the metropolitan modules will be consolidated through interviews, focus	Action 18. Conduct interviews, focus groups, and workshops to define the overall scope of the metropolitan modules, including in collaboration with local focal points.

	groups, and workshops with strategic partners. The functional specifications will be developed through a participatory process, ensuring that consultancy outputs are compatible with the system and that the project's priority thematic areas are incorporated into the development of SINIDU+Clima.	Action 19. Ensure that data generated by the consultancies are delivered in a format compatible with SINIDU+Clima. Action 20. Prioritize the project's thematic areas in the development of the system.
Strengthen the assessment of financing mechanisms for Belém and review the approach to payments for ecosystem services.	Recommendation partially accepted. Considering the project's current stage of implementation, priority will be given to designing and structuring the financing mechanisms and securing the institutional commitments required for their implementation. The strategy will seek to improve the feasibility and sustainability of these mechanisms beyond project closure, while taking into account the available time and resource constraints.	Action 21. Define the scope and contract the design of the financing mechanism. Action 22. Secure a commitment from the State Government for implementation, as part of the mechanism design process.
Review the scope and priorities of the Climate Action Plans.	Recommendation accepted. The scope of the Climate Action Plans will be reviewed jointly with the Focal Points Committee to adapt them to the specific characteristics of each pilot region and to the priorities identified during implementation. The project will also seek to strengthen institutional partnerships and prioritize transformative projects with greater	Action 23. Strategically redefine the scope of each plan with the Focal Points Committee, adapting it to the specific context of each pilot region. Action 3 (see above) Action 24. Implement transformative or priority projects.

	implementation and sustainability potential.	
Prepare an early exit and sustainability strategy.	Recommendation accepted. The project will consolidate a Sustainability Strategy bringing together and integrating the continuity measures envisaged under the different outputs and components. The strategy will systematize initiatives already incorporated into consultancy assignments and define additional measures to strengthen the institutionalization and continuity of project results beyond project closure.	Action 25. The project management team will compile all sustainability measures related to project outputs into a single, consolidated strategy.
Consolidate a realistic knowledge replication and dissemination strategy.	Recommendation accepted. The project will consolidate its replication and knowledge-management strategy through the systematization of lessons learned, the organization of dissemination events, the production of publications, and the continuous sharing of experiences with institutional partners.	Action 26. Compile the lessons learned generated through the consultancy assignments and share it in a closing event with a dedicated session on lessons learned and good practices. Action 27. Produce a book or consolidated publication. Action 28. Share lessons learned with the Focal Points Committee.
Strengthen project management.	The project management structure will be reorganized by strengthening the role of the metropolitan coordinators in territorial engagement and establishing a specialized technical team to review project outputs, thereby improving technical quality and supporting the dissemination of results. The output-review process will also be revised,	Action 8 (see above)

including the introduction of validation
meetings with the focal points.



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