

Evaluation of the UNECE Gas Centre

May 2018

Dr Glenn O'Neil Evaluation Consultant

Executive Summary

This document is the final report of the evaluation of the Gas Centre of the United Nations Economic Commission for Europe (UNECE). The tenure of the Gas Centre was from 1994 to 2015. The evaluation reviewed how the Gas Centre functioned and to what extent its operations worked as an effective partnership between gas companies and governments and explored the need for a successor to the Gas Centre. This evaluation was carried out through a mixed-methods approach with feedback and input received from 61 stakeholders from 24 countries.

Findings

Effectiveness: The Gas Centre was seen as having achieved its overarching objective of facilitating a dialogue between the governments and the gas industry and that prior to 2000, the Gas Centre improved the ability of companies from planned economies to function in market economies. There was less agreement concerning the Gas Centre's contribution to a better understanding of gas market issues after 2000 with its contribution useful but not essential for participating companies. The main challenges identified were external: external political developments and external market forces and trends.

Efficiency: The Gas Centre was seen as having used its available resources efficiently with some limitations identified. Although resources available enabled the Gas Centre to fulfil its mandate, it could not reach its full potential, such as managing the knowledge generated efficiently. The available resources were directly linked to the participation and financial contribution of gas companies. These contributions varied over the lifespan of the Gas Centre as membership and interest changed. The bulk of the expenditure of the Gas Centre was on staff that implemented the activities with the voluntary support of participating companies. This operational model was questioned by some stakeholders in terms of its efficiency. Decrease in support for the Gas Centre in its later years was also linked to internal events in 2014 within the Gas Centre that led to a reduction of its membership by some 40% impacting on its ability to implement its activities across the gas sector.

Relevance: The majority of stakeholders assessed the Gas Centre as relevant to their interests. Feedback indicated that the Gas Centre was very relevant prior to 2000, where it supported the transition of gas companies from planned to market economies. The Gas Centre was considered less relevant after 2000 when its focus

shifted to facilitating an understanding of gas market issues. In 2014, its relevance was further reduced with the drop in membership and the establishment of a competing initiative. Some gas companies had also re-focused their activities away from Eastern European markets from 2000 onwards. The Gas Centre complemented well UNECE's core mandate given its focus on facilitating the economic relations between European countries in the gas sector.

Sustainability: Only a minority of stakeholders thought that the benefits of the Gas Centre would continue following the cessation of its activities, mainly due to the rapidly changing market, the lack of access to the knowledge base of the Gas Centre and the absence of a successor to the Gas Centre. Stakeholders indicated that gas companies had benefited from the Gas Centre's support in transiting to market economies at that time so benefits were enduring from that perspective – but given this occurred some 20 years ago, this may not be recognised today. The majority of stakeholders thought there was a need for a successor to the Gas Centre that would provide a platform for transparent dialogue between the gas industry, governments, and the range of UN organizations. Added value was seen in having a successor to the Gas Centre as part of a UN body, given its neutrality, convening ability and mandate with Member States.

Conclusions and recommendations

During its tenure, the Gas Centre achieved its original goal to support gas companies transiting to the market companies and facilitating a dialogue between government and the gas industry. This was despite resource limitations. Its relevance decreased over time given the market changes which was further accelerated by the loss of membership and support in 2014. Nevertheless, this evaluation found there was support for a successor to the Gas Centre. This indicates that the existing forums, such as the Group of Experts of Gas and other initiatives are not currently fulfilling completely this role. This provides an opportunity for UNECE to build on its experience and current set-up to provide such as role. However, this should be well-defined and time-bound given the rapidly changing market.

The following recommendations are drawn from the findings and conclusions of this evaluation.

Recommendation 1: The UNECE secretariat should define and communicate the envisaged role for a successor to the Gas Centre to gas companies, member States and other relevant stakeholders.

Recommendation 2: If a successor to the Gas Centre is established, the UNECE secretariat should consider the following for its operational model:

- A focus on facilitating a dialogue between gas companies, member States and UN organizations through regular forums, e.g. quarterly or biannual;
- A research agenda coordinated with the Group of Experts of Gas;
- A knowledge hub of its outputs that is accessible and promoted.

Recommendation 3: To secure the legacy of the Gas Centre and to ensure that the knowledge generated is not lost, establish a simple online archive of the main reports and research generated by the Gas Centre during its tenure.

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1. Introduction

This document is the final report of the evaluation of the Gas Centre of the United Nations Economic Commission for Europe (UNECE). The evaluation reviewed how the Gas Centre functioned and to what extent its operations worked as an effective partnership between gas companies and governments to achieve the set objectives. It also explored the need for a successor to the Gas Centre and makes recommendations in this regard. The evaluation was carried out by Dr Glenn O'Neil, external evaluation consultant.

2. Purpose of the evaluation

The purpose of this evaluation was to carry out a review of how the Gas Centre functioned and whether or not its operations were effective. In this regard, the evaluation considered issues of oversight, governance and procedures. Further, the evaluation explored how the activities of a successor to the Gas Centre could be aligned with the activities of the UN in the area of energy.

3. Scope the evaluation

The evaluation covered the tenure of the Gas Centre; from its creation in in 1994 to its end of mandate in 2015. The geographical scope of the evaluation focused on the countries whose companies were part of the Gas Centre, i.e. from both planned and market economies of the 1990s, and other implicated Member States, as relevant.

4. Background

The Gas Centre was established by the UNECE in 1994 under its Sustainable Energy subprogramme to draw on the capabilities of gas companies with experience in market economies to help gas companies emerging from planned economies cope with the transition. By the late 1990's this objective had been achieved, and the Gas Centre evolved into a dialogue among its membership on topics of importance for gas markets. The framework for this programme was an agreement among the member companies of the Gas Centre to fund a small secretariat in UNECE to support its activities.

The Gas Centre provided its members with an open, neutral and transparent platform for dialogue among its members for exchange of views and discussion of topical issues related to gas and for exchange with governments. The topics for the dialogue were decided by the membership based on members' needs in an evolving market and regulatory environment.

During the course of 2013 the UNECE member States renewed the mandate of the Gas Centre for two years and reinforced its role as a platform for engagement between governments and industry. In 2015, Member States decided to bring the activities of the Gas Centre to an end as they assessed its objectives as having being achieved.

5. Methodology

The aims of the evaluation were operationalized through a series of questions based on the evaluation criteria of effectiveness, sustainability, efficiency and relevance (see annex 5 - Inception Report for the full list of questions).

This evaluation was carried out through a mixed-methods approach involving the use of semi-structured interviews, an online survey and a document review. In total, feedback and input was received from 61 stakeholders from 24 countries (51 through the online survey and 10 in interviews). The link to the online survey was sent to 558 email addresses from the contact lists of the Gas Centre. These contacts were all persons that have participated in Gas Centre activities during its tenure and were largely made up of representatives of gas companies, member States (e.g. missions, ministries of foreign affairs and energy, state gas entities) and academics/researchers. A list of 60 persons to be approached for an interview was established jointly with the UNECE secretariat with a balance of representatives of gas companies and member States. The online survey was available in English and Russian. A list of persons interviewed is found at annex 1. A list of documents reviewed is found at annex 2. Additional demographic information on persons interviewed and/or surveyed is found at annex 3. The survey questions used are found at 4. The Inception Report is found at annex 5. The Terms of Reference are found at 6. Throughout this report, graphs of survey results display an "n=xx" label indicating the number of responses to the given question (number of responses varied per question).

Limitations seen in the evaluation were related mainly to the time-period under review; the 21 years of the operations of the Gas Centre. Further, the evaluation took place in

2017, two years after the closure of the Gas Centre. Most stakeholders accessible to the evaluation were more familiar with the last 5-10 years operations of the Gas Centre than the preceding 10 years. Some stakeholders approached to participate in the evaluation through an interview, such as those representing member States, were appointed in the previous two years and therefore were not familiar with the Gas Centre. As a result, the bulk of interviews were with representatives of gas companies. Representatives of member States were better represented in the survey results comprising 28% of all responses (see annex 3 for further details).

6. Findings

6.1. Effectiveness

Effectiveness focuses on the extent to which the Gas Centre achieved its objectives and the main challenges seen.

The Gas Centre was seen as having achieved its overarching objective of facilitating a dialogue between the governments and the gas industry. Of stakeholders surveyed, 78% strongly agreed or agreed on this achievement, as seen in the figure below. There was also a majority of stakeholders that strongly agreed or agreed (77%) that prior to 2000 the Gas Centre improved the ability of companies from planned economies to function in market economies. There was less agreement concerning the Gas Centre's contribution to a better understanding of gas market issues after 2000; 61% strongly agreed or agreed with 30% neither agreed nor disagreed and 9% strongly disagreed or disagreed.

This assessment of the achievements of the Gas Centre was confirmed by the stakeholders interviewed. There was general agreement that the Gas Centre had well fulfilled its original mandate prior to 2000 and from then onwards, its contribution was useful but not essential for participating companies. Stakeholders also pointed out that establishing a dialogue between the companies from both markets was very useful throughout the duration of the Gas Centre, but particularly in the earlier years where contact was limited between the two markets. The research, presentations, meetings and onsite-visits were also activities that contributed positively to the results seen. What was less successful according to the stakeholders was the ability of the Gas Centre to manage and share the knowledge collected and the intensity of activities, as discussed later.

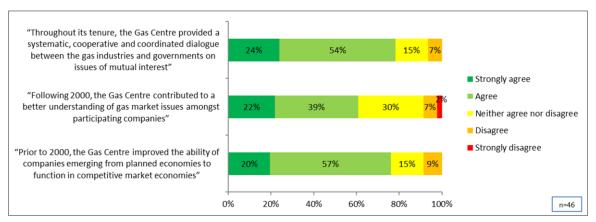


Figure 1: Agreement on main objectives of the Gas Centre

There were a number of challenges and obstacle identified in the Gas Centre achieving its above results. Two external factors were identified by all or virtually all stakeholders surveyed: external political developments (100%) and external market forces and trends (95%) as seen in the figure below. Those interviewed confirmed that these external factors created challenges for Gas Centre, for example, political decisions (on policies, taxes, pricing, tariffs, etc.) of countries that impacted the energy sector, including gas. The speed with which the planned economies adapted to and entered the market economy also impacted on the relevance of the Gas Centre, as discussed further below.

The commitment of participating companies (82%) was also commented on by stakeholders interviewed. Companies were voluntary members and also participated financially to the Gas Centre's functioning. Their commitment was seen to vary over the Gas Centre's duration, particularly as its original mandate became less relevant for some of them. The processes and approaches of UNECE (73%) were also commented on by stakeholders interviewed. Several stakeholders mentioned that with limited staff in its secretariat (an average of three persons over its duration), the Gas Centre was challenged to move quickly and produce its outputs quickly, such as meeting and research reports.

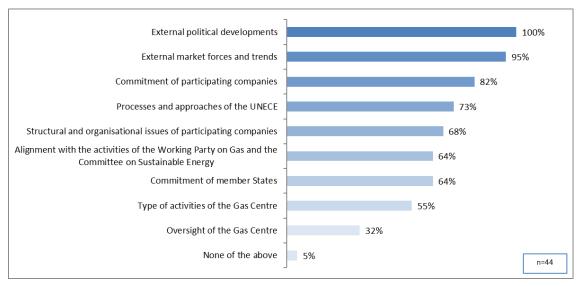


Figure 2: Challenges/obstacles to achieving the Gas Centre's results

The issue of alignment between the Gas Centre, the Working Party on Gas and the Committee on Sustainable Energy was indicated as an obstacle (64%). Stakeholders interviewed indicated that there was overlap between these bodies but it was not a major obstacle; for some stakeholders the distinction between these bodies was not clear. The Gas Centre was established by the Working Party on Gas and its members met at least annually with the Working Party or its successor, the Group of Experts of Gas established in 2014 (of the Committee on Sustainable Energy) for its annual meeting since 1995. This provided for a dialogue between the different stakeholders, notably between gas companies and member States. There was an alignment between the Gas Centre's activities and those of the Working Party and later the Group of Experts. Stakeholders indicated that the Gas Centre could provide input into the activities and workplan of these bodies and consequently influence their priorities. At the same time, there was not a complete alignment of activities given that the Gas Centre was essentially advocating from the position of gas companies, and did not necessarily consider all stakeholders, such as member States.

The oversight of the Gas Centre received the lowest rating as a challenge/obstacle (32%) which was confirmed by those interviewed. As an intergovernmental process, oversight was seen as functioning well although the commitment of Member States was questioned by some (64%); it was highlighted that the gas companies were the most active stakeholders of the Gas Centre, which was its core composition. The involvement of member States was seen as vital even if their role was perceived as being less active, with dialogue mainly around the above-mentioned annual meeting.

In regards to improving oversight of the Gas Centre, the feedback from stakeholders indicated that a clearer distinction of roles between the Gas Centre and the Group of Experts would have facilitated the work of both bodies. It was pointed out that although the Gas Centre was seen as distinct as a gas company forum, the outputs of both bodies were similar at times, e.g. research reports and presentations on trends/issues of the gas sector.

6.2. Efficiency

Efficiency focuses on the extent to which resources were used productively by the Gas Centre to achieve its objectives.

The Gas Centre was seen as having used its available resources efficiently with some limitations identified. Of surveyed stakeholders, 41% responded "Yes" that resources were sufficient for the Gas Centre to achieve its objectives with 43% responding "Partially" and 16% "No" as seen in the figure below.

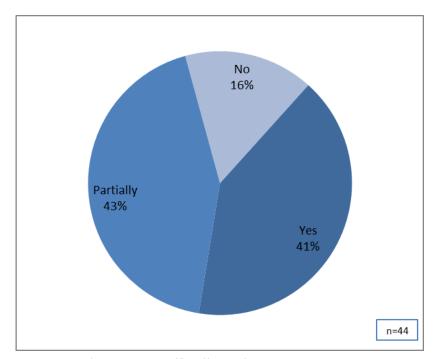


Figure 3: Resources (budget and staff) sufficient for Gas Centre to achieve its objectives?

Stakeholders explained that although resources available enabled the Gas Centre to fulfill its mandate, it faced limitations and could not reach its full potential. Examples given included building a complete knowledge-base on European gas, maintaining an

in-depth dialogue with all stakeholders and the greater sharing of the information it generated.

The Gas Centre was an extra-budgetary activity funded by the participating companies through a UNECE Technical Cooperation Trust Fund. Therefore, the available resources were directly linked to the participation and financial contribution of gas companies. These contributions varied over the lifespan of the Gas Centre as membership and interest changed, as seen in the figure below and discussed in the next section.

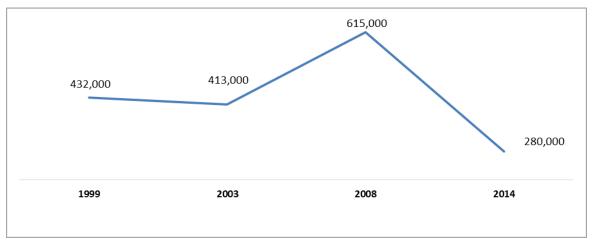


Figure 4: Annual expenditure (USD – rounded) of Gas Centre 1999 - 2014 (5-6 year intervals)

The bulk of the expenditure of the Gas Centre was on staff – an average of 86% of annual costs to employ three persons (for most years); a programme manager (Professional grade), database manager (Professional grade) and administrative support (General Staff grade)¹.

Therefore, the operational model of the Gas Centre was the production of the majority of activity outputs by the staff with mainly voluntary support of participating companies. The activities were implemented largely through Taskforces (between two to three at any time) and a gas industry forum (or annual meeting). Onsite visits (or "Technical missions") were also conducted, where gas companies in a given country would host members of the Gas Centre and other interested stakeholders. The operational model

¹ Based on analysis of cost plans over 9 years: (1999; 2004-2010; 2015). Budget calculation excludes programme support cost of 13%.

was seen by some stakeholders in limiting efficiency as reflected in their assessment of insufficient resources, timeliness of activities and availability of outputs (i.e. meeting and research reports).

The majority (61%) of surveyed stakeholders responded that the activities were organised efficiently and/or on time as seen in the figure below. Nevertheless, a substantial minority responded "Partially" (30%) or "No" (9%). Stakeholders in the survey and interviews indicated the following factors to explain this assessment:

- The decrease in support for the Gas Centre in its later years impacted on interest and participation and consequent efficiency of activities;
- The perceived "light" schedule of the Gas Centre (on average two taskforce meetings and a forum annually, in addition to an Executive Board meeting);
- The ability of the Gas Centre to deliver products in a timely manner, e.g. meeting and research reports;
- The above-mentioned operational model that impacted timeliness.

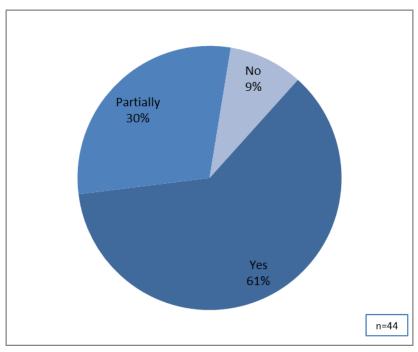


Figure 5: Gas Centre activities organised efficiently and/or on-time

Decrease in support for the Gas Centre in its later years was also linked to internal events within the Gas Centre. The programme manager separated from UNECE in 2014 and then worked with the World Energy Council (WEC) to establish the Global Gas

Centre, with a similar mandate to the Gas Centre². Consequently, seven out of 18 gas companies withdrew from the Gas Centre in 2014 with several joining the new Global Gas Centre. This reduction of its membership by some 40% and the existence of a competing initiative impacted on the Gas Centre's ability to implement its activities across the sector, according to stakeholders.

As mentioned above, an issue raised by stakeholders was availability of information and knowledge produced by the Gas Centre. Taskforces and meetings produced research reports, position papers and presentations that were not widely distributed beyond the members of the Gas Centre according to stakeholders, thus limiting their impact on the wider sector. This issue was raised by a 2014 report of the UN Office of Internal Oversight Services (OIOS)³. The Gas Centre did spend considerable resources on the development of a knowledge database; some 30% annually of budget costs from 2004-2010⁴. However, the database was outdated by 2015 and is no longer accessible.

6.3. Relevance

Relevance considers the extent to which to the Gas Centre responded to priorities and needs of its beneficiary countries, target groups and the UNECE.

The majority of surveyed stakeholders (62%) assessed the Gas Centre as "Very relevant" or "Relevant" to their interests. One quarter responded "Neither relevant nor irrelevant" and 13% responded "Irrelevant" or "Very irrelevant" as seen in the figure below.

² "The Global Gas Centre is a non-profit organization, based in Geneva, dedicated to executives and experts of natural gas companies who want to share views and best practices on a neutral, independent and inclusive organization": https://www.globalgascentre.org/

³ OIOS, Report 2014/022. Audit of selected projects in the Sustainable Energy Division of the ECE, p. 7.

⁴ Costs were mostly for employing a database manager; average from database costs 2004 to 2010.

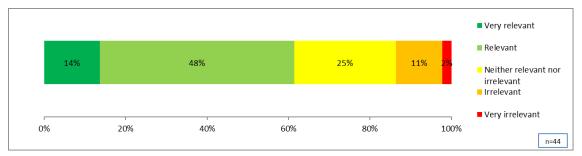


Figure 6: Relevance of the Gas Centre

Stakeholders who thought that the Gas Centre was less relevant were virtually all referring to its later years; feedback indicated that the Gas Centre was very relevant prior to 2000, where it supported the transition of gas companies from planned to market economies. As described above, the Gas Centre was considered less relevant after 2000 when its focus shifted to facilitating an understanding of gas market issues, reflected in the lower rating given for this objective (see figure 1). In 2014, its relevance was further reduced with the drop in membership and the establishment of a competing initiative, according to stakeholders. Further, some gas companies indicated they had re-focused their activities away from Eastern European markets from 2000 onwards.

Stakeholders surveyed were asked to assess the relevance of the topics of the Gas Centre's 2015 programme of work as seen in the figure below. The most relevant were identified as "Dynamics and evolution of the global market" and "Reinforcing producer-consumer and producer-transporter dialogue" and the least relevant being "New gas supply/gas infrastructure projects" and "Moving towards a single European gas market". Stakeholders interviewed indicated that the topics addressed by the Gas Centre evolved as the market was changing rapidly.

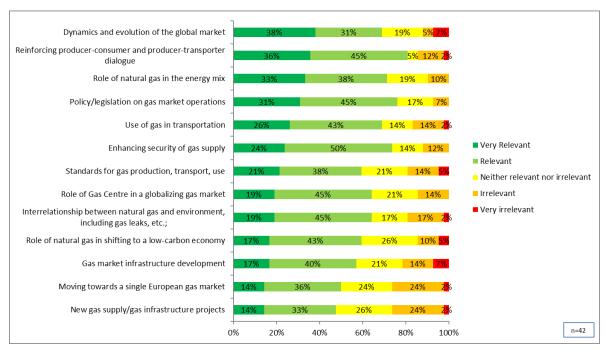


Figure 7: Relevance of topics of the Gas Centre's 2015 programme of work

The Gas Centre was seen as supporting the overall goals of the UNECE given its core mandate is to: "Initiate and participate in measures for facilitating concerted action for the economic development and integration of Europe...maintaining and strengthening the economic relations of the European countries both among themselves and with other countries". This is further delineated in the UNECE Strategic Framework under the objective and expected accomplishments of subprogramme 5 Sustainable Energy: "To move towards...fuller integration of the energy infrastructure and energy markets of the countries in the region... Improved international dialogue among governments, industry and other stakeholders on sustainable energy issues" 6. The Gas Centre complemented well this core mandate and objectives given its focus on integration and facilitating the economic relations between European countries in the gas sector.

The activities and outputs of the Gas Centre were seen as being consistent and relevant for its set objectives. Stakeholders largely agreed that the activities and outputs supported companies in their transition and understanding of gas market issues as

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⁵ UNECE (2009), Terms of Reference and Rules of Procedure of the Economic Commission for Europe, paragraph 1 (a), p. 1.

⁶ UNECE Strategic Framework 2014-2015.

described above (see figure 1). However, the activities were not always fully optimised as described in the previous section.

As discussed in the next section, the majority of stakeholders surveyed supported the continuation of a body like the Gas Centre indicating its ongoing relevance. At the same time, stakeholders interviewed indicated that the Gas Centre was initially set up to respond to particular market conditions that were not seen in other energy sectors or in other regions. Therefore, its replicability elsewhere was assessed as being limited.

6.4. Sustainability

Sustainability is concerned with the extent to which the benefits of the Gas Centre will continue after its cessation of activities.

Only a minority of stakeholders (40%) thought that the benefits of the Gas Centre would continue following the cessation of its activities; "Fully continue" - 7% and "Mainly continue" - 33%. The majority (60%) were uncertain or thought it would "Mainly discontinue" - 9% as seen in the figure below.

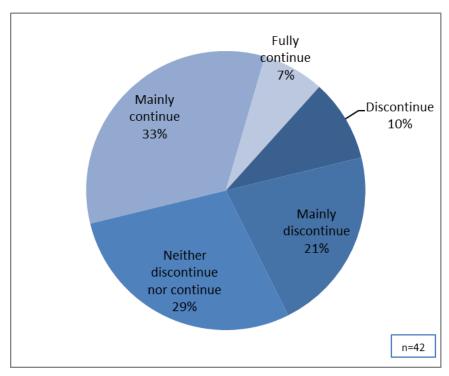


Figure 8: Benefits of the Gas Centre endure following its cessation of activities

Stakeholders indicated that gas companies had benefited from the Gas Centre's support in transiting to market economies at that time so benefits were enduring from that perspective – but given this occurred some 20 years ago, this may not be recognised today as benefits continuing after cessation.

There were a number of factors identified by those who thought the benefits of the Gas Centre would not continue or were uncertain:

- The rapidly changing market meant that any dialogue or shared knowledge generated by the Gas Centre was now largely outdated.
- The lack of any accesible knowledge base that could serve as a reference for the activities and outputs of the Gas Centre during its tenure.
- The absence of any other body with the same mandate as the Gas Centre. The
 new Global Gas Centre of the WEC was mentioned as a possible alternative
 although its limited membership and being outside of the UN was a barrier for
 many. The International Gas Union and the Group of Experts of Gas were also
 mentioned as possible alternatives (discussed further below).

Stakeholders surveyed were asked if they thought there was need for a body like the Gas Centre that would act as a liaison between industry and the UN: 76% responded "Yes" and 24% "No". Those that answered "No" explained that they thought other forums could take over its role or it was no longer relevant and/or needed.

When asked what they would see as the main need for a new body, the large majority (78%) indicated "Provide a platform for transparent dialogue between the gas industry, governments, and the range of UN organizations" as seen in the figure below.

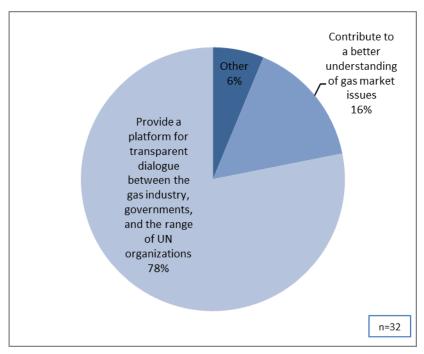


Figure 9: Main need for a new body to succeed the Gas Centre

In their feedback, stakeholders provided some details as to their vision of a successor to the Gas Centre (select quotes from survey responses):

"The Gas Centre could have a potential to re-invent itself both as a much needed platform for dialogue on gas issues within the UNECE membership and as a research centre, while also ensuring impartiality & quality."

"The future Gas Centre could provide a systematic, cooperative and coordinated dialogue between the gas industries and governments on issues of mutual interest."

"The Gas Center is a unique opportunity to communicate between governments and companies independently from the political situation and achieve common goals."

"There is no need to re-activate the Gas Centre. The Group of Experts on Gas is more than enough. We should avoid any tendency to build and run structures which are overlapping others (inside and outside UNECE). UNECE should focus efforts and resources on the existing structures. No need to bring additional ones unless there is a huge need for that."

Drawn from the feedback, several proposals for the successor to the Gas Centre could be imagined:

- The Group of Experts on Gas establish a more dynamic research and outreach strategy with a dialogue component (e.g. quarterly or biannual meetings).
- The UNECE establishes a platform for a dialogue on gas that has punctual inperson meetings and a knowledge management component (e.g. portal) as support.
- The UNECE extends its role possibly through the Group of Experts on Gas to establish a work plan of commissioned best practices pieces that form the basis of position/policy papers and dialogue amongst gas stakeholders including Member States.

As seen above, there were different points of view concerning the need, mandate and set-up of a successor to the Gas Centre. However, the majority of stakeholders agreed that there was an added value in having a successor to the Gas Centre as part of a UN body, given its neutrality, convening ability and mandate with member States. This was the distinct advantage seen by stakeholders over the new Global Gas Centre and the International Gas Union, the latter being essentially an industry association.

It should be recognised that the UNECE has done some preparatory work on establishing a successor to the Gas Centre, a Gas Industry Advisory Board. In 2017, the Committee on Sustainable Energy had requested the Group of Experts on Gas to explore this possibility. The Group of Experts consequently requested the UNECE secretariat to prepare a concept note that explains possible options for its consideration.⁷. Several stakeholders interviewed mentioned that the current status of a successor to the Gas Centre remains unclear or not communicated to them.

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⁷ UNECE, Conference Call of the Bureau of the Group of Experts on Gas, 18 July 2017.

7. Conclusions and recommendations

During its tenure from 1994 to 2015, the Gas Centre achieved its original goal to support gas companies transiting to the market companies and facilitating a dialogue between government and the gas industry. This was despite resource limitations and relying on a small team and the voluntary participation of gas companies.

Although the Gas Centre supported companies in better understanding gas market issues, its relevance decreased over time given the market changes which was further accelerated by the loss of membership and support in 2014.

Nevertheless, this evaluation found there was support for a successor to the Gas Centre, notably to provide a dialogue between the gas industry, governments and the UN. This indicates that the existing forums, such as the Group of Experts of Gas and other initiatives are not currently fulfilling completely this role. This provides an opportunity for UNECE to build on its experience and current set-up to provide such as role. However, this should be well-defined and time-bound given the rapidly changing market.

The following recommendations are drawn from the findings and conclusions of this evaluation.

Recommendation 1: The UNECE secretariat should define and communicate the envisaged role for a successor to the Gas Centre to gas companies, member States and other relevant stakeholders.

Recommendation 2: If a successor to the Gas Centre is established, the UNECE secretariat should consider the following for its operational model:

- A focus on facilitating a dialogue between gas companies, member States and UN organizations through regular forums, e.g. quarterly or biannual;
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- A knowledge hub of its outputs that is accessible and promoted.

Recommendation 3: To secure the legacy of the Gas Centre and to ensure that the knowledge generated is not lost, establish a simple online archive of the main reports and research generated by the Gas Centre during its tenure.

Annex 1: Persons interviewed

Title	First name	Family	Position	Organisation	Location
		name			
Mr.	Volodymyr	Baluta	Deputy Permanent	Permanent Mission of Ukraine in	Switzerland
			Representative	Geneva	
Mr.	Alexandre	Chachine	Independent Expert	N/A	Switzerland
Mr.	Abel	Enriquez	EU Regulatory Affairs	ENAGAS S.A.	Belgium
			Manager		
Mr.	Scott	Foster	Director	Sustainable Energy Division,	Switzerland
				UNECE	
Mr.	Torstein	Indrebo	Executive Director	TI Energy Advisory Services	Norway
Mr.	Igor	Mandic	Project Manager	PLINACRO d.o.o.	Croatia
Mr.	Fabrice	Noilhan	Head of Studies and	EDF	France
			Development		
Dr.	Andrzej	Sikora	CEO	Instytut Studiów Energetycznych	Poland
				Sp. z o.o.	
Dr.	Katja	Yafimava	Senior Research Fellow	Oxford Institute for Energy	UK
				Studies	
Mr.	Menelaos	Ydreos	Executive Director, Public	International Gas Union	Canada
	(Mel)		Affairs		

Table 1: Persons interviewed for the evaluation

Annex 2: Documents reviewed

The following types of documents were reviewed for this evaluation over the tenure of the Gas Centre (1994 to 2015):

- Expenditures of the UNECE Technical Cooperation Trust Funds
- Gas Centre budget cost plans
- Gas Centre programme of work/activities
- Gas Centre presentations and reports
- Gas Centre Taskforce minutes, presentation and reports
- Minutes of Gas Centre Bureau meetings
- Minutes of the Group of Experts of Gas Bureau meetings

Annex 3: Additional demographic information

The following graphs and table provide additional demographic information on the survey respondents and persons interviewed (table only for the latter).

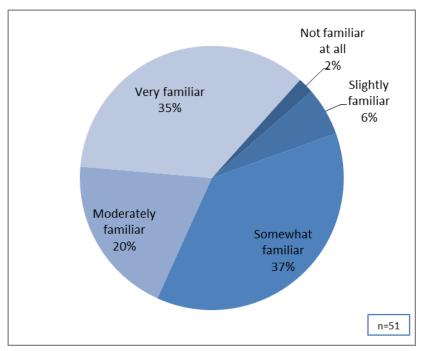


Figure 10: Level of familiarity with Gas Centre – survey respondents

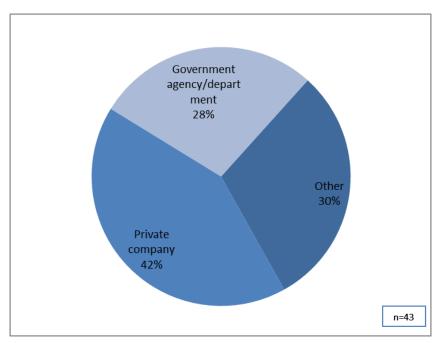


Figure 11: Organisation of survey respondents

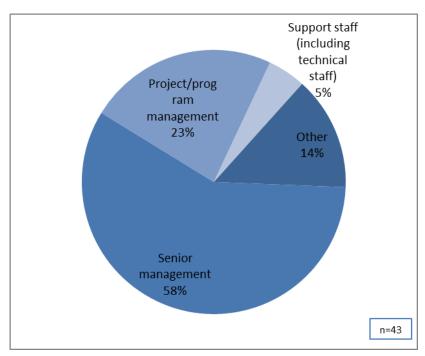


Figure 12: Role of survey respondents

Country	Survey respondents	Persons interviewed
Austria	2	
Azerbaijan	2	
Belgium		1
Bulgaria	1	
Canada	1	1
Croatia	1	1
France	5	1
Germany	2	
Greece	2	
Hungary	1	
Italy	2	
Libya	1	
The Netherlands	2	
Norway	1	1
Palestine	1	
Poland	1	1
Russia	1	
Spain	2	
Switzerland	3	2
Tunisia	2	
Turkey	2	
UK	4	1
Ukraine*		1
United States	1	
Total	40**	10

Table 2: Countries of survey respondents and persons interviewed

^{*}Representing Ukraine but based in Geneva, Switzerland.

^{**11} survey respondents did not provide information on their country location.

Annex 4: Survey questions

1. To what extent are you familiar with the Gas Centre?

- Not familiar at all - Slightly familiar - Somewhat familiar - Moderately familiar - Very familiar

2. To what extent do you agree with the following statements:

"Prior to 2000, the Gas Centre improved the ability of companies emerging from planned economies to function in competitive market economies"

- Strongly disagree - Disagree - Neither agree nor disagree - Agree - Strongly agree

"Following 2000, the Gas Centre contributed to a better understanding of gas market issues amongst participating companies"

- Strongly disagree - Disagree - Neither agree nor disagree - Agree - Strongly agree

"Throughout its tenure, the Gas Centre provided a systematic, cooperative and coordinated dialogue between the gas industries and governments on issues of mutual interest"

- Strongly disagree - Disagree - Neither agree nor disagree - Agree - Strongly agree

3. Which of the following would you identify as the main challenges faced by the Gas Centre during its operations (select all that apply):

External market forces and trends

External political developments

Structural and organisational issues of participating companies

Commitment of participating companies

Commitment of member States

Processes and approaches of the UNECE

Type of activities of the Gas Centre

Oversight of the Gas Centre

Alignment with the activities of the Working Party on Gas and the Committee on Sustainable

Energy

None of the above

Other, please specify:

4. Were the resources (budget and staff) sufficient for the Gas Centre to achieve its objectives?

Yes -- Partially --- No

- 4.1. --- You answered "Partially or "No", what additional resources do you think the Gas Centre would have needed?
- 5. Were the activities of the Gas Centre organised efficiently and/or on time?

Yes -- Partially --- No

- 5.1. --- You answered "Partially or "No", could you describe what activities were not organised efficiently and/or on time:
- 6. How relevant was the Gas Centre for the priorities and needs of your country/company?
 - Very irrelevant Irrelevant Neither relevant nor irrelevant Relevant Very relevant
 - 6.1. --- You answered "Very irrelevant" or "Irrelevant", how could the Gas Centre have been more relevant for your country/company?
- 7. Following are the topics of the Gas Centre's 2015 programme of work. Please rate how relevant each of these topics was for you:

New gas supply/gas infrastructure projects

Moving towards a single European gas market

Gas market infrastructure development

Role of natural gas in shifting to a low-carbon economy

Interrelationship between natural gas and environment, including gas leaks, etc.;

Role of Gas Centre in a globalizing gas market

Standards for gas production, transport, use

Enhancing security of gas supply

Use of gas in transportation

Policy/legislation on gas market operations

Role of natural gas in the energy mix

Reinforcing producer-consumer and producer-transporter dialogue

Dynamics and evolution of the global market

[use of scale]

- Very irrelevant Irrelevant Neither relevant nor irrelevant Relevant Very relevant
- 8. To what extent will the benefits of the Gas Centre endure following its cessation of activities?
 - Discontinue Mainly discontinue Neither discontinue nor continue Mainly continue Fully continue

9. Is there a need for a body like the Gas Centre that serves as a liaison between industry and the United Nations?

Yes -- No

- 9.1. You answered "No", why do you see there is no need?
- 9.2. You answered "Yes"; what would you see as the main need for such an body (please select one only)
- -Improve the ability of companies to function in competitive market economies
- -Contribute to a better understanding of gas market issues
- -Provide a platform for transparent dialogue between the gas industry, governments, and the range of UN organizations
- -Other, please specify
- 10. Please indicate your type of organization

Private company
Government agency/department
Other, please specify

11. What is your current role

Senior management
Project/program management
Support staff (including technical staff)
Other, please specify:

12.

Please indicate your country (pre-populated list)

13. This survey has been about your feedback on the Gas Centre. Please add here any additional comments or suggestions:

Thank you for your participation in our survey.

Annex 5: Inception report

Introduction

This document is an inception report and workplan for an evaluation of the UNECE Gas Centre.

The purpose, scope, evaluation matrix, tools, sampling strategy, key deliverables and timeline are detailed in this document.

Purpose and scope

The purpose of this evaluation is to carry out a review of how the Gas Centre functioned and whether or not its operations worked as an effective partnership between commercial companies and governments to achieve the set objectives. In this regard, the evaluation will consider issues of oversight, governance and procedures. Further, the evaluation will explore how the activities of a successor to the Gas Centre could be aligned with the activities of the UN in the area of energy.

These aims of the evaluation are operationalized through a series of questions based on the evaluation criteria of effectiveness, sustainability, efficiency and relevance, as detailed in the evaluation matrix on the next page.

The scope of the evaluation will range from the creation of the Gas Centre in 1994 to its end of mandate in end-2015. The geographical scope of the evaluation will focus on the countries whose members were part of the Gas Centre, i.e. those transiting from planned to market economies in the early 1990s and other implicated Member States, as relevant.

Evaluation matrix

Key questions	Indicators	Sources	Methods
Effectiveness 1. To what extent was the objective of the project achieved?	Extent to which objective achieved	 UNECE documents (plans, reports, minutes of meetings, etc.) 	Document reviewInterviewsQuestionnaire
2. How did the programme improve the ability of companies emerging from planned economies to function in competitive market economies?	Level of contribution of project to improving the ability of companies	 MS representatives Past and current members of the Gas Centre (e.g. companies) Other stakeholders (e.g. 	Questionnaire
3. To what extent were the expected accomplishments of the programme achieved? In particular:3.1. How did the project contribute to enhancing the capabilities of participating companies?3.2. Following 2000, to what extent did the programme contribute to better understanding of gas market issues among participating companies?	 Level of contribution of project to enhancing capabilities of companies Level of contribution of project to better understanding of companies 	International Gas Union) UNECE Secretariat Staff (past and present)	
4. To what extent did the planned activities contribute to achieving the objective and the expected accomplishments?4.1. How did the four annual events organised under the Gas Centre's auspices contribute to the capacity of participating companies?	 Extent to which activities contributed to achievements Level of contribution of events to enhancing capacities of companies 		
5. What were the main challenges/obstacles to achieving the expected results?	Identification of challenges/obstacles		
6. Was there an effective alignment between the activities of the Gas Centre and the activities of the Working Party on Gas (and	Level of alignment between the Gas Centre		

both its predecessors and successors)? 7. Was there effective oversight of the operations of the Gas Centre by the intergovernmental processes? 8. For both 6 and 7, what specific items could be strengthened or improved?	 and the Working Party on Gas Level of oversight of Gas Centre's operations Items to be strengthened/improved 		
Efficiency 9. Were the resources sufficient for achieving the results? 9.1. Were the results commensurate with the resources? 10. Were the results achieved on time? 11. Were all activities organized efficiently and on time?	Extent to which resources were sufficient to achieve results Extent to which results were achieved on time Extent to which activities were organised efficiently and on time	 UNECE documents (plans, reports, minutes of meetings, etc.) MS representatives Past and current members of the Gas Centre (e.g. companies) Other stakeholders (e.g. International Gas Union) UNECE Secretariat Staff (past and present) 	 Document review Interviews Questionnaire
Relevance 12. To what extent did the programme respond to the priorities and needs of the beneficiary countries? 12.1 How relevant was it to the target groups' needs and priorities? 13. How relevant was the programme for the UNECE region needs and priorities? 14. What is the relevance of the programme for the work of UNECE?	Extent to which programme responded to the priorities/needs of beneficiary countries and target groups Level of relevance of programme for the region and UNECE work	 UNECE documents (plans, reports, minutes of meetings, etc.) MS representatives Past and current members of the Gas Centre (e.g. companies) Other stakeholders (e.g. International Gas Union) UNECE Secretariat Staff (past and present) 	 Document review Interviews Questionnaire

 15. To what extent are the objectives of the programme still valid? How can the programme be replicated in other contexts? 16. To what extent are the activities and outputs of the programme consistent with and relevant to the overall objective and expected accomplishments? 17. To what extent are the activities and outputs of the programme consistent with and relevant to the intended impacts and effects? 	 Level of continued validity of the programme; ability to be replicated Extent of relevance of activities and outputs to objectives and accomplishments Extent of relevance of activities and outputs to intended impacts/effects 		
 Sustainability 18. Could the results be further sustained? In particular: 18.1. To what extent will the benefits of the programme continue after completion and without overburdening recipient stakeholders? 18.2. How is the stakeholders' engagement likely to continue? In case, how will the capacity built to ensure that institutions will take over and sustain the benefits? 18.3. To what extent do the partners and beneficiaries 'own' the outcomes of the work? 18.4. What were the major factors that influence the achievement or non-achievement of sustainability of the programme? 	 Extent to which benefits continue without overburdening Level to which sustainability and engagement will continue Extent to which partners and beneficiaries 'own' the outcomes Identification of major factors influencing sustainability 	 UNECE documents (plans, reports, minutes of meetings, etc.) MS representatives Past and current members of the Gas Centre (e.g. companies) Other stakeholders (e.g. International Gas Union) UNECE Secretariat Staff (past and present) 	Document reviewInterviewsQuestionnaire
Conclusions and recommendations 19. What are the key conclusions and recommendations for UNECE based on the evaluation findings?	Identification of key conclusions and recommendations	N/A	N/A

Study tools and sampling

The following table contains a description of the tools to be used and planned sampling targets; these targets aim to gather enough responses in order for a representative and credible evaluation.

Tools	Description	Sources	Sample target			
Danwart	The decreed various will	LINECE	N/A			
Document	The document review will consider all available	UNECE	N/A			
review	consider all available documentation related to the					
	Gas Centre including plans, budgets, strategy, activity					
	reports, meeting minutes, etc.					
Questionnaire	The online survey will be	MS representatives	10 responses			
Questionnaire	comprised of mainly closed	(Sustainable Energy	(1 per implicated			
	questions and a limited number	Committee and	MS)			
	of open questions. It will be	Working Party on Gas)	1013)			
	available in English. The survey	Gasj	20 responses			
	will be targeted to those within	Past and current	(1 per company)			
	the target audiences that had	members of the Gas Centre (e.g.	(1 per company)			
	direct involvement and/or	companies)	Total: 30 responses			
	knowledge of the Gas Centre					
Interviews	Semi-structured interviews will	MS representatives	5 (key MS)			
	be conducted by telephone,	(Sustainable Energy	, , ,			
	Skype or in-person by the	Committee and Working Party on				
	evaluation consultant. The	Gas)				
	interviews will be based on a	_				
	series of questions from an	Past and current members of the Gas	10 (key companies)			
	interview guide. The duration	Centre (e.g.				
	of each interview will be	companies)				
	between 40-60 minutes.	Other stakeholders				
		(e.g. International	2			
		Gas Union)				
		UNECE Secretariat				
		Staff (past and	2-current staff			
		present)	3- past staff			
			Total: 22 interviews			

Key deliverables

The following key deliverables are foreseen for this assessment:

- Inception report (this document)
- Data collection tools (e.g. Interview guide and questionnaire)
- Preliminary results (PowerPoint presentation format)
- Final report (Word document)

All deliverables will be in English.

Timeline

The following chart illustrates the proposed scheduling of the key tasks of this assessment. # denotes where validation of the UNECE will be required. Based on this schedule, the evaluation will be concluded at the end of May 2017 with the delivery of the final report.

2017	Ja	an.		February		March				April				May					
Key steps/Weeks:	3	4	1	2	3	4	1	2	3	4	5	1	2	3	4	1	2	3	4
Initial briefing, document review & delivery or inception report#																			
Preparation of tools#																			
Data collection																			
Presentation of preliminary results#																			
Data analysis																			
Delivery of draft report #																			
Integration of UNECE comments																			
Delivery of final report #																			

Annex 6: Terms of Reference

I. Purpose

This evaluation will address the pubic/private nature of the Gas Centre. The Gas Centre was established in order for private companies operating under competitive market conditions to be able to assist companies that had always operated in planned economies manage the transition. It was unique as a gathering of commercial companies operating under a UN umbrella. Member States decided to bring the current activities of the Gas Centre to an end, and its mandate ceased as of the end of 2015. They are now considering a successor to the Gas Centre, the Gas Industry Advisory Board, and this evaluation is intended to provide guidance based on the experience of the Gas Centre on how the interaction between a commercial industry as a whole and the UN could be designed to enhance industry engagement and support for the coming energy transition while ensuring the proper functioning of intergovernmental bodies. This assessment will require a review of how the Gas Centre functioned and whether or not its operations worked as an effective partnership between commercial companies and governments to achieve the objectives that had been set.

II. Scope

The Gas Centre was established in 1992 to draw on the capabilities of gas companies with experience in market economies to help gas companies emerging from planned economies cope with the transition. By the late 1990's this objective had been achieved, and the Gas Centre evolved into a dialogue among its membership on topics of importance for gas markets. The framework for this programme was an agreement among the member companies of the Gas Centre to fund a small secretariat in UNECE to support its activities.

What will be included in this review are the issues of oversight, governance, and procedures of the Gas Centre. In particular, the review will explore how the activities of a body such as the Gas Centre, or more appropriately its successor, could be aligned with the activities of the UN in the area of energy.

In terms of geographical scope of the review, it is consistent with the original mandate of the Gas Centre, focused on the countries that were in transition from planned economies in the early 1990s, and its activities beyond 2000 that explored broader, global gas market issues.

In terms of organizational contribution, this program was established and functioned under the UNECE. The evaluation should cover the entire period from establishment of the Gas Centre in 1994 to the conclusion of its mandate at end-2015.

The stakeholders in the Gas Centre at the outset were the entire natural gas industry of the UNECE region. After 2000 the membership reduced to roughly equal rates of participation of eastern and western companies with a total membership of 20 companies.

The key limitations for the Gas Centre from 2009 were its financial stability and its staffing. Although the membership remained broadly intact, certain events in 2009 and 2010 rendered its financing precarious and reduced the secretariat staffing. From 2013, incumbent staff were dismissed by UN headquarters, thereby undermining relations with key member companies of the Gas Centre and reducing the effectiveness of the secretariat.

III. Background

In 1994 the United Nations Economic Commission for Europe, the UNECE, which comprises 56 member countries in North America, Europe, the Caucasus, and central Asia, launched a technical cooperation programme to assist governments and gas companies in Central and Eastern Europe in their efforts to create more decentralized and market-based gas industries (the Gas Centre).

These tasks were achieved by the late 1990's, and thereafter the Gas Centre undertook new tasks at the behest of its membership as gas markets evolved and as new rules and regulations emerged. During the course of 2013 the UNECE member States renewed the mandate of the Gas Centre for two years, asking that it reinforce its role as a platform for engagement between governments and industry.

The UNECE Gas Centre provided its members with an open, neutral and transparent platform for dialogue among its members for exchange of views and discussion of topical issues related to gas and for exchange with governments. The topics for the dialogue were decided by the membership based on members' needs in an evolving market and regulatory environment.

The energy activities of UNECE were reconfigured by member States in 2013 explicitly to help them attain the objectives of Sustainable Energy for All and the other energy-related sustainable development goals. Throughout the UN it is recognized that transforming the energy system to sustainable outcomes cannot be achieved without extensive public private engagement of the sort that the Gas Centre represents. Done right, a revised Gas Centre could serve as a model for industry/government engagement to establish the right framework conditions for industry to accelerate the transformation.

The UNECE has many activities underway on all sources of energy and maintains close relations with both the industries that develop, transform, and deliver them and relevant international organizations. A reinvented Gas Centre could therefore provide

an avenue to engage the interests of the gas industry with the other professional groupings and international organizations on broader, UN-level energy market policy and regulatory developments and best practices, standards, or other normative instruments.

The role of natural gas in the global energy mix is growing both as a share of the total, but also as a vehicle for accelerating the reduction in the carbon intensity of the sector. Natural gas technology offers the flexibility that the future energy system will require, it can provide network support services cost-effectively, it has lower carbon intensity than other fossil fuels in both power and transportation, and it can complement the growing share of renewables in the energy mix. Natural gas is a vital ingredient in the energy system of the future. For all of these reasons, a facilitated engagement between the intergovernmental bodies, the Committee on Sustainable Energy and its Group of Experts on Gas, and an industry body such as the Gas Centre, could contribute to policies, standards, and regulations being developed in a sound manner.

Globalization of the gas market and emerging challenges are imperatives for a new Gas Industry Advisory Board (GIAB, the provisional name for the successor to the UNECE Gas Centre) to enlarge its scope of activities, methods of work and area of interests and to serve as a platform for transparent dialogue among major players of the gas industry and governments representatives. The Board would maintain the Gas Centre's historic role for East-West dialogue.

IV. Issues

The primary issue the evaluation will seek to answer relates to oversight and governance, both in terms of ensuring proper coordination of activities with the parent intergovernmental body and in terms of ensuring proper oversight of the sources and uses of funds

The Gas Centre no longer exists inasmuch as its mandate has been achieved. As member States are considering establishing a successor to the Gas Centre, it is important to assess the Gas Centre as a possible model for how its successor might be structured. The results of the assessment might inform other collaborations between industry and the UN inasmuch as attainment of the sustainable development goals is considered to depend absolutely on industry and private sector engagement. In this regard the assessment can affect the entire organization's approach to collaboration. In order to achieve the objectives, it is important to assess the effectiveness, efficiency, relevance, and sustainability of a Gas Centre-like structure.

The Gas Centre was a unique structure within the UN system. As a consequence, the evaluation must reflect the unique objectives, structure, and functions of the Gas

Centre. If one or more successors to the Gas Centre are to be established, it is essential that the key lessons learned from the Gas Centre be embraced in any new construct.

The evaluation will seek to report on the effectiveness, sustainability, efficiency and relevance of the project. Key questions that the evaluation seeks to answer include:

Effectiveness

- 1. To what extent was the objective of the project achieved?
- 2. How did the programme improve the ability of companies emerging from planned economies to function in competitive market economies?
- 3. To what extent were the expected accomplishments of the programme achieved? In particular:
 - 3.1. How did the project contribute to enhancing the capabilities of participating companies?
 - 3.2. Following 2000, to what extent did the programme contribute to better understanding of gas market issues among participating companies?
- 4. To what extent did the planned activities contribute to achieving the objective and the expected accomplishments? How did the four annual events organised under the Gas Centre's auspices contribute to the capacity of participating companies?
- 5. What were the main challenges/obstacles to achieving the expected results?
- 6. Was there an effective alignment between the activities of the Gas Centre and the activities of the Working Party on Gas (and both its predecessors and successors)?
- 7. Was there effective oversight of the operations of the Gas Centre by the intergovernmental processes?
- 8. For both 6 and7, what specific items could be strengthened or improved?

Sustainability

- 9. Could the results be further sustained? In particular:
 - 9.1. To what extent will the benefits of the programme continue after completion and without overburdening recipient stakeholders?
 - 9.2. How is the stakeholders' engagement likely to continue? In case, how will the capacity built to ensure that institutions will take over and sustain the benefits?
 - 9.3. To what extent do the partners and beneficiaries 'own' the outcomes of the work?
 - 9.4. What were the major factors that influence the achievement or non-achievement of sustainability of the programme?

Efficiency

- 10. Were the resources sufficient for achieving the results? Were the results commensurate with the resources?
- 11. Were the results achieved on time?
- 12. Were all activities organized efficiently and on time?

Relevance

- 13. To what extent did the programme respond to the priorities and needs of the beneficiary countries? How relevant was it to the target groups' needs and priorities?
- 14. How relevant was the programme for the UNECE region needs and priorities?
- 15. What is the relevance of the programme for the work of UNECE?
- 16. To what extent are the objectives of the programme still valid? How can the programme be replicated in other contexts?
- 17. To what extent are the activities and outputs of the programme consistent with and relevant to the overall objective and expected accomplishments?
- 18. To what extent are the activities and outputs of the programme consistent with and relevant to the intended impacts and effects?

V. Methodology

The evaluation will be carried out based on a survey using a questionnaire, followed by targeted interviews to further elaborate the findings of the survey. A desk review of existing documents will also be undertaken.

Desk review

The evaluator will review

- The documented history of the Gas Centre through a desk review of documents and records;
- Reports of relevant meetings;
- Other relevant UNECE documents.
- Documents such as recent OIOS reviews that are relevant for this evaluation

Questionnaire

A tailored questionnaire will be disseminated amongst stakeholders:

- Representatives of member States participating in the work of the Sustainable Energy Committee and the Working Party on Gas;
- Past and current members of the Gas Centre;
- Other key stakeholders like the International Gas Union.

Interviews

A series of interviews with relevant stakeholders will be conducted to further explore responses from the questionnaires. The interviews will take place by phone or Skype. The views of the relevant UNECE Secretariat staff in the Sustainable Energy Division will be sought.

VI. Evaluation Schedule

Develop a timetable for the following phases of the self-evaluation:

A. Preliminary research: Oct/Nov

B. Data Collection: Oct/NovC. Data Analysis: Nov/Dec

D. Draft Report: end-DecemberE. Final Report: end-January

VII. Resources

What staff will be involved in undertaking the evaluation? Are there any other resources required?

An external evaluation consultant identified through the UNECE evaluation roster will be hired and receive support from the UNECE programme manager (the Director of the Sustainable Energy Division in this case). The UNECE Programme Management Unit will provide guidance on the process for the preparation of the evaluation.

VIII. Intended Use/Next Steps

How are the findings of the self-evaluation expected to be used? What procedures/arrangements will be established to consider the results of the self-evaluation and to formulate an action plan?

The findings of this self-evaluation are intended to serve two purposes:

- 1. Provide immediate input to the design of the successor body, the Gas Industry Advisory Board, to provide a sound footing for its oversight and governance practices; and
- 2. Provide insights into the best configuration of public private partnerships in the UN context to enhance attainment of Agenda 2030.

IX. Criteria for Evaluators

The evaluator should have:

- · Good knowledge and experience of evaluation, project management, gas/energy related issues
- · Demonstrated methodological knowledge of evaluations, including quantitative and qualitative data collection and analysis for end-of-cycle project evaluations
- · Proficiency of written and spoken English